

## Expert Workshop on National Risk Assessment and Risk Management at the Country Level

Thursday 10 January 2013 – 14:00 - 17:30

School of Public Policy and Management, Tsinghua University – Third floor

### Workshop description

**Governments have to manage a portfolio of threats of different nature that may affect their territory or citizens, either directly or indirectly. These threats include, for example, large-scale natural or industrial hazards.**

In order to identify, assess and evaluate these threats, some governments have developed **“all-hazards national risk assessments”** (NRAs). They have structures and processes in place to identify and assess large-scale risks that can potentially affect their territories and population severely, and to compare them according to their expected frequency and severity.

These approaches also focus on impacts and vulnerabilities, with a view to increase resilience to disasters and risks that would have as a consequence to disrupt the provision by public authorities of critical services.

These “NRAs” are then used to inform integrative **“whole-of-government” risk-management schemes at country level**, to develop risk-management capabilities, prioritise resource allocation and implement effective risk-management strategies.

These initiatives go beyond classic *national* security approaches, moving towards broader *societal* security approaches. They include ensuring that people, assets and the environment are protected, that safe water and food as well as public health and energy are provided in a reliable and resilient manner, whatever kind of hazard could arise.

**The objective of this workshop is to introduce methods for All-Hazards National Risk Assessment and Whole-of-Government Risk Management at the country level**, as discussed, for example, in the OECD High Level Risk Forum <http://www.oecd.org/gov/riskmanagement/highlevelriskforum.htm>

The workshop will also present and discuss policies and practices developed in various countries.

*Background reading will be provided in advance of the workshop*

# Workshop Agenda

**13:45 Registration – SPPM Third floor – Room 302**

**14:00 – 14:15 Welcome and introduction by the co-chairs**

- **Hui DING**, President, Beijing Academy of Science and Technology
- **Donald JOHNSTON**, former Secretary General of the OECD and Chairman of IRGC

**14:-15-15:00 Session 1 – Assessing risk in China**

- **Zongchao PENG**, Centre for Crisis Management Research, Tsinghua University
- **Feng CAO**, School of Public Policy and Management, Tsinghua University  
*The Risk Assessment of Social Stability in China*
- **Kaibin ZHONG**, National Institute of Emergency Management, Chinese Academy of Governance (CAG)  
*The Shift of Risk Assessment in China: From Departmentalized to full integration*
- **Discussion**

**15:00-15:45 Session 2 – Introduction to All-Hazards National Risk Assessment and Whole-of-Government Risk Management at the Country Level**

- **Michael OBORNE**, Oxford University, IRGC  
*The Need for Governments to Develop All-hazards National Risk Assessment, and Whole-of government Integrative Approach to Risk Management*
- **Stéphane JACOBZONE**, OECD, Directorate on Public Governance  
*Country Risk Assessment and Management, an OECD approach*
- **Discussion**

**15:45 – 16:00 Tea Break**

**16:00 – 17:00 Session 3 – Country experiences**

- **John TESH**, Independent Expert  
*All-hazards National Risk Assessment for Country Risk Management*
- **Jonathan NG**, Centre for Strategic Futures, Prime Minister's Office, Singapore  
*Whole-of-government Integrated Risk Management in Singapore*
- **Patrick HELM**, Department of the Prime Minister and Cabinet, New Zealand  
*Balancing Risk and Resilience: A system's Approach for Security*
- **Discussion**

**17:00 – 17:30 Panel discussion - 'What is relevant for China'?**

- **Discussion with speakers and other experts**

**17:30 – 17:45 Conclusion**

# Speakers' Abstract and Biographies

**Hui DING** President, Beijing Academy of Science and Technology

Prof. Hui Ding is a research scientist and the president of Beijing Academy of Science and Technology. He is a State Council expert for special allowance, an ad hoc expert in the Production Safety Expert Group of State Administration of Work Safety, and the executive president of the Acoustical Society of China. He is also an adjunct professor in Beijing University of Chemical Technology and Capital University of Economics and Business. He was a visitor scholar from 1992 to 1993 in Technical University of Denmark and studied strategic management and innovation in Huazhong University of Science and Technology and the University of Warwick from March 2002 to September 2002.

