

**REACHING OUT TO CANADIANS
ON CLIMATE CHANGE**

**A PUBLIC EDUCATION AND
OUTREACH STRATEGY**

Final

**Submitted by
The Public Education and Outreach Issue Table
as part of the National Climate Change Implementation Process**

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REACHING OUT TO CANADIANS ON CLIMATE CHANGE

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REACHING OUT TO CANADIANS ON CLIMATE CHANGE

EXECUTIVE SUMMARY AND RECOMMENDATIONS

The need for a long-term integrated and sustained public education and outreach strategy on climate change is real and immediate. This need is recognized internationally, as both the United Nations Framework Convention on Climate Change (UNFCCC) and the 1997 Kyoto Protocol advocate public education and awareness as part of an integrated plan to promote action on climate change.

Climate change is one of the most important environmental, economic, and political challenges of the coming century. However, despite Canadians' strong concern for the environment, they have limited awareness and understanding of climate change as an issue. Compared to other societal concerns, such as health care, the economy, and education, climate change has yet to command the attention of Canadians.

Public education and outreach is essential if Canadians are to understand what climate change means to them, and if they are to take action to reduce personal greenhouse gas emissions. Outreach is also critical in building public support for broader policies and actions that will be put in place as governments and businesses move to address climate change.

The interaction among policy development, public outreach activities, and actions to reduce greenhouse gas emissions in various sectors of the economy must be ongoing and synergistic. Neither sector-specific measures that are recommended by other Issue Tables, nor public outreach initiatives alone, can be as effective as an integrated overall strategy. Public education and outreach is, therefore, a necessary element in the design and implementation of the National Climate Change Implementation Strategy.

The Strategy

Key Objectives

The public education and outreach strategy has three key objectives:

- to build awareness and understanding among Canadians of climate change, its impacts and the associated environmental, economic and social issues;
- to recognize that climate change is a priority issue and develop support from Canadians for policy changes and actions that will be required, as part of the National Climate Change Implementation Strategy; and
- to encourage and motivate Canadians to take personal action to reduce greenhouse gas emissions.

The ultimate objective of the public outreach strategy is to facilitate the movement of key sectors of society from being "target audiences" to becoming "key players" in practicing and encouraging others to adopt less greenhouse gas-intensive lifestyles.

Lessons Learned

The Public Education and Outreach Issue Table commissioned research studies to explore various aspects of effective public education and outreach. The lessons learned from this research have informed the recommended strategic approach. They include:

- Successful public outreach initiatives provide simple, consistent messages over the long term.
- Effective activities use interactive approaches to communications and promote “brand” identity.
- Public education and public policy must be consistent and support each other. Outreach will not have a significant impact without a supportive policy context.
- Successful campaigns make their key messages personal, real, and vivid.
- Social marketing approaches are effective to increase the acceptability of a social idea and/or practice. Many successful initiatives use community-based social marketing to go beyond awareness building to voluntary individual behaviour change.
- Demonstrating solutions in action and sharing success at the local level is powerful.
- Successful public outreach initiatives target specific audiences, set clear goals, clarify expected results, pilot test the approach, and monitor and evaluate results.
- Coordination of widespread activities, messages, and measurements of success is important. Partnered delivery is often a key component.

An Integrated Approach

The Issue Table recommends to Ministers a long-term, integrated public education and outreach strategy to build awareness and understanding as well as to motivate behaviour change to reduce greenhouse gas emissions. This approach would involve targeted local and national level activities.

The strategy involves a mosaic of approaches to engage Canadians. While local initiatives are emphasized, broad-based national activities are designed to create an integrating backdrop to support activities across the country.

At the national level, the strategy focuses primarily on approaches that promote understanding and awareness about climate change, and engage the Canadian public, using advertising, media relations, and national events. This component of the strategy promotes a climate change brand identity designed to encourage values and norms that support reducing greenhouse gas emissions. Branding is a proven way to enhance awareness building initiatives and provide an umbrella under which organizations can position their own initiatives (e.g., United Way/Centraide). It is recommended that approximately 20 per cent of the public education and outreach resources be allocated for national activities.

At the local level, the primary focus would be to equip, encourage and motivate people to take action to reduce greenhouse gas emissions. This requires a strong effort in building awareness and understanding of the climate change issue through educational activities, as well as promoting action and behaviour change. It is recommended that approximately 80 per cent of the public education and outreach resources be targeted at this level.

Audiences and Activities

The Issue Table recommends that key audiences be targeted and that specific activities for these audiences be undertaken as part of the integrated public education and outreach strategy.

Priority audiences have been targeted because of their relative lack of engagement to date, or because of their ability to reach and raise awareness among others.

Public - The general public is the overall target audience for the entire strategy (including both urban and rural audiences). Activities focus primarily on a branded national advertising campaigns, media relations activities, and national events, using credible spokespeople to deliver clear, consistent messages. Several broad themes and specific messages have been developed and tested with focus groups to gain a preliminary determination of what resonates best with the public.

Communities - Communities and municipalities represent both key target audiences and important partners in the implementation of the public education and outreach strategy. The focus of community-based efforts will include:

- pilot or demonstration projects for community-based social marketing strategies to encourage behaviour change related to residential energy and transportation (e.g., tire inflation, idling, weather stripping and caulking, purchasing fuel-efficient vehicles, increasing transit ridership);
- support for public education and outreach related to community-based home audit information and retrofit advisory services, consistent with the recommendations of the Buildings Issue Table;
- outreach around community-based green energy projects; and
- support for public education and outreach related to sustainable transportation initiatives in communities, workplaces and schools, consistent with those recommended by the Transportation Issue Table.

Youth - Youth is an important audience for public education and outreach as they are the decision-makers, business people, consumers, homeowners, and parents of the future. A flexible, project-based program has been developed for youth, guided by the concept of engagement, rather than marketing, and providing opportunities for rewards and recognition. Activities include:

- engaging youth to work on climate change problems through internships, exchanges, entrepreneurial opportunities, and youth networks;
- engaging youth through training and experiential events and projects; and
- engaging youth to develop and implement information tools to underpin the strategy.

Educators - The formal education system and educators are a primary audience since, when provided with the tools and opportunities, they can effectively reach out to students and their families to build awareness and motivate action.

At the elementary and secondary level, entrenching the teaching of climate change in the school system requires an environment that supports climate change education and action.

A network organization is proposed to coordinate activities related to building support for climate change education as well as its teaching. Activities would include:

- championing climate change education with Ministers of Education and among stakeholders, especially those who set direction within the school system including teachers, federations, the Canadian Education Association, trustees, principals, parent councils, etc.
- developing educational resources to match curricular requirements;
- supporting teacher training; and
- funding action-based, hands-on greening programs for schools, with national awards and recognition programs for schools that succeed in reducing greenhouse gas emissions.

Activities at the college and university level include:

- supporting a “network of champions” to promote the integration of climate change into curricula, develop and share materials; and promote international exchanges;
- rewarding students focussing on climate change with scholarships and coop placements focussing on climate change-related work; and
- encouraging municipalities to define colleges and universities as targets for involvement in municipal emission-reduction initiatives.

Business and Industry - Business and industry have been selected as a target audience because of the potential leadership role they can play in demonstrating action to the public and in communicating to their key audiences (including employees, suppliers, and consumers). This group represents a broad audience ranging from small-medium enterprises (SMEs), to agriculture and agri-food businesses, to large corporations. Priority activities for this audience include:

- developing forums for government-business interactions and business-business alliances;
- establishing a “circle of climate change champions” as a spokespeople for private sector outreach;
- creating specific materials and resources for smaller enterprises;
- promoting workplace-based transportation initiatives, such as carpooling and teleworking; and
- creating climate change/energy management internships, exchanges, or employment programs, especially for youth.

Media - The media are a key audience because of their ability to confer legitimacy on, and make the public more aware of, an issue. The focus of activities is on community-based, specialty and feature media. Activities include:

- establishing national networks or panels of specialty reporters;
- creating media and corporate partnerships through sponsorships;
- working with entry-level journalists at the university and college levels to develop a career interest in covering climate change;
- touring editorial boards with key spokespeople/champions; and
- creating an award for excellence in climate change reporting.

Implementation

The Issue Table recommends that the strategy be implemented with a phased approach – from foundation, through engagement, to integration – and through the establishment of multi-stakeholder “centres” or “hubs” at the regional and national levels.

The Issue Table further recommends that Ministers immediately establish an interim public education and outreach National Advisory Board composed of multi-sector champions, to pursue further elaboration of the structure and functions of the local and national hubs or centres.

The first, or foundation, phase (2000-2001) focuses on building a base for support and understanding around climate change. Activities in this phase enhance and support existing community and nationally focussed initiatives, as well as pilot new and promising approaches. This phase features the creation of a national, multi-sectoral, advisory board of champions. This board guides the overall strategic direction of the public education and outreach activities and links communities to each other and to national efforts.

The second, or engagement, phase (2002-2004) features co-leadership by government and non-government partners and the development of multi-sector national and regional “centres” or “hubs”. These centres bring together committed stakeholders to work collaboratively on public awareness and promotional activities, programs to increase Canadians’ understanding of climate change, relevant research, and community-based initiatives that motivate behaviour change.

The third, or integration, phase (2005 and beyond) sees the realization of independent, arms-length management of public education and outreach by all stakeholders through national and regional centres or hubs, much like a United Way/Centraide model. Leadership is shared among all partners, and funding comes from multiple sources.

Estimated Budget

The Issue Table recommends that governments fund the majority of initial activities included in this strategy, and seek leveraged contributions from partners.

The Public Education and Outreach Issue Table estimates that the costs of the first two phases of this strategy, through 2004, require annual budget allocations of approximately \$20 million. This reflects the strategic approach to deliver most activities at a regional and community level, with national awareness events and activities acting as a supporting backdrop. The budget also reflects the assumption that government funding, while providing the major contribution, is supplemented with leveraged funds from partners.

Despite the well-documented role of public education and outreach in laying the foundation for, and multiplying the impact of, other measures taken, it remains impossible to quantify the impacts of public education and outreach in terms of megatonnes of greenhouse gases reduced. While there is some activity in the United States to develop a framework for this kind of quantification, information will not be available until 2001.

Despite the lack of direct cost/benefit analysis for PEO activities, it should be noted that emission reduction estimates by other Issue Tables presuppose a foundation of public awareness

and interest that will only result from the implementation of an integrated public education and outreach strategy.

