



Exploring frames of public engagement in climate change initiative: the case of Climate Week in Uppsala

Nina Rubensson

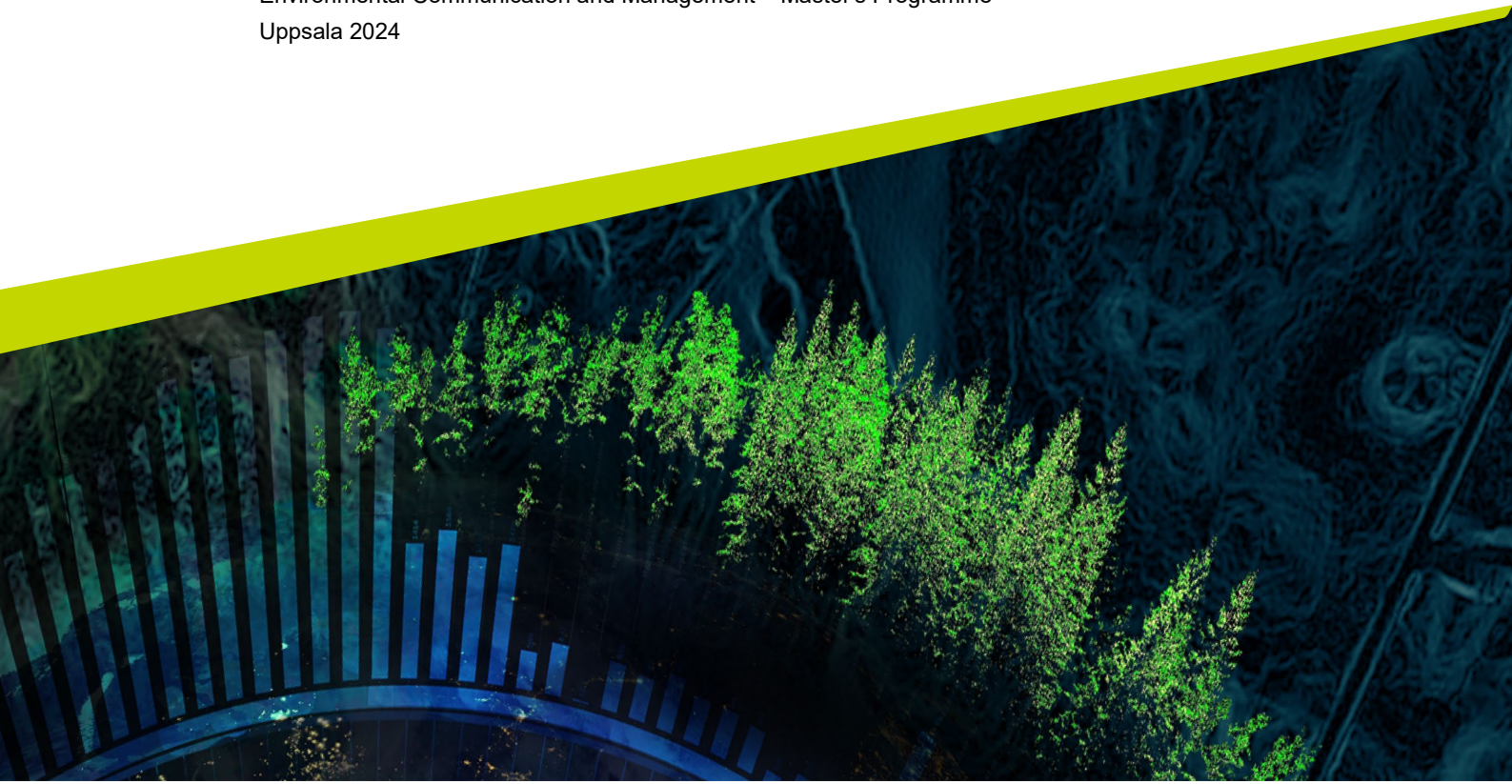
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Nina Rubensson

Supervisor: Camilo Calderon, Swedish University of Agricultural Sciences, Department of Urban and Rural Development, Division of Environmental Communication

Examiner: Lotten Westberg, Swedish University of Agricultural Sciences, Department of Urban and Rural Development, Division of Environmental Communication

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Abstract

The involvement and engagement of citizens are increasingly becoming a mantra in climate change governance including climate mitigation initiatives. However, the literature shows the concept of public engagement in climate change initiatives is often used loosely with strong differences in terms of what it means and how it should be performed. This study explores how civil servants and a representative from non-governmental organizations make sense of “public engagement” in the case of Climate Week in Uppsala 2019. With the help of frame analysis, the study uncovers embedded ideas about practitioner’s understanding of the rationales and the approach for/to public engagement and their roles in these processes, in which practitioners draw on when facilitating or participating. The analysis brought forward five identity and process frames practitioners draw on, whereas all actors draw on more than one frame in a public engagement process. The identified frames are ‘influencing the public frame’, ‘empowering the public frame’ ‘involving the public frame’ and ‘informing the public frame’. The results depict different public engagement frames and the discussion illustrates that these frames are based on different underlying ideas of how and why the organiser and participating partners ought to address public engagement in climate mitigation initiatives. Differing understandings have implications for the process of public engagement in climate mitigation initiatives that take place, and the practitioner's and citizens' roles in these processes. Depending on the understanding, actors will act in different ways in the public engagement process and they will consider different approaches and rationales for public engagement in climate mitigation efforts. Also, actors who participate in public engagement processes can have different frames of the same process, and therefore might act differently or misunderstand each other when talking about public engagement. Overall, the conducted frame analysis with practitioners and participating partners reveals insights into the practice of public engagement in climate mitigation initiatives.

