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Raising awareness of climate change

A handbook for government focal points



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I The importance of outreach

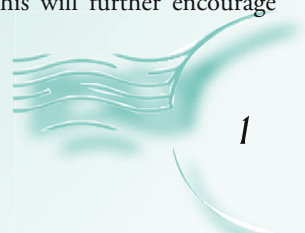
The United Nations Framework Convention on Climate Change and its Kyoto Protocol can only succeed if the general public and key stakeholders support effective action. Since governments are directly responsible for only a small proportion of greenhouse gas emissions, they must persuade businesses, communities and individuals to adjust their behavior in ways that limit emissions and promote adaptation.

Fortunately, governments have several tools at their disposal for motivating people to make these changes. Policies and legislation can be used to raise the cost of activities that emit greenhouse gases or create vulnerabilities to climate change impacts. They can also be designed to reduce the costs of activities that lower emissions and promote adaptation. Regulations and standards can mandate changes in products and practices. Taxes and subsidies can also be adjusted to influence behavior.

Such policies and measures, however, can encounter inertia, passive resistance or active opposition, particularly from those concerned about the imposition of a new cost. Providing information and explanations is therefore vital for generating public and stakeholder support for government policies and regulations. Public outreach can also encourage voluntary changes in habits, address the arguments of those who oppose specific actions and help to prepare the younger generation for living in the climate-change world that they will soon inherit.

Many governments and non-governmental organizations (NGOs) are already working actively to raise awareness. The scale of the change required, however, and the vast number of people and interests that must be influenced, calls for outreach activities of a much greater magnitude. National governments will want to encourage local authorities, non-governmental organizations (NGOs), educators, the media, the entertainment industry and individuals to play a role. They may also consider building partnerships with many of these diverse actors.

UNEP has prepared this “handbook for government focal points” by drawing on a recent series of UN-sponsored workshops and its own experience in supporting outreach activities. The handbook gathers together a range of practical experiences and common-sense lessons in the field of awareness-raising from Africa, the Asia-Pacific, Europe and Latin America and the Caribbean. It is UNEP’s hope that this will further encourage



governments to strengthen their national climate outreach programmes and engage their citizens in the campaign to address climate change.

How the Convention helps

The importance of communicating with the general public and engaging stakeholders is fully recognized by the Climate Change Convention itself. Article 6 on Education, Training and Public Awareness urges governments to develop and implement educational and public awareness programmes on climate change and its effects, to ensure public access to information and to promote public participation in addressing the issue (see Annex I).

More specifically, Article 6 commits Parties to “*promote and facilitate at the national and, as appropriate, subregional and regional levels, and in accordance with national laws and regulations, and within their respective capacities*” the following outcomes:

- a) “*The development and implementation of educational and public awareness programmes on climate change and its effects.*” Some governments have already developed such proactive programmes, while many others have not. *Public awareness* aims at early results and is often pursued via the media and outreach campaigns. *Education* aims at a more profound, long-term change in habits, particularly among the young. It tends to use formal methods and settings to transmit a more substantial understanding of the climate change problem and its potential solutions.
- b) “*Public access to information on climate change and its effects.*” Information should be freely available to those who seek it out, in libraries, on the Internet, from government offices, and so forth.
- c) “*Public participation in addressing climate change and its effects and developing adequate responses ...*” Popular involvement in shaping policy and implementing climate change programmes can contribute enormously to effective action.
- d) “*Training of scientific, technical and managerial personnel.*” Training targets more specialized audiences. It seeks to impart specific technical skills that have an immediate practical application. Examples include the ability to gather and interpret climate data, conduct inventories of national emissions and formulate national action plans.

Governments are also committed to:

e) “Cooperate in and promote, at the international level, and, where appropriate, using existing bodies ... the development and exchange of educational and public awareness material on climate change and its effects.” Article 6 thus promotes the important idea of international cooperation and exchange. For example, information materials do not necessarily have to be reinvented everywhere at high cost; instead, copyright-free texts and images can be adapted and distributed to new audiences.

The New Delhi Work Programme

To stimulate and enhance national efforts to implement Article 6, in 2002 the Parties adopted the New Delhi Work Programme on Article 6 of the Convention (see Annex I). To strengthen the effectiveness of this five-year work programme, the Parties asked the Convention secretariat to facilitate regional Article 6 workshops for assessing needs, identifying priorities, sharing experience and exchanging information. The conclusions and other useful information from these workshops are posted at www.unfccc.int/cooperation_and_support/education_and_outreach/items/3143.php.



The secretariat has also established an information clearinghouse on available resources for Article 6. Also known as CC: iNet, this web portal serves as a clearinghouse for information sources on public information, education and training in the field of climate change. It is designed to help governments, organizations and individuals gain rapid

and easy access to ideas, strategies, contacts, experts and materials that can be used to motivate and empower people to take effective action on climate change. (See www.unfccc.int/ccinet/.)

II Developing an Article 6 outreach programme

For many governments, establishing and maintaining a successful communications strategy can be a major challenge. Barriers can include a lack of staff, skills and money. The following template, developed by UNEP in collaboration with a dozen governments, may offer a possible way forward for developing or strengthening a national Article 6 programme. This approach is based on five steps:

Step 1: Commit to developing a National Climate Awareness Programme. The climate change focal point (whether an individual or a team) must be able to invest a significant amount of time and energy in building a national programme. He or she must have a vision of what needs to be achieved and of how to engage partners and stakeholders in a broad and sustained effort. In the case of the UNEP-supported countries, detailed budgets and work plans were established based on a Memorandum of Understanding.



KENYA'S NEW PROGRAMME

KENYA PLAYS AN ACTIVE ROLE IN THE INTERNATIONAL CLIMATE CHANGE NEGOTIATIONS AND HAS ALSO PIONEERED IN THE FIELD OF CLIMATE OUTREACH. ITS NATIONAL PROGRAMME WAS CONCEIVED IN 2004 BY THE NATIONAL ENVIRONMENTAL MANAGEMENT AUTHORITY (NEMA), WHICH HOSTS THE CLIMATE CHANGE CONVENTION FOCAL POINT.

NEMA DECIDED TO EMBED ITS NEW OUTREACH PROGRAMME INTO ITS BROADER CLIMATE STRATEGY. IT INTEGRATES ITS ARTICLE 6 EFFORTS INTO RELATED ACTIVITIES SUCH AS THE SECOND NATIONAL COMMUNICATION TO THE CONVENTION AND ITS ASSESSMENTS OF NATIONAL TECHNOLOGY AND CAPACITY NEEDS. THIS APPROACH HAS ENHANCED NEMA'S ABILITY TO PLAN AND HAS IMPROVED ITS ABILITY TO ALLOCATE AVAILABLE HUMAN AND FINANCIAL RESOURCES.