Evaluating Success

The Issue Table recommends that, following approval of the PEO strategy, an “evaluation framework” be established to monitor and evaluate the impact and success of PEO activities.

REACHING OUT TO CANADIANS ON CLIMATE CHANGE

THE PUBLIC EDUCATION AND OUTREACH STRATEGY

1. The Need for Public Education and Outreach

The need for a long-term integrated and sustained public education and outreach strategy on climate change is real and immediate. This need is recognized internationally. The Parties to the United Nations Framework Convention on Climate Change (UNFCCC) agreed that all nations should “promote and co-operate in education, training and public awareness related to climate change and encourage the widest participation in this process”. The 1997 Kyoto Protocol reinforced this commitment, indicating that the Parties should facilitate national public awareness and action on climate change.

Climate change is one of the most important environmental, economic, and policy challenges of the coming century. Yet, while Canadians continue to have a strong concern for the environment, there is limited awareness and understanding of climate change as an issue. The public is confused about what climate change is, what the impacts could be, and what they can do about it. Compared to other societal concerns, such as health care, the economy, and education, climate change has yet to command the attention of Canadians. The issue remains too uncertain, too distant and too impersonal to engage the public.

Acting on climate change is both particularly important and particularly difficult for Canadians. Important because, as a northern country, Canada is likely to feel the impacts of climate change most strongly. Difficult because we are among the largest users of energy per capita in the world, the result of our cold climate, large distances, and generally affluent lifestyles.

If climate change were an issue that could be solved by governments acting alone, or with a few key partners, public awareness and involvement would not be that important. But reducing greenhouse gas emissions is a challenge that will require the commitment of all sectors of society – governments, business and industry, non-governmental organisations, communities, and individual citizens. Canadians need to understand the challenge and be aware of their role. Above all, they must be engaged.

1.1 Building Support for Change

Public acceptance is key to the creation of, and support for, political will and momentum. That is, politicians find it easier to act when they know that the public accepts the need for, and demands, change. Through public education and outreach, Canadians will move from awareness and understanding of the climate change issue to a value-based *acceptance*.

Political will, in turn, can facilitate the creation and adoption of policy measures that will be proposed by other Issue Tables. These will include transportation initiatives that promote teleworking, the increased use of public transit, cycling, and other alternative methods of travel to work; new standards for energy using equipment, homes and buildings; and, climate friendly ways of producing electricity.

Measures suggested by other Issue Tables can be expected to fall into different categories, including:

- “win-win” measures that promise to provide net economic benefits to Canadians;
- measures that promise significant ancillary benefits beyond climate change mitigation, such as improved air quality; and
- measures that involve a potential burden to achieve climate change reduction.

Issue Table research demonstrates that public concern often provides the impetus and driver for action, both private-sector and political.. New policies are considerably more effective when coupled with PEO initiatives, than when implemented without PEO. For instance, European cities implementing transportation infrastructure were twice as successful at getting people to change their methods of transportation when then incorporated community-based transit promotion into their efforts.

The interaction between policy and regulatory measures and public education and outreach is ongoing and synergistic. Public education and outreach can lay the groundwork for successful implementation of measures, which, in turn, serve to legitimise and further fuel the PEO initiative.

1.2 Support for Action

Clearly, the majority of greenhouse gas emission reductions will come about through the policy, market, regulatory, and other measures recommended by Issue Tables and adopted by Ministers.

Individual, relatively small actions by Canadians, however, can have a large payoff in emission reductions, as well as in the creation of an environment in which low-emissions lifestyles become the norm. Public education and outreach can help to motivate that action.

Public outreach also plays a key role in the success of community-based initiatives. Research has demonstrated, for instance, that home energy audits have higher participation rates and result in greater energy efficiency and emissions reductions when home visits are carried out by people who have received appropriate marketing training, rather than by those whose main expertise resides in the technology of home energy efficiency.

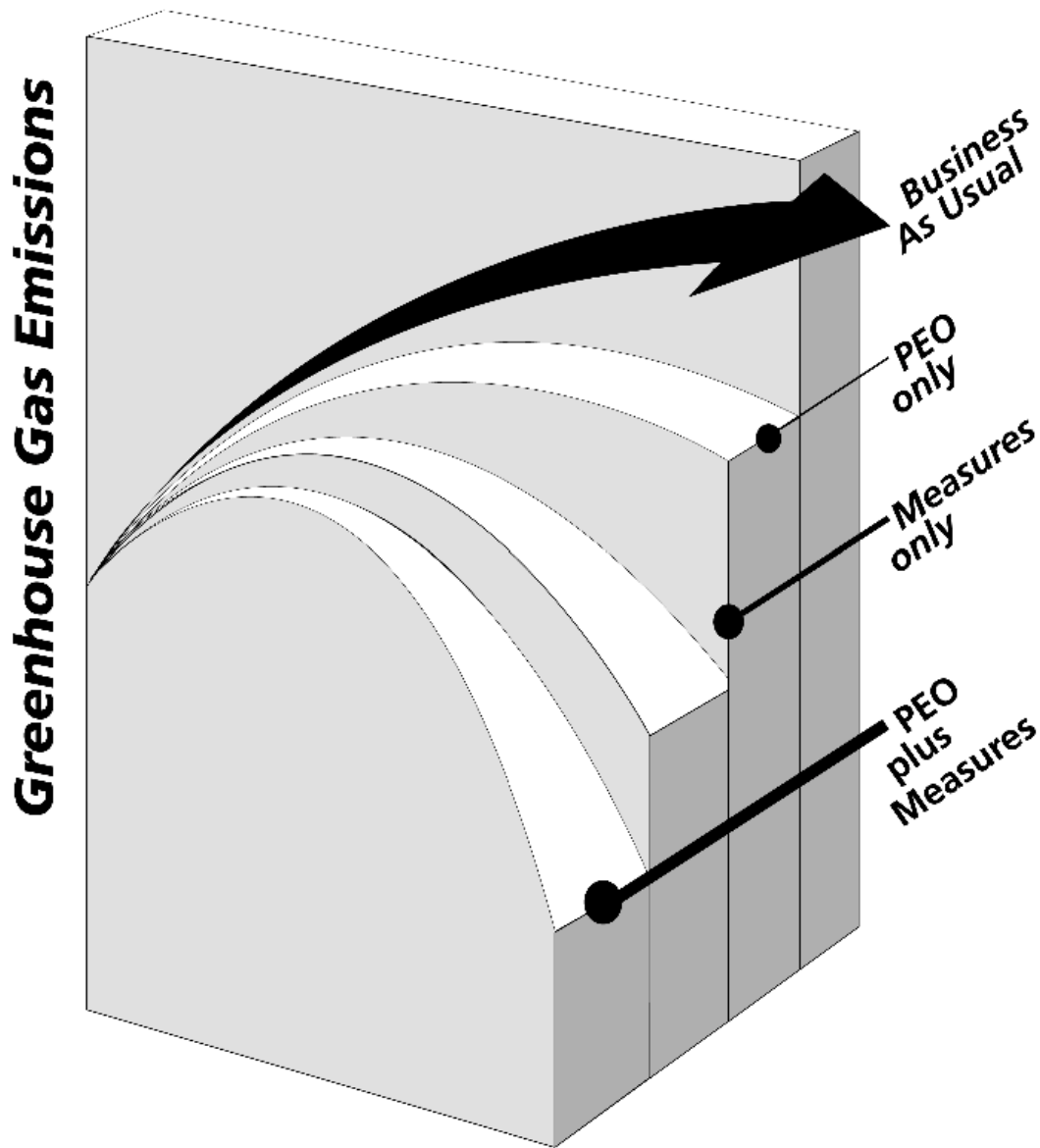
The fundamental importance of PEO is recognized by other Issue Tables within the National Climate Change Process, with PEO both acknowledged as crucial to the overall success of the climate change strategy and embedded within various sector-specific measures (which generally relate to either energy or sequestration activities). Other Issue Tables recognise that, in the end, infrastructure changes relating to climate change must go *hand-in-hand* with comprehensive and integrated PEO initiatives, if they are to be successful. Tables such as Municipalities, Buildings, Transportation and Industry have built “enabling” PEO recommendations into their options and see them as integral to achieving their emission reductions (see Appendix B). It is essential that PEO efforts by all the Tables be coordinated when developing the overall National Implementation Strategy, so that the various initiatives work synergistically to support and enhance the range of program measures.

In sum, it is clear that neither sector-specific measures nor public outreach initiatives alone will be as effective as an integrated overall strategy. Public education and outreach is, therefore, a

necessary element in the design and implementation of the National Climate Change Implementation Strategy.

The figure below illustrates the potential incremental value of an effective public education and outreach strategy.

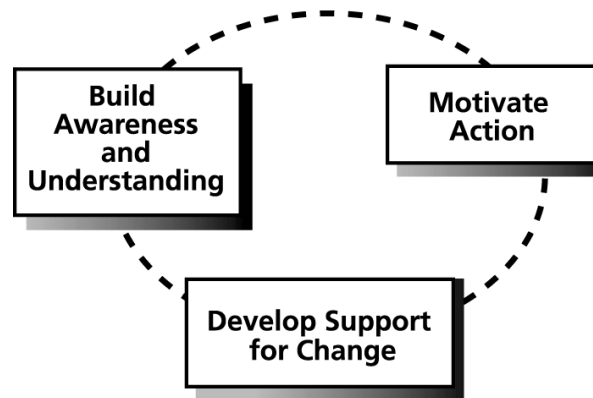
Figure 1: Future Scenarios



2. Key Objectives

There are three fundamental objectives of the PEO strategy:

Figure 2: Public Education and Outreach Objectives



Build Awareness: to build awareness and understanding among Canadians of climate change, its impacts, and the associated environmental, social and economic issues;

Develop Support: to recognize that climate change is a priority issue and develop support from Canadians for policy changes and actions that will be required, as part of the National Climate Change Implementation Strategy; and

Motivate Action: to encourage and motivate Canadians to take personal action to reduce greenhouse gas emissions.

Realization of these objectives can result in:

- a public that *understands* the fundamentals of climate change and *supports* calls for action by governments and others to make change;
- communities that are *acting* to reduce their greenhouse gases and demonstrating action locally;
- businesses and industries whose commitment to address climate change serves as a model to others, and who provide *training and opportunities* for their employees to reduce emissions;
- an education system that *teaches students about climate change and involves them in emission reducing activities* in their schools and communities; and
- youth with the knowledge and opportunities that ensure a *long term commitment* to lifestyle and career choices that reduce greenhouse gas emissions.