Keywords: Climate mitigation initiative, public engagement, public participation, Uppsala Climate Week 2019, policy analytical approach, frame analysis.

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1. Introduction

1.1. Background

Climate scientists warn that we are running out of time, despite unprecedented support for the Paris Climate Agreement (Jackson et al. 2017) and the current emission reduction undertaken by each country will not be enough to prevent 2°C warming (UNEP 2018). Climate change is a collective problem and a political issue. Thus, it will require societal debate about the type of future climate, societal structures, energy options and climate mitigation solutions we would like (Hulme, 2009). The Rio Declaration developed in 1992 at the UN Conference on Environment and Development (UNCED) included explicit goals of citizen participation and engagement in climate actions (Principle 10)¹. Nation states were given special responsibility to facilitate these by ensuring access to information and opportunities to participate in decision-making processes (Hügel & Davies 2020).

One climate mitigation effort taken by the local government in Uppsala, to involve and engage the public in climate change mitigation, is the initiative 'Uppsala Klimatvecka (Climate Week) 2019'. The primary purpose of the Climate Week was to give Uppsala's residents and companies an arena for continued commitment to sustainability in general and especially in climate issues. Events such as climate stations, climate exhibitions, and a climate forum were organised, to invite the citizens, companies and organizations in Uppsala, to have a dialogue and exchange of knowledge on sustainability work with a focus on climate.

Climate change initiatives such as the Climate week, where municipalities focus on public involvement and engagement, intersect with many policy agendas and sectors (Kok & de Coninck 2007), including environmental governance. Following a broader democratic and participatory turn in environmental governance (e.g. Kleinschmit & Schachter, 2011; Gera 2016; Barreiro-Gen et al. 2019) the involvement and engagement of citizens are increasingly becoming a mantra in climate change initiatives (Sprain, 2017). This includes the Climate Week; which aimed to engage Uppsala residents to participate in the climate mitigation initiative. The week received criticisms, and the evaluation of the event shows that partners and the organiser had different views on what it means to participate and engage Uppsala residents in climate mitigation initiative.

¹ <https://www.un.org/sustainabledevelopment/climate-action/>

Despite the democratic and participatory intentions of climate change initiatives, such as the Climate week, it is rarely clear what counts as involving and engaging the public. Gaps in current research include a lack of common understanding of public participation and public engagement for climate mitigation across disciplines. But also an incomplete articulation of processes involving public participation and public engagement in climate action (Wibeck 2014; Hügel & Davies 2020)

In climate change initiatives it is more common to use the concept of public engagement. However, according to Höppner (2009) and Wibeck (2014), climate change academics and practitioners likewise tend to use ‘public engagement’ as synonymous to ‘public participation’. This again adds to the confusion of what counts as involving and engaging the public. Following a narrow understanding of public engagement, the involvement of citizens in climate change initiatives can be seen simply as inviting or encouraging citizens’ to perform particular behaviours to achieve prescribed policy goals (e.g. reducing individual energy consumption to mitigate climate change (Höppner 2009).

Alternatively, following a more participatory view of public engagement, it can simply be giving members of the public formative influence in the ‘agenda-setting, decision-making, and policy-forming activities in a climate change initiative. This is a particular type of engagement that requires a degree of active involvement in making decisions (e.g., Featherstone et al., 2009; Few, 2007; Whitmarsh, 2010). The third mode of engagement ‘agonistic pluralism’, cultivates political conflict and rejects the viability of consensus between opposing viewpoint. This view of political engagement involves displacing agency toward citizens (in all their different capacities) and thinking of engagement mainly in terms of “bottom-up” processes (Carvalho et al. 2017).

What this shows is that although engagement has become something of a buzzword in climate mitigation efforts, the meaning of “public engagement”, “engaging the public” or engaging with the public” is not always clear.

1.2. Research problem

Climate change mitigation calls for public engagement approaches in climate initiatives and efforts. This implies including local perspectives, diverse stakeholders, and members of the public (Sprain 2017). However, today the concept of public engagement in climate change initiatives is often used loosely with strong differences in terms of what it means and how it should be performed. As there are different definitions of what public engagement means, there is no clear guidance on what counts as public engagement. This makes it difficult for individuals and the organisation that run these initiatives to perform public engagement in climate migration initiative, even potentially cause tensions or misunderstanding between the different actors that plan or participate in this kind of activities. In addition, participants can have different expectations of what public engagement should entail. For example, a participant can expect to have an active role and have the possibility to influence decisions, but the conditions or spaces are not given for this type of engagement. This can also lead to tensions and misunderstanding if the role of participants, non-governmental partners and organisations is not clear or align with the design of public engagement.

