

# Web-based Guidance on Risk Communication: An Update and Demonstration

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Cornell University

## Guidance History

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2001

Proceedings of the National  
Forum on Contaminants  
in Fish, May 6 and 9, 2001

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August 2001

National Risk  
Communication  
Conference

Held in Conjunction with  
Annual National Forum on  
Contaminants in Fish  
Proceedings Document



## The Development Team

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- Stakeholders:
  - Workgroup                      General

## Approach for Revised Guidance

- Acknowledge contamination is not “acceptable.”
- Encourage community involvement.
- Link to other phases of the risk analysis process.

# Approach for Revised Guidance

- Enhance outreach materials of the National Fish and Wildlife Contamination Program.
- Web-based to encourage “tailored” use of guidance to meet community and user needs.

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### Fish Advisory Risk Communication Guidance

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#### Introduction

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#### Welcome to this web document!

The purpose of this document is to provide guidance to states, territories, Native American tribes, and other agencies on developing, implementing, and evaluating fish consumption health advisory programs. The material updates information found in Volume 4: Risk Communication of EPA's series of publications titled Guidance for Assessing Chemical Contaminant Data For Use in Fish Advisories.

Please note that this web document provides guidance only. It does not constitute a regulatory requirement of states, territories, tribes, or other agencies. Further, it does not require or recommend one specific risk communication approach for all programs. Rather, agencies are encouraged to develop their own goals and objectives and build a health advisory risk communication program most suitable for their own particular needs and the needs of their community partners.

#### Sections of the Introduction

- [Phases of the Risk Communication Process](#)
- [Organization of the Web Document](#)
- [Risk Communication as a Component of a Total Health Advisory Program](#)
- [Sharing Information Among Risk Communication Partners](#)
- [Evolving Risk Communication Issues](#)
- [Pollution Prevention](#)

#### Phases of the risk communication process

Figure 1: Phases of the risk communication process for fish consumption health advisories (based on Vellee and Knuth 1994)

```
graph TD; A[1. Problem Analysis and Objective Setting] --> B[2. Community Partner Information Needs]; B --> C[3. Formative Evaluation]; C --> D[4. Risk Communication Program Evaluation]; D --> A;
```

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## Introduction

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- Evolving Risk Communication Issues
- Pollution Prevention

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Phases of the risk communication process

# Guidance Approach

**Figure 1: Phases of the risk communication process for fish consumption health advisories**  
(based on Velicer and Knuth 1994)



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**Phases of the risk communication process**

**Figure 1: Phases of the risk communication process for fish consumption health advisories**  
(based on Velicer and Knuth 1994)

## Organization of this web document

The web document is presented in five chapters.

- **Chapter 1: Background**  
The purpose of Chapter 1 is to provide background information about risk communication and the development of fish consumption health advisories. Concepts in this chapter will be useful for understanding discussions found in later chapters.
- **Chapter 2: Problem Analysis and Objective Setting**  
The purpose of Chapter 2 is to provide information about identifying potential community partners, investigating the context of the fish contamination problem, and developing and prioritizing program objectives.
- **Chapter 3: Community Partner Information Needs Assessment**  
The purpose of Chapter 3 is to provide information about planning the information needs assessment, what factors should be investigated, cultural considerations, building credibility and trust, and information-gathering techniques.
- **Chapter 4: Risk Communication Strategy Design and Implementation**  
The purpose of Chapter 4 is to provide information about developing the content, style, and dissemination mechanisms of health advisories and tips on implementing the communication strategy.
- **Chapter 5: Risk Communication Program Evaluation**  
The purpose of Chapter 5 is to provide information about formative, process, and summative evaluations of health risk communication programs.

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## Risk communication as a component of a total health advisory program

Risk communication is one component of a total health advisory program. Other components include:

- Fish tissue sampling and analysis, which involves collecting and analyzing contaminant data



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## Chapter 1. Background

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States, territories, tribes, and local governments have a responsibility to inform people about health risks from eating contaminated fish caught from waters within their jurisdiction. Most agencies communicate this information in the form of a "fish consumption health advisory." The primary objective of most advisories are to reduce risks to fish consumers by providing information that will lead them to voluntarily restrict their fish consumption to healthy levels.

