



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
WASHINGTON, D.C. 20460

THE ADMINISTRATOR

MAR 21 1995

**MEMORANDUM**

SUBJECT: EPA Risk Characterization Program

TO: Assistant Administrators  
Associate Administrators  
Regional Administrators  
General Counsel  
Inspector General

EPA has achieved significant pollution reduction over the past 20 years, but the challenges we face now are very different from those of the past. Many more people are aware of environmental issues today than in the past and their level of sophistication and interest in understanding these issues continues to increase. We now work with a populace which is not only interested in knowing what EPA thinks about a particular issue, but also how we come to our conclusions.

More and more key stakeholders in environmental issues want enough information to allow them to independently assess and make judgments about the significance of environmental risks and the reasonableness of our risk reduction actions. If we are to succeed and build our credibility and stature as a leader in environmental protection for the next century, EPA must be responsive and resolve to more openly and fully communicate to the public the complexities and challenges of environmental decisionmaking in the face of scientific uncertainty.

As the issues we face become more complex, people both inside and outside of EPA must better understand the basis for our decisions, as well as our confidence in the data, the science policy judgments we have made, and the uncertainty in the information base. In order to achieve this better understanding, we must improve the way in which we characterize and communicate environmental risk. We must embrace certain fundamental values so that we may begin the process of changing the way in which we interact with each other, the public, and key stakeholders on environmental risk issues. I need your help to ensure that these values are embraced and that we change the way we do business.

First, we must adopt as values **transparency** in our decisionmaking process and **clarity** in communication with each other and the public regarding environmental risk and the uncertainties associated with our assessments of environmental risk. This means that we must fully, openly, and clearly characterize risks. In doing so, we will disclose the scientific analyses, uncertainties, assumptions, and science policies which underlie our decisions as they are made throughout the risk assessment and risk management processes. I want to be sure that key science policy issues are identified as such during the risk assessment process, that policymakers are fully aware and engaged in the selection of science policy options, and that their choices and the rationale for those choices are clearly articulated and visible in our communications about environmental risk.

I understand that some may be concerned about additional challenges and disputes. I expect that we will see more challenges, particularly at first. However, I strongly believe that making this

change to a more open decisionmaking process will lead to more meaningful public participation, better information for decisionmaking, improved decisions, and more public support and respect for EPA positions and decisions. There is value in sharing with others the complexities and challenges we face in making decisions in the face of uncertainty. I view making this change as essential to the long term success of this Agency.

Clarity in communication also means that we will strive to help the public put environmental risk in the proper perspective when we take risk management actions. We must meet this challenge and find legitimate ways to help the public better comprehend the relative significance of environmental risks.

Second, because **transparency** in decisionmaking and **clarity** in communication will likely lead to more outside questioning of our assumptions and science policies, we must be more vigilant about ensuring that our core assumptions and science policies are **consistent** and comparable across programs, well grounded in science, and that they fall within a "zone of **reasonableness**." While I believe that the American public expects us to err on the side of protection in the face of scientific uncertainty, I do not want our assessments to be unrealistically conservative. We cannot lead the fight for environmental protection into the next century unless we use common sense in all we do.

These core values of transparency, clarity, consistency, and reasonableness need to guide each of us in our day-to-day work; from the toxicologist reviewing the individual cancer study, to the exposure and risk assessors, to the risk manager, and through to the ultimate decisionmaker. I recognize that issuing this memo will not by itself result in any change. You need to believe in the importance of this change and convey your beliefs to your managers and staff through your words and actions in order for the change to occur. You also need to play an integral role in developing the implementing policies and procedures for your programs.

I am issuing the attached EPA Risk Characterization Policy and Guidance today. I view these documents as building blocks for the development of your program-specific policies and procedures. The Science Policy Council (SPC) plans to adopt the same basic approach to implementation as was used for Peer Review. That is, the Council will form an Advisory Group that will work with a broad Implementation Team made up of representatives from every Program Office and Region. Each Program Office and each Region will be asked by the Advisory Group to develop program and region-specific policies and procedures for risk characterization consistent with the values of **transparency, clarity, consistency, and reasonableness** and consistent with the attached policy and guidance.

I recognize that as you develop your Program-specific policies and procedures you are likely to need additional tools to fully implement this policy. I want you to identify these needed tools and work cooperatively with the Science Policy Council in their development. I want your draft program and region-specific policies, procedures, and implementation plans to be developed and submitted to the Advisory Group for review by no later than May 30, 1995. You will be contacted shortly by the SPC Steering Committee to obtain the names of your nominees to the Implementation Team.

/s/

Carol M. Browner