According to the evaluation of Climate Week 2019, the initiative was not successful due to several different factors, such as the objectives were not sufficiently anchored with the organiser and participating partners, and the participating partners did not feel involved in the implementation and decision-making regarding the project. Arguably this critique shows that the different actors involved in planning and participating in climate mitigation efforts, such as the Climate Week, had varying notions and expectations of what it means to engage the public in climate mitigation initiative such as the Climate Week. Therefore, it is important to investigate how non-governmental partners and the organiser involved in climate mitigation initiative, make sense of public engagement to understand the implication of differences and similarities. This will allow an understanding of the actor's potential different views and expectations of public engagement.

1.3. Research Aim and Questions

In this paper, the principal aim is to investigate how civil servant and representatives from non-governmental organisations make sense of “public engagement” and explore possible tension or disagreement of what public engagement in climate change efforts and initiative should entail. To do so, this study investigates the organiser and participating partners of Climate Week 2019, frames of public engagement. More specifically, this paper addresses the following questions:

1. How do the organizer and non-governmental partners of Climate Week frame public engagement in terms of how it should be initiated and why it should be initiated?
2. How do the organiser and non-governmental partners of Climate Week frame their role in the public engagement processes?
3. What are the similarities and differences of these frames?
4. What implications/consequences do this/these frame(s) of public engagement have on the practice of public engagement in climate mitigation initiative?

These research questions rest upon the social constructivist view that the framing of public engagement influences the condition for public engagement in climate mitigation efforts. Hence frame analysis will be conducted to answer the questions.

Frame analysis has been used in studies of public engagement to investigate how different meanings are ascribed to public engagement in different contexts, and to understand how this results in different ways of doing public engagement. This has been done in different climate related fields such as urban planning (Westin 2019), behavioural change (Busch, 2019), climate governance (Blue 2016) and science and technology (Cormick, 2013). Although focusing on different aspects of public engagement, a commonality of these studies, which this study adopts, is the understanding of frames as providing people with interpretative lenses to make sense of what is going on, and indicate what would be an appropriate way to react (Brookfield 1998)

The frame analysis conducted in this research, aims to understand how the actors participating and organising Climate week, frame public engagement in climate mitigation efforts, focusing upon questions of how and why public engagement should be initiated. I will elaborate on these choices of questions in chapter 4. Furthermore, what implications these/this frame(s) have on the practice of public engagement in climate mitigation.

This study will not investigate the citizen's frames of public engagement, instead, it will focus on the understanding of public engagement among one civil servant planning and organising Climate Week and non-governmental partners that were invited to participate in this initiative. From now on I will call the first “organiser” and the second “participating partners”. One explanation for not including the citizens frames is due to time constraints and because the event took place in 2019, it was difficult to access participants who attended the event. The potential

consequence of not including the citizen's view on public engagement is missing the frames of people outside of the organisations that partnered in the planning of the initiative. However, the purpose of this study is not to identify all potential frames of public engagement, but instead focuses on how the participating partners and organiser understand their role and identity within the process of public engagement and what implications these/this frame(s) have on the practice of public engagement.

2. Research design

In this chapter I explain the ontological position of the study which was set out with a qualitative interpretivist research approach informed by a constructionist philosophical worldview. Section 2.3 follows a discussion of why and how the frame analytic approach' is the main methodology in the thesis.

2.1. Social constructivism

This research investigates how civil servants and environmental organisations make sense of public engagement through the case of Climate Week in Uppsala. The research is of qualitative nature with the goal to “understand the meaning individuals or groups ascribe to a social or human problem” (Creswell & Creswell, 2018, p. 4). As mentioned before, there are different notions on public engagement in climate mitigation efforts and this thesis focus on the implications of various interpretations of public engagement processes, particularly in relation to their role within the specific context of public engagement in climate mitigation To get this understanding, the research has a social constructivist character, investigating “reality creation and the influence of individual meaning based on life experiences, societal and cultural expectations, rules and norms” (Berger & Luckmann 1966, p.125). This thesis is based on a view of the world as socially constructed through shared systems of meaning. Meaning making is performed by individuals, but takes place through interactions within social practices, which include shared routinised ways of understanding the world (Reckwitz, 2002). This ontological position leads me to focus the research on public engagement as a practice with multiple systems of meaning. Based on this understanding of the world, it becomes relevant to search for different understandings of public engagement in climate mitigation initiative, rather than a singular essential definition.

To understand how the participating partners and organisers make sense of public engagement in climate mitigation initiative, I apply an interpretive research approach (Schwartz-Shea & Yanow, 2013). This tradition focuses on ‘meaning making’: how knowledge can be developed around the different ways in which humans’ beings make sense of their world. In line with the interpretive research tradition, I have taken an abductive approach in this research. Abduction starts with puzzles, surprises or tensions that the researcher experiences (Yanow and

Schwartz-Shea, 2006,). In my case the puzzle originates from the difficulties I had in defining what public engagement means in climate mitigation initiative when reviewing public engagement literature. In other words, I first approached the public engagement/ public participation literature to understand the processes and the actor's roles in public engagement process focusing on climate mitigation initiative. The findings from the literature review influenced the frames I identified among the interviewees. However, this process was not linear but instead the analysis iterated between inductive and deductive phases. Finally, the interpretive tradition posits that the researcher cannot assume a position outside of the social, since this would be a view from nowhere (Schwartz-Shea & Yanow, 2011). Therefore, I reflected upon how my own understanding of public engagement in climate mitigation efforts and personal worldview influenced the selected focus point on the empirical material, the analysis and interpretations of the findings, during the study.

