Learning objectives

• Understand the role of framing, narratives and visual images in communicating carbon pricing
• Get insight on how carbon pricing can be explained to different audiences
• Understand core considerations in designing effective messages
<table>
<thead>
<tr>
<th>1</th>
<th>Introduction</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>Understanding narratives and keywords</td>
</tr>
<tr>
<td>3</td>
<td>Case study: Canadian Narratives Design</td>
</tr>
<tr>
<td>4</td>
<td>Narrative design</td>
</tr>
<tr>
<td>5</td>
<td>“The three big questions”</td>
</tr>
<tr>
<td>6</td>
<td>Talking about costs and revenue use</td>
</tr>
<tr>
<td>7</td>
<td>Simple terminology</td>
</tr>
</tbody>
</table>
What is a narrative?

- An explanation that contains identifiable actors, actions, threats, rewards or outcomes.

- Complex narratives also include motivations, and morals grounded in shared values.
What are keywords (frames)?

- Words (or combinations of words) that embody wider meaning, especially related to values and identity.

- Keywords enable people to quickly evaluate the relevance of an issue to their own worldview.
Case study: Canada

2008 - Quebec and British Columbia introduce Carbon Taxes
Case study: Canadian Narrative Design
2011 - 2018
## Case study: Canadian Narrative Design

<table>
<thead>
<tr>
<th>Method</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attitudes survey</td>
<td>2011, 2014, 2017 n=1,200</td>
</tr>
<tr>
<td>Attitudes survey</td>
<td>2018, n=2250</td>
</tr>
<tr>
<td>3 Focus Groups</td>
<td>New Brunswick (English, French)</td>
</tr>
<tr>
<td>4 Focus Groups</td>
<td>East, Prairies, Quebec, Atlantic</td>
</tr>
<tr>
<td>Narrative testing</td>
<td>Ontario n=850</td>
</tr>
<tr>
<td>Narratives surveys</td>
<td>2 x National, n=1200, New Brunswick</td>
</tr>
</tbody>
</table>
## Case study: Canadian Narrative Design

**Overall support for carbon pricing (EcoAnalytics, October 2017)**

<table>
<thead>
<tr>
<th>Level of support</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strong support</td>
<td>16%</td>
</tr>
<tr>
<td>Moderate support</td>
<td>37%</td>
</tr>
<tr>
<td>Moderate opposed</td>
<td>21%</td>
</tr>
<tr>
<td>Strongly opposed</td>
<td>24%</td>
</tr>
</tbody>
</table>
## Support by rural/urban

<table>
<thead>
<tr>
<th>Level of support</th>
<th>%</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strong support</td>
<td>16%</td>
<td>12</td>
<td>20</td>
</tr>
<tr>
<td>Moderate support</td>
<td>37%</td>
<td>34</td>
<td>40</td>
</tr>
<tr>
<td>Moderate opposed</td>
<td>21%</td>
<td>21</td>
<td>19</td>
</tr>
<tr>
<td>Strongly opposed</td>
<td>24%</td>
<td>30</td>
<td>19</td>
</tr>
</tbody>
</table>
## Case study: Canadian Narrative Design

**Support by province**

<table>
<thead>
<tr>
<th>Level of support</th>
<th>%</th>
<th>Western</th>
<th>Prairies</th>
<th>Quebec</th>
<th>Atlantic</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strong support</td>
<td>16%</td>
<td>20</td>
<td>15</td>
<td>16</td>
<td>10</td>
</tr>
<tr>
<td>Moderate support</td>
<td>37%</td>
<td>42</td>
<td>33</td>
<td>36</td>
<td>38</td>
</tr>
<tr>
<td>Moderate opposed</td>
<td>21%</td>
<td>17</td>
<td>19</td>
<td>22</td>
<td>15</td>
</tr>
<tr>
<td>Strongly opposed</td>
<td>24%</td>
<td>18</td>
<td>33</td>
<td>25</td>
<td>33</td>
</tr>
</tbody>
</table>
Support by voting preference (Abacus Data, 2018)