NEMA'S STRONG COMMITMENT TO OUTREACH HAS BEEN REWARDED BY THE STRONG RECIPROCAL INTEREST OF OTHER MINISTRIES, ACADEMIC INSTITUTIONS, THE PRIVATE SECTOR AND NGOs. THIS IN TURN HAS HELPED TO GENERATE A NATIONAL DIALOGUE ON CLIMATE CHANGE AND WIDER INTEREST IN PARTICIPATING IN NEMA'S OUTREACH PROGRAMME.

Step 2: Conduct a national needs assessment. National climate awareness programmes are most likely to succeed if they are developed in cooperation with major stakeholders and individuals from all walks of life. Their views and insights may differ from and complement those of the government, and they can play a key role in implementing and supporting the national outreach programme.

A questionnaire survey can be used to gauge the opinions and capabilities of key stakeholders and potential partners, such as government officials, business leaders, NGO representatives, journalists, scientists, clergy and youth. Survey questions can explore climate change priorities, awareness levels, messages, target audiences, existing resources for communicators, barriers to action and so forth. The written survey can be supplemented by in-person and telephone interviews (See sample questionnaire developed by UNEP at www.unfccc.int/files/cooperation_and_support/education_and_outreach/application/pdf/questionnaire_e.pdf.)



ALBANIA'S NEEDS ASSESSMENT

TO PREPARE ALBANIA'S NATIONAL OUTREACH PROGRAMME, THE COUNTRY'S CLIMATE CHANGE FOCAL POINT, LOCATED IN THE ENERGY AND ENVIRONMENT FOR SUSTAINABLE DEVELOPMENT CENTRE, DISSEMINATED 600 QUESTIONNAIRES TO MAJOR STAKEHOLDERS IN BOTH THE PUBLIC AND PRIVATE SECTORS. THE SURVEY TARGETED KEY RELEVANT SECTORS INCLUDING ENERGY, TRANSPORT, INDUSTRY, AGRICULTURE, FORESTRY, AND WASTE MANAGEMENT. IT WAS IMPLEMENTED BY STUDENTS FROM THE FACULTY OF ENVIRONMENTAL ENGINEERING OF POLYTECHNIC UNIVERSITY OF TIRANA AFTER THEY RECEIVED TRAINING IN SURVEY TECHNIQUES.

THE SURVEY REVEALED THAT CURRENT KNOWLEDGE OF ALBANIAN STAKEHOLDERS ABOUT CLIMATE CHANGE IS RELATIVELY LOW. ONLY 58% OF RESPONDENTS KNEW ABOUT THE CLIMATE CHANGE CONVENTION AND THE KYOTO PROTOCOL. THE FIGURE FOR THE INTERGOVERNMENTAL PANEL ON CLIMATE CHANGE (IPCC) WAS EVEN LOWER, AT 43%. EVEN AMONGST THOSE WHO WERE AWARE OF THE INSTITUTIONS, ONLY 25% BELIEVED THAT CLIMATE CHANGE IS THE RESULT OF HUMAN-INDUCED FACTORS.

INTERESTINGLY, 24% OF THE RESPONDENTS CONSIDERED BUSINESS AS THE PRIME TARGET AUDIENCE FOR CLIMATE AWARENESS, WITH PRESS AND MEDIA IN SECOND PLACE, AND DECISION-MAKERS IN MINISTRIES AND PARLIAMENT LAGGING BEHIND IN THIRD PLACE. INADEQUATE FUNDING WAS CITED AS THE MAIN BARRIER TO STRENGTHENING OUTREACH AND TRAINING PROGRAMMES. MOST OF THE PARTICIPANTS BELIEVED THAT ALBANIAN CITIZENS COULD ACTIVELY PARTICIPATE IN AND HAVE AN IMPACT ON NATIONAL CLIMATE CHANGE POLICY-MAKING. (THE SURVEY RESULTS MAY BE VIEWED IN ENGLISH AT WWW.CCALB.ORG/NATIONAL%20SURVEY%20IN%20ALBANIA.PDF.)

Step 3: Organize a workshop for stakeholders. As a follow-up to the survey, the focal point may organize a national workshop for a day or two. The workshop should bring together people who participated in the survey as well as other interested entities and individuals. Its main purpose is to:

- review and validate the findings of the needs assessment;
- agree on a list of priority activities;
- recommend how to implement these activities and allocate resources; and
- produce an agreed strategy paper and action plan for establishing a sustainable and long-term climate awareness programme (and, if appropriate, plans for the other elements of Article 6, such as education and training).



CAMBODIA'S ARTICLE 6 WORKSHOP

CAMBODIA'S ARTICLE 6 NATIONAL WORKSHOP WAS ORGANIZED BY UNEP AND THE CAMBODIAN MINISTRY OF ENVIRONMENT IN EARLY 2006. PRESENTERS AT THIS ONE-DAY EVENT INCLUDED SENIOR OFFICIALS FROM BOTH THE MINISTRY OF ENVIRONMENT AND THE MINISTRY OF EDUCATION, YOUTH AND SPORTS. THE 58 PARTICIPANTS CAME FROM THE GOVERNMENT, NGOS, ACADEMIA AND MEDIA. FOLLOWING PRESENTATIONS ON THE ADVANCE QUESTIONNAIRE SURVEY AND ON EXISTING ACTIVITIES RELEVANT TO ARTICLE 6, THE PARTICIPANTS SPLIT UP INTO TWO WORKING GROUPS. ONE GROUP DISCUSSED PUBLIC AWARENESS, COMMUNICATION AND PUBLIC ACCESS AND PARTICIPATION, AND THE OTHER GROUP CONSIDERED EDUCATION AND TRAINING. THE MEETING CONCLUDED BY OUTLINING A DRAFT STRATEGY FOR IMPLEMENTING ARTICLE 6 IN CAMBODIA.