2.2. Frame theory

In the context of this thesis, 'constructivist' refers to the development and existence of different understandings and meanings of an object (Creswell, 2014). Especially frame theory emphasizes that there can be multiple understandings of the world. Thus, different frames highlight different aspects of reality and depending on which frame an actor draws on, the actor employs a different understanding of the world or a situation (Entman, 1993). Moreover, when people try to communicate but draw on different frames about an issue of conflict, it can make the issue into an intractable conflict when holding different frames (Lewicki, Gray, & Elliott, 2003).

Accordingly, people engaging in public engagement employ different frames regarding what public engagement is about, then the communicative process could prove to be difficult. Therefore, there is value in detecting and describing frames about public engagement in climate mitigation efforts. The objective of this thesis is to understand the implications of various interpretations of public engagement processes, particularly in relation to their role within the specific context of public engagement in climate mitigation. I argue that frame analysis is a suitable analytical framework for this study. I will further explain the frame analysis approach based on the work of van Hulst & Yanow (2016), which focus on the framing of identity and process.

2.3. Policy-focused frame analysis

In order to study how the organiser and non-governmental partners make sense of public engagement in climate mitigation initiative, I employ frame analysis. Frame analysis has proven to be a valuable methodology for understanding policy processes and the actors who inhibit these (van Hulst and Yanow, 2016; Schön and Rein, 1994). Hence, I claim that this applies not only to policy-making processes, but is also suitable for studying public engagement processes. In this thesis, I adopt a frame analytic approach based on the work of van Hulst & Yanow (2016).

The policy-focused frame analysis derive attention to the salient features such as recurring themes, metaphors and selections to reconstruct a diagnosis of the situation and an action bias from the material. Based on the work of van Hulst and Yanow (2016), I will focus on salient features regarding the public engagement process and the identities connected to that process to reconstruct public engagement frames.

Focusing the frame analysis on the identities of key actors in public engagement processes enables more insight into the salient features of the different public engagement frames. Civil servant and non-governmental partners are part of a practice which may influence the way the actors frame their role in public engagement processes (van Hulst & Yanow, 2016) Since the aim of this thesis is to reconstruct how public engagement processes is understood, one focus of the analysis is on the public engagement process. In my investigations, I direct interest towards how actors frame the rationales and approach to public engagement in climate mitigation action. The more concrete detailed methodological choices will instead be discussed in section 4.2.

3. Theoretical framework

To continue, I will discuss my theoretical framework and how it was used as a focus for the empirical work that was conducted. The theoretical framework is about different ideas of public engagement in climate change initiatives and this will be used as the base of the frame analysis. As previous mentioned, public engagement is now widely endorsed as an essential component of climate change mitigation efforts, but there is less consensus about what it means and how to achieve it. In previous study of public engagement in climate mitigation efforts, questions of how and why public engagement should be initiated in climate mitigation initiative have been used to investigate the different meanings that are ascribed to public engagement in different contexts, and to explore the tension between conflicting ideals (Höppner 2009; Lassen et al. 2011).

To analyse how the participating partners and organisers frame the rationales for engaging the public in climate mitigation initiative and their wider implications, I employ Fiorino's (1990) distinction between *normative, substantive and instrumental* rationales for public engagement and its adaptation by Stirling (2006) for such an analysis (see section 3.1). In section 3.3, I present the different frames based on the approach and rationales to/for public engagement focusing on process and identity frames. The question of how public engagement should be initiated have been reviewed by Carvalho and Peterson (2012), and they identify three approaches to public engagement (see section 3.2). In the scope of this thesis, I will focus on Carvalho's (2012) categories *social marketing, public participation, agonistic pluralism* to identify different frames of the approach to public engagement in climate mitigation efforts.

3.1. The rationale for public engagement in climate mitigation initiative

Within the climate change mitigation literature, (Höppner 2009) argue there are three rationales for public engagement: "instrumental, normative and substantive and self-development". Public engagement in climate mitigation initiative can be constructed instrumentally as a means to a particular end such as citizens' trust, consent, and behaviour change (Stirling 2008 & Fiorini 1990). The role of engaged as individual are passive objects with reactive role and decisions about for example the content and outcome of an initiative is already been made (Höppner 2009). In

contrast, a normative rationale for public engagement aims at empowering citizens to partake in decision-making that affect them since it is their democratic right. Finally, it can be undertaken following a substantive rationale improving agendas and decisions in climate policy and efforts through the inclusion of diverse views, kinds of knowledge, value and belief systems. Participants in climate mitigation initiative with a substantive and normative rationale are active subjects with formative and reactive roles (Stirling 2008).

3.2. The approach to public engagement in climate change mitigation

The question of how public engagement should be initiated have been reviewed by Carvalho & Peterson (2012). The authors argue that there are at least three approaches to public engagement that are associated with different views of climate change politics and communication. They range from social marketing to public participation and agonistic pluralism.