The ultimate objective of the public outreach strategy is to facilitate the movement of key sectors of society from being “target audiences” to becoming “key players” in practicing and encouraging others to adopt less greenhouse gas intensive lifestyles.

3. Strategic Approach

3.1 Lessons Learned

A number of research studies were commissioned by the Table to explore various aspects of effective public education and outreach. Specific research results can be found in Appendix A and have formed the backbone for this strategy. Some of the key lessons from this research include:

- Successful public outreach initiatives provide simple consistent messages over the long term, use interactive approaches to reach their target audiences, and promote 'brand' identity.
- Effective campaigns make their key messages personal, real, and vivid. They also use direct contact, to the largest extent possible, as it is most likely to influence attitudes and behaviour.
- Public education and public policy need to be consistent and support each other. Outreach will not have a significant impact without a supportive policy context.
- Social marketing approaches have effectively been used to increase the acceptability of a social idea and/or practice, using strategies and tactics such as advertising, educational efforts and direct personal contact, among others. Campaigns to reduce drinking and driving, promote active living and fitness, or reuse, recycle and reduce waste, demonstrate the value of integrating awareness and behaviour change.
- Many successful initiatives use community-based social marketing to go beyond awareness building to voluntary individual behaviour change. This approach has been demonstrated to be the most effective way to influence attitudes and behaviour.
- Demonstrating solutions in action (i.e., green energy projects) and sharing success at the local level is very effective in engaging the public.
- Successful public outreach initiatives generally know and target specific audiences. They also set clear goals, clarify what results are to be expected, pilot test the approach, monitor and evaluate results.
- Co-ordination of widespread activities, messages, and measurements of success is important. Partnered delivery is often a key component.

3.2 Principles

A number of principles, based on the lessons learned, guide the various components of the strategy:

- A significant and long-term investment in public education and outreach is essential for Canada to meet its greenhouse gas emissions reduction commitments.
- Awareness-raising alone is insufficient. The success of the National Implementation

Strategy on Climate Change also requires outreach activities that motivate behaviour change, educate and build support for policy changes.

- Public outreach cannot take place in a vacuum; it should support and reinforce sector related measures to reduce greenhouse gas emissions.
- A mosaic approach is required, with a broad range of activities that involve all sectors of Canadian society, particularly business and industry, as partners in the effort to reduce greenhouse gas emissions.
- All Canadians have a role to play in climate change efforts. All governments have a special responsibility to play a leadership role in the implementation of this strategy and to model action to others.
- A step-wise, flexible approach is required -- building on current initiatives, testing new approaches, and adapting to emerging opportunities and evolving conditions.
- Communication around climate change needs to personalize the issue, provide information on what can be done, and be delivered by credible spokespeople.

3.3 An Integrated Approach

The Issue Table recommends to Ministers a long-term integrated public education and outreach strategy to build awareness and understanding as well as motivate behaviour change that will reduce greenhouse gas emissions. This approach includes a mosaic of local and national level activities to engage Canadians. Local initiatives are emphasized, with broad-based national activities designed to create an integrating backdrop to support activities across the country.

- At the **national level**, the strategy focuses primarily on broad-based *awareness raising and engagement activities*, using advertising, media relations and national events. This component of the strategy promotes a climate change brand identity and leads to the development of values that support reducing greenhouse gas emissions. The national effort serves as a “backdrop” for regional and local activities. It is recommended that about 20 per cent of public education and outreach resources be targeted at this level.
- At the **local level**, the primary focus is on *promoting actions and behaviour changes* that reduce greenhouse gas emissions. While awareness and understanding will be built using educational efforts and direct contact with individuals through program delivery, efforts to change behaviour receive the greatest attention. It is recommended that approximately 80 per cent of the public education and outreach resources be targeted at this level.

3.4 Branding

It is recommended that the two prongs of the public outreach approach - national awareness building and engagement, and local action and behaviour change - be linked through a climate change “brand identity”. An easily recognisable name, a signature line, and a strong visual ‘look’ are all part of this brand identity.

‘Branding’ is proven to enhance awareness-building initiatives, and also provides an umbrella under which organisations that meet specific criteria, including private sector, non-governmental, and community organisations, can cluster and promote their own relevant initiatives. Examples of related brand identities include: R-2000; Eco-Choice; EnerGuide; “Keep Fish in our Future”; and “Environment Week – This Week, Every Week”.

The brand identity for climate change would be designed to resonate with the broadest spectrum of Canadians. Adopting the brand could be used to enhance the profile of individual climate change initiatives and reinforce relevant overall messages.

While the brand identity would focus on “climate change”, it could be used in concert with positioning approaches that:

- link the concern for clean air with climate change, an issue already of concern to Canadians and that clearly links to health issues;
- situate climate change within the larger campaign on healthy communities, an approach recommended by the Municipalities Issue Table; or
- promote energy efficiency, a concept that is generally familiar to Canadians, as a way to slow climate change.

While each of these three positioning approaches deal with climate change, none is truly suited to carry the entire challenge of a brand identity that is central in building public understanding of an issue and motivating action. They are, however, good, viable links for use with specific audiences to increase the likelihood of engagement, particularly over time, as climate change becomes more familiar to Canadians.

4. Audiences

A number of priority audiences have been identified by the Public Education and Outreach Table as being critical to the long-term success of the strategy. In large measure, these audiences are targeted because of their relative lack of engagement to date on the climate change issue, or because of their ability to reach and raise awareness among others (known as a multiplier effect).

This strategy does not specifically target governments as potential audiences. It is premised on the assumption that federal, provincial, and territorial governments will continue to provide leadership on the climate change issue through policy and funding support, and will encourage their own employees and institutions to take action.

The following groups are recommended as priority audiences for this strategy:

- **Public** - The general public is the overall target audience for the entire strategy (including both urban and rural audiences). The focus on the public is required because of their relative lack of knowledge regarding climate change, and the need to garner broad public support for policy changes and action. All of the activities and approaches associated with specific target audiences noted below will contribute to engaging the wider public. The overall awareness strategy aims to touch the public both broadly and through specific opportunities for action at the community level.
- **Communities** - Community-level and municipal engagement is essential to the long-term success of the public outreach strategy. They represent both key target audiences and important partners in the implementation of the public outreach strategy. The focus of community-based efforts will relate primarily to the areas of sustainable transportation, green energy and energy efficiency (i.e., home energy audits).
- **Youth** - Youth is an important audience as they are the decision-makers, business-people, consumers, homeowners, and parents of the future. Youth also have the potential to mobilize and influence the behaviour of their peers, families, and communities.
- **Educators** - The education system is a primary means to reach educators, youth and the wider community. When provided with the right tools (including curriculum, materials, training and support), educators can effectively reach out to students and their families to build awareness and demand for action.
- **Business and Industry** - Business and industry, including Small and Medium Enterprises (SMEs) and Agriculture/Agri-food businesses, are selected as a target audience because of the potential leadership role they can play in demonstrating action to the public and communicating to their key audiences (including employees, suppliers, and consumers). In the context of the public education and outreach strategy, particular emphasis will be placed on engaging businesses as leaders or champions in reducing greenhouse gas emissions, as well as in encouraging business-led employee training and awareness programs.
- **Media** - Media are a key audience as they are important conduits of the message to the public and play a significant role in influencing public opinion. When they don't cover an issue, the public generally doesn't know about it and considers it unimportant. Activities in this area will focus on raising the awareness of climate change among the media in order to increase coverage of the issue, which will result in greater outreach to the public.

5. Activities

The Issue Table recommends that the following activities be undertaken as priorities in the implementation of the public education and outreach strategy. These activities derive from the Table's research studies, which identify and detail PEO measures with the greatest potential for success in reaching and influencing the behaviour of various target audiences (see Appendix A). Recommendations on coordinating the implementation of these activities are provided in the following section (Implementation).

It is recommended that many of these activities be introduced through pilot projects, prior to large scale implementation, to ensure that they are successful in building awareness and/or removing barriers to individual action. Existing funding programs, like the Climate Change Action Fund (CCAF) can provide initial opportunities to pilot business and community-based activities and build awareness of what individuals can do to reduce GHG emissions at work, at home, and on the road. In addition, some of the activities listed below will require further elaboration and review, based in part on the measures and related outreach activities proposed by other Issue Tables in their Options Papers.

5.1 Public

Increasing awareness and knowledge, and engaging the public in climate change-related activities, will be critical to the success of policies and programs to reduce GHG emissions. While all activities noted below touch on various *segments* of the public, a broadly based approach to reach the *general* public is also recommended. Such an approach creates a 'hot-house' effect through national branded, mass media advertising and promotion, which drives consumer demand for opportunities to engage in climate change. It creates a social climate that encourages action at the local level and reinforces new attitudinal and behavioural norms. Local initiatives, targeted at specific audience sectors, complete this approach by providing opportunities to engage Canadians at the community level and to facilitate action.

On a national level, activities to raise awareness and understanding with the general public are related primarily to branded, national advertising campaigns and national public events. These initiatives use credible spokespeople to deliver clear, consistent messages about climate change, what it is, the scientific basis for concern¹, the potential environmental and economic impacts, and how individuals can help reduce greenhouse gas emissions in their own lives.

To assist in communications around climate change, several broad themes and a number of specific messages have been developed and tested with focus groups to get a preliminary determination of what resonates best with the public (see Appendix A). While it is assumed that individual agencies and initiatives will develop their own specific messages pertinent to their activities, the following can be used as guidance in considering the most credible, clear and motivational approaches:

- Messages should be truthful and believable, providing factual information with 'proof' that climate change is an issue that should matter to them.

¹ Specific messages provided by the Science, Impacts and Adaptation Issue Table are provided in Appendix B.

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- The language should be personal, illustrating the effect on people's lives and providing actions for individuals to do ("small actions can make a big difference").
 - Messages should communicate what others are doing and that there is a shared responsibility for action.
 - In order to be highly motivating, the language needs to be dramatic and gripping, without the use of qualifiers (could, may, might).
 - No single voice is judged to have unique credibility, a range of different stakeholders communicating a common message is seen as the most credible.

Comment:

Some members of the PEO Table requested the addition of information that is contained in a research report prepared by Earnscliffe Research & Communications on behalf of the PEO Table (see Appendix A). This information was presented to the PEO Table at a meeting on June 7, 1999. Earnscliffe Research and Communications was retained to carry out focus group testing of various themes and messages around the climate change issue. Although the primary purpose of the focus group testing was to obtain feedback on main themes that were developed by the PEO Table and messages developed by the consultant, participants in the testing generated a number of useful insights on the issue of climate change on a more general level.