NAMIBIA'S ARTICLE 6 WORKSHOP

BASED ON A BIDDING PROCESS, THE GOVERNMENT OF NAMIBIA HIRED A LOCALLY BASED ENVIRONMENTAL CONSULTANCY FIRM TO CONDUCT ITS STAKEHOLDER SURVEY, DRAFT A STRATEGY AND ORGANIZE A NATIONAL ARTICLE 6 WORKSHOP. SOME 20 OFFICIALS FROM THE ENVIRONMENT AND AGRICULTURE MINISTRIES AND FROM

NGOs PARTICIPATED IN THE TWO-DAY EVENT, AS DID SEVERAL JOURNALISTS, RESULTING IN TWO NEWSPAPER ARTICLES. FOLLOWING A SERIES OF PRESENTATIONS, THE WORKSHOP ESTABLISHED THREE WORKING GROUPS, WHICH REACHED THE FOLLOWING CONCLUSIONS:

- 1 NAMIBIA'S CLIMATE CHANGE OUTREACH PRIORITIES SHOULD BE TO COMMUNICATE WITH FARMERS (THE MOST AFFECTED POPULATION GROUP) AND AGRICULTURAL EXTENSION WORKERS THROUGH TARGETED PUBLICATIONS.
- 2 MANAGERS AND DECISION-MAKERS SHOULD ALSO BE ADDRESSED VIA TARGETED PUBLICATIONS, ENVIRONMENTAL EVENTS AND ONGOING INTERACTION.
- 3 PROFESSIONALS SHOULD BE REACHED THROUGH TAILOR-MADE MESSAGES FOCUSING ON BIODIVERSITY AND OTHER RELATED ENVIRONMENTAL ISSUES.
- 4 EDUCATION AND TRAINING PRIORITIES SHOULD BE TO REVIEW EXISTING MATERIALS (WHICH ARE PROBABLY OUT-OF-DATE), TO ADD CLIMATE CHANGE MESSAGES TO EXISTING ENVIRONMENTAL MESSAGES AND MATERIALS FOR TRAINING TEACHERS AND EXTENSION OFFICERS, TO TRAIN PROFESSIONALS VIA INTERNATIONAL RESEARCH PROGRAMMES AND TO EXPLORE INTERNATIONAL COLLABORATION.
- 5 INTERNATIONAL COOPERATION WILL BE VITAL FOR A SUCCESSFUL NATIONAL PROGRAMME ON ARTICLE 6. OPPORTUNITIES COULD BE PRESENTED BY THE UN DECADE FOR EDUCATION FOR SUSTAINABILITY, FUNDING FOR INTERNATIONAL RESEARCH PROJECTS, LINKS WITH OTHER UNIVERSITIES IN THE REGION AND ACTIVE PARTICIPATION IN THE UNFCCC ARTICLE 6 CLEARING HOUSE (CC:iNet) AND SYNERGIES WITH SUSTAINABLE DEVELOPMENT AND WITH OTHER RIO CONVENTIONS.

THE WORKSHOP FINALIZED AN ACTION PLAN TO IMPLEMENT KEY STRATEGIC AIMS OF THE NATIONAL STRATEGY FOR UNFCCC ARTICLE 6 IN NAMIBIA. THE PLAN RECOGNIZES THAT BECAUSE THE COUNTRY'S HUMAN, INSTITUTIONAL AND FINANCIAL CAPACITIES ARE ALL LIMITED, SYNERGIES AND PARTNERSHIPS SHOULD BE PURSUED, INCLUDING WITH OTHER ENVIRONMENTAL CONVENTIONS. IT ALSO SEEKS TO INTEGRATE ARTICLE 6 ACTIVITIES INTO EXISTING CLIMATE CHANGE PROGRAMMES AND STRATEGIES AND TO MAINSTREAM THEM INTO NATIONAL PROGRAMMES.

Step 4: Implement priority activities. Depending on national priorities identified by stakeholders and approved at the workshop, initial activities may cover several elements of Article 6. In the case of public awareness, they may range from producing popular brochures and radio programmes in local languages for the general public to establishing partnerships with NGOs and launching ambitious campaigns. Other possibilities are elaborating educational curricula for secondary schools and publishing training manuals and tutorials for technical staff. These initial activities must typically be carried out within existing capacities and with a minimum of funding.



THE RUSSIAN FEDERATION'S PRIORITIES

FOLLOWING A NATIONAL STAKEHOLDERS' WORKSHOP THAT BROUGHT TOGETHER 80 PARTICIPANTS FROM RUSSIA AND OTHER MEMBERS OF THE COMMONWEALTH OF INDEPENDENT STATES (CIS), A SET OF PRIORITY ACTIVITIES WAS AGREED AND SUCCESSFULLY IMPLEMENTED. OUTPUTS INCLUDED:

- A WEB PORTAL ON CLIMATE CHANGE AT WWW.CLIMATECHANGE.RU. THE SITE CONTAINS GENERAL INFORMATION ON CLIMATE CHANGE, THE CONVENTION AND THE PROTOCOL, AND ARTICLE 6 AND THE NEW DELHI WORK PROGRAMME; REGULARLY UPDATED DETAILS ON NATIONAL IMPLEMENTATION OF THE NEW DELHI WORK PROGRAMME; AND FORUMS FOR PUBLIC DISCUSSION OF CLIMATE CHANGE ISSUES.
- A DATABASE OF INSTITUTIONS AND ACTIVITIES RELATED TO OUTREACH, EDUCATION AND TRAINING IN RUSSIA.
- A UNIVERSITY CURRICULUM ON CLIMATE CHANGE, WHICH WAS TESTED AT MOSCOW STATE UNIVERSITY AND LATER DISSEMINATED WIDELY.
- AN EDUCATIONAL AND TRAINING COURSE ON "CLIMATE CHANGE PROBLEMS" FOR SENIOR GOVERNMENTAL DECISION-MAKERS, WHICH WAS TESTED AT THE RUSSIAN ACADEMY OF CIVIL SERVICE AND RECOMMENDED FOR OTHER INSTITUTIONS.
- A GUIDEBOOK FOR THE BUSINESS COMMUNITY. THE BOOK ANALYSES THE EXPERIENCES OF THE WORLD'S LARGEST COMPANIES AND BUSINESS ASSOCIATIONS IN DEVELOPING AND IMPLEMENTING CORPORATE SYSTEMS FOR EMISSIONS

ACCOUNTING AND REPORTING. IT ALSO REVIEWS EMISSION-REDUCTION PROGRAMMES, CARBON-TRADING SYSTEMS AND CORPORATE METHODOLOGIES AND GUIDELINES FOR ADDRESSING THE ABOVE EMISSIONS-RELATED ISSUES.

- A “WATER AND CLIMATE” COMPETITION FOR RUSSIAN SCHOOL CHILDREN.

Step 5: Strengthen and sustain the programme. Sustainability is always a major challenge for outreach programmes. Funding and collaborative partnerships need to be maintained over the longer term. The effectiveness of the priority activities and the overall strategy need to be assessed, either through formal surveys or through informal means. These assessments may lead the outreach team to revise its original strategies and plans. Monitoring feedback from the field and the implementation of the activities can contribute to the national awareness programme’s overall success.