Social marketing

The first approach to public engagement is social marketing. Engagement in social marketing is defined as a personal state of connection with the issue of climate change (Lorenzoni, Nicholson-Cole & Whitmarsh, 2007) In this approach, “engaging the public” implies someone undertaking strategic work to motivate or persuade someone else towards a certain (externally defined) objective. The means or instrument for public engagement in climate mitigation initiatives is typically conceived as communication for influencing behaviour. ‘Better’ or more ‘effective’ communication is seen as a key to shaping responses to climate change (Maibach & Priest, 2009; Moser & Dilling, 2007). Hence, in this view, people can be engaged in climate change initiatives without necessarily taking part in decision-making processes that affect the climate (Lorenzoni, Nicholson- Cole, Whitmarsh 2007; Wolf and Moser, 2011).

Public participation

Contrary to engagement viewed solely as an individual’s state, engagement in public participation is seen as a process of public involvement in policy making. (Whitmarsh et al. 2010) The second approach to public engagement require redistribution of power to members of the public, by enhancing the role of citizens in policy-making processes through public-participation arrangements. This form of participation presupposes “a degree of active involvement in taking decisions” (Few, Brown, and Tompkins 2007, p 49). Such participation can take the form of

consensus conferences, town meetings and deliberative forums as part of an agenda to ‘democratize’ climate change science or governance (Brossard & Lewenstein, 2010).

Agonistic pluralism

The third approach to engagement ‘agonistic pluralism’, fosters political conflict and rejects consensus between opposing viewpoint. Public engagement in climate mitigation efforts is not confined to formal political structures with predefined roles and intervention possibilities (Carvalho & Peterson, 2012). It can also manifest as ‘uninvited action such as media campaigns, public debates or demonstration where ‘self-selected actors [...] turn into participants through collective actions’ (Braun & Schultz, 2010, p. 407). Engagement begins with citizens who identify shortcomings in how formal political institutions address climate change and propose alternative governance forms, either through different policy proposals or social and economic changes (Carvalho & Peterson, 2012).

3.3. The frames of public engagement in climate mitigation initiative

In the following section, I will present the different frames of public engagement focusing on process and identity, based on previous sections about the approach and rationales for/to public engagement. This could potentially be a useful tool for analysing the frames of public engagement among the organiser and participating partners of Climate week. Table 1, demonstrate how an agonistic pluralism frame the process of participation, to facilitate an arena where differences can be dealt with (Carvalho et al. 2017). The frame view is that conflict and antagonism are inevitable in social life and necessary to deal with. Furthermore, the principles of a normative public participation frame are equality and inclusiveness in which guide the participatory exercises where actors try to motivate each other towards understanding rather than influence each other (Stirling 2008; Brossard & Lewenstein 2010).

The substantive public participation frame focuses on the ‘authenticity, robustness and quality of the choices that actually result’ (Stirling, 2006, p.222). The role of non-experts is they have the ability to see problems, issues and solutions that experts miss. It aims to influence a specific outcome and believes that citizens knowledge would improve the policy (Scheer & Höppner 2010). Without reference to equality, the instrumental public participation frame aims to foster trust in governing institutions and legitimating decisions. Hence, scientists and administrator are viewed as the “experts”, whose role is to educate a “non-expert”

general public, by increasing their knowledge about a particular topic that the experts consider to be the most significant (Wesselink et al. 2011). This is similar to the instrumental social marketing frame, that constitute communication as a means to engage citizens to shape responses to climate change. However, the public engagement process is viewed as a personal state of connection with the issue of climate change and the role of practitioners is defined as experts in achieving social development (Carvalho et al. 2017).

Table 1: Frames of public engagement processes and identity

Framing	Process	Identity
A normative public participation	The process is a two-way communication empowering citizens and responsible actors to motivate each other towards understanding rather than influence each other.	Practitioners should ensure participatory exercises that are based on democratic principles such as inclusiveness, equity and equality.
A substantive public participation	Enabling the public to understand scientific facts and to advance decision making by bringing in participants own knowledge, values, and concerns, based on the processes of ongoing appraisal and social learning.	Non-experts see problems, issues and solutions that experts miss. Practitioners should ensure all involved should have an effect on the situation.
An Instrumental public participation	The participatory process should contribute to citizens' trust, consent, and behaviour change.	Scientists and administrator have been tasked as the "experts", whose role is to educate a "non-expert" general public, by increasing their knowledge about a particular topic that the experts deemed to be the most significant.
An instrumental social marketing participation	Engagement can be approached through communication which is argued to be effective in changing or maintaining people's behavior.	Practitioners become experts in achieving social development, by means of persuasive, top-down communication. Citizens are objects of engagement rather than emancipated subjects in engagement.
An agonistic participation	Citizens see defects in how formal political institutions handle climate change and progress alternative forms of governance, whether through proposals for different governmental policies or through social and economic changes.	Practitioners ought to facilitate an arena where differences can be dealt with.

Participation can be understood and arranged in different shades which is illustrated in the Arnstein's (1969) ladder that has several steps, from information and consultation to deliberation. Arnstein's, (1969) participation ladder is used as a tool to explore what the organisers and participating partners consider public engagement in climate issues to entail (see section 4.2.)

