CITIZEN DIALOGUES
ON CANADA'S ENERGY FUTURE

Getting to 2050
> Citizen Recommendations

GENERATION ENERGY
Moving Canada Forward

SFU MORRIS J. WOSK CENTRE FOR DIALOGUE

About

CITIZEN DIALOGUES
ON CANADA'S ENERGY FUTURE

The Citizen Dialogues on Canada's Energy Future were independently designed and facilitated by Simon Fraser University's Morris J. Wosk Centre for Dialogue and funded under a contribution agreement from Natural Resources Canada as part of the Generation Energy public consultation.

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About the SFU Morris J. Wosk Centre for Dialogue

Simon Fraser University's Morris J. Wosk Centre for Dialogue seeks to foster understanding and positive action through dialogue and engagement, working across sectors and borders to support communities locally, nationally and internationally. As a trusted convener, we create a space for respectful conversations between diverse stakeholders, where mutual curiosity and collaborative inquiry act as alternatives to adversarial approaches.

About this document

The purpose of this report is to provide a summary of the results from the Citizen Dialogues on Canada's Energy Future launched in September 2017 and culminating in a pan-Canadian Dialogue in Winnipeg in October 2017. The contents do not necessarily reflect the opinions of Simon Fraser University, Natural Resources Canada or the authors.

Why a Citizens' Dialogue on Canada's Energy Future?

Energy has the most profound implications in each of our lives and those of the people who surround us, from heating our homes, to creating jobs, to producing emissions that alter our environment. When we talk about energy we talk about our way of life, our identity as a people, and our hopes and fears for the future that our children will inherit.

When grappling with a complex and profound question like the future of energy, all too often we shout at each other instead of speaking with each other. We are separated by vast geographical distances and it can be challenging to imagine what it is like to be from a place we may never have even visited.

The Citizen Dialogues on Canada's Energy Future marks the first time ever that randomly selected citizens met and deliberated across Canada to advise the federal government on energy policy. Coming from different hometowns, perspectives and backgrounds, these participants sat down at the same table to learn about each other's lives, ideas and aspirations.

Together, participants created recommendations to help inform Canada's energy future, supported by the best evidence-based information available and the spirit of curiosity. They worked hard to imagine themselves in the shoes of their elected representatives with all the constraints and trade-offs this entails. In doing so, the participants provided a critical reference point for government to understand the values and interests of citizens in future policy decisions.

Building on the results of five regional dialogues, 35 of these citizens met in Winnipeg to develop a plan they could all support. This report summarizes the results of their efforts. For the final technical report and further project details, visit www.canadaenergyfuture.ca

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Who

CITIZEN DIALOGUES
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Who Participated in the Dialogues?

The Citizen Dialogues on Canada's Energy Future consisted of two-day regional sessions in Vancouver, Calgary, Toronto, Montreal and Halifax in September 2017, and a three-day pan-Canadian dialogue in Winnipeg October 2017.

Participants were recruited in a two-stage process. First, random digit dialing was used to create a pool of almost 4,000 interested Canadians. Second, the final 145 participants were selected from this pool to reflect the diversity of Canadians. The selection criteria included geographic representation, demographic information, and attitudinal diversity as determined through a baseline public opinion poll. A minimum of two participants were recruited from each province and territory for the regional dialogues, with at least one participant from each province and territory attending the pan-Canadian dialogue.[1] Tables 1-5 show how participants at the regional and pan-Canadian dialogues reflected diversity among Canadians at large.[2]