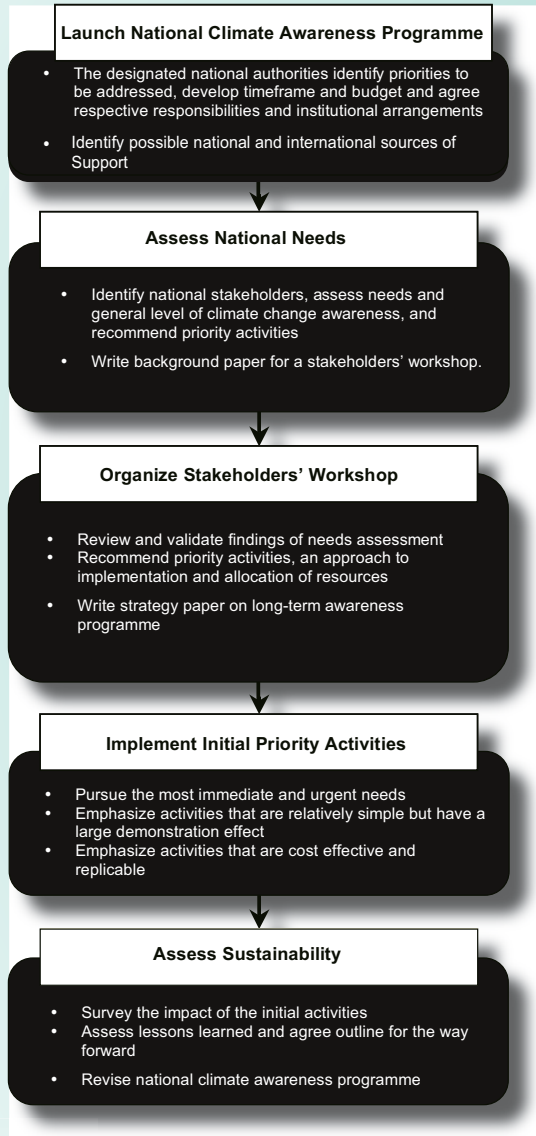


UZBEKISTAN’S FOLLOW-UP PROGRAMME

UZBEKISTAN’S CLIMATE AWARENESS PROGRAMME STARTED WITH THE ESTABLISHMENT OF AN ARTICLE 6 UNIT WITHIN THE STATE COMMITTEE FOR HYDROMETEOROLOGY. THE UNIT AND THE BROADER TEAM OF STAKEHOLDERS THAT IT LED WERE CONFIDENT THAT THEIR INITIAL EFFORTS MADE AN IMPORTANT IMPACT ON PUBLIC AWARENESS. THEY ALSO PERCEIVED A HIGHER LEVEL OF COOPERATION AMONG CLIMATE CHANGE ORGANIZATIONS AND INDIVIDUALS.

HOWEVER, FEEDBACK FROM THE GENERAL PUBLIC SUGGESTED THAT THERE WAS A LARGE UNMET DEMAND FOR EDUCATIONAL MATERIALS AND INFORMATION RESOURCES ON CLIMATE CHANGE, ESPECIALLY IN LOCAL LANGUAGES. THE NATIONAL AUTHORITIES THEREFORE LAUNCHED A SECOND ROUND OF ACTIVITIES. WORKING IN PARTNERSHIP WITH NGOS, THEY PRODUCED A SERIES OF PUBLICATIONS IN THE UZBEK LANGUAGE, INCLUDING POPULAR GUIDES, SCHOOL TEXTBOOKS AND POSTERS. UZBEKISTAN’S DEDICATED CLIMATE WEBSITE (WWW.CLIMATE.UZ/) WILL SOON BE UPGRADED IN BOTH UZBEK AND ENGLISH, AND A NEW ROUND OF AWARENESS-RAISING WORKSHOPS WILL BE HELD THROUGHOUT THE COUNTRY.

A template for national action







III Implementation: A checklist for raising awareness

Communications programmes have a proven record in bringing about behaviour change in health and environmental practices. Successful examples can be found in the fields of nutrition, HIV/AIDS, ozone-depleting CFCs and conservation. A well-conceived communications programme for addressing climate change can be similarly successful. The following steps for planning and organizing a climate change communications strategy draw on the wide range of experiences organizations and governments have had in conducting outreach, particularly in the areas of environment and health.

1) Set your goals. The outreach strategy should be integrated into climate change policy from the very beginning. This will ensure that its goals and implementation are more fully aligned with the policies and activities that it is supporting. It will also help communicators to avoid promising things that the government cannot actually deliver.

When considering what priorities and goals to set for the communications strategy, ask: What are we really trying to achieve? What is the actual problem that needs to be solved? Are we trying to give people knowledge, change their attitudes or alter their behavior? Do we want to engage people or stakeholders proactively with two-way communication? Or simply inform them of what we are doing so that they passively support or do not resist it? Are our communications goals clear, realistic and achievable? Are they too ambitious or too weak? Following such an assessment, an outreach programme can be designed to meet one or more goals, such as the following:

- provide general information to the public about climate change and its risks;
- provide specific information to the public about the national strategy to address climate change and how people can actively contribute, thus establishing a broader and stronger constituency for government policies;
- engage other ministries, policymakers or parliamentarians in a collaborative effort to develop and implement national climate change policies;
- build new partnerships between governments and civil society including local communities, indigenous people, women's groups and the private sector;



- enhance the government's accountability and credibility as well as the cost-effectiveness of climate policies;
- ensure effective two-way communication between the policymakers and stakeholders and involve them in setting priorities and allocating resources; and
- promote regional coordination with other governments and stakeholders.

2) **Assess and strengthen your resources.** Early consideration should be given to the budget and staffing available for the outreach effort. The internal skills needed for outreach should be reviewed. An outreach group can be organized and specific tasks assigned, including the responsibility for coordination.

It is worth considering the benefits of providing some training in communications skills to key staff early in the process. Consideration should also be given to the need for consultants or external staff. In addition to budget and staff, other resources should be inventoried, such as equipment and contact lists and other databases.

If the budget and staff resources are limited (as they typically are), consider focusing the communication effort more intensely on one or two key goals rather than spreading your efforts around too thinly. Other ways to leverage limited resources include building partnerships with other stakeholders and emphasizing synergies with other issues, such as biodiversity and desertification.