One of the mandates of the PEO Table was to develop a strategy to educate Canadians on the issue of climate change. The members believe that the purpose of the focus group testing was to find those themes and messages that would motivate behaviour change on the part of the public, rather than educate them about the scientific facts of global climate change, and the economic and environmental impacts of proposed initiatives to mitigate the production of greenhouse gas emissions by individuals, industry and government. We believe there is key information in the Earnscliffe report that must be considered in the development of a strategy that will educate Canadians.

The complete Earnscliffe report is available as background material from the National Climate Change Process website.

5.2 Communities

The cross-cutting nature of communities and municipalities warrants a broad-based framework for action. Activities within this framework would build awareness and understanding of climate change, but would focus most specifically on local initiatives designed to promote action and change behaviour.

Being community-based, the activities noted in this section would be delivered locally, with municipalities², local organizations and community networks playing a key role in their implementation.

Local activities would start as pilots to test the extent to which they can successfully overcome specific barriers to individual action and behaviour change. Activities would then evolve over

² The recommended role for municipalities in public education and outreach, as defined by the Municipalities Issue Table, is included in Appendix B, along with suggestions on messaging.

time, expanding and building on the most successful and feasible projects, putting in place appropriate infrastructures, and continuously adapting and improving activities over time.

Community-level public education and outreach is an integral part of many of the measures proposed by other Issue Tables (see Appendix B). The recommended public education and outreach activities noted below reflect the findings of the PEO Table and draw additional support from the recommendations contained in other relevant Options Papers:

- Pilot or demonstration projects of community-based social marketing strategies and approaches to encourage behaviour change related to residential energy and transportation, including:
 - strategies to influence specific behaviours, such as tire inflation, vehicle idling, weather stripping and caulking and the purchase of fuel-efficient vehicles;
 - pilots based on the U.K. “Headstart” discussion workshop technique to encourage public participation in transportation planning decisions;
 - testing the replicability of approaches used by the International Union of Public Transit to increase transit ridership; and
 - initiating pilot projects to assess the potential of the “Household Eco-Team Program” developed by the U.S. based Global Action Plan for the Earth (GAP) to encourage households to reduce residential and transportation energy, water and waste.
- Support for public education and outreach related to community-based home audit information and retrofit advisory services, consistent with the recommendations of the Buildings Issue Table, including:
 - supporting the infrastructure to provide the necessary training, networking and finance coordination/planning;
 - development of an overall program framework for quality assurance, results monitoring and program identity support; and
 - continuous improvement to home audit programs to encourage participation, customer satisfaction and greater energy savings.
- Highlighting and linking visible “flagship” and smaller community-based green energy projects across the country, and providing support to renewable energy associations to develop, coordinate and implement a green energy PEO strategy (i.e., branded, community-based, etc.). Green energy projects could include, for example, local wind energy projects and residential solar energy systems. In addition, overall community efforts should include, where appropriate, messages that refer to green energy as an appropriate and technically feasible alternative.
- Support for public education and outreach related to transportation initiatives, consistent with those recommended by the Transportation Issue Table, including:
 - supporting Canada’s emerging car sharing services through cross-promotion, sharing of best practices and economic incentives;
 - enhanced driver education to increase the energy efficiency of driving practices;
 - measures to increase transit ridership in urban centres;

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- work-based initiatives such as the development and growth of trip reduction programs, particularly those elements related to telecommuting; and
 - school-based initiatives such as the development and growth of programs that encourage students and their families to adopt more sustainable transportation habits (e.g. Active and Safe Routes to School).

5.3 Youth (13-29)

A youth program has been developed and is guided by the concepts of engagement rather than marketing to youth; a flexible, project approach; and, opportunities for rewards and recognition. The program, to be implemented over a 5-year period, is characterized by two components:

- raising awareness among youth about climate change, its causes and potential impacts, and what individuals can do to reduce emissions; and
- motivating youth to take actions in their own lives to reduce emissions and to encourage others in their lives to reduce emissions.

Outreach activities include:

- Engaging youth to work on climate change problems through internships, exchanges, entrepreneurial opportunities and youth networks:
 - creating a funding structure for international internship and exchange programs (e.g., Youth International Internship program - Human Resources Development Canada, Department of Foreign Affairs and International Trade, Canadian International Development Agency); and
 - setting up a youth sub-fund under the Climate Change Action Fund.
- Engaging youth through training and experiential events and projects:
 - building on driver education programs (e.g., Natural Resources Canada's Auto\$mart Program);
 - setting up a Climate Change Youth Network;
 - organizing a GHG reduction awards program;
 - working with youth groups (4H Club, Boy Scouts, Girl Guides, etc.) to create climate change projects and badges;
 - holding Aboriginal earth retreats; and
 - planning bike to work/school days and tree planting days.
- Developing information tools to underpin the strategy; and, as much as possible, hiring youth to develop and implement these tools:
 - initiating community awareness media projects (local newspaper articles, local cable shows);
 - holding a TV Ad competition for youth;
 - reviewing 1-800 call services for youth; and
 - establishing a Youth Climate Change web site, including World Wide Web (WWW) Climate Change Clock.

5.4 Educators

The objectives of the education program that has been developed by the PEO Issue Table are:

- to create **awareness and understanding** among educators, elementary, secondary, and post-secondary students – and, through students, of their families and the wider community – of the science of climate change, its potential impacts, and actions they can take to reduce emissions; and
- to **promote actions** that reduce emissions in educational facilities and the wider community, through hands-on greening programs.

At the elementary and secondary level, entrenching the teaching of climate change in the school system requires an environment that supports climate change education and action. That means support for such teaching from players at all levels, from Ministers of Education, through school boards, teachers' associations, and relevant stakeholders. A network organization would be responsible for coordinating activities related to building the support and teaching climate change, as well as hands-on greening programs to supplement classroom teaching. Specific activities to be undertaken include:

- championing climate change education with Ministers of Education and among stakeholders, especially those who set direction within the school system including teachers, federations, the Canadian Education Association, trustees, principals, parent councils, etc.
- identifying links to climate change in existing curricula;
- developing educational resources to match curricular requirements (*also supported by the Science, Impacts and Adaptation Table*);
- establishing an effective, coordinated distribution mechanism to ensure teachers get the materials they need;
- supporting the training that teachers require to make best use of the material;
- identifying and funding action-based, hands-on greening programs to reduce greenhouse gas emissions in schools; and
- establishing a national awards and recognition program for schools who succeed in reducing their greenhouse gas emissions.

Activities at the college and university level are necessarily more diffuse, because of the autonomous nature of post-secondary institutions, their vertical structure, and the complexity of the decision-making process.

Examples of activities to be undertaken at the post-secondary level include:

- developing and administering a survey of environmental/climate change education on a discipline-by-discipline basis, and using the results to recognize the best-performing institutions;
- supporting the development of a “network of champions” from college and university faculties to promote the integration of climate change into the curricula of various departments, schools, and faculties, develop and share materials, including case studies and study units, and promote international exchanges at the faculty level, to facilitate the creation and sharing of knowledge and institutional capacity building;
- rewarding students focussing on climate change with scholarships and co-op placements that focus on climate change-related work;
- working with the granting councils to create a greater focus on climate change-related

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- research;
 - supporting the development of VCR action plans by colleges (currently underway through the Association of Canadian Community Colleges) and extend this support to universities; and
 - encouraging municipalities to define colleges and universities as targets for involvement in municipal emission-reduction initiatives.

5.5 Business and Industry

The overall program for business and industry, including SMEs and Agriculture/Agri-food businesses, includes building public awareness around their role in addressing climate change, communicating to and training their own employees about action they can take to reduce emissions, and ‘modeling’ their positive actions to other companies and their communities.

The priority activities to engage business and industry, consistent with the recommendations of the Agriculture and Industry Tables³, include, where appropriate:

- developing forums for government-business interactions and business-business alliances, initially targeting companies with demonstrated senior management support to act as mentors to other companies and promote the benefit of acting to address climate change;
- establishing a ‘circle of climate change champions’ as spokespersons for private sector outreach (this could build upon the Voluntary Challenge and Registry (VCR) Council of Champions)
- creating specific climate change materials and resources for smaller enterprises, to be distributed through Industry Associations and Chambers of Commerce;
- promoting workplace-based energy efficiency and transportation initiatives such as the carpooling and teleworking;
- developing partnerships with other stakeholders such as community and environmental groups to deliver local outreach programs, such as tree planting; and
- creating climate change/energy management internships, exchanges or employment programs, especially for youth.

5.6 Media

A media relations strategy is essential to the success of public education and outreach on climate change, for two key reasons⁴. First, media confer legitimacy on an issue (if we do not see the issue reflected in the media, we assume it is unimportant), and second, media attention around an issue can make the public more aware and supportive of the required policy changes. The focus of media activities is community-based media and feature and specialty media. Activities include:

- establishing national networks or panels of specialty reporters among key target media, and giving network members exclusive advance access to climate change news through a hot button on the climate change web site;

³ Specific comments from other Issue Tables on public education and outreach are contained in Appendix B

⁴ The Science, Impacts and Adaptation Table also noted the importance of ‘media’ as a target audience

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- creating media and corporate partnerships through sponsorship, linking specific media and/or companies to their target audiences;
 - brokering joint production for a series to air on specialty channels focussing on the role communities are playing in reducing greenhouse gas emissions;
 - providing regional hubs with “media outreach kits” to assist them in creating news opportunities with community media;
 - working with the Federation of Canadian Municipalities and others to identify examples of excellence to promote to community media;
 - engaging youth-oriented media through sponsorship opportunities to provide coverage of climate change in a way that appeals to youth, such as the Global Change Game;
 - working with entry-level journalists at the university and college levels to develop a career interest covering climate change;
 - touring editorial boards with key spokespersons/champions; and
 - creating an award for excellence in climate change reporting.

The many public education and outreach activities outlined in the strategy provide the tools and opportunities to engage Canadians on different levels. Their integration under a branded identity will extend their reach and strengthen their impact, enhancing Canadians’ awareness and understanding of climate change and fostering an increased level of local engagement and action.