Table 1: Share of participants by age group

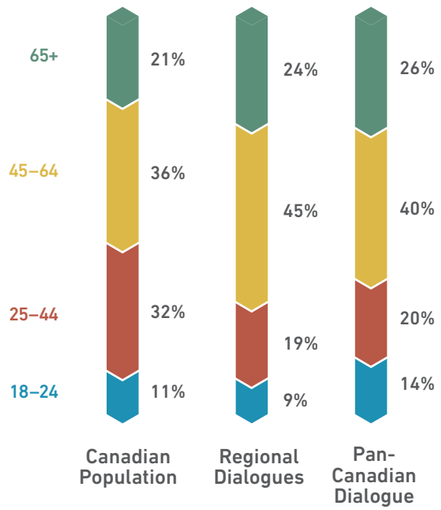


Table 2: Participants' Education Levels

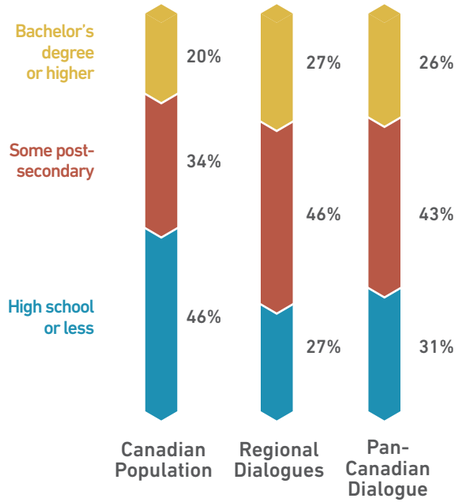


Table 3: Perceived Financial Impact of Emissions Reduction Targets

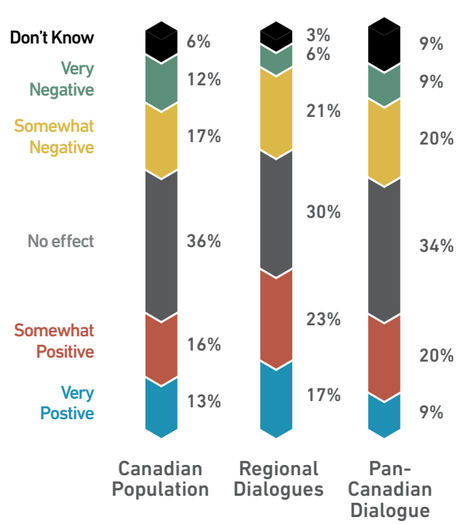


Table 4: Participant Views on Energy Trade-Offs

Energy trade-offs: Environment, economy or both	Canadian Population	Regional Dialogues	Pan-Canadian Dialogue
The highest priority should be given to protecting the environment, even if it hurts the economy.	10%	14%	6%
Both the environment and the economy are important, but the environment should come first.	35%	31%	43%
Both the environment and the economy are important and balancing the two should be the highest priority.	39%	42%	34%
Both the environment and the economy are important, but the economy should come first.	12%	10%	14%
The highest priority should be given to economic considerations even if it hurts the environment.	2%	2%	3%
Don't know.	1%	0%	0%

Table 5: Share of Pan-Canadian Dialogue Participants by Province/Territory[3]

Provinces and Territories	Canadian Population	Pan-Canadian Dialogue	
		%	#
Alberta	11.7%	11.4%	4
British Columbia	13.1%	11.4%	4
Manitoba	3.6%	2.9%	1
New Brunswick	2.1%	2.9%	1
Newfoundland & Labrador	1.4%	2.9%	1
Northwest Territories	0.1%	2.9%	1
Nova Scotia	2.6%	2.9%	1
Nunavut	0.1%	2.9%	1
Ontario	38.6%	31.4%	11
Prince Edward Island	0.4%	2.9%	1
Quebec	22.9%	20.0%	7
Saskatchewan	3.2%	2.9%	1
Yukon	0.1%	2.9%	1

1 Due to a last-minute participant cancellation, only one individual from Nunavut attended the Toronto dialogue.

2 For a description of the full participant recruitment methodology, results for all 15 selection criteria and breakdown by regional dialogues, see the report by Forum Research, which is publicly available at www.canadaenergyfuture.ca. Note that due to the small sample size of each of the dialogues, unplanned participant attrition and the interaction among various criteria, it is not possible to recruit a group of participants who match Canadian population data 1:1.