- **Left**: Support carbon pricing (33%), Oppose carbon pricing (28%), 25% neutral, 7% other, 6% other.
- **Centre**: Support carbon pricing (16%), Oppose carbon pricing (28%), 35% neutral, 13% other, 7% other.
- **Right**: Support carbon pricing (12%), Oppose carbon pricing (19%), 21% neutral, 17% other, 31% other.
In the Canadian case, what kind of audiences can be identified as:

• Base (support)
• Opposed
• Open
• Disengaged

What would a second phase of qualitative research in Canada look like?
On the sheet of quotations taken from Canada focus groups delivered in January 2019, highlight narratives and keywords.

What additional insights do we gain from the focus groups?
Narrative design

• Identify narratives and keywords from interviews and focus groups
• Develop hypotheses for what might and might not work
• Include existing narratives for comparison
• Design short narratives around different concepts containing selected keywords
Fair/unfair

"Carbon pricing is a fair way to share responsibility for the carbon pollution that causes climate change and to reward the companies that are most efficient and pollute the least. It's not fair that heavy energy users can dump their carbon pollution in the air we all breathe. Polluters should be held accountable and should pay for the pollution that they force all of us to live with."
Carbon pricing makes sense. It makes businesses that produce the most pollution pay more. It rewards businesses that are efficient and use energy well by paying less. It is flexible and allows businesses to invest in the best solutions at the lowest possible cost. And it unleashes the creativity of business to develop new technologies.
We should all take **personal responsibility** for reducing pollution. We try to do the right thing by recycling or buying environmentally friendly products. A carbon tax is one way to make sure we all show the **same level** of responsibility for reducing the pollution we put into our air.
Market failure

"There has been a real market failure around carbon pollution. We need to put a price on carbon because this sends a market signal to consumers and energy users that they should shift to alternatives."
Hidden costs

“The prices we pay for natural gas and gasoline do not cover all the costs we pay for: the flooding from extreme weather, the power outages that make our lives inconvenient, and the heat waves making smog worse and people sick. Putting a price on carbon is a way to make sure that these forms of energy reflect their real costs.”
Put Canada first

“Canada is part of a global transition, building a low-polluting energy system to fuel our economy. This provides an opportunity for us. With a strong cap and trade system in place, Canadian businesses can gain experience and market advantage in less polluting technologies. Acting now puts Canada ahead.”
Discuss which of these narratives you think performed best given the research.

Place these narratives in a rank with the most successful one at the top.
The “optimal” narrative

“Carbon pricing is a fair way to share responsibility for the carbon pollution that causes climate change and to reward the companies that are most efficient and pollute the least. It's not fair that heavy energy users can dump their carbon pollution in the air we all breathe. Polluters should be held accountable and should pay for the pollution that they force all of us to live with.”
## Case study: Canadian Narrative Design

<table>
<thead>
<tr>
<th>Survey findings</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Fair/unfair</td>
<td>Successful</td>
</tr>
<tr>
<td>Makes sense</td>
<td>Successful</td>
</tr>
<tr>
<td>Personal responsibility</td>
<td>Successful</td>
</tr>
<tr>
<td>Market failure</td>
<td>Only liked by base</td>
</tr>
<tr>
<td>Hidden costs</td>
<td>Widely rejected</td>
</tr>
<tr>
<td>Put Canada first</td>
<td>Widely rejected</td>
</tr>
</tbody>
</table>
Consider the narrative and keywords that would be appropriate for a national public audience in your own country.

Think about a narrative that speaks to your national culture, values and concerns.
CARBON TAX

An emission tax designed to get firms to internalize the negative externalities only imposed on society i.e. production of emission from factories using fossil fuels that contribute to extensive droughts, flooding and rising sea levels.

South Africa as a developing economy has ratified the Paris Agreement which requires sizable reductions in energy-greenhouse gas emissions in large emitters, including in developing economies.

WHO WILL BE AFFECTED?

Industry | Business | Citizens

SO WHAT?
The simulations suggest that the introduction of carbon tax would lead to estimated decrease in emissions in South Africa of...