6. Implementation

6.1 A Phased Approach

The PEO Issue Table recommends a *phased and integrated approach* to implementing the PEO strategy. This recognizes the importance of integrating regional and national activities, over time, and the need to start working together immediately. Phasing also reflects the reality that building awareness and changing behaviour is a long-term investment. It is anticipated that by the third phase of activity, the majority of climate change outreach activities will be managed outside of government.

The first, or *foundation* phase (2000-2001), focuses on building a base for support and understanding around climate change. Activities enhance and support successful existing initiatives and pilot new and promising approaches. Stakeholders are active in developing and advising on public outreach initiatives. For example, an external advisory committee is now being put in place to manage education projects being funded by the CCAF. The main characteristics of this phase include:

- government leadership through the creation of a national advisory board of multi-sector champions (e.g., federal government, provincial/territorial governments, municipal, private sector, community, and non-governmental involvement); and
- funding provided by federal government, through the Climate Change Action Fund and other mechanisms, and leveraged through contributions from provincial/territorial governments, communities, businesses, and non-governmental organizations.

The second, or *engagement* phase (2002-2004), sees a transition to the involvement of a broad spectrum of Canadians, from all sectors and regions of the country, in the design and management of outreach initiatives and the refinement of public outreach efforts to support policy initiatives. Commitments to broad-scale lifestyle changes are reinforced and deepened over time, through continued national outreach efforts and enhanced community-focussed initiatives. The main characteristics of this phase include:

- co-leadership by federal and provincial/territorial governments and other partners;
- development of multi-sector national and regional centres, incorporating, where possible, existing models such as Alberta's Climate Change Central and building on the experience of external advisory bodies; and
- funding still provided by government, with the level of outside funding gradually increasing throughout the period.

The third, or *integration*, phase (2005 and beyond) involves the realization of independent, arms-length management of public education and outreach by all stakeholders through the national and regional hubs (see next section). Partnerships foster cooperation, while recognizing the independent role of each player. An array of community and workplace-based projects across the country result, united under the banner of the centres/hubs.

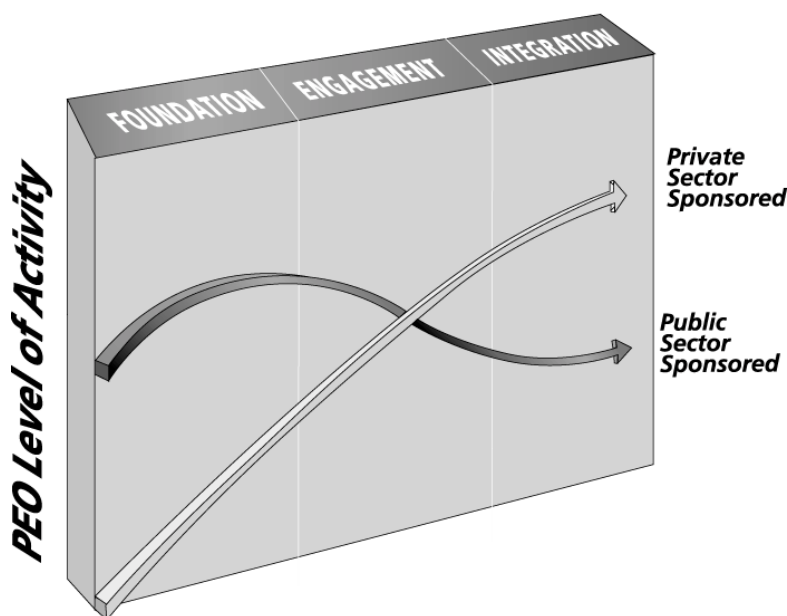
The main characteristics of this phase include:

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- multi-stakeholder involvement and shared leadership -- governments together with business and industry, educators, youth, communities, and non-governmental organizations;
 - movement of various groups from being target audiences to becoming key players in designing and delivering public education and outreach initiatives;
 - full operation of national and regional hubs; and
 - funding to come from multiple sources.

Throughout all three stages, ongoing evaluation and monitoring underpins all activities to continually build on success, learn from past experience, and adapt to evolving attitudes, awareness, and activity around climate change.

The graph below shows the proposed evolution of the level of PEO activity by public and private sectors over time, given effective PEO foundation, policy framework and market response.

Figure 3: Public and Private Funding Levels for PEO Activities



6.2 Establishing the “Hubs”

The Issue Table recommends that the most effective way to coordinate the implementation of the public outreach strategy is through the establishment of independent, multi-stakeholder “centres or hubs” at the national and regional levels, coordinated by a governing board of climate change champions, much like the United Way/Centraide. This would demonstrate commitment to the issue and provide focal points to build momentum for climate change efforts at all levels and across all sectors.

The centres would form a “network” rather than a “traditional” type of organization. They would provide a mechanism for sectors to work collaboratively on awareness and promotional activities, research, and programs to support community-based initiatives. The U.S. Pew Center on Global Climate Change illustrates how such an organization can be successful in building awareness around climate change, and providing a ‘home’ for major companies and organizations in the United States to educate the public on the risks, challenges and solutions to climate change.

Establishing both regional and national level centres for public education and outreach would mirror the integrated nature of the PEO strategy. This approach would also integrate and build on key regional organizations already underway to address climate change (such as Alberta’s recently established Climate Change Central). The funding required to establish and maintain these centres is detailed in the following section.

A **national, multi-sector advisory board of champions** would guide the overall strategic direction of the public outreach strategy. It would link regions to each other and to the national efforts, as well as link with appropriate sector councils or umbrella groups (such as, for example, the Business Council for National Issues and the Canadian Environmental Network).

The **national centre** would be primarily responsible for broad-scale national advertising, media relations and special events. This body would develop the climate change brand, provide national recognition for participating initiatives, institute a framework for integrating and coordinating action at the local level, and provide core resources for overall planning and monitoring. It would also act as a clearinghouse for information⁵ and research on climate change public education and outreach, compiling and sharing lessons learned from regional activities.

Regional centres would be responsible for coordinating and providing funding support to appropriate local awareness and community-based social marketing activities. Where ever possible, these centres would be established with existing organizations that would be willing to ‘step up to the plate’ on climate change outreach. These centres would encourage local groups (business, non-governmental organizations, and governments) that are delivering relevant programs on their own, to find added value by using a common climate change branded identity and to share lessons and successes that enhance the efforts of all in public outreach. Organizations interested in participating in the branded identity would be required to meet specific criteria so that a credible, integrated and successful approach resulted (the process for setting these criteria and evaluating interested organizations will be determined at a later date).

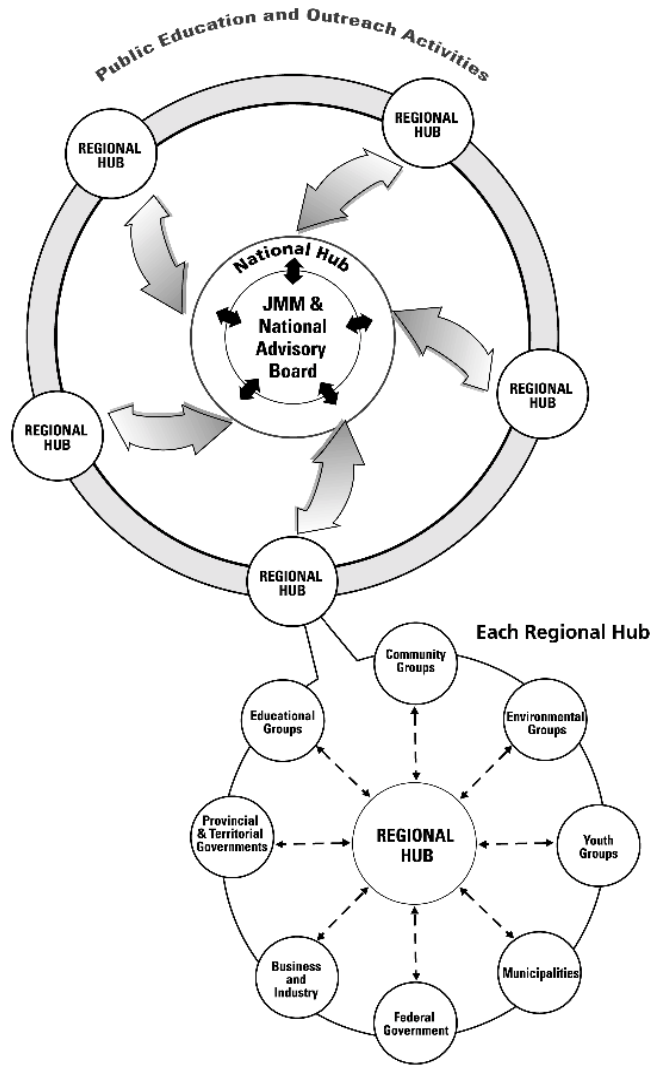
⁵ The need for such a ‘clearinghouse’ was recognized by the Buildings Issue Table to provide general information on items such as energy efficiency.

These arms-length centres would be funded and managed through multi-sectoral partnerships. While initially supported financially by the federal and provincial/territorial governments, it is anticipated that these bodies would lever operational funding from key partners within a few years of their inception (see below).

The Issue Table recommends that Ministers pursue further elaboration of the structure and functions of both the regional and national centres as a priority. The Issue Table also recommends that Ministers establish a PEO National Advisory Board of champions immediately to assist in developing the operational details: terms of reference for the centres, their mandates, accountabilities, roles, representations, processes, and clarifying linkages between the centres and relevant regional and external organizations. Existing networks and agencies, involved with climate change outreach, should be part of the consultation process when developing the hubs and the brand identity.

The following diagram illustrates the “hub” concept.

FIGURE 4 : Concept for a Multistakeholder Delivery Model



7. Estimated Budget

(Five Years: 2000 - 2004)

The Issue Table recommends that governments fund the majority of initial activities included in this strategy and seek leveraged contributions from partners. It is estimated that the first two phases of this strategy, through 2004, would require annual budget allocations of approximately \$20 million.

This budget covers estimated costs for the PEO activities, by audience, that were recommended in the preceding PEO strategy. It reflects the strategic approach to deliver most activities at a local level, with national awareness events and activities to develop understanding acting as a supporting backdrop.

During Year 2000 and 2001, it is expected that the Climate Change Action Fund (CCAF) and other funding mechanisms will provide base funding, as many of the activities (i.e., pilot projects and awareness building). Following this, decisions around the National Implementation Strategy will be underway and future funding levels for public education and outreach activities will be more precisely determined. It is expected that government funding will continue to require leveraged funds from partners throughout implementation.