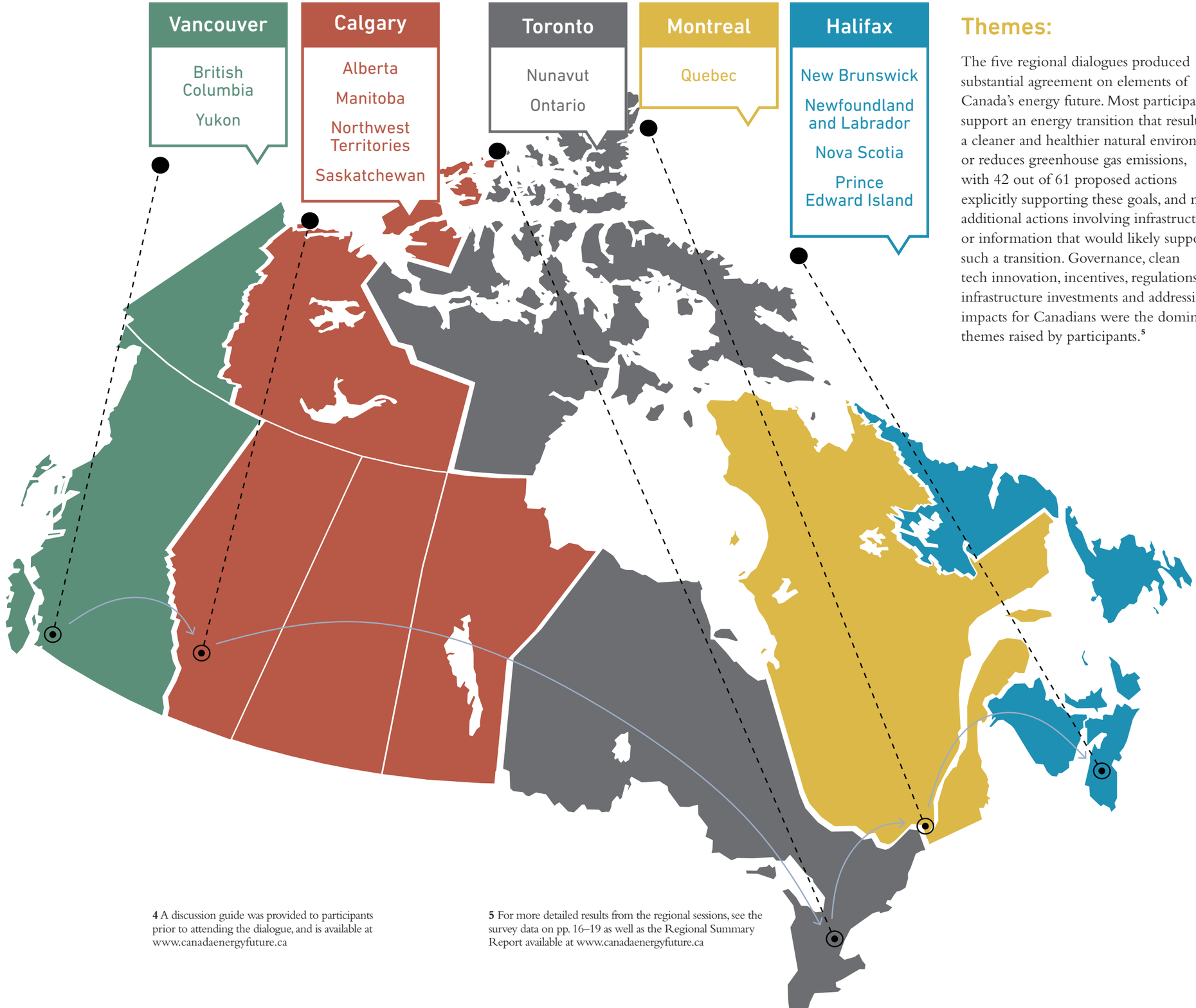
3 Note: For the regional dialogues, participants were sampled to reflect the geography of the provinces and territories covered at each session rather than the national population figures. For a detailed geographic breakdown of each regional dialogue, see the report by Forum Research available at www.canadaenergyfuture.ca.