4. Methodology

A case study was conducted to understand how civil servant and participating partners frame public engagement in climate mitigation initiative. Chapter 4 starts by presenting the setting of the empirical data collection. The analysis drew on interviews, and the applied theoretical strategy in context of the data collection used, is presented in section 4.2. Finishing this chapter with a reflection on methodological choices.

4.1. Climate Week 2019

Climate Week 2019 is a climate mitigation initiative taken by the local government in Uppsala, to involve and engage the public in climate change mitigation. The primary purpose of the Climate Week was to give Uppsala's residents and companies an arena for continued commitment to sustainability in general and especially in climate issues. The organiser aimed to engage the public in a climate mitigation effort, by inviting individuals, businesses, politicians and non-governmental organisations in Uppsala to participate in the Climate Week.

Therefore, Uppsala Climate Week 2019 is a suitable case study in view of my interest in explicating the understanding of public engagement in climate mitigation initiative, among actors initiating this type of initiative. In 2018, Uppsala was named the global climate city of the year by the WWF (World Wide Fund for Nature). In connection with the award, the municipal management office was commissioned to conduct a climate week for three years in order to show the climate work that is taking place in Uppsala and to give Uppsala's residents and companies an arena for continued engagement. A management team with representatives from Uppsala Municipality was appointed and a task force/working group was created, consisting of representatives from Uppsala Municipality and *Uppsala Klimatprotokoll/Climate Protocol*.

During the first and second day of the climate week, a Climate forum (*Klimatforum*) was organised. The first day mainly targeting decision-makers, entrepreneurs and organizations and the second day targeting future generation, decision-makers/business leaders, politicians and the public interested in climate issues. The Climate exhibition (*Klimatutställning*) also took place in connection with the Uppsala Climate Forum, with lectures, seminars and exhibition spaces for organizations and companies who wanted to showcase their climate work. Exhibitors were members of Uppsala Climate Protocol including Climate action (*Klimataktion*) and Uppsala municipality.

During four days of the Climate Week, Climate stations (*Klimatstationer*) were set up in Uppsala city/district. Local residents could visit the stations to discuss climate issues with representatives from Uppsala municipality and various non-profit organizations including the Swedish Society for Nature Conservation (SSNC) and Climate action. The stations aimed to create a new meeting place for dialogue and knowledge exchange on sustainability work with a focus on climate change. Representatives of politics, environmental projects and researcher, participated in the opening and closing event (see table 3).

The week received criticisms, and the evaluation of the event shows that the partners and organiser had different view on what it means to participate and engage in climate mitigation initiative. The collaboration and coordination between participating partners and sub-events did not work optimally. For example, partners had initially experienced that they did not have the expected influence when planning and organizing the week, and information had not always reached interested parties.

Day 1	Visitors	Day 2	Visitors	Day 3	Visitors	Day 4	Visitors	Day 5	Visitors
Opening ceremony	50	Climate forum	318 (day 1&2)	Climate stations	1000 (4 days)	Climate stations	1000 (4 days)	Climate stations	1000 (4 days)
Climate forum	318 (day 1&2)	Climate exhibition						Closeing event	100
Climate exhibition		Climate stations	1000 (4 days)						

Table 2: Schedule for Climate Week 2019 March 26-30, with activities and numbers of visitors.

4.2. Data collection: Methods, Sampling and Procedure

Data was collected mainly through interviews. The study carried out four semi-structured interviews with actors planning and participating in the Climate Week to identify frames (see table 3). The interview persons were found through reviewing the project plan, and by snowball sampling method (Naderifar et al. 2017) when it was difficult to access subjects with the target characteristics. The project plan was developed by the organiser of Climate Week and the findings was used to develop the interview guide. These interviewees, representing different organizations, potentially have a diverse understanding and experience of public engagement in

climate mitigation initiatives. All interviewees had an active role in organizing or participating in the Climate Week and were key actors in the initiative. Furthermore, all interviewees work with public engagement in different ways in their daily work which could provide a broad insight into their view on public engagement.

Interviewee 1	Organisation: Uppsala municipality, the municipal Executive Office
	Overall position: Adviser for sustainability in general and climate- and environmental in particular in Uppsala municipals organization.
	Climate Week: Organiser and manned the Climate stations
	Time per interview: 60 min
Interviewee 2	Organisation: The Swedish Society for Nature Conservation (SSNC)
	Overall position: Works with SSNC local communication channels and with local projects with the aim of increasing knowledge and engagement in environmental issues.
	Climate Week: Manned Climate stations and participant in the Climate Forum
	Time per interview: 60 min
Interviewee 3	Organisation: World Wildlife Fund (WWF)
	Overall position: Works with urban development on how cities can take the lead in climate work
	Climate Week: Participant in the Climate Forum day 1 and the opening ceremony
	Time per interview: 54 min
Interviewee 4	Organisation: Klimataktion/Climate action
	Overall position: Arranges local activates to raise awareness of the climate issue, participates in actions such as the Climate Strike Friday, and arranges debates with local politicians.
	Climate Week: Exhibitor in the Climate Exhibition and manned Climate stations
	Time per interview: 40 min

Table 3: Summary of interviewees

The choice of level of involvement in climate mitigation initiative is determined by the person initiating the project (Wilcox 1994). Therefore, the director of Sustainability municipality was as key actor in the initiative and interviewed to include the organiser view of public engagement. The environmental organisations SSNC and Climate Action were participating in the different activities during the week and could provide important insight into their view on how public engagement was done in Climate Week, and what they imagine public engagement should entail in climate mitigation efforts. Throughout the interview with the municipality, it was also clear that Climate Week was inspired by WWF:s initiative ‘Earth Hour’. The planners had collaborated and been given recommendation from

representative of WWF:s. Therefore, the program coordinator of One Planer City who participated in Climate Week was interviewed, to include the non-governmental partners view on public engagement in climate mitigation efforts.