National and Community-Focussed Awareness and Behaviour Change Activities	Year 2000	Year 2001	Year 2002	Year 2003	Year 2004	5 yr. Total
	(\$M)	(\$M)	(\$M)	(\$M)	(\$M)	(\$M)
General Public Initiatives	12.0	11.5	12.0	11.5	11.5	58.5
• National & Community Awareness Initiatives (advertising, media relations, community tools)	4.5	4.0	4.5	4.0	4.0	21.0
• Local Initiatives (PEO projects & pilots in regions and communities – e.g., transportation, home energy audits, green energy)	7.5*	7.5*	7.5*	7.5*	7.5*	37.5
Youth Engagement Initiatives	3.0	3.0	2.0	2.0	2.0	12.0
Education Sector Initiatives	3.0	2.0	2.0	2.0	2.0	11.0
Business and Industry Initiatives	1.5	1.0	1.0	0.5	0.5	4.5
Climate Change Centres or Hubs	3.0	4.0	4.0	3.5	3.5	18.0
•	1.0	0.5	0.5	N/A	N/A	2.0
•	1.0	1.0	1.0	1.0	1.0	5.0
•	0.5	2.0	2.0	2.0	2.0	8.5
•	0.5	0.5	0.5	0.5	0.5	2.5
TOTAL ESTIMATED COSTS	22.5	21.5	21.0	19.5	19.5	104.0

* The estimated budget for community initiatives reflects costs for limited pilot projects and PEO support for the delivery of community programs. The numbers do not include costs for delivering community programs, i.e., home energy audits or sustainable transportation projects.

7.1 Benefits

Despite the well documented role that public outreach plays in both laying the foundation and multiplying the impact of other measures taken, it is still difficult to quantify the impacts of public outreach in terms of megatonnes of greenhouse gases reduced.

There is, however, some activity in the United States to develop a framework to quantify the benefits of public education and outreach. The California Air Resource Board (CARB) is currently developing a “reliable and cost-effective quantification method for measuring the travel and emissions impacts of voluntary seasonal and episodic public education and outreach campaigns.”

The CARB methodology focuses mainly on the transportation sector, but will be applicable to the measurement of PEO impacts on GHG emissions in other sectors. The final report is slated for publication around the year 2000-2001 and is expected to provide a blueprint for future PEO case studies. Quantification studies are also underway in other jurisdictions, and these would be monitored for applicability to the Canadian situation.

At minimum, it should be noted that GHG estimates from other Tables *presuppose a foundation of public awareness and interest that will only result from the implementation of an integrated public outreach strategy*. Regardless of whether or not greenhouse gas reductions from public outreach activities can be measured definitively, public outreach activities are crucial to the successful implementation of the National Implementation Strategy.

8. Evaluating Success

The PEO Table recognizes the value and ongoing need for evaluation and monitoring of not only specific activities, but also the strategy as a whole to assess its effectiveness in achieving results, its progress in implementation, the ongoing rationale, and the value for money achieved.

Following approval of this strategy, it is recommended that an “Evaluation Framework” be established to set out, in detail, how the success of the strategy will be monitored and evaluated. Such a framework would set out the results to be achieved, as well as performance indicators and measurement strategies to meet the dual needs of program management (delivery) and review (accountability). Subsequent evaluation will need to measure the strategy’s effectiveness and efficiency in meeting each of all of its objectives – building awareness, developing support for change, and motivating action.

Evaluating success should also include an element of public participation. For example, a multi-sectoral and multi-generational committee could be established to review progress related to public outreach on an annual basis. Mechanisms for involving the public in evaluation should be determined as part of the development of the Evaluation Framework.

REACHING OUT TO CANADIANS ON CLIMATE CHANGE

APPENDICES

Appendix A - Summary of Research

Appendix B – Summary of Input from Other Options Papers

Appendix A – Summary of Research

Research Conducted

The Public Education and Outreach Issue Table's Strategy – Reaching Out to Canadians on Climate Change, is the result of almost a year's work by members of the Public Education and Outreach Table and a number of consultant groups. Development of this document was supported by a number of studies carried out by the Issue Table, including:

- The Public Education and Outreach **Foundation Paper**, which reviews the state of public awareness around climate change and its implications for public outreach initiatives, examines how to uncover and overcome barriers to taking action on climate change and provides lessons learned from Canadian and international outreach initiatives on climate change and other societal issues;
- The Table's **Interim Approach**, which sets out a two-track strategic approach focussing on awareness building and behaviour change; identifies audiences for public education and outreach; and focuses on early actions to be undertaken; and
- Eleven **Research Reports** commissioned by the Table provided valuable advice and specific direction for the recommended PEO approach:
 - *Community-based Home Energy/Environmental Audits* -- provides a framework for the development and delivery of future home audit programs and details opportunities to improve existing community-based home audit programs;
 - *Community-based Transportation Initiatives* – identifies initiatives and elements most likely to be successful in motivating individual action around personal transportation decisions;
 - *Climate Change Outreach by Business and Industry* – details successful outreach approaches by several companies and highlights the potential role for business and industry, and their associations, in climate change outreach;
 - *Youth Strategy for Public Outreach on Climate Change* – includes a detailed climate change engagement strategy for Canadian youth;
 - *Education Strategy* – provides a strategy for involving the formal education system in climate change outreach;
 - *Climate Change Public Awareness Strategy* – outlines a community-focussed public awareness strategy, and includes advertising, media relations and community outreach tools;
 - *Public Policy and Social Change: Role of Awareness Building* – explores the role of public awareness building in affecting policy and social change;
 - *Media Relations Strategy* – explores how best to engage the media in communicating climate change;
 - *Green Projects* – highlights outreach opportunities around green energy projects;
 - *Barriers to Participation by Individuals in GHG Reduction Activities* – explores specific barriers to individual action for a number of activities that reduce GHGs, and examines strategies to overcome these barriers; and
 - *Themes and Messages* – provides the results and recommendations from focus group testing of climate change themes and messages.

This appendix contains a brief summary of the findings from each report.

Research Findings

The research conducted falls into four core categories:

1. Evaluations of previous or existing outreach initiatives in several sectors;
2. Outreach strategies for raising awareness within key audiences;
3. Studies related to behavioural change and barriers to action; and
4. Testing of themes and messages.

Each study identifies lessons learned, examines key messages, and recommends projects or activities with the potential for successfully reducing greenhouse gas emissions.

1. Evaluation of Outreach Initiatives

Three key themes emerge from the series of evaluations the Issue Table commissioned. First, each of these studies emphasizes the effectiveness of personal or one-on-one contact in providing information and encouraging action to reduce greenhouse gas emissions. Second, particularly with respect to internal workplace or private-sector driven initiatives, the support of senior managers and dedicated project administration are both identified as key elements of success. Lastly, the provision of incentives, rewards, or recognition is found to enhance broad-scale participation in public outreach activities in a range of areas.

1.1 Community-Based Home Energy /Environmental Audits

According to the research commissioned by the Table, home-based audits have the potential to effectively raise awareness and encourage action by individual homeowners. For example, preliminary studies estimate that participants enjoyed energy savings of between 7 and 16%, on average, where effective audit advice had been provided and actions (in the form of retrofits) were taken.

The key elements of success include:

- providing reliable information and advice;
- ensuring access to convenient financing;
- maintaining quality assurance for work performed;
- including social marketing approaches; and
- monitoring results.

In addition, infrastructure level organizations (e.g., the Green Community Association in Ontario) provide valuable support to community-based audit programs. These organizations often provide technical training, marketing support, and networking to these programs, and can also help these programs build broader partnerships with municipal officials, local contractors, and utilities.

1.2 Transportation

This study examines a range of current programs to identify successful approaches in motivating individual actions related to personal transportation choices. The research found that successful programs often employ integrated strategies to encourage individuals to use a variety of alternative transportation modes (i.e., walking, biking, etc.) rather than a single alternative. These programs often employ one-on-one communications, and include work- or school-based components to achieve their goals. In addition, successful community programs often focus on improving infrastructure for transportation alternatives (e.g., bike lanes), in addition to public education and outreach.

In general, community-wide programs are found to be successful in shifting behaviour patterns away from reliance on single-occupant vehicles, but are less successful in reducing increases in average trip length. Support from senior management is found to be a key factor for workplace initiatives. Other success factors include the provision of incentives, rewards, or recognition, as well as dedicated project administration.

1.3 Green Energy Projects

The use of highly visible green energy projects as a focal point for community-based public outreach efforts may have potential to increase awareness of climate change-related activities by Canadians. However, lessons learned in this area to date are relatively limited. Most green energy projects are currently designed as technology projects, rather than public outreach opportunities. Nevertheless, research commissioned by the Table indicates that the high visibility of these projects could offer a significant opportunity in the development and implementation of public education and outreach activities.

1.4 Business and Industry

In general, business and industry prefer to concentrate their public outreach resources on employee-based training, reducing their own emissions, and providing a model for behavioural change in communities. While individual companies wish to communicate to the public that they are taking action to address climate change and other environmental issues, they often prefer to fund other groups (such as non-governmental organizations) to undertake broader education or outreach activities.

Research undertaken in this area found that interactive learning, as well as person-to-person contact, are significant contributors to the success of current initiatives within the business and industry sector. Senior management support and vision are key, as well as the establishment of long-term corporate commitments and internal infrastructure to manage relevant activities. “Branding” is seen to be an effective approach in creating long-term recognition and impacts. However, the importance of frequent updates and repetition of activities is also emphasized.

2. Awareness-Raising Strategies

2.1 Role of Awareness Building

This report examines the role of awareness building in public policy and social change. It notes that effective policy changes can take years to achieve, and require strong Ministerial support and/or multi-sectoral champions (i.e. industry, environmental and political leaders) to succeed.

The report also identifies the importance of timely media attention in the evolution of public policy issues. As such, it recommends that a media strategy on climate change be developed as an early priority. It also recommends further work on the potential role of coalitions and multi-sectoral processes in raising public awareness and influencing the evolution of public policy.

2.2 Youth (13-29)

Research conducted as part of the development of a youth engagement strategy concludes that youth see climate change as a global problem, but find it difficult to make this “personal” or meaningful. Key triggers to making climate change more relevant to youth are jobs and health.

Among youth as a whole, those who are actively involved in high-school studies and extracurricular work (ages 13-17); aboriginal youth; and leaders, or “early adopters” of environmental messages (those youth already involved in environmental or social movements) are likely to be most receptive to a climate change strategy.

