RISK and PRECAUTION

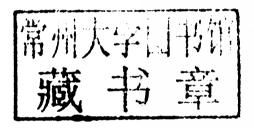
Alan Randall



Risk and Precaution

Alan Randall

The University of Sydney and The Ohio State University





Acknowledgements

My interest in the limits of utilitarian welfare economics as a normative theory dates back at least as far as my work on a panel assembled by the Center for Philosophy and Public Policy at the University of Maryland, on the project that led to Bryan Norton's edited book *The Preservation of Species* (Princeton, 1986). There followed a project on the normative foundations of benefit—cost analysis and its uses in policy and management, sponsored by the National Science Foundation's program in Ethics and Values in Science in the late 1980s, and a series of book chapters and refereed articles in the 1990s, many of them with Michael Farmer, exploring the rationale for a conservation constraint on the domain of utilitarian principles for management of natural resources. One branch of this work placed the question in the more inclusive frame of sustainability, and led to a series of papers and publications, most recently Randall (2008).

This book began with a residency at the Rockefeller Study and Conference Center, Bellagio, Italy early in the spring of 2008. In that idyllic atmosphere, I was able to complete and submit a rudimentary book proposal, while enjoying rich interaction with a small but intellectually diverse group of scholars and artists. There followed a series of seminars on three continents that helped me develop and refine my argument, and an article (Randall 2009) that while standing alone served also as a detailed outline, in 15,000 words, for this book.

While all of the above-mentioned intellectual opportunities and interactions shaped this book in important ways, I would like to highlight the contributions of correspondence and/or discussions with Emery Castle, Michael Farmer, Henk Folmer, Mark Jablonowski, Neil Manson, Eric Naevdal, Ian Sheldon, and Tom Tietenberg. Colleagues and supervisors at Ohio State were supportive at all times throughout the writing process. Chris Harrison, Phil Good, and their associates at Cambridge have been unfailingly responsive and helpful. The support of my wife Beverley, the encouragement of our adult children Glenn and Nicole, and their spouses Michele and Brad and the joy

that our grandchildren Isabel and Kendall bring to our lives, were all essential to the effort – without a strong family foundation, things would have been so much harder. I have kept my mother Margaret mostly undisturbed by the daily grind of completing this work, but I know she will be inordinately proud of the final product.

Acronyms

A Asymmetric

AM Adaptive management BAU Business-as-usual

BC Benefit-cost (often an adjective)

BCA Benefit-cost analysis

BLM Bureau of Land Management

D Disproportionate

DOI Department of the Interior

E Evidence E(.) Expected (.)

EPA Environmental Protection Agency

ESA Endangered Species Act

EU Expected utility*
EU European Union*
EV Expected value

FDA Food and Drug Administration

FS Forest Service GHG Greenhouse gases

GM(O) Genetically modified (organism)
MSY Maximum sustainable yield
MTBE Methyl tertiary-butyl ether
NGO Non-governmental organization

NI Novel intervention

 $\begin{array}{ccc} \mathrm{NI_{1}} & \mathrm{Novel~intervention}~ex~ante \\ \mathrm{NI_{2}} & \mathrm{Novel~intervention}~ex~post \\ \mathrm{ORM} & \mathrm{Ordinary~risk~management} \\ \mathrm{OSY} & \mathrm{Optimal~sustainable~yield} \end{array}$

P Prohibit

PBDE Polybrominated diphenyl ether

PCB Polychlorinated biphenol

xvi

PP	Precautionary principle
PRT	Pre-release test(ing)
PV	Present (i.e. discounted) value
QSR	Quarantine and stepwise release
R	Remedy
R	Release
SMS	Safe minimum standard of conservation
STEPS	System for Thalidomide Education and Prescribing Safety
STS	Screen(ing), pre-release test(ing), and post-release surveillance
T	Threat
T	Test
US(A)	United States (of America)
USDA	United States Department of Agriculture
WTP	Willingness to pay

Willingness to accept (compensation)

WTA

^{*} Let context be your guide.