The original plan was to interview other people involved in Climate Week, either in the interviewees' same organisations (maybe to see if there are differences even within the organisation) or other partner organisation of the initiative. Due to time constrain and the circumstances with Covid-19, the study lack important interview persons that should be included in the study, including the Climate strategist in Uppsala municipality and representative from the Climate protocol.

Conducting one interview with only one person from the municipality and the non-governmental organisation can be a limitation regarding the validity of the results obtained from the practitioner narrative, because I will not have other practice embedded frames to compare my results to. However, the frame embedded in the practitioner narrative is a collective frame. Part of frame theory claim that frames are embedded in practices (Dougherty, 2004) and, thus, not "invented" by one practitioner. Hence, through the practitioner's story, I could gain access to this practice embedded collective frame, which adds to the validity of my practice embedded frame results.

Due to the circumstances with Covid-19, it was not possible to meet with the interviewees and all interviews were conducted through video calls. This can be a limitation as previous study shows that in-person study interviews is marginally superior to video calls in that interviewees says more (Krouwel et al. 2019). The interview questions were open-ended, adapted over time according to the interviewees' position and answers which is a common process in qualitative research (Kohlbacher, 2006). Verbatim transcriptions were made available to the participants to make sure they did not contain obvious mistakes and for follow-up questions. Before starting the analysis, the interviews were transcribed and partly translated to English when necessary.

Questions were designed to prompt insightful answers to the interplaying categories: the approach and rationales to/for public engagement. The interview guide was developed following what was established in section 3.1 and 3.2., focusing on the questions, "Why should public engagement be done in climate mitigation efforts?" and "How should public engagement in climate mitigation be initiated". To exemplify, the question "What do you consider to be important means for engaging and involving the public in Uppsala's climate work?" could bring about answers in the category of approach (i.e understandings of how public engagement in climate mitigation efforts should be initiated). To bring about answer in the category 'the rationales' the interviewees were asked questions "What

role do you think individuals, organizations and businesses should have in initiatives aimed at engaging and involving the public in climate mitigation efforts?”. Following a policy-focused frame analysis, questions about the actor’s role in public engagement in climate mitigation initiative were asked to identify the actor identity in relation to public engagement.

The interview guide was structured in two parts. First general questions about public engagement in climate related issues both in terms of understanding and actions. A picture of Arnstein’s, (1969) participation ladder was shared with the interviews to investigate how the organisers and participating partners make sense of public engagement. Participation can be understood and arranged in different shades which is illustrated in the Arnstein’s ladder that has several steps, from information and consultation to deliberation. Arnstein’s (1969) ladder of participation is commonly referred to as a useful tool for interpreting what is meant when initiative programs and policies refer to 'participation'. Therefore, the aim was to explore what the organisers and participating partners consider public engagement in climate issues to entail based on the ladders to gain insight into their view on the approach and rationales to public engagement in climate mitigation efforts. The second part focused more concretely on their views on how public engagement was done in Climate Week. The purpose of this was to compare the organiser's and participating partners' experience of Climate Week and potential different understandings or expectations of what public engagement means in climate mitigation initiative. The questions were similar to the questions in the first sections but focusing on public engagement in Climate Week. The purpose of this was also to see if their view on public engagement in climate mitigation efforts in general was different from how they practiced and experienced public engagement in Climate Week.

I conducted a frame analysis on the empirical data, based on the work of van Hulst and Yanow (2016). After the data generation and text production in form of a transcript, a qualitative content analysis was conducted as a first step. I coded the collected empirical material, identifying quotes dealing with the two frame topics: public engagement processes in climate mitigation (the process) and how the actors’ identities and the relationship between and among them are constructed in public engagement processes (the identity).

In a second step, the quotes were inserted into a codebook with analytical categories and questions and structured with all quotes divided into the two frame topics. Next, I identified the diagnosis and action biases regarding the two frame topics. I paid attention to the diagnosis of the situation which encompasses the organiser and practitioners understanding of a situation and describes what it is that ‘public

engagement' should address. To do so, I searched for the language used to describe why public engagement process should be addressed or the actor's description of their role in relation to the processes and action bias suggests how actors and public engagement process ought to address it. I paid attention to the language the organiser and participating partners used when talking about the topics through selecting/naming/metaphors and categorizing. For example, when talking about why public engagement should be initiated, I paid attention to the use or absence of words like influencing, involving or collaborating with participants in their answers. I searched for the narratives by for example analysing the participants stories about the approach to public engagement when talking about what has been going on, what is going on, and what needs to be done.

I paid attention to what kind of situation the participants are diagnosing and how it is linked to action bias. Searching for explanations/ descriptions/ suggestions that are given to improve e.g. the approach to public engagement in climate mitigation efforts.