**Donald JOHNSTON** PC OC QC LLDs, DCL

The Honourable Donald Johnston has had a long career as a lawyer and politician, spending ten years in the Canadian Parliament, and serving as a Cabinet Minister in a number of senior portfolios.

Mr. Johnston was a Member of Parliament from 1978 to 1988. He served in the Cabinet, first as President of the Treasury Board (which manages the Federal Public Service and controls the National Budget), and then as Minister of State for Economic and Regional Development, Minister of Science and Technology, Minister of Justice, and Attorney General of Canada. With the defeat of the Liberal government in 1984, Mr. Johnston became Opposition Critic for Finance and, later, for External Affairs.

In 1990, Mr. Johnston was elected President of the Liberal Party of Canada. In 1992, he was re-elected and held the post through the election in 1993 that returned the Liberal Party to power. He was Secretary-General of the Organisation for Economic Co-operation and Development (OECD) from 1996 to 2006.

In 2008, he was made an Officer of the Order of Canada. He has also received the highest honours bestowed on non citizens from the Governments of Slovakia, Hungary, Belgium and is a recipient from the Emperor of Japan of the Grand Cordon of the Order of the Rising Sun. In 2010 French President Sarkozy awarded him membership as an Officer of the Legion d'Honneur and the actual ceremonial investiture should take place in 2011.

After stepping down from the OECD in 2006 he resumed his legal career as Counsel to the national law firm of Heenan Blaikie ,( formerly Johnston Heenan Blaikie), of which he was a founder in 1973 as well as being a senior advisor to the McCall MacBain Foundation in Geneva, Chairman of the International Risk Governance Council ( Geneva), Distinguished Visiting Professor at Yonsei University in Seoul Korea 2006-2009.

**Zongchao PENG** Professor, Public Policy Institute  
Director, Center for Crisis Management Research  
Associate Dean, School of Public Policy & Management,  
Tsinghua University

**Feng CAO** Assistant Professor, School of Public Policy and Management,  
Tsinghua University

## Presentation abstract **The Risk Assessment of Social Stability in China**

China is in a critical period of rapid development with opportunities and challenges, especially from the social instability. China has paid much attention to assessing the social stability risk caused by major public policies and public projects, but less attention to evaluating the comprehensive social stability risk in an area. Therefore, Professor Peng and his research team have been conducting a study on the comprehensive social stability risk

assessment sponsored by the Ministry of Education of China. He will introduce their primary thinkings and research progresses on their assessment framework and indicator selection mainly based on the theoretical perspective of social ecological governance system.

### Biographies

**Dr. Zongchao Peng**, Professor in the Public Policy Institute, and Director of the Center for Crisis Management Research, Associate Dean of School of Public Policy and Management, Tsinghua University. He was a Visiting Scholar at Harvard Kennedy School from 2006 - 2007. He received his Ph. D. in Political Science from Peking University in 1999. During 1999-2001, he was a postdoctoral research fellow in the Development Research Academy for the 21th Century of Tsinghua University, focusing on the study of China's newly established public hearing systems. Since 2003, he has been a council member of Chinese Public Administration Association. He also became a member of the National Expert Advisory Council for Public Health Incidents of the Ministry of Health of China in 2006. His main areas of research include crisis management, public administration, public policy analysis, comparative political science, election system and building global democracy.

He has taught both graduate and undergraduate courses, including Public Crisis Management and Policy-making, Traditional Theories and Practices of Governing a Country in China's History, Public Policy Analysis, The Operation of China's Government and The Introduction of Public Administration & Management, Political Science and Comparative Governmental Systems.