For example, some governments have established a National Climate Change Committee drawing together officials from a broad range of ministries and departments as a way of engaging the entire government more fully in the multi-sectoral issue of climate change. A Committee can help to develop and support outreach activities. However, while such a committee can help to communicate the climate change message to a full spectrum of national policymakers, a dedicated climate change office may be a practical necessity for ensuring that outreach activities occur in a timely manner.

Tapping into international resources, including expertise, copyright-free materials and funding opportunities, can also be important. The Climate Change Information Network (CC:iNet) offers a useful entry point.

3) **Identify your target audience(s).** Climate change should concern everybody, but in truth some people will feel more concerned than others because they face particular risks or because they can play a particular role in solving problems. In addition to the general

public, possible target audiences can include policymakers, community leaders, industry leaders, farmers, technical experts, youth and religious leaders. Consider the benefits and drawbacks of focusing on each possible group. Are some audiences a greater priority than others?

Once you have identified the possible sub-groups in your country, you will want to assess their knowledge, attitudes, behaviors and interest. Focus on the needs of your target audience. Why should they care about climate change? What is it in for them? The profile of each potential target group can be assessed through formal surveys or through informal conversations with small but representative samples of individuals.

Do not overlook the importance of internal communications. The communications team and key partners are a vital target audience that needs to be kept informed of ongoing activities and plans. Options for internal communication can include in-house newsletters (whether paper or electronic), policy manuals, bulletin boards, staff meetings and social events.

According to surveys conducted by the UNFCCC Secretariat and UNEP in 2003-2005 of government officials in Africa, Asia and Latin America and the Caribbean, the priority target group for most climate change focal points consists of policymakers in other ministries. This is because officials responsible for national climate change programmes often find that their colleagues in other ministries and departments are not yet fully engaged or interested. Because climate change is a cross-cutting issue, climate change policymakers need the active engagement of their other colleagues in order to develop effective policies.

The surveys found that the next priority is the general public, with specialized groups such as NGOs, media, youth, academia and business lower down. NGOs and journalists can be valuable partners in promoting climate change awareness because of their role as intermediaries with their own extensive networks for outreach. Industry can be key, both because of its contribution to emissions and its capacity for organizing and contributing to effective responses.

Many survey respondents emphasized the importance of engaging youth in the long-term campaign against climate change. Schools and organizations such as the Scouts can offer useful channels for reaching young people. Others stressed the importance of religious groups. Religious worldviews often shape attitudes toward the natural world. Rituals have been used to govern resource use, especially among indigenous peoples, and ethical concerns influence resource use and distribution. The institutional power of religion can



be wielded in ways that have a positive impact on efforts to protect human health and the environment.

4) Approach potential partners. NGOs, academics, public personalities, and journalists concerned about climate change are all potential partners for climate change outreach. Such partners can often reach out more effectively than can a government climate change office working on its own, and they can serve as powerful champions of the climate issue. They may already have a strong relationship with one of your target audiences that provides them with a comparative advantage in reaching, for example, youth or farmers. They may also have networks, skills, resources or credibility that can contribute to the outreach campaign. Non-governmental organizations in particular tend to benefit from being flexible, cost-effective and highly motivated.

A potential drawback to working with partners may be a lack of control over the message and how it is delivered. When choosing a partner it is important to consider its particular interest in the issue and its knowledge, credibility, reputation and image.

UNEP has worked with a number of governments in Africa and East and Central Asia to promote the partnership approach to climate change outreach. These projects aim to strengthen networking and collaboration between climate change focal points and key stakeholders leading to agreement on outreach priorities and a plan of action. The focal point starts by surveying the views of a wide range of stakeholders using some combination of questionnaires and interviews.

The survey can also serve as a useful tool for identifying current national activities and programmes relevant to climate change awareness raising, existing human resources and other assets, as well as needs for greater capacity and funds. The survey findings can be analyzed and used as a basis for designing a workshop for engaging potential partners.

5) Sharpen your message(s). When elaborating a message, be sure to use language that is accessible and attractive to the target audience. Keep the message as simple as possible. Avoid jargon, acronyms and unnecessary detail. Put yourself in their place and give them what they need.

Be prepared to vary the message depending upon the particular target audience. The message must be realistic and focus on behavior or actions that are relevant and that they can actually pursue. There may be practical barriers to the ability of the audience to

respond as you want them to. Or they may simply not see why your proposals should be attractive or useful to them.

Messages to an uninformed public may seek to raise awareness of climate change and recommend simple actions they can take to reduce emissions or reduce risks. Messages that provide people with a strong sense that there is a social norm supporting their actions can be more effective in encouraging the adoption of new behaviors. For an audience that may already be motivated to change behavior, the most appropriate messages may focus on providing practical or logistical information. For an audience already engaged in taking action, it may be useful to provide encouragement, guidance and information on how to overcome perceived obstacles. A target audience that is successfully engaged in the new behaviors may benefit from reinforcement and reminders of the benefits of sustaining the behavior.

The most effective public outreach campaigns tend to establish a “human face” for an issue. They link their issue directly to citizens’ day-to-day concerns, and in particular to how they earn their living. This can help motivate people to take action themselves and to pressure their government to respond to their concerns.

Outreach messages can also focus on encouraging support for certain projects or public expenditures. Positive messages that provide solutions can be more effective than negative messages that simply sound the alarm bell without providing information on what people can do to contribute.

The types of messages that may be appropriate in a climate change campaign targeting the general public or key stakeholders could include:

- Even minor changes in personal and consumer habits can make a big difference in reducing emissions and promoting adaptation to climate impacts.
- Using public transport and turning off electrical appliances when not in use can help to reduce greenhouse gas emissions.
- Because farms and ranchlands are extremely vulnerable to a potentially drier and hotter climate, agricultural policymakers and farmers should already start incorporating climate change concerns into their strategic planning.
- Energy efficiency and renewable energy sources can reduce urban air pollution and improve industrial efficiency, thereby reducing both health problems and business costs.



- The Government's newly adopted policy offers a managed transition to a new business environment and provides a framework for anticipating and minimizing risks and costs and exploiting new market opportunities.
- Government policies to limit emissions and prepare for adaptation, even though they may impose some costs, are both economically and environmentally beneficial for the nation as a whole.

A vital step in developing a message is pre-testing. If resources forbid a formal effort, then at least check the messages with non-experts – neighbors, friends, family – to see if they understand it and if the tone is appealing. Remember that two-way communication is most effective. Communicators can make expensive errors when they simply assume that their message is appropriate and understandable and do not seek ongoing feedback from the target audience.