13% TO 14.5% BY 2025
& 26% TO 33% BY 2035.

This will also lead to a reduction in local air pollution and restructuring of the SA economy to bring less emissions intensive.

Effective carbon tax rate will be between R6 - R48/tCO2 once the tax floor allowances are taken into account.

The tax will have no impact on electricity prices until 2020.

WHY?
It is a cost effective instrument, as part of a package of measures, to make our economy onto a more sustainable growth path.
Three big questions

1. How do we talk about climate change?
2. How do we talk about the mechanism?
3. How do we talk about what the revenue does?
## 1. How do we talk about climate change?

<table>
<thead>
<tr>
<th>Foreground</th>
<th>Background</th>
</tr>
</thead>
<tbody>
<tr>
<td>● Climate change is the reason for the policy</td>
<td>● Other concerns provide stronger narratives</td>
</tr>
<tr>
<td>● Most people say they are concerned about climate change</td>
<td>● Attitudes to climate change are socially divided</td>
</tr>
<tr>
<td>● We need to increase awareness of climate change and understanding of policy responses</td>
<td>● Most people say that cost of living is more important than climate change</td>
</tr>
</tbody>
</table>
Coffee break

(15 minutes)
Regional attitudes to climate change:

Sources: Pew Foundation 2018, YouGov 2019
Alternative narratives

- Health – especially the impacts of air pollution
- Economic opportunities in new energy technologies
- Reducing waste
- National leadership
- Self reliance / independence – reducing dependence on imported fuels
- Focus on what revenue will be spent on
Tunisia: Case Study

Climate Outreach, Climate Action Network International, October 2019

9 focus groups across Tunisia with a wide range of audiences.
Tunisia: Case Study

Values: Respect ("respect nature"), helping and harmony, honesty/openness to criticism, positivity and perseverance

Approaches: Tunisia as a leader in the MENA region
Pride in democracy
Don’t sound like a politician
Tunisia: Case Study

Attitudes to climate change:

- high awareness of changing weather
- high concern about impacts

- poor understanding of causes (ozone layer, “pollution”, mining) and very low mention of role of fossil fuels
- poor understanding of role of personal behaviours
We can see that the weather is changing. Things are out of balance (mīzān). We need to take action to restore the natural balance.

The natural world is a precious gift (Ni’mat), but through our ignorance, arrogance and greed, we have damaged that gift, harmed the Earth and broken our relationship with creation.
It is not fair that the richest people produce the most pollution when the poorest people will be worst affected by climate change.

The sun shines everywhere we can generate power everywhere, in every region, town and village. An independent democracy like Tunisia should have an independent and democratic energy supply - sharing income across all our people not just handing it to the big energy companies and their foreign suppliers.
Tunisia: Case Study

Potential carbon pricing narratives

- Fairness
- Respect for nature
- Public participation, accountable, open.
- Regional leadership
- Employment opportunities of transition
- Use of revenues-
Economic narratives

Carbon pricing will provide potential new (and more stable and predictable) resources for low-carbon project developers...

...mobilizing new resources to fund renewable and low carbon activities, including to benefit industrial and commercial entities to support less carbon-intensive activities and technologies

Cote d’Ivoire - 2017
Economic narratives

The proposed carbon tax will send the necessary policy and price signals to investors and consumers of the need to ensure that future investments are more climate resilient.

It is proposed that the carbon tax be introduced as part of a package of interventions to ensure that the primary objective of greenhouse gas (GHG) mitigation is achieved, and to minimise potential adverse impacts on low income households and industry competitiveness.

South Africa
Talking about the cost

There is a tendency to explain carbon pricing in terms of economic theory

Is this effective?
PRICING CARBON TO BUILD STRONGER ECONOMIES
Talking about the cost: prof. Daniel Kahnemann

“Economists think about what people ought to do. Psychologists watch what they actually do.”
1. People are somewhat willing to pay a short-term cost for an uncertain short-term benefit.
2. They are less willing to pay a short-term cost for a certain long-term benefit.
3. They are still less willing to pay a short-term cost to avoid a certain long-term cost.
4. They are least willing to pay a certain short-term cost to avoid an uncertain long-term cost.