Fish consumption health advisories have been issued in the United States since the mid-1970's. Advisories issued by different agencies often take various forms. Three major categories of advisories are:

- Unlimited consumption advisories (no restrictions) are issued to inform the public that fish from specific waterbodies have been tested for chemical contaminants and the results have shown that specific species of fish from these waters are safe to eat without consumption restrictions.

### Organization of Chapter 1

Chapter 1 provides background information about risk communication and the development of fish consumption health advisories. This material is useful for understanding discussions found in later chapters. It is divided into five sections

- [Section 1.1 - Fish Consumption Health Advisories.](#)  
Discusses the various types of fish consumption health advisories and introduces EPA's *National Listing of Fish and Wildlife Advisories*.
- [Section 1.2 - EPA's Guidance Documents.](#)  
Provides background on the four volumes of EPA's fish advisory guidance series originally published in the mid-1990's.
- [Section 1.3 - Health Benefits of Eating Fish.](#) Summarizes why nutritionists and health specialists encourage people to eat fish as part of a healthy diet.
- [Section 1.4 - Health Effects of Eating Contaminated Fish.](#)  
Discusses fish contaminants and how eating contaminated fish can affect human health.

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## Section 1.3. Health Benefits of Eating Fish

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Fish are an important part of a healthy diet. Fish consumption health advisories are not intended to discourage people from eating fish. Rather, advisories are designed to reduce risks to fish consumers by providing information that will lead them to voluntarily restrict their fish consumption to healthy levels.

All fish contain important vitamins and minerals, high quality protein, "good" fats, and omega-3 fatty acids. Some researchers suggest that diets containing more fish than red meats can help to reduce people's risk factors (e.g., high blood cholesterol, high saturated fat intake, excess body weight) for nutrition-related chronic diseases such as heart disease, hypertension (high blood pressure) and stroke. Nutritionists encourage people to eat more fish because it supplies nutrients that many people do not get in recommended amounts from other sources. Selenium, for example, is plentiful in fish but scarce in other foods.

Studies show that a diet that includes fish can result in:

- Reduced risks of colon, breast, pancreas, and prostate cancers.
- Reduction of diabetic symptoms.
- Decreased arthritic stiffness, pain, and fatigue.
- Decreased frequency of asthmatic episodes.

For these and other reasons, risk communicators should consider including information about the health

**Topics**

[Omega-3 Fatty Acids](#)

[Click here](#) for a list of vitamins and minerals contained in fish.

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## Health Benefits of Eating Fish

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**Important Vitamins and Minerals in Fish**

All finfish are considered to be good sources of the following vitamins and minerals that U.S. nutrition surveys suggest are lacking in many people's diets:

- Vitamin A
- Niacin (vitamin B3)
- Vitamin B6
- Vitamin B12
- Vitamin D
- Calcium
- Iron
- Zinc
- Selenium

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**Topics**

[Omega-3 Fatty Acids](#)

[Click here](#) for a list of vitamins and minerals contained in fish.

3. Community Partner Information Needs

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## RECOMMENDED FISH PREPARATION METHOD

Contaminants like PCBs (but not mercury) tend to accumulate in fatty areas of the fish. These fatty areas (as indicated below) should be removed.

- Carefully fillet the fish with a sharp, long-bladed knife.
- Skin the filets, holding the tail section firmly. Run the blade between the skin and the meat along the table surface.
- Trim the dark muscle along the top center of the skin-side of the fillet.
- Trim fat along edges of fillet.
- Bake, broil or barbecue fish on a rack to allow fat to drip off.

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Symptoms can include vision impairment, motor incoordination, loss of hearing. At high doses, methylmercury can cause seizures, very severe neurological impairment, and death.