Authors cited

Arcuri,	121, 195, 207
Arrow and Fisher,	50, 58, 123, 142
Bailey,	15, 17–18, 91, 251
•	86, 131, 176–177, 183
Barrieu and Sinclair-Desgagné,	160
Barro,	
Berg et al.,	169
Bergen Declaration,	9, 88, 93, 102
Bernoulli,	60
Biggs et al.,	158
Bishop,	175
Brock and Carpenter,	70, 74, 157
Brock et al.,	70, 157
Bronitt,	10, 122
Bussiere and Fratzscher,	70, 157
Byerlee,	57
Canadian Perspective,	9
Chichilnisky,	61, 76, 175–177, 244
Ciriacy-Wantrup,	173
Cooney,	8, 97, 199
Cranor,	133
Deblonde and Du Jardin,	156
Dickson,	164
Dixit and Pindyck,	50, 58
Elisab and Dayless	52
Ehrlich and Becker,	52
Ehrlich and Ehrlich,	40
European Commission,	9, 21, 232



FAO, Farmer and Randall, Farrow, Fedoroff et al., Folke et al., Foster et al., Freeman and Kunreuther, Frost,	147 178–179, 183 25, 87, 99, 178, 182 170 35, 68, 120, 179 15, 21, 91 55 80
Gardiner, Garrity, Gollier, Gollier and Treich, Gollier et al., Graham, Gray and Hammit, Grossman, Guldberg,	102 133, 138–139, 142, 209, 228 25, 87, 178, 182 131, 135, 143, 176–177, 183, 238 176–177, 238 19, 21, 211 85 229 15, 18, 21, 91
Hansen et al., Harris and Holm, Henry, Henry and Henry, Holling, Hubin, Hughes,	84 15, 21, 91 34, 50, 58, 64, 142 34, 64 35, 69, 120, 179 47 26, 102, 185
Jablonowski, Jasanoff,	5, 78, 159, 161, 163 209, 237, 249
Kahan <i>et al.</i> , Kahneman and Tversky, Kahneman <i>et al.</i> , Kolitch, Kolstad, Krutilla,	90-91, 129-131, 201 61 91, 127 10 51, 58, 175 57-59
Laughlin, Lindley, Lofstedt <i>et al.</i> ,	67 33 99

Mandel and Gathii,	92, 102
--------------------	---------

Manski, 151–153, 170, 222, 250 Manson, 26, 58–59, 102, 121, 185

Margolis and Naevdal, 179–180 Martin, 163 Matthee and Vermersch, 25

May et al., 41, 78, 163

Meier and Randall, 80
Meinshausen, 77
Michaels and Monforton, 130
Mielke and Roubicek, 67
More, 16, 24

Murphy, 4, 10, 78–79, 163

Naevdal and Oppenheimer, 179–180 Narain *et al.*, 80 Noiville *et al.*, 121

O'Neill, 22

Parfit, 78, 154
Parson, 93, 95
Peel, 9, 250
Peterson D, 98

Peterson M, 85–86, 98–99 Pindyck, 50, 58–59, 143

Quiggin, 140, 160

Raffensperger and Tichner, 5, 10, 99, 255

Randall, 156, 178–179, 183, 208, 216, 247

Ready and Bishop 175
Resnik, 216
Ricci, et al., 133
Roe and Baker, 77
Rosenzweig and Kochems, 45

Sandin, 98–99 SEHN, 10–15

Shaw and Schwartz	
-------------------	--

9, 126, 171, 216

Shorto,

201

Sinha et al.,

145, 164

SIRC,

18, 23–24, 135

Slovic,

127, 133

Stirling and Scoones,

215, 238

Sunstein,

19–20, 22, 84, 88–90, 92–93, 99, 121–122, 127–130,

133, 178, 180, 187, 211

Taylor,

101, 199

Thomas and Randall,

169

Turvey and Mojduszka,

25, 134

UNESCO.