Engaging the energy, enthusiasm, and values of youth to work with their families, school, and work colleagues and friends has the potential to reduce emissions among individuals, as well as to make inroads on reducing emissions resulting from business and industry. Critical components of success include reaching out to ‘everyone’ (i.e. employing a multi-cultural, multi-generational, and cross-regional approach), teaching climate change in schools, and using the Internet to provide information to interested individuals.

2.3 Education

Research commissioned by the Table indicates that, the greatest opportunities for success lies in providing teachers with materials that are directly linked to the curriculum, and include everything from lesson plans to classroom activities to background resources. At the elementary and secondary level, teachers are overwhelmed and overworked. While many are enthusiastic about including environmental issues, in general, and climate change, in particular, in their classroom teaching, the demands on their resources mean that they do not have a lot of time or energy to devote to “creating” a climate change unit. Providing already developed materials, as well as support and training in the use of these materials, is seen to be a key ingredient in success.

At the post-secondary level, the integration of climate change across curricula requires the involvement of a network of climate change “champions” in various faculties who can work together to provide materials and convince their colleagues to use them.

At all levels, classroom teaching needs to be integrated with school and community-based action programs, providing students with an opportunity to put their learning into action and ensuring

congruence between what students learn in the classroom and what they see around them. For instance, elementary students may monitor their school's energy use in winter, while secondary students could go to community businesses with information about how to reduce energy use. Post-secondary students could work with physical plant administrators to develop policies to reduce emissions.

2.4 Media Relations Strategy

If we do not see a particular issue reflected in the media, we assume it is unimportant. In the quest to build Canadians' awareness of climate change and the role they can play, an engaged media can be an important ally. The media strategy developed for the PEO Issue Table addresses this challenge of engaging the media who act as powerful conduits of climate change information to Canadians. Recommended activities include: holding an international journalists' roundtable on climate change with a focus on media opinion leaders; working with entry level journalists at university to develop a career interest in environment/energy/economic issues such as climate change; conducting editorial boards with key spokespersons; establishing national networks or panels of specialty reporters such as weather, health, youth and business reporters to create a meaningful body of knowledge and understanding of climate change issues; establishing sponsorship agreements with key media, etc.

The overall approach recognizes that outreach activities to educate the public are more likely to constitute "soft" news rather than "hard" news. Therefore, a focus on community media as well as national feature or specialty media has been recommended. Specific strategies have been developed for media that reach out to the PEO strategy's key audiences. They include:

- *community media* outlets, providing coverage of local events and success stories;
- *feature and specialty media*, such as The Weather Channel, The Discovery Channel, CPAC and other cable operations, as well as specialty reporters – weather, lifestyle, homes – in newspapers and magazines;
- *youth media* featuring this group actively involved in climate-friendly activities;
- *business media* with stories that demonstrate the opportunities available through new technologies and their impact on the economy, jobs and operational efficiency;
- *education media* to promote learning opportunities to teachers, school boards and students.

Implementation of the media strategy would be coordinated by the regional and national hubs or centres and take into account geographic and linguistic considerations. A detailed database of media would be developed and available to each hub to ensure a targeted delivery of materials and information. In addition, core messages would be customized according to the priorities of the specific media audience being approached.

Finally, ongoing evaluation of media activity would help to determine the effectiveness of the media relations efforts and the degree of impact it has on Canadians. Media tracking and analysis as well as target audience surveys have been recommended.

2.5 Public Awareness Strategy

Research conducted for the Table indicates that the overall public awareness strategy should take a social marketing orientation to address the challenge of influencing Canadians' awareness, attitudes and behaviours in relation to climate change. It recognizes that the challenge is to:

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- get people knowing more;
 - get people doing more; and
 - get people internalizing new normative behaviour.

The recommended strategy is designed to marshal societal forces and engage Canadians, in their roles as both ‘consumers’ and ‘citizens’, in a relevant and compelling idea that delivers personal and societal benefits. The paper indicates that to be successful such a strategy should include:

- a re-positioning, branding and marketing of the climate change issue as a compelling, mainstream idea that has personal and social relevance for Canadians;
- a values/lifestyle orientation to inform the development of a communications program and message;
- a two-tiered campaign, which operates simultaneously at both the national and community levels;
- a “home” for the initiative that is independent of government, collaborative, multi-sectoral to demonstrate commitment to the issue and provide a mechanism for all sectors to work together; and
- sustained investment, at an adequate level, to successfully launch and maintain the initiative.

3. Behavioural Change

The Issue Table commissioned an evaluation of the key barriers to participation by individuals in several activities that can reduce greenhouse gas emissions. The activities selected were drawn from the residential (weather stripping and caulking, installation of programmable thermostats) and transportation (maintaining tire pressure, reducing car engine idling, purchasing “best-of-class” vehicles) sectors.

The study’s findings underline the need to research and prioritize barriers and motivations for action before implementing full-scale programs, to provide a clear understanding of what impedes and what motivates individuals to engage in a specific activity. Specific barriers and motivations for each of the activities examined are identified, and a social marketing strategy proposed (including pilot phase, evaluation components, participation levels and costs).

Community-based social marketing is identified as a key alternative to programs that rely solely on providing information on a given issue. This approach is based on four steps:

- Identification of barriers to the given activity;
- Development of a strategy to surmount these barriers (based on behavioural change tools derived from social science research);
- Piloting of the strategy to determine its effectiveness; and, if shown to be effective,
- Larger-scale implementation.

4. Themes and Messages

Several themes and messages were created to provide guidance for the eventual development of a national awareness raising campaign on climate change. This was done in conjunction with the Table, and subsequently tested with 15 focus groups across the country. Focus groups generally involved 6-8 people for 1.5 hours and were held in Halifax, London, Regina, Red Deer

and Quebec City. The audience groups included: the general population (rural and urban), involved Canadians, educators, small and medium size businesses, aboriginals, farmers, and community groups. The lessons learned from the focus group sessions are provided below.

The following italicized excerpt from the “Results of Focus Group Research: Climate Change Themes and Messages”, prepared by Earnscliffe Research & Communications, June 1999 are included at the request of some Table members.

Context

While the primary purpose of the groups was to get feedback on some proposed themes and messages which had been developed by the PEO Table, focus group participants also generated a considerable number of useful insights regarding the issue of climate change at a more general level. The most important of these can be summarized as follows:

- 1. **Environmental issues tend to be towards the middle of the public agenda.** People don't feel comfortable saying that the environment is not paramount. In most cases, they assert its importance quite aggressively. At the same time, the pattern of responses to a variety of questions reveals that for most people, other issues are more pressing. When asked to talk about the most important issues facing the country in the coming years, the issues which concerned them personally the most, a few mentioned the environment as a top of mind concern, but most mentioned other issues including healthcare, education, the economy, unity, immigration, or taxes initially. When environmental issues were placed directly against other concerns on the public agenda, most acknowledged, with some discomfort, that they was important but slightly less important than other issues.*
- 2. **Within the envelope of environmental concerns, climate change does not emerge as a top-of mind issue.** When asked to describe the environmental issues which caused them the greatest concerns, participants were much more likely to cite air/water pollution, recycling, and ozone depletion as pressing environmental concerns, than they were to mention climate change specifically.*
- 3. **When climate change was prompted for discussion, it was viewed as a concern, but other environmental concerns were revealed to be equally or more pressing.** The failure of focus groups to spontaneously mention climate change was not a coincidence. When prompted to discuss its importance relative to other issues, the consensus was that air and water pollution in particular tended to raise greater concerns, because of the perceived “personal” or more direct and immediate effects of those concerns. One clear reason for this hierarchy in a sense that these issues have the potential to harm human health.*
- 4. **In all cities and among all segments tested, there was tremendous uncertainty about the subject of climate change.** The primary association that people make to climate change is changing weather, particularly severe weather occurrences such as storms, floods, etc. Some link climate change with ozone depletion, others to “El Nino”. Global warming was occasionally raised as an effect of climate change. For the most part, people seemed to feel that the confusion, which they felt, was not a function of laziness on their part, but uncertainty about the issue even among experts. In effect, people*

didn't feel that they lacked education so much, as they felt that the information, which might help educate them, was unavailable as yet.

5. **Most people felt uninformed or under-informed about the climate change issue.** Most say they receive the bulk of their information about climate change through the media, and have heard very little about the subject of late. Their sense is that the media are not currently attaching a high priority to climate change. This in turn helps fuel the public impression that the issue is not all that urgent or pressing.
6. **The main causes of climate change were understood, but only in the most general of terms.** Among most participants, there was awareness of the role of CO₂ emissions from factories and cars, but few could name any other sources. Industry was viewed as a main source of the emissions that cause climate change, with governments and individuals also contributing. The primary assumption is that the emissions which were harmful were those which came out of tailpipes and smokestacks. As such, people were not really focussed on the consumption of energy, but the production of pollutants. Not surprisingly, this paradigm affects their thinking about the ease and supportability of possible solutions.
7. **Many felt that they had heard mixed messages (about the severity of the problem, its causes, and remedies) on the subject, from numerous sources.** Some noted that the lack of a clear message may have kept them from thinking about or acting on the problem, and may also have left them feeling that they had been misinformed. Participants had no clear sense of whether scientists were currently becoming more or less certain about the causes and effects of climate change. This wasn't really a question of whether the climate was changing, or whether action was necessary, but more a sense that it wasn't yet clear what was necessary to deal with the matter.
8. **Recall of the Kyoto agreement is very limited.** Approximately one in ten participants said they recalled something about the meeting, and an even smaller number had any idea what Canada agreed to achieve on emissions. This was consistent with the results of recent quantitative research. People had no sense of whether Canada had been living up to or failing to live up to international undertakings, and did not seem really concerned about that question.
9. **The solutions to climate change are distant from many.** Because many believe that industry is a main source of the problem, their sense is that industry must play a leading role. However, a large number of participants viewed government as a substantial part of the problem due to lax regulatory standards/enforcement, and as such, many claimed that the key role has to be played by government. Almost no one was able to articulate what it was that they could or should do differently themselves, except perhaps drive less, or drive more environmentally friendly vehicles. From the tone of the responses, it seemed very unlikely that anyone was planning to take personal action soon, to help combat climate change.
10. **Once told that consumer activities accounted for more than half of the problem, attitudes changed significantly.** In general, participants were quite surprised at the size of their role, and while some were skeptical, most others accepted the information as

fact, and were more prepared to accept responsibility. However, few knew what they could do, and there was still a notable softness to the stated commitment to act.