**Prof. Feng Cao** is Assistant Professor in Public Policy and Management at Tsinghua's School of Public Policy and Management. He serves as Associate Director of the Center for Crisis Management and Associate Director of the Center for Employment and Social Security. His research focuses on social conflict, social risk, and social security. His recent publications include: Roadmap of Governmental Function Evolution in the Development Process—Risk Management Perspective, The Political Power of Social Media—A Perspective from Collective Behavior Theory, and Model□Process and Methods of Negotiation in the Management of Social Conflict.

<b>Kaibin ZHONG</b>	Associate Professor of Public Management, National Institute of Emergency Management (NIEM), The Chinese Academy of Governance (CAG)
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### Presentation abstract

#### **The Shift of Risk Assessment in China: From Departmentalized to Full Integration**

The past decade has witnessed the model of emergency management in China from a reactive one to a preventive one by introducing the structures and processes of risk assessment. In recent years, with the increasing threats of the transboundary crisis, China has strengthened its efforts in developing "all-hazards national risk assessment" (NRA). Consequently, the model of country risk assessments has gradually shifted from the traditional departmentalized one with each region and agency focusing on its own field, to a new fully integrated one by getting all relevant regions and agencies involved and sharing the common framework of risk assessment. The emergency management offices (EMO) at different levels of governments are hoped to function as enablers of collective action.

### Biography

Dr. Kaibin Zhong holds a Ph.D. in public management from Tsinghua University. He is the author of Government Emergency Management: An International Comparative Analysis (Beijing: The Chinese Academy of Governance Press, 2012), Risk Governance and Process Optimization of Government Emergency Management (Beijing: Peking University Press, 2011), Crisis Decision-making: Explaining the SARS Crisis (Beijing: The Chinese Academy of Governance Press, 2009). He also co-authored Crisis Management in China: The

Challenge of Transition (Beijing: Tsinghua University Press, 2003), and has published extensively in international journals including International Review of Administrative Science, China Security, among others. He was a visitor researcher at CRISMART Swedish National Defence College for working together on a project about SARS crisis management from December 2005 to February 2006. His research interests include crisis decision-making, risk communication, and social regulation.

**Michael OBORNE** Fellow and Director of Institute, University of Oxford

#### **Presentation abstract**

#### **The Need for Governments to Develop All-hazards National Risk Assessment, and Whole-of Government Integrative Approach to Risk Management**

Dr Osborne will present how, in the past few years, several governments have worked to develop “all-hazards national risk assessment” and “whole-of-government approaches to risk management at the country level”. He will address the challenges of this endeavour but also the many opportunities it can generate for improving the response in case of disaster or crisis, reduce the impact and the consequences and overall increase resilience.

#### **Biography**

Michael. Osborne is a Fellow and Director of the Las Casas Institute in the University of Oxford, and is on the Boards of several international institutions (among which the Advisory Committee of the International Risk Governance Council and the CGIAR Challenge Program). Dr Osborne worked for 31 years in the Organisation for Economic Co-operation and Development (OECD) from 1980 until 2011.

He has been a Member of the World Economic Forum Agenda Council on International Governance as well as a Member of the Scientific Board for the biannual BioVision.

For the ten last years of his career, he was Director of Strategic Foresight in the OECD and Director of the International Futures Programme as well as the OECD Global Science Forum. He has held posts as Senior Research Fellow (China and Pacific Basin), Executive Assistant to the Deputy Secretary General of OECD, Head of the Science and Technology Policy Division of OECD, and Deputy Director for Science, Technology and Industry.

Over his career, Dr Osborne has worked extensively in the areas of biotechnology, science policy, innovation policy frameworks, information technology policy and the political economy of China. During his tenure as Director, Dr Osborne managed OECD projects focused on the space economy, the new security economy (particularly biosecurity issues), monitoring and managing new systemic risks, the emerging bio-economy, and Infrastructure investment to 2050. Dr Osborne teaches in the Institut des Sciences Politiques in Paris, the Institute of Advanced Studies in the University of Pavia and in Oxford.