Regional Dialogues

CITIZEN DIALOGUES ON CANADA'S ENERGY FUTURE

Over the course of each regional dialogue, participants:

1. Received a discussion guide in the mail to learn about energy issues.
2. Explored how energy impacts their lives and the lives of other Canadians.
3. Reviewed evidence-based information about Canada's energy profile and explored diverse perspectives about potential approaches to Canada's energy future.[4]
4. Developed potential visions for Canada's energy future and voted on the criteria that should guide Canadians in shaping this energy future.
5. Worked in small groups to recommend three key actions to create an energy future that is in the best interest of Canada as a whole.



Themes:

The five regional dialogues produced substantial agreement on elements of Canada's energy future. Most participants support an energy transition that results in a cleaner and healthier natural environment or reduces greenhouse gas emissions, with 42 out of 61 proposed actions explicitly supporting these goals, and nine additional actions involving infrastructure or information that would likely support such a transition. Governance, clean tech innovation, incentives, regulations, infrastructure investments and addressing impacts for Canadians were the dominant themes raised by participants.[5]

4 A discussion guide was provided to participants prior to attending the dialogue, and is available at www.canadaenergyfuture.ca

5 For more detailed results from the regional sessions, see the survey data on pp. 16–19 as well as the Regional Summary Report available at www.canadaenergyfuture.ca

Guiding Principles

CITIZEN DIALOGUES
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At the pan-Canadian dialogue in Winnipeg participants reached consensus on the following principles to guide Canada's Energy Future:

Principle #1

Canadians seek an energy future by 2050 that achieves a more sustainable and clean environment while continuing to provide employment and affordable energy. Effective and transparent government, as well as innovation, will help to enable this transition.

Principle #2

We believe that by being among the leading countries and implementing lessons from abroad we will inspire international action to address climate change, and will ensure that Canada is competitive in tomorrow's energy economy. We are willing to accept the risks of taking measured steps to reduce greenhouse gasses.

Principle #3

The urgency to transition our energy economy is paired with an urgency to support fossil fuel producing communities during this transition, and to mitigate impacts on those most affected including: low-income peoples, rural areas, northern communities and trade-exposed industries.

Principle #4

The federal government should play a leadership role in partnership with provinces, territories, indigenous peoples, local government and citizens in shaping and advancing a shared Canadian vision for energy. The use of independent, non-partisan agencies will ensure that government programs are effective, evidence-based and efficient. This will increase continuity beyond election cycles, hold governments to account, and inspire public confidence.

Principle #5

A successful and timely energy transition requires both immediate action using available technologies, as well as research and development to reduce long-term costs and impacts. This process should include learning and evaluation to focus efforts on those solutions that show the most promise at any point in time.

Recommendations

CITIZEN DIALOGUES
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Citizens' top 5 criteria to shape decisions on Canada's energy future:

1. Sustainable & clean environment
2. Effective & transparent government
3. Innovation
4. Jobs
5. Affordability

NATIONAL ENERGY PLAN

Federal Government in partnership with Provincial, Territorial, Local and Indigenous Governments

COMMUNICATIONS STRATEGY

INDEPENDENT OVERSIGHT BODY

- Non-partisan
- Merit/competence-based appointment
- Legal standing and authority
- Long-term focus

FINANCIAL RESOURCES

THERE ARE TWO KEY ENABLERS THAT WILL ENSURE THAT THE PLAN IS IMPLEMENTED

EDUCATION & ENGAGEMENT

- Educating citizens on the energy transition
- Training young people for future work
- Retraining/educating mature workers
- Developing curriculum: K-12/post-secondary to provide strong educational foundation for transition
- Educating communities on energy options

TRANSITION PLAN

Developed in consultation with affected communities:

- Remote communities
- Rural & Northern
- Fossil fuel dependent
- Vulnerable individuals/ sectors/small businesses

OUTCOMES

- New energy opportunities
- Economic development & long-term opportunities (not boom & bust)
- Job retraining
- Community self-sufficiency
- Affordability
- Accessibility

INVESTMENT IN INFRASTRUCTURE

- Two-way electric grid coast-to-coast-to-coast
- Distributed energy
- EV highway
- High-speed rail
- Value-added, greener oil & gas (including pipelines) [6]

OUTCOMES

- Energy security
- Maximizing the value of our conventional energy
- Transitioning to green electricity
- Modernizing transportation

INCENTIVES FOR CLEAN TECH AND CLEAN ENERGY

- Greening of conventional energy
- Renewable energy
- Transportation
- Buildings (including residential)
- Research and development

OUTCOMES

- Innovation
- Supporting entrepreneurs
- Supporting citizens, consumers & residents to act
- International competitiveness

REGULATIONS

- Reduce GHGs
- Protect natural environment
- Address health impacts
- Energy efficiency
- Clean production & distribution of energy

OUTCOMES

- Strict, enforced standards
- Increased accountability
- Protecting the environment, resources & health for future generations
- Healthier & more liveable communities

Note: The order in which pillars and sub-actions are presented does not indicate priority.

6 See p. 13.

Recommendations

CITIZEN DIALOGUES
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Building on the outcomes of the regional dialogues, participants reached agreement on recommendations for Canada's energy future:

1. The Federal government, in partnership with provincial, territorial, local and Indigenous governments will develop a **National Energy Plan** – a well-communicated Pan-Canadian vision to guide Canada's transition to an energy future that achieves a more sustainable and clean environment, while continuing to provide employment and affordable energy.
2. An **independent, non-partisan body** will be set up to provide oversight. Appointments to this body will be based on merit and competence. It will have a legal foundation and its orientation will be to preserve Canada's long-term commitments.
3. This plan has four pillars: [7]
   a. **A Transition Plan for Vulnerable Communities.** The transition plan will be developed in consultation with affected communities that include remote and Northern communities and fossil fuel dependent communities. Attention will be focused on vulnerable people, sectors and small businesses. The transition plan should address economic development, job retraining, community self-sufficiency and long-term energy access and affordability.
   b. **Investment in Infrastructure.** Four key investments are essential to ensure Canada's energy accessibility and security, increase international competitiveness and modernize our transportation system. These include:
      i. A two-way electric grid from coast-to- coast-to coast that includes distributed energy
      ii. An EV Highway with high-speed electric charging stations
      iii. A high-speed rail system
      iv. Value-added oil and gas production and distribution, including pipelines
   c. **Incentives to Support Clean Technology and Clean Energy.** Innovation is key to Canada's energy future and global competitiveness. It is also key to supporting citizens, consumers, businesses and communities to take action. Incentives will be designed to support the greening of conventional energy, the development of renewable and alternative energy sources, energy efficiency in buildings and residences and other innovative technologies that reduce GHG emissions.
   d. **Regulations.** Regulations that provide strict standards with clear accountability and enforcement is key to creating healthy and livable communities and protecting our environment and resources for future generations. Regulations that reduce GHGs, target polluters, safeguard our health and protect our natural environment and wildlife, must be accompanied by monitoring and enforcement.
4. There are two key enablers that will ensure that the plan is implemented:
   i. **Education and Engagement.** Canadians need to be well-informed and fully engaged in the energy transition. Curriculum for K–12 and post-secondary needs to evolve to provide the educational foundation for the transition. Young people need to be trained for the future labour market, mature workers need retraining and education and remote communities need to understand their energy options.
   ii. **Resources.** Participants recognize their recommended actions require financial resources and are willing to contribute their share. They highlighted funding mechanisms that:
      - Raise revenue from the private sector in addition to existing government funds
      - Ensure all new revenue is spent directly on supporting the energy transition
      - Follow a polluter-pays principle
      - Mitigate cost impacts on vulnerable individuals and sectors
      - Ensure full transparency of cost impacts and spending decisions

In their exit surveys, 50% of participants expressed a clear willingness to contribute a share of their income toward the transition to clean energy, compared to 16% clearly opposed. Eighty-eight percent supported "a carbon price that grows progressively higher […] to discourage GHG emissions" (9% opposed).