Finally, any communications strategy must anticipate the risk that its target audiences will receive opposing messages from other quarters. In the case of climate change, for example, some “climate skeptics” continue to argue that the evidence for a human influence on the global climate system is unconvincing. Other commentators express concern that addressing climate change will be too expensive. Communicators must be prepared to respond quickly to these and other messages that may be directed against their efforts to address climate change.

6) Deliver your message to your target audience(s). Only once you are confident about who your audience is and what your messages are should you start considering the best way to transmit your message. If your message is sophisticated and addressed to a limited group of stakeholders, it may be most effective to rely on an approach that emphasizes dialogue. Approaches that best promote interaction and feedback can include meetings, phone calls, Internet conferences, workshops and roundtables. Such efforts are more targeted and generally more expensive (per person).

In other cases you may want to transmit a relatively simple message to large numbers of people. For example, you may want to alert people to new regulations about coastal development. In such cases the most effective tools may include brochures and leaflets, films and videos, posters, signs and billboards, books and reports, exhibits, mass letters, CDROMs, radio and TV. When producing materials always keep in mind the challenge of distributing them effectively: too often boxes of posters or brochures end up gathering

dust because no one has figured out how and to whom to distribute them. Local languages should also be considered.

Production and distribution costs can be significant. It is worth considering that various governments and intergovernmental and non-governmental organizations have already developed public awareness materials on climate change. Some of these materials may be free of charge to you. Others may need to be translated or otherwise adapted to your particular needs. Save time and money by taking texts and images that are copyright-free or for which you have permission to use or adapt.

Other channels for reaching the public can include delivering messages via sports and music celebrities, theatre performances, agricultural extension workers and other professional networks, religious groups, and UN Days such as World Environment Day. Messages can be conveyed through text, drama, song, comedy, contests (such as posters, essays or paintings), publicity events (book launches and debates), on-line chat groups and public meetings. Cultural activities, workshops and seminars, site visits and partnerships with advertisers and NGOs all offer innovative possibilities.

One of the most cost-effective ways of reaching any target audience, of course, is through the media. Developing an effective working relationship with the media is an extremely worthwhile investment. Journalists are always looking for good stories, and climate change offers many possibilities. However, many activities that may seem important to climate policymakers may seem too procedural or dull for journalists, who are looking for action, concrete results, new data or information. Do not bombard the press with information or they will start ignoring you. Instead, choose several important actions, such as the launch of new subsidy programme for encouraging energy efficiency in housing, or new regulations about coastal development. Remember to focus on your message, request media training if you feel the need, and invest time in preparing for interviews. Never lie, exaggerate or make promises you cannot keep.

Journalists often face serious constraints. Many would like to receive more professional training, including in specialized topics such as climate change. Journalists sometimes observe that government regulations and practices can inhibit fruitful exchanges between civil servants and the press; they argue that government officials could communicate



on climate change more effectively by proactively seeking positive relationships with journalists.

Outreach strategies should exploit the advantages of each type of media. For example, newspapers and magazines tend to be considered more authoritative, are read by decision-makers and allow a more detailed explanation. On the other hand, they reach only the literate and are often concentrated in capital cities, so that distribution levels can be low outside urban areas. Radio stations that transmit in local languages can be particularly effective for outreach. Radio's strengths are that it is relatively inexpensive, reaches many people and does not require a literate audience.

In all cases, it is vital to develop effective spokespersons or champions to deliver your messages. If necessary offer generous training to the chosen messengers.

Promoting public participation in climate change decision-making and public access to information can also play a critical role. Efforts could focus on ensuring that libraries and educational institutions offer a full range of relevant materials, from national communications and the IPCC assessment reports to videos and popularized brochures. Also essential is a proactive effort to ensure that people are informed about how climate change information can be accessed.

7) **Evaluate and monitor the results.** Evaluating the effectiveness of a communications effort can be extremely difficult. However, it is well worth making an effort. While it may not be possible to estimate the number of tons of carbon dioxide avoided thanks to a particular campaign, it may be possible to evaluate its impact on public perception or on use of a particular government programme.

Key questions are: Has your message been heard? Understood? Acted upon? Credible feedback on these questions from the target audience can be obtained through follow-up interviews or surveys and from close observation of changes in behavior. Such feedback is useful for adapting a campaign as you go along, improving for next time, and justifying future budgets.





ENGAGING THE MEDIA

THE MASS MEDIA CAN MAKE A POWERFUL CONTRIBUTION TO RAISING PUBLIC AWARENESS OF CLIMATE CHANGE AND GOVERNMENT PROGRAMMES FOR ADDRESSING IT. HOWEVER, MANY JOURNALISTS ARE UNFAMILIAR WITH CLIMATE ISSUES AND LACK USEFUL CONTACTS AND INFORMATION RESOURCES. GOVERNMENTS AND ORGANIZATIONS NEED TO DO MORE TO ENGAGE THE MEDIA BY PROVIDING TRAINING AND OTHER SUPPORT. SOME INSIGHTS FROM THE UNFCCC REGIONAL ARTICLE 6 WORKSHOPS AND FROM UNEP'S RECENT EXPERIENCES WITH SUPPORTING NATIONAL PROGRAMMES ON HOW TO ORGANIZE AN EFFECTIVE TRAINING WORKSHOP FOR JOURNALISTS INCLUDE:

- LOCAL NGOs AND NETWORKS CAN BE EXTREMELY HELPFUL IN IDENTIFYING APPROPRIATE PARTICIPANTS.
- TRAINED FACILITATORS WITH EXPERIENCE IN BOTH ENVIRONMENTAL REPORTING AND TRAINING SHOULD BE CONSIDERED; INDEPENDENT INTERNATIONAL JOURNALISTS ARE OFTEN SUITABLE FOR THIS ROLE. CELEBRITY SPEAKERS AND LEADING SCIENTISTS CAN ALSO HAVE A STRONG IMPACT ON PARTICIPATING JOURNALISTS.
- JOURNALISTS OFTEN NEED LOCAL ANGLES AND PERSONALITIES. USABLE STORY LINES MAY BE DRIVEN BY NATIONAL IMPACT ASSESSMENTS AND BY NATIONAL POLICY PRIORITIES. FOR EXAMPLE, A RECENT WORKSHOP FOR AFRICAN JOURNALISTS EMPHASIZED THE EFFECTS OF CLIMATE CHANGE ON DESERTIFICATION, WATER SCARCITY, SANITATION AND BIOLOGICAL DIVERSITY. A SIMILAR WORKSHOP IN GEORGIA FOCUSED ON NATIONAL ENERGY POLICIES, GREENHOUSE GASES EMISSIONS AND STRATEGIES FOR ADAPTATION AND MITIGATION.