- 11. *There is a credibility gap on the climate change issue, and no one knows where to turn for information.*** *There was skepticism of industry and ENGOs as information sources, and almost as much toward government. All are viewed as having some vested interests. In addition, many questioned the credibility of scientists, especially those participants who felt they had heard mixed messages on this issue in the past. Participants were more likely to trust information that was presented from a collective group of interests than from individual organizations.*

In summary, very few people are engaged today on the issue of climate change. *There is a sense that other issues are more important, and that the scientific and expert communities have not yet really determined what is happening and what will be needed to deal with it. No one is taking action to combat climate change in their daily lives, and no one is thinking about the kinds of policy initiatives that this initiative would entail.*

There were relatively few geographic differences in terms of awareness, concern, and willingness to change. *Those in Quebec tended to be somewhat more concerned about the issue, although knowledge and awareness about causes and solutions was relatively low across the country. On the whole, Involved Canadians exhibited relatively greater awareness of the issue than the rest of the population, and tended to be more concerned and willing to change.*

Those messages that resonate most clearly with focus groups include those that:

- *Make the issue personal*, illustrating the effect of climate change on one's own life, or the life/work of immediate family members;
- Provide details on *actions that individuals can take*, with the notion that small actions can make a big difference;
- Contain striking *numbers, facts, hard evidence*, and proof of a problem;
- Emphasize *health and extreme weather aspects* of climate change;
- Indicate that there is *shared responsibility for action* -- governments and businesses have to be seen to be taking action and achieving results in order for Canadians to accept their role and play their part; and
- Communicate *Canadian leadership* -- people like to see Canada playing a lead role on this issue internationally.

Focus groups are least receptive to the messages or approaches that:

- Provide information about *science and future implications* that are viewed as too woolly, too equivocal, and too uncertain to generate substantial concern;
- Reference *Kyoto and the Kyoto Target*, as the public is mostly unaware of the Kyoto agreement, and the language is not viewed as strong or clear enough;
- Indicate a strong reliance on *renewable energy sources*, as few believe that the technology is developed to an extent that would make these sources a viable alternative to current sources;
- Include *government and industry actions which are vague* and only commit to future action - - messages need to focus specifically on what has been done and achieved, not what is hoped for or promised; and

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- Emphasize the *long term legacy aspects* around climate change -- most people's frame of reference is their family, rather than the community or nation, so discussions of broader long term legacy issues don't work nearly as well as legacy issues that refer specifically to the family.

Of the messages tested, those that proved the most clear, credible, and motivational are provided below.

Theme 1: The Science Is Strong And Warrants Action

- Since the beginning of time, there have been significant changes in our climate. Today, these changes are occurring at a faster rate than ever before. It is both the speed and magnitude of the potential change that is of concern to scientists.
- Human activities are beginning to have a discernible influence on our climate. The biggest way in which human activities are increasing the levels of greenhouse gases (mainly CO₂) in our atmosphere is through the burning of fossil fuels such as coal, oil and natural gas for heating (or cooling) buildings, driving cars and trucks, powering factories and generating electricity.
- At the current rate, the globe will warm as much in the next 100 years as it has in the last 25,000 years. Nine of the ten hottest years this century have been since 1980.

Theme 2: If Current Trends Continue, Climate Change Will Affect People's Lives⁶

- Climate change models project that the global temperature may rise an additional 1.0 to 3.5 degrees Celsius between 1990 and 2100. Researchers project that possible consequences of such a temperature rise could include:
 - a rise in sea levels that could threaten some island and coastal communities; and
 - a more vigorous hydrological cycle that may increase the severity of floods and droughts and cause extreme rainfall events.
- Some extreme weather events could be more common, harming people, property and the economy.
- There are important health implications to climate change. Heat strokes and insect borne diseases could increase in Canada, most affecting individuals with heart disease or respiratory conditions, the elderly, the young, the poor and homeless.
- The greatest warming will occur in Arctic and sub-Arctic regions, which include Canada.

Theme 3: We Can Make Meaningful Reductions In Greenhouse Gases

- This is a challenge, which can be solved with win-win solutions. Actions taken now, and continued over the long term can make a difference.
- Across Canada organizations and local communities are taking action to slow climate change. Home energy audits, ride-sharing, and tree planting programs are just some of the community-based solutions to reduce greenhouse gas emissions.
- Here are some examples of small actions you can take that can make a big difference:
 - Avoid idling your vehicle. Restarting your engine uses less fuel than 10 seconds of idling and reduces greenhouse gas emissions.
 - Turn energy-using equipment off when it is not in use. For example, computers,

⁶ Suggested change from Table Member: "Energy over-consumption and air pollution create or aggravate health problems, climate change and other environmental impacts that negatively affect people's lives in Canada and world-wide"

industrial machinery, photocopiers, or cash registers can all be turned off when not in use to reduce greenhouse gas emissions.

- Install a programmable thermostat to regulate the temperature settings in your home and help save energy.
- Use caulking and weather-stripping to reduce air leakage around windows, doors and baseboards and save energy.
- Visit the Climate Change Internet site at www.climatechange.gc.ca for more information on how emissions can be cut.

Theme 4: Addressing Climate Change Requires the Effort of Individuals, Business and Government

- Governments, businesses, and individuals all contribute to emissions. To slow the increase in greenhouse gases everyone will need to make changes that will have associated costs and benefits.
- About 90% of Canada's greenhouse gas emissions are created when we fuel factories, offices, homes and vehicles.
- Our industries have produced efficient new appliances, computers, and cars that use less energy, save us money, and help slow climate change by reducing greenhouse gas emissions.
- If we wait for others to solve the problem, it won't get solved. If we all take a fair share of the responsibility, the challenge can be met.

Theme 5: Canada and Other Industrialized Nations Should Lead and Developing Nations Should Act As Well

- Slowing climate change will require international cooperation and a global effort.
- It is our responsibility to lead in finding solutions, both by curbing our own emissions and by producing new technologies that help all countries to reduce emissions.
- We must find ways to engage developing countries in international efforts to address global climate change.
- Canada should go ahead and do what it can. We must do what we can to secure a better environmental legacy for our children.

Theme 6: Reducing Greenhouse Gases Will Help the Environment, The Economy, Our Health and Our Future

- Reducing greenhouse gas emissions can improve the quality of our air, water and land, thereby helping to ensure the future health of our children.
- Finding ways to cut emissions will create new technologies and processes, which will sell in markets around the world, and provide many jobs for Canadians.
- Using energy more wisely not only cuts greenhouse gas emissions, it saves consumers and businesses money.

ENDNOTE:

Comments on Themes and Messages from PEO Issue Table Members:

While members of the PEO Issue Table agreed on all of the six themes, not all members supported the messages developed and tested with focus groups.

One Table member requested the addition of the following message (*not tested*):

“Renewable energy technology has been proven to work reliably and economically in a number of countries. For example, in Denmark, wind turbines supply 8% of the total electricity consumed. In addition, wind turbines are now the second largest export supplying \$2 billion to the Danish economy and supporting over 10,000 good jobs.”

One Table member suggested that Theme 3 be revised (*not tested*):

“We can make meaningful reductions in greenhouse gases (GHGs) and other air pollutants in order to reduce the risks and costs associated with the use of fossil fuels.”

Two Table members are concerned that the strategy and themes and messages do not address the requirement to educate Canadians about the scientific facts of global climate change and the economic and environmental impacts of proposed initiatives to mitigate greenhouse gas emissions by individuals, industry and government. The two Table members believe that the themes and messages, as presented to the focus groups, were developed solely to evaluate behaviour change and do not address the goal of educating the Canadian public.

Comments on PEO Themes and Messages from Other Issue Tables:

From the Municipalities Table:

- Provide ‘hooks’ or lead-off points in messaging, which individual municipalities can use to connect back to the theme of improving quality of life and the strength of communities;
- Increase overall emphasis on co-benefits, including short-term improvements to local air quality, health and economic performance;
- Further pursue ‘extended’ messaging that ties climate change issues, actions and successes into the health;
- Set aside a portion of the Climate Change Action Funds for national and regional messages that are specifically for use/reuse as part of the municipal PEO campaign; and
- Alter Theme 6 (“Reducing Greenhouse Gases Will Help the Environment, The Economy, Our Health and Our Future”) to “Focus on improving the quality of life and strength of communities”, or adding a new theme to this effect

From the Industry Table, focus PEO on:

- Reasonably comprehensive and comprehensible explanation of the science surrounding climate change;
- Balanced information on the environmental and economic risks of climate change and the costs and benefits of reducing greenhouse gas emissions;
- Ensuring Canadians understand the link between consumer demand and energy consumption;

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- Practical advice on the actions Canadian can and must take to reduce their GHG emissions; and
 - Providing success stories about businesses, municipalities and institutions that have made strides in limiting emissions.

From the Enhanced Voluntary Action Table:

- The purpose of a public awareness and outreach programme, therefore, should be two-fold:
 - to promote a sense of responsibility among all decision-makers for doing something about climate change; and
 - to provide them with the analytical tools they need to identify the most cost-effective actions.
- Governments can help attenuate the effect of existing barriers to voluntary action to reduce or offset GHGs by:
 - providing basic information about the causes and anticipated effects of climate change;
 - explaining why it is in Canada's and their interest to act; and
 - informing decision-makers of possible actions they can take to reduce GHG emissions or sequester carbon.
- Demonstration projects, whether of technologies, methods or policy instruments, should therefore figure prominently in such a strategy.

From the Science, Impacts and Adaptation Table, recommended messages include:

Science:

- Humans are changing the earth's climate
- Emission reductions made now will moderate the rate of change
- Emission reductions will reduce health-damaging smog, acid rain and mercury contamination
- There's more to climate change than a little warming -- there will be changes everywhere in Canada's weather
- More severe weather events are likely and other climate surprises are a distinct possibility
- Improving climate change projections through research and observation is a key part of the response

Impacts and Adaptation:

- Projected changes in climate will have impacts on Canada and Canadians
- Changes in the nature of Canada's severe weather and climate surprises may have more significant implications for Canada and Canadians than changes in average climate
- Impacts and the capacity to adapt will vary across Canada
- Climate change may have indirect impacts and exacerbate problems in activities not normally associated with climate
- Deteriorating availability and quality of water is likely to be the most important impact in many regions
- Adapting now to existing changes will help minimize adverse impacts and help prepare us to take advantage of any opportunities