**Stéphane JACOBZONE** Counsellor, Public Governance and Territorial Development, OECD

#### **Presentation abstract**

#### **Country Risk Assessment and Management, an OECD approach**

The OECD promotes an integrated risk management approach, which addresses the interconnectedness of risks. The goal of the OECD’s High Level Risk Forum is to identify successful risk management practices and to facilitate peer learning, particularly in terms of risk assessment. The OECD developed a voluntary framework for risk assessment and financing in the context of the G20, drawing on the experience of a large number of countries. The presentation will draw on the assessment part of this framework to introduce some cross country analysis of national risk assessment. The presentation will focus on key features of risk assessment, in terms of the governance of the assessment, the methods for risk analysis, and the approaches to strengthen risk communication and awareness. It will also discuss post disaster impact assessment as well as the policy implications of risk

assessment as a strategic tool to support priority setting, help strengthen capabilities, guide prevention and mitigation measures and strengthen financial management and economic resilience. It will draw on concrete country examples, and highlight issues of relevance to China, such as issues of coordination and multi level governance.

### **Biography**

Mr. Jacobzone is an OECD official, with responsibility in the areas of risk management and public governance. He contributed to the establishment of the High Level Risk Forum (HLRF), as a follow up to the activities on risk launched in the context of OECD International Futures Programme. In that capacity, he oversaw the preparation of the G20 methodological framework on risk assessment and financing, as well as various activities on strategic crisis management, risk and crisis communication. The OECD is also conducting a peer review of Mexico's National Civil Protection System, and country reviews monitoring progress in the implementation of the Hyogo Framework for Action in selected European countries in cooperation with the European Commission and the UNISDR. Mr. Jacobzone is also coordinating the OECD Public Governance Committee.

In previous assignments he also worked extensively on regulatory issues, organizing a major international conference on the future of regulatory policy in 2010, jointly with the Bertelsmann Stiftung and the European Commission. He led multidisciplinary regulatory reform reviews in over 10 countries, and coordinated reports on the governance of regulatory oversight, the implications of the financial crisis for quality regulation in the financial sector and the institutional design for economic regulators. In prior assignments, Mr. Jacobzone supported the launch of the OECD health project, including assessing the economic implications of ageing and the diffusion of new health technologies for public finances and health systems as well as the regulation of pharmaceuticals. Mr. Jacobzone is a former alumni of the Ecole Polytechnique and ENSAE (National School for Statistics and Economics), France. He began his carrier at the French Treasury specializing in public finance, and also as a research fellow at CREST-INSEE. He taught at the French Institut d'Etudes Politiques, Ecole Nationale d'Administration and ENSAE, and participated in the activities of the US National Bureau of Economic Research (NBER).

#### *Recommended readings:*

The G20/OECD methodological framework for disaster risk assessment and risk financing  
<http://www.oecd.org/gov/riskmanagement/G20disasterriskmanagement.pdf>

**John TESH**

Independent Expert

### **Presentation abstract**

#### **All-hazards National Risk Assessment for Country Risk Management**

The United Kingdom has for a number of years adopted a risk management approach to building resilience to all kinds of emergencies, from man-made disasters to natural disasters, to acts of terrorism; risks are assessed for their potential to impact on human welfare or the environment in the UK, and the outcome of the assessment is evaluated and used to inform programmes of resilience building in the public sector - including central and local government and a wide range of emergency responders - in the business sector, and in communities. This [presentation] will also consider some differences in approach between the UK and other countries that are also developing practical country risk management strategies.

#### *Recommended readings:*

The UK National Risk Register:

<http://www.cabinetoffice.gov.uk/resource-library/national-risk-register>

The UK National Security Strategy and Strategic Defence and Security Review:

<https://update.cabinetoffice.gov.uk/resource-library/strategic-defence-and-security-review-securing-britain-age-uncertainty>

## Biography

Until November this year, John Tesh was a Deputy Director and head of the Capabilities team, in the Civil Contingencies Secretariat (CCS) in the UK Cabinet Office. The CCS, part of the National Security Secretariat, provides support to the British Prime Minister and Cabinet, and leadership of the wider government effort, on matters relating to national resilience strategy and civil emergency planning.