- FIELD TRIPS CAN SHOWCASE A PARTICULAR PROBLEM AND THE PEOPLE CONFRONTING IT. PARTICIPANTS IN THE AFRICAN WORKSHOP VISITED THE KADJIADO DISTRICT OF KENYA, WHERE THEY TALKED TO AND INTERVIEWED LOCAL MAASAI HERDSMEN AND PASTORALISTS ABOUT HOW CHANGES IN CLIMATE PATTERNS WERE AFFECTING THEIR TRADITIONAL LIFE STYLES. JOURNALISTS ATTENDING A WORKSHOP IN GEORGIA VISITED THE WESTERN AND EASTERN PARTS OF THE COUNTRY AND INTERVIEWED FARMERS, WORKERS AT HYDROPOWER STATIONS, LOCAL AUTHORITIES, MONKS AND CHILDREN.
- IN THE WEEKS FOLLOWING THE AFRICAN WORKSHOP, THE JOURNALISTS WROTE A TOTAL OF 18 ARTICLES, WHICH ARE POSTED AT WWW.GRIDA.NO/WORKSHOPS.CFM?PAGEID=1. THEY ALSO ESTABLISHED A GROUP TO DEVELOP A WEBSITE FOR EXCHANGING IDEAS, RESOURCES AND STORIES.
- UNLESS JOURNALISTS HAVE EASY ACCESS TO MINISTERS AND GOVERNMENT EXPERTS THEY MAY BECOME DISCOURAGED ABOUT INVESTING THEIR EFFORTS IN THE CLIMATE CHANGE ISSUE. PHONE CALLS, QUERIES AND INTERVIEW REQUESTS NEED A PROMPT RESPONSE.



REACHING OUT TO THE YOUTH OF INDIA

THE NEW DELHI-BASED TERI (THE ENERGY AND RESOURCES INSTITUTE), WITH THE SUPPORT OF UNEP, LAUNCHED ITS PROGRAMME FOR AWARENESS ON CLIMATE CHANGE ISSUES FEATURING THE YOUTH IN 2003. THE PROGRAMME SEEKS TO ENCOURAGE YOUNG PEOPLE TO WORK FOR A CLEANER AND GREENER ENVIRONMENT. IT FOCUSES ON CLIMATE CHANGE AND SEEKS TO CREATE A BETTER UNDERSTANDING OF THE ISSUE BY RELATING IT TO DAILY LIFE.

THE PROJECT IS BEING CARRIED OUT IN 224 SCHOOLS AND COLLEGES IN 13 CITIES AROUND INDIA. IT TARGETS STUDENTS FROM 12-21 YEARS OF AGE, TOGETHER WITH THEIR TEACHERS. KEY ACTIVITIES INCLUDE THE FOLLOWING.

- **CONDUCTING A SURVEY TO GAUGE HOW MUCH STUDENTS KNOW ABOUT CLIMATE CHANGE.** THE RESULTS REVEALED THAT MOST STUDENTS ARE POORLY INFORMED ABOUT THE SUBJECT. HALF OF THE SURVEY RESPONDENTS HAD NEVER HEARD ABOUT CLIMATE CHANGE AS AN ISSUE OF ENVIRONMENTAL CONCERN, AND MOST WERE CONFUSED ABOUT THE BASIC FACTS OF CLIMATE CHANGE. THESE FINDINGS WERE USEFUL FOR TAILORING THE PROGRAMME'S ACTIVITIES TO THE KNOWLEDGE LEVEL OF THE PARTICIPANTS.
- **FORMING CLIMATE CLUBS.** CLUBS HAVE BEEN SET UP IN EACH SCHOOL WITH A TEACHER-IN-CHARGE. CLUB MEMBERS TAKE ON DUTIES SUCH AS PLANTING TREES, CHECKING CAR-EXHAUST LEVELS OF SCHOOL VISITORS, AND ORGANIZING COMPETITIONS TO ENGAGE THE ENTIRE SCHOOL. THEY ALSO SHARE KNOWLEDGE WITH OTHER MEMBERS OF THE SCHOOL COMMUNITY AND THEIR FAMILIES.
- **CREATING A WEBSITE.** IN APRIL 2005, THE PROJECT LAUNCHED A DEDICATED WEBSITE, WWW.EDUGREEN.TERI.RES.IN/PACCIFY/INDEX.HTM, FIRST IN ENGLISH AND THEN IN HINDI. THE WEBSITE PROVIDES AN ANIMATED OUTLINE OF HOW TO START A CLIMATE CLUB, CARRIES UPDATES ON PROGRAMME EVENTS AND HAPPENINGS IN THE DIFFERENT CITIES, AND PROVIDES EASY-TO-DOWNLOAD RESOURCE MATERIAL AND LINKS TO OTHER USEFUL SITES.



- **ORGANIZING CAPACITY-BUILDING WORKSHOPS.** WORKSHOPS HAVE BEEN HELD IN ALL 13 CITIES. EACH WORKSHOP BROUGHT TOGETHER 120–200 STUDENTS WITH A VIEW TO MAKING THEM MORE AWARE THAT THEIR INDIVIDUAL EFFORTS COULD CONTRIBUTE TO MAKING DIFFERENCE TO THE ENVIRONMENT. THE WORKSHOPS FEATURED A TALK BY A LOCAL EXPERT, THE SCREENING OF A DOCUMENTARY FILM, AND GROUP DISCUSSIONS AND COMPETITIONS.
- **PROVISION OF RESOURCE MATERIAL.** A SET OF RESOURCE MATERIAL WAS DEVELOPED UNDER THE PROJECT FOR THE STUDENTS TO CREATE AWARENESS ABOUT THE ISSUE. THIS INCLUDED POSTERS, BOOKMARKERS, STICKERS, AND INFORMATION SHEETS. STUDENT AND TEACHER PARTICIPANTS DURING THE WORKSHOP WERE PROVIDED WITH THIS MATERIAL TO FURTHER REINFORCE AND CREATE AWARENESS ON THE ISSUE AMONG THEIR SCHOOLMATES, FAMILY, AND NEIGHBOURHOODS.
- **ORGANIZING COMPETITIONS.** COMPETITIONS WERE INITIATED BOTH THROUGH THE WEBSITE AND WORKSHOPS. GUIDELINES FOR EACH COMPETITION WERE PREPARED BY A PROJECT TEAM, UPLOADED ON A WEBSITE, AND SENT TO SCHOOLS FOR REFERENCE. FOR EXAMPLE, STUDENTS WERE ASKED TO CREATE A LOGO, WRITE AN ESSAY, DESIGN A MODEL, OR MAKE A PAINTING THAT DEPICTS THEIR UNDERSTANDING OF CLIMATE CHANGE.
- **ASSESSMENT OF IMPACT AND SUSTAINABILITY.** IN ITS FIRST THREE YEARS, THE PROJECT HAS ALREADY PRODUCED POSITIVE AND TANGIBLE RESULTS. CHILDREN HAVE BECOME MORE AWARE OF CLIMATE CHANGE AND HAVE BEGUN TO RELATE THEIR DAY-TO-DAY ACTIVITIES TO THE CHANGES THAT THEY SEE AND EXPERIENCE AROUND THEM. IN ADDITION, SCHOOLS HAVE IDENTIFIED CLIMATE CHANGE AS ONE OF THE KEY AREAS IN THEIR ENVIRONMENTAL AND ECO-CLUB ACTIVITIES.