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## Fish Advisory Risk Communication Guidance

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### Chapter 2. Problem Analysis & Objective Setting

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**Organization of Chapter 2**

Chapter 2 is divided into four sections.

- Section 2.1 - Define Community Partners.** Discusses the range of potential community partners that might be affected by fish consumption health advisories.
- Section 2.2 - Establish the Context of the Fish Contamination Problem.** Provides information about investigating agency-based and community-based factors and understanding the context for a fish contamination problem.
- Section 2.3 - Develop Objectives.** Defines first- and second-order objectives and presents examples of each type.
- Section 2.4 - Prioritize & Update Objectives.** Overviews the importance of and reason for prioritizing and updating objectives.

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## Section 2.1. Define Community Partners

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An important initial task of the problem analysis is to identify potential community partners. Recall that community partners are primarily groupings of people who might consume, or cause others to consume, contaminated fish. They are the critical "interested parties" that need to receive fish consumption health advisory information. They also play an integral role in the development, implementation, and evaluation processes of a fish consumption health advisory program.

Developing rationale for defining community partners can be challenging. It often includes analyzing geographic, political, cultural, activity-based, and contamination susceptibility factors. Listed below are examples of community partner groupings. It should not be considered an exhaustive list, however. Most fish contamination situations are unique and may require risk communicators to devise specialized groupings in order to meet the informational needs of as many potential consumers of contaminated fish as possible.

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- [Sport Anglers](#)
- [Subsistence Anglers](#)
- [Cultural Groups](#)
- [Susceptible Populations](#)
- [Leaders](#)
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### Key Concepts

Knowledge of the characteristics of community partners is a key aspect of assessing the context of a fish contamination problem.

Successful identification

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  - 3.3 Select Fish Consumption Factors
  - 3.4 Consider Cultural Issues
  - 3.5 Build Credibility & Trust
  - 3.6 Data Collection
- 4. Risk Communication

## Chapter 3. Community Partner Information Needs

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In its most basic form, a fish consumption health advisory is a set of core recommendations for limiting the consumption of certain types of fish. The recommendations are derived through the risk assessment and risk management processes using a scientific risk-based approach.

A key attribute of fish consumption health advisories, as opposed to fishing bans, is that they are voluntary. Consequently, community partners are under no obligation to follow them. People must make up their own mind whether to follow consumption limit recommendations or not.

- At one extreme, some community members might indeed change their fish-eating behaviors based on core fish consumption recommendations alone. They may deem the issuing agency trustworthy and committed to looking out for their welfare, no questions asked. Or perhaps they have personal experience concerning health problems associated with eating contaminated fish. Whatever the reason, these people need no further information to

### Organization of Chapter 3

The chapter is divided into six sections:

- [Section 3.1 - Plan the Community Partner Information Needs Assessment](#)
- [Section 3.2 - Analyze Fish Consumption Objectives](#)
- [Section 3.3 - Select Fish Consumption Factors to Investigate](#)
- [Section 3.4 - Consider Cultural Issues](#)
- [Section 3.5 - Build Credibility & Trust](#)
- [Section 3.6 - Design & Implement Data Collection Techniques](#)

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### Chapter 4: Design & Implement Health Risk Communication Strategies

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4.1 Develop Core Content

4.2 Develop Risks & Benefits Content

4.3 Develop Risk-Reducing Behavior Content

4.4 Develop Presentation Style

4.5 Develop Dissemination Mechanisms

The previous chapter discussed the information needs assessment and how it helps risk communicators more clearly understand community partner characteristics, beliefs, attitudes, and behaviors relating to fish consumption. With this knowledge, communicators are better prepared to design and implement an effective fish consumption health advisory strategy.

The three key elements of the health advisory package are:

- *Content*, the core fish consumption recommendations and any supplemental information designed to meet community partner information needs.
- *Style*, the format, tone, and other factors that shape the presentation of the content to the community partners.
- *Dissemination mechanism(s)*, the communication mediums that channel the health advisory to the community partners.

Organization of Chapter 4

Chapter 4 is divided into seven sections.