7 The order in which pillars and sub-actions are presented does not indicate priority.

Participant Perspectives on Pipelines

The final participant recommendations include a specific mention of pipelines in the context of infrastructure investments to support greener, value-added oil and gas products. However, participants had differing views on what this consensus statement meant and what the appropriate role for pipelines should be. Participants also expressed sometimes conflicting desires related to pipelines and oil and gas production in their exit surveys, which may reflect the reality that there was limited ability to work through information and trade-offs related to pipelines in the context of the larger dialogue. In the exit surveys, 63% percent of participants expressed support for the idea of "diversify[ing] oil and gas export markets […] by building new infrastructure such as pipelines" compared to 29% opposed. On the other hand, only 45% of participants supported "ban[ning] new investments in the extraction and movement of fossil fuels, compared to 37% opposed to such a ban. 40% supported "maximizing the development of oil and gas reserves" compared to 46% opposed.

Trade-offs

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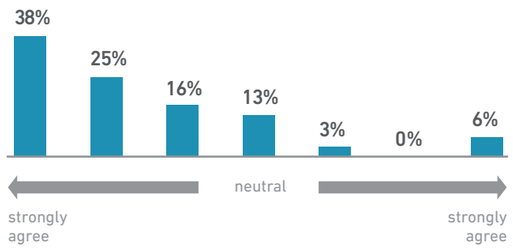
Participants explored a number of trade-offs that Canada faces when it comes to shaping its energy future, such as questions around speed, costs, jurisdiction and international leadership. Exit survey results demonstrate clear preferences by the majority of participants on how to balance several trade-offs, including: a desire for federal leadership in collaboration with other levels of government; a willingness to shoulder direct financial impacts to support the transition to clean energy; a belief that action is necessary to limit climate change to a 1.5 degree temperature increase; a desire to lead by example on climate action internationally; and a preference to take action using present-day technologies rather than depending on new technologies that may or may not emerge.

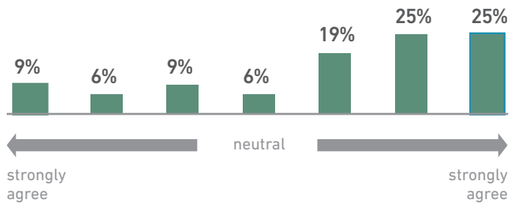
Trade-off 1: Leadership, Collaboration & Jurisdiction



The federal government should take leadership in collaboration with other levels of government & communities to create a national energy plan.

Energy is a provincial jurisdiction & any energy policy should emerge from provincial governments.

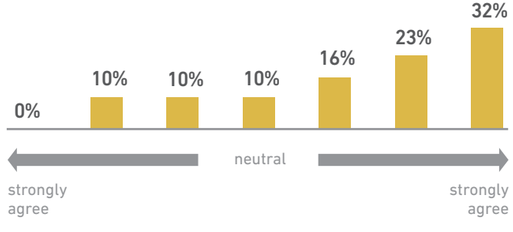
Trade-off 2: Paying for the Transition



I don't want to pay any additional taxes or fees to transition to clean energy.

I am willing to pay up to 3% of my annual income to transition to clean energy.

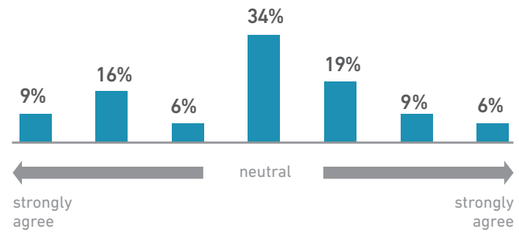
Trade-off 3: Environmental & Health Impacts of Climate Change



I am willing to accept the environmental & health impacts of burning fossil fuels & emitting freen house gases (GHGs).