As head of the Capabilities team since 2006, he led work on the National Risk Assessment, identifying and assessing all risks to national safety and security arising from terrorism, major industrial accidents and natural hazards. The NRA was published as the National Risk Register in 2008, and updated twice since then, in 2010 and 2012. He led the cross-government Resilience Capabilities Programme to improve the nation's resilience to emergencies of these kinds, including a programme to improve the resilience of national infrastructure. This year, he had responsibility also for reviewing the National Security Risk Assessment, a global assessment of risks to national security first published in the 2010 National Security Strategy. As part of the CCS crisis response team, he has been involved in the government responses to a number of emergencies including the 2007 flooding emergencies and outbreaks of animal disease in England.

A career civil servant, he spent most of his career before 2006 in the Ministry of Defence, specialising in international security policy and strategy, and working with the Armed Forces on operational policy, financial planning and organisational reform. He was head of the new security issues programme at Chatham House, the Royal Institute for International Affairs, in 2004.

<b>Jonathan NG</b>	Assistant Director, Strategic Policy Office, Centre for Strategic Futures Public Service Division, Prime Minister's Office
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## Presentation abstract

### Whole-of-Government Integrated Risk Management in Singapore

Cognisant of the increasingly complex and uncertain environment that it has to operate in, the Singapore Government has adopted a Whole-of-Government Integrated Risk Management approach to address strategic risks facing Singapore. This approach focuses primarily on strategic risks that have potentially deep and cross-domain impact on national survival and interests. This presentation will introduce the key features of this approach, and how the Centre for Strategic Futures works with various Government Ministries to manage risks in a holistic and coordinated manner.

## Biography

Jonathan Ng joined the Singapore Foreign Service in 2009. After serving on the Indonesia Desk of the Ministry of Foreign Affairs for two years, he joined the Centre for Strategic Futures (CSF) at the Public Service Division of the Prime Minister's Office. Since joining the CSF, he has been involved in several Whole-of-Government futures projects, such as a project on the Future of the Public Service, and has also worked with government agencies to refine the Singapore government's risk management framework.

Jonathan was educated at Raffles Institution and Raffles Junior College in Singapore. He was awarded the Singapore Public Service Commission Overseas Merit Scholarship in 2003 and graduated in 2006 with an Economics degree from the London School of Economics. He received a Master in Finance degree from Princeton University in 2007.

**Presentation abstract****Risk and Resilience: A Systems Approach to National Security**

The increasing complexities of modern society demand more tightly integrated approaches to strategy, policy and governance in the management of large scale risks. Disaggregated methods are no longer as effective for controlling individual hazards and threats, and are even less appropriate for treating closely-coupled risks of the sort that can disrupt today's infrastructure, organisations, communications, supply chains and networks.

Governments and organisations are under growing pressure for pragmatic compromises in the balance of costs, benefits, and risks in order to provide acceptable levels of stability and security at reasonable cost. Future strategies for managing complex societal risks will require a systems approach to achieve a balanced combination of risk management and resilience-building.

As a general strategy for dealing with complex or unanticipated risks in society, New Zealand's experience suggests a four-phase approach:

- manage the system as a whole
- mitigate discrete risks
- build system resilience
- use adaptive management

**Biography**

Patrick Helm is a policy advisor in the Security and Risk Group of the Department of the Prime Minister and Cabinet, New Zealand. His responsibilities have included risk analysis; security strategies; crisis management; planning for natural, technological, and man-made hazards/threats; pandemic and bio-security preparedness; critical infrastructure systems; enhancing community resilience; and developing national policies on civil and military security issues. His career includes periods with the Physics and Engineering Laboratory, DSIR; the Ministry of Foreign Affairs; a diplomatic posting in Washington; and other secondments. He has interests in risk management, systems analysis, and strategic affairs.