4, 9, 84, 88, 102, 107, 145, 164, 218

Viscusi,

133

Weisbrod,

57-59

Weitzman,

4, 76-78, 112, 160, 245

Wexler,

89, 127

.....,

07, 127

Wiener and Rogers, Wiener and Stern,

9 10, 122

Williams,

* * 1111411

97, 178, 199

Willis,

10, 15, 28, 79, 129

Wingspread Statement,

9, 11, 14, 16, 88, 93, 102

Contents

	List of figures List of boxes Authors cited	page vii viii
	Acknowledgements	x xiv
	List of acronyms	xvi
Part I	The precautionary principle – why so much fuss about such a simple idea?	1
1	Precaution as common sense: "Look before you leap"	3
2	Commonsense precaution or paralysis of fear?	17
Part II	Harm and chance – managing risk	29
3	Harm, risk, and threat	31
4	Ordinary risk management: risk management as we know it	43
5	Problems with ordinary risk management	56
Part III	Defining and justifying a coherent precautionary principle	81
6	A defensible precautionary principle must withstand these challenge	s 83
7	Toward a precautionary principle framework: evidence, threat, and remedy	102
8	Threat and evidence	109
•		

vi j	Contents	
9	Remedy	134
10	Precaution for utilitarians?	172
11	A robust and defensible precautionary principle	184
Part IV	Precaution in action	193
12	Precaution: from principle to policy	195
13	Integrated risk management	217
Part V	Conclusion	241
14	A role for precaution in an integrated risk management framework	243
	References	251

257

Index

Figures

5.1	Complex adaptive behavior	page 66
5.2	Predicted probability distributions for global temperate increase	77
8.1	Outcomes normally distributed with modest dispersion	111
8.2	Catastrophic possibilities with a normal outcome distribution -	
	highly dispersed outcome possibilities	112
8.3	Disproportionate and asymmetric threats	113
10.1	The safe minimum standard of conservation	174
13.1	Stylized quarantine and stepwise release (QSR) process - assume	
	3 steps of pre-release testing, PRT	220
13.2	Stylized screening, pre-release testing, post-release surveillance	
	(STS) process	220
13.3	Maximum and optimal sustainable yield, and the safe	
	minimum standard of conservation	231

Boxes

1.1	Murphy (2009) on asbestos	page 4
3.1	Risk - language conventions for this book	36
4.1	Definitions of key terms	47
4.2	Real options – a simple global warming example	51
5.1	Features of complex systems	65
5.2	Real options and path dependence	72
5.3	Adaptive management	76
5.4	Asbestos: harm, evidence, and political will - a case study in playing	
	catch-up	79
6.1	Risk-risk trade-offs - a pesticides example	85
6.2	Stylized strategies for protection from harm - combining pre- and	
	post-release filters	96
6.3	The tasks ahead	100
7.1	Threat - the "chance of harm" concept	103
7.2	A stylized, iterative sequential release protocol	107
8.1	PP-relevant threats – disproportionate and asymmetric?	115
8.2	Novel outcomes and scope for pre- and post-release remedies	117
8.3	Thalidomide – a novel intervention gone bad	118
8.4	Focusing on disproportionate and asymmetric threats resolves	
	some PP controversies	121
9.1	Threat cases - availability of pre- and post-release remedies	137
9.2	Novel interventions gone bad: (i) PCBs - one from the regulatory	
	"dark ages"	138
9.3	Novel interventions gone bad: (ii) MTBE – by the 1980s,	
	we should have known better	139
9.4	The thalidomide case led to stricter approval procedures in the US	140
9.5	North Pacific salmon – overstressing a system in the course of	
	business-as-usual	141
9.6	Stylized pre- and post-release strategies for threats	
	from novel interventions	144

9.7	Innovation and the PP	146
9.8	Factors influencing the welfare-optimal combination of pre- vs.	
	post-release remedies for threats from proposed innovations	152
9.9	Thalidomide redux – new uses, strict protections	153
9.10	Uses and limits of quarantine as a remedy	154
9.11	Can we take adaptive management seriously, in the case of	
	climate change?	160
9.12	Clarifying risk dilemmas	161
9.13	Risk dilemmas – can we avoid this kind of mess in future?	163
9.14	Threats from novel interventions: E, T, and R in an iterative	
	implementation process	165
10.1	The problem with a utilitarian filter on precaution	181
12.1	An NI, example – nanotechnology risk	213

Part I

The precautionary principle – why so much fuss about such a simple idea?