I want Canada to do what is necessary to ensure a clean environment & keep global temperature increase to 1.5 degrees C.

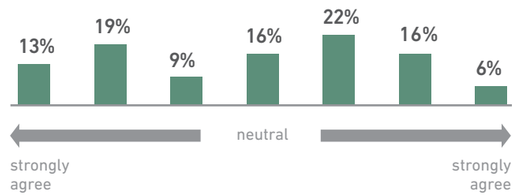
Trade-off 4: Creating Certainty & Taking Risks



I want to ensure that we have studied critical energy issues and are certain of what we should do before we act.

Acting on critical energy issues may require taking risks that I am willing to accept.

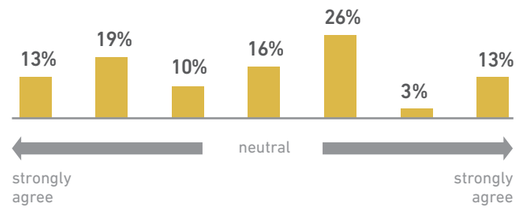
Trade-off 5: Impacts on Fossil-Fuel Dependent Communities



I am not willing to accept that fossil fuel dependent communities & sectors will suffer economic hardship & job loss caused by a rapid transition to clean energy.

I am willing to accept that fossil fuel dependent communities & sectors will face economic hardship for the greater good.

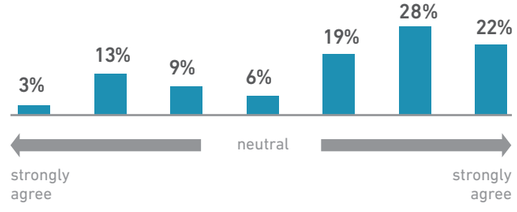
Trade-off 6: Pace of Transition



If we move towards low-carbon energy options, it must be a careful & gradual transition.

We have no time to lose & need to act now to drastically reduce GHG emissions.

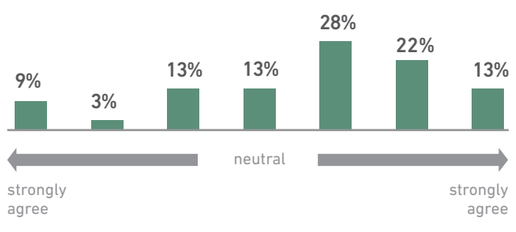
Trade-off 7: Canada's Global Role & Impact



We are only 2% of the GHG global problem & we need to wait for large emitters before we act.

Canada is a large per capita GHG emitter & we can lead by example globally by reducing our GHG emissions.

Trade-off 8: Viability of Technology Solutions



I trust that technologies will evolve to solve the GHG problem in time.

We can't risk waiting on technologies that may never evolve – we need to take other actions to reduce our GHGs.

Support for Possible Actions

CITIZEN DIALOGUES ON CANADA'S ENERGY FUTURE

Citizens were asked to indicate their personal attitudes towards a list of possible actions in exit surveys. Table 6 lists results from all six dialogue sessions, sorted by the level of support expressed by participants of the pan-Canadian dialogue.

Table 6: Participants' Support for Actions to Shape the Future of Energy in Canada