SELECTED WEB-BASED RESOURCES

[WWW.UNFCCC.INT](http://www.unfccc.int) — UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE

[WWW.UNFCCC.INT/COOPERATION_AND_SUPPORT/EDUCATION_AND_OUTREACH/ITEMS/2529.PHP](http://www.unfccc.int/cooperation_and_support/education_and_outreach/items/2529.php) - HOME PAGE OF UNFCCC ARTICLE 6

[WWW.UNFCCC.INT/CCINET](http://www.unfccc.int/ccinet) — THE CLIMATE CHANGE INFORMATION NETWORK, ALSO KNOWN AS CC:iNET, IS A WEB PORTAL SERVING AS A CLEARING HOUSE FOR INFORMATION SOURCES ON PUBLICATION INFORMATION, EDUCATION AND TRAINING IN THE FIELD OF CLIMATE CHANGE.

[WWW.IPCC.CH](http://www.ipcc.ch) — INTERGOVERNMENTAL PANEL ON CLIMATE CHANGE (IPCC)

[WWW.WMO.INT](http://www.wmo.int) — WORLD METEOROLOGICAL ORGANIZATION

[WWW.UNEP.ORG/THEMES/CLIMATECHANGE/](http://www.unep.org/themes/climatechange/) — UNEP CLIMATE CHANGE PAGE

[WWW.UNEP-WCMC.ORG/CLIMATE/HOME.HTM](http://www.unep-wcmc.org/climate/home.htm) — UNEP BIODIVERSITY AND CLIMATE CHANGE SITE

[WWW.GRIDA.NO/CLIMATE/](http://www.grida.no/climate/) — UNEP-GRID ARENDAL

[WWW.FOEL.ORG/CLIMATE/](http://www.foel.org/climate/) — FRIENDS OF THE EARTH INTL.

[WWW.CLIMATEACTIONNETWORK.ORG](http://www.climateactionnetwork.org) — CLIMATE ACTION NETWORK

[WWW.WBCSD.CH](http://www.wbcSD.ch) — WORLD BUSINESS COUNCIL FOR SUSTAINABLE DEVELOPMENT

[WWW.CLIMATEWIRE.ORG](http://www.climatewire.org) — NEWS FROM CLIMATEWIRE

[WWW.EARTHWIRE.ORG](http://www.earthwire.org) — ENVIRONMENTAL NEWS



Annex 1

UNFCCC Article 6 on Education, Training and Public Awareness

In carrying out their commitments under Article 4, paragraph 1(i), the Parties shall:

- (a) Promote and facilitate at the national and, as appropriate, subregional and regional levels, and in accordance with national laws and regulations, and within their respective capacities:
 - (i) The development and implementation of educational and public awareness programmes on climate change and its effects;
 - (ii) Public access to information on climate change and its effects;
 - (iii) Public participation in addressing climate change and its effects and developing adequate responses; and
 - (iv) Training of scientific, technical and managerial personnel.
- (b) Cooperate in and promote, at the international level, and, where appropriate, using existing bodies:
 - (i) The development and exchange of educational and public awareness material on climate change and its effects; and
 - (ii) The development and implementation of education and training programmes, including the strengthening of national institutions and the exchange or secondment of personnel to train experts in this field, in particular for developing countries.



Excerpt from New Delhi work programme on Article 6 of the UNFCCC

As part of their national programmes and activities in implementing the Convention, and within the scope of the Article 6 work programme, Parties, taking into account their common but differentiated responsibilities and their specific national and regional development priorities and capacities, could, inter alia:

- (a) Develop institutional and technical capacity to identify gaps and needs for the implementation of Article 6, assess the effectiveness of Article 6 activities, and consider the linkages between Article 6 activities, implementation of policies and measures to mitigate and adapt to climate change, and other commitments under the Convention, such as technology transfer and capacity-building;
- (b) Prepare assessments of needs specific to national circumstances in the area of the implementation of Article 6, including the use of surveys and other relevant instruments to determine target audiences and potential partnerships;
- (c) Designate, and provide support to, a national focal point for Article 6 activities and assign specific responsibilities. These responsibilities could include the identification of areas for possible international cooperation and opportunities for strengthening synergies with other conventions, and the coordination of the preparation of the Article 6 chapter in the national communications, ensuring that relevant contact information, including web site addresses, is provided therein;
- (d) Develop a directory of organizations and individuals, with an indication of their experience and expertise relevant to Article 6 activities, with a view to building active networks involved in the implementation of these activities;
- (e) Develop criteria for identifying and disseminating information on good practices for Article 6 activities, in accordance with national circumstances;
- (f) Increase the availability of copyright-free and translated climate change materials, in accordance with laws and standards relating to the protection of copyrighted materials;
- (g) Enhance efforts to develop and use curricula and teacher training focused on climate change as methods to integrate climate change issues at all educational levels and across disciplines;

- (h) Seek opportunities to disseminate widely relevant information on climate change. Measures could include translation into appropriate languages and distribution of popularized versions of the Intergovernmental Panel on Climate Change Third Assessment Report and other key documents on climate change;
- (i) Seek input and public participation, including participation by youth and other groups, in the formulation and implementation of efforts to address climate change and encourage the involvement and participation of representatives of all stakeholders and major groups in the climate change negotiation process;
- (j) Inform the public about causes of climate change and sources of greenhouse gas emissions, as well as actions that can be taken at all levels to address climate change;
- (k) Share the findings contained in their national communications and national action plans or domestic programmes on climate change with the general public and all stakeholders.