- [Section 4.1 - Develop the Core Advisory Content](#)
- [Section 4.2 - Develop Supplemental Advisory Content on Risks & Benefits](#)
- [Section 4.3 - Develop Supplemental Advisory Content on Risk-Reducing Behaviors](#)
- [Section 4.4 - Develop Presentation Style](#)
- [Section 4.5 - Develop Dissemination Mechanisms](#)
- [Section 4.6 - Pretest the Risk Communication Strategy](#)
- [Section 4.7 - Implement the Risk Communication Strategy](#)

The reason for identifying subpopulations and assigning them specific and more strict consumption limits is because they generally possess a greater risk of adverse effects from contaminants. The most common examples of identified subpopulations are women who are pregnant or may become pregnant, nursing mothers, and young children.

### Waterbody Conditions

Fish consumption recommendations can apply to specific waterbodies, specific types of waterbodies, and waterbodies within specific geographic regions. In general, waterbody-specific fish consumption recommendations are issued when waterbody-specific risk assessment information is available. When it is impossible to monitor all or most waterbodies for contaminant, some states issue a general statewide advisory (e.g., Connecticut, Florida, Indiana, Michigan, Maine, New Hampshire, New York, Ohio, and Vermont).

### Fish Species and Size

Physiological and ecological differences among fish species causes variation in the rate that contaminants bioaccumulate and biomagnify within body tissue. Consequently, risk management goals and supporting risk assessment analysis may allow agencies to issue specific consumption recommendations based on fish species and fish size. In general these recommendations are based on one or more of the following concepts:

**Tip**

The EPA website includes access to fact sheets about each of the primary contaminants responsible for fish consumption advisories nationwide. These fact sheets are great sources of more detailed information about sources of chemicals of concern in fish tissue, fate and transport, other potential sources of exposure, and health concerns.

**More Information**

For more information on EPA's Fish and Wildlife

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### Chapter 5. Evaluate Health Risk Communication Programs

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The primary focus of Chapters 2, 3, and 4 was on developing and implementing a fish consumption health advisory program. Phases of the process included:

- Analyzing the contamination problem
- Establishing program objectives
- Investigating information needs
- Designing a risk communication strategy
- Implementing the risk communication strategy

The focus of this chapter is on evaluation. Evaluation is a key feature that creates an iterative risk communication process. Working together, community partners, risk communicators, and agency technical experts can use evaluation techniques to create a dynamic health advisory program that stays current with the information needs of community members as well as changing conditions associated with the contamination problem.

**Organization of Chapter 5**

Chapter 5 is divided into four sections.

- [Section 5.1 - Plan for Evaluation](#)
- [Section 5.2 - Conduct Formative Evaluation](#)
- [Section 5.3 - Conduct Process Evaluation](#)
- [Section 5.4 - Conduct Summative Evaluation](#)

To ensure program success, community partners and risk



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5.1 Plan Evaluation

5.2 Conduct Formative Evaluation

5.3 Conduct Process Evaluation

5.4 Conduct Summative Evaluation

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## Advantages to Web Approach

- Guidance is more accessible to a wide range of fish consumption advisory programs and groups issuing or learning about consumption advisories.
- Guidance is less daunting – web pages to negotiate rather than a large book to read.

## Advantages to Web Approach

- A living document modified and updated easily.
- More choices of examples, tools, methods, and current information related to fish consumption advisories and specific partners.

## Advantages to Web Approach

- Responsive to stakeholders who indicated a web-based approach has the potential to be more useful.
- Allows the format to become personalized, based on the path a user takes.

## Possible Disadvantages of Web-based Approach

- The web-based guidance is accessible only to those with web access.
- To be a living document, will need a process to be able to be updated continually.

## Next Steps

- View and comment: See computer in poster session room.
- Enhance text (e.g., update mercury information).
- Add navigation aids.
- Add illustrations, tables, case studies.
- Review by tribes and states.
- Target: April, 2004

# Thanks to the Stakeholder Workgroup!

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Don't forget to view  
the website in the  
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