Exit surveys:	BC & Yukon Dialogue	Prairies & North West Territories	Quebec Dialogue	Toronto & Nunavut Dialogue	Atlantic Canada Dialogue	Regional Dialogues Average	Pan-Canadian Dialogue
Invest in research and development of low-carbon technologies and provide incentives for innovation and low-carbon energy start-ups	93%	100%	100%	100%	96%	98%	100%
Support local power production for Indigenous peoples and rural communities to promote energy sovereignty and create economic opportunities	97%	96%	93%	86%	85%	91%	100%
Fund strategic national infrastructure projects such as building out the east-west electricitygrid and electric vehicle charging stations	93%	96%	96%	86%	89%	92%	97%
Subsidize and support the early adoption of low-carbon technologies, for example, through electric vehicle rebates and green bonds	90%	83%	96%	100%	85%	91%	97%
Create a jobs program with a focus on equity and retraining for the low-carbon economy	93%	92%	100%	86%	96%	93%	97%
Invest in liveable cities through expanded public transit, shared energy systems and people-centered urban planning	93%	92%	96%	97%	93%	94%	97%

Table 6 continued: Participants' Support for Actions to Shape the Future of Energy in Canada

Exit surveys:	BC & Yukon Dialogue	Prairies & North West Territories	Quebec Dialogue	Toronto & Nunavut Dialogue	Atlantic Canada Dialogue	Regional Dialogues Average	Pan-Canadian Dialogue
Provide financing to retrofit existing homes and buildings for energy efficiency	87%	92%	100%	93%	89%	92%	97%
Set progressively stronger energy efficiency standards for vehicles, applicances and buildings	90%	96%	100%	96%	96%	96%	94%
Use revenues from oil and gas to invest in a prosperity fund for future generations or to pay for the transition to a low-carbon economy	97%	92%	88%	76%	100%	90%	94%
Set progressively stronger greenhouse gas emissions intensity standards for the energy sector and other industrial sectors (e.g. emissions per barrel of oil produced)	83%	92%	100%	89%	81%	89%	91%
Finance research into potential new technologies that remove existing greenhouse gasses from the atmosphere to make products such as carbon neutral cement	93%	96%	78%	93%	81%	88%	89%
Institute a carbon price that grows progressively higher In order to discourage greenhouse gas emissions	70%	71%	96%	62%	67%	73%	88%

Support for Possible Actions

CITIZEN DIALOGUES
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Table 6 continued: Participants' Support for Actions to Shape the Future of Energy in Canada

Exit surveys:	BC & Yukon Dialogue	Prairies & North West Territories	Quebec Dialogue	Toronto & Nunavut Dialogue	Atlantic Canada Dialogue	Regional Dialogues Average	Pan-Canadian Dialogue
Mandate hard greenhouse gas emissions caps on the energy sector and other industrial sectors	90%	71%	96%	89%	74%	85%	86%
Invest in carbon capture and storage and other technologies that allow the use of fossil fuels to continue with far fewer emissions than we see today	83%	88%	65%	86%	89%	82%	80%
Mandate rapid and legally binding caps on Canada's greenhouse gas emissions	67%	48%	81%	71%	59%	65%	80%
Phase out industries with the highest greenhouse gas emissions	77%	56%	77%	69%	63%	69%	71%
Remove subsidies on fossil fuels to ensure a level playing field for all industries and technologies	77%	63%	77%	69%	74%	72%	66%
Diversify oil and gas export markets beyonds the US to Asia and beyond by building new infrastructure such as pipelines	63%	84%	31%	46%	67%	58%	63%
Maximize the export of uranium and Canada nuclear technology	50%	60%	27%	39%	44%	44%	57%

Table 6 continued: Participants' Support for Actions to Shape the Future of Energy in Canada

Exit surveys:	BC & Yukon Dialogue	Prairies & North West Territories	Quebec Dialogue	Toronto & Nunavut Dialogue	Atlantic Canada Dialogue	Regional Dialogues Average	Pan-Canadian Dialogue
Monitor compliance toward domestic and international climate obligations but don't lock into costly choices until our close trading partners do the same	50%	67%	56%	45%	48%	53%	51%
Ban new investments in the extraction and movement of fossil fuels	30%	32%	58%	41%	41%	40%	46%
Maintain fossil fuel subsidies to keep Canada's oil and gas industry competitive	37%	54%	27%	32%	35%	37%	43%
Maximize the development of oil and gas reserves	31%	56%	8%	32%	59%	37%	40%

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