2. How do we talk about the mechanism?

<table>
<thead>
<tr>
<th>Foreground</th>
<th>Background</th>
</tr>
</thead>
<tbody>
<tr>
<td>● People need to know how it works</td>
<td>● People care most about what it does</td>
</tr>
<tr>
<td>● The mechanism is the point of the policy</td>
<td>● Talking about pricing and tax makes people think of “costs” not benefits</td>
</tr>
<tr>
<td>● People can see that it is a simple and effective policy</td>
<td>● People don’t trust economists or finance</td>
</tr>
</tbody>
</table>
How do we label the mechanism (in the case of a carbon tax)?

<table>
<thead>
<tr>
<th>Not a “tax”</th>
<th>A tax</th>
</tr>
</thead>
<tbody>
<tr>
<td>● Taxes are not popular</td>
<td>● Be honest and authentic</td>
</tr>
<tr>
<td>● The “tax” frame is damaging for support</td>
<td>● Opponents will call it a tax and control the framing</td>
</tr>
</tbody>
</table>
## Simple terminology

<table>
<thead>
<tr>
<th>Technical term</th>
<th>Simplified form</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prescriptive regulations</td>
<td></td>
</tr>
<tr>
<td>Aggregate outcomes</td>
<td></td>
</tr>
<tr>
<td>Revenue recycling</td>
<td></td>
</tr>
<tr>
<td>Social cost of carbon</td>
<td></td>
</tr>
</tbody>
</table>
Exercise | Describing carbon pricing

What are the key elements in a description of carbon pricing?

In pairs, write-up an explanation of carbon pricing in three sentences.
Exercise | Describing carbon tax and ETS

6 minutes

Explain the carbon tax or the ETS in a maximum of three sentences.
3. How do we explain how the revenue is used?

<table>
<thead>
<tr>
<th>Foreground</th>
<th>Background</th>
</tr>
</thead>
</table>
| ● People care most about what the revenue does.  
● Talking about spending reduces concerns about what it costs  
● People do not trust government to spend it wisely | ● The price is the real point of the policy, not the revenue  
● Government should have flexibility to allocate the revenue as they need |

**World Bank Group**  
**PMR | Partnership for Market Readiness**
Visible use of revenues

“Clear evidence of how the money was spent ensured the political future of cap-and-trade, so the face of cap and trade was clean buses and trucks, electric cars, low carbon transit – solutions that made a visible difference especially in low-income communities”

- Stanley Young, Communications Director, California Air Resources Board
Getting revenue use right – Ukraine case study

Communications on revenue use may resonate better than communication on the carbon price itself

• In Ukraine, Industry has called for government to spend a larger share of the carbon tax revenues on local environmental programs
## Public attitudes to carbon tax in Ontario (data from the Ecofiscal Commission)

<table>
<thead>
<tr>
<th>Level of support</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strong support</td>
<td>18%</td>
</tr>
<tr>
<td>Slightly support</td>
<td>38%</td>
</tr>
<tr>
<td>Slightly oppose</td>
<td>20%</td>
</tr>
<tr>
<td>Strongly oppose</td>
<td>21%</td>
</tr>
</tbody>
</table>

**Case study: Ontario Premiers Debate 2018**

- Liberal premier Kathleen Wynne supports the tax.
- Conservative opposition Doug Ford opposes the tax.
Exercise | Analyzing a speech

- What are the keywords and narratives?
- Which position is most likely to succeed gain public support?
- If you were advising Kathleen Wynne, what you would have asked her to say when defending the tax against Doug Ford.
- What would be a positive narrative for this situation.
“Upon the swearing in of my new cabinet, at the top of our agenda the very first item will be to pass an order to cancel the Liberal cap-and-trade carbon tax.”

He is currently spending $30 million challenging the federal carbon tax in court and on a tv advertising campaign.
Questions?
Group photo & Lunch
(1 hour)