Supplementary, identifying salient components of the diagnosis of the situation and action bias allows the reconstruction of frames in my analysis. To do so, I focused on underlying assumptions within the categories. I also looked out for what has not been said regarding the actor's frames of the process and identity frames of public engagement. Here I used the public engagement frames found in the literature review of the public engagement literature, to identify alternative construction of the approach and rationales for public engagement in climate mitigation efforts and the actor's role in the process. Finally, I summarized the preliminary findings and named the frames tentatively. The results will be presented in chapter 5.

5. Result

The frame analysis revealed four identity and process frames, which the organiser and participating partners draw on when talking about public engagement in climate mitigation initiative: ‘influencing the public frame’, ‘empowering the public frame’ ‘involving the public frame’ and ‘informing the public frame’. In the following section, I will explain how the analysis get to this result by discussing their diagnosis of the situation and corresponding action bias. In addition, I will explain how the frames are related to public engagement frames presented in the theory section (3.3).

5.1. Influencing the public frame

The first uncovered framing of public engagement in climate mitigation initiatives is ‘influencing the public frame’. The frame diagnosis public engagement ought to address people’s perceptions of climate change and the rationale for public engagement serves as a means to influence the public to make voluntary emission reduction or public opinions. This is illustrated in the narrative pointing out that *“Public engagement in climate issues implies readiness to make changes that align with necessary actions, at least based on one’s preconditions, leading to altered behaviour”*.

According to the frame diagnosis citizens lack knowledge needed to make sense of climate change. This is made salient in the narrative pointing out that *“Engagement is about influencing people’s perceptions and helping them understand the severity of the issue. Based on this understanding, it encourages people to actively do something, not only in terms of their lifestyle but also, more importantly, to contribute to changing public opinion and policy”* (Interview 4). Founded on this diagnosis, the corresponding action bias suggests the approach to public engagement is to develop a clearer conceptual understanding of how citizen actions affect the environment, and practitioners ought to target the audience. Consequently, businesses, communicators, practitioners can work as communication strategies that become experts in developing and carry the message, with its main premise that consumption behavior could be changed by means of persuasive, top-down communication.

Based on the diagnosis that engagement ought to address people's understanding and perception of climate change, the practitioners ought to create public engagement processes that can create a personal state of connection with the issue of climate change. This was reconstructed from interview 2, and the diagnosis is highlighted in the metaphor of a 'staircase'. He/she argument that engagement is something more than "just" being aware and is presented as different steps. To achieve 'engagement' the frame highlights people must be able to integrate one's knowledge into action.

"Engagement is a bit like a staircase. I think many people feel that you are engaged only if you are conscious, but I think there is one more step, you have to go to get engaged, and that is precisely the step between consciousness and action. For me, it is very important when talking about engagement. To be engaged, you have to take the step to integrate your knowledge into your actions to say it in a very scientific way" (Interview 2).

Here, it is evident that the practitioners' sees his/her task is to acknowledge engagement as a personal connection to climate change. 'Influencing the public frame' diagnosis public engagement ought to help people integrate their knowledge about climate change into action. Furthermore, the problem with engagement in climate mitigation efforts is diagnosed as 'identity barriers'. "*People have a picture of what a sustainable transition looks like and for various reasons, that image does not inspire commitment in most people*".

Based on the diagnosis, the frame suggests the approach to public engagement as giving people an experience of doing something good for the climate. To achieve this impact the frame suggests a need to facilitate sustainable life choices for the public through 'nudging'. This approach should be integrated into core areas of life, such as waste sorting, transportation, or food choices, reminding individuals of the smarter choices they can make. Interview 1 also suggests that practitioners ought to "nudge" the citizens to a more sustainable lifestyle. "*What is needed is some kind of nudging behavior, that there are smarter ways to live. It also attracts even the most ferocious opponent to say 'yes but this is smarter'*". However, we also learn from the story that the civil servant struggle with his/her role in the public engagement process when using this frame. "*It is not always easy to have an official assignment, to be a government person. Being objective to the core and still carrying a line that not all people accept can be challenging*".

The 'influencing the public' frame diagnosis that public engagement should address people's understanding and perception of climate change, encouraging them to integrate their knowledge into action. Consequently, practitioners ought to address engagement as a personal connection (identity, values, and beliefs) to climate

change. Based on the diagnosis, the frame suggests practitioners ought to address public engagement through ‘nudging’. The rationale for “engaging the public” is diagnosed as a means to influence people’s perception of climate change and facilitate sustainable life choices for the public. My interpretation is that this understanding relates to the social marketing frame of public engagement, as it affirms the core idea that public engagement involves strategic efforts to motivate or persuade others toward a certain (externally defined) objective.

5.2. Empowering the public frame

The second frame, reconstructed from the practitioner's understanding of public engagement, is ‘empowering the public’ frame. The frame diagnosis public engagement ought to address the lack of public opinion in governmental decisions e.g. in the planning process, environmentally hazardous activities, public action programs of various kinds. Consequently, the practitioner ought to empower people to partake in climate governance and to enable participants to develop their citizenship skills. This is exemplified when Interview 1 argues that the rationales for public engagement in Climate Week, is to empower Uppsala citizens to be involved in the climate mitigation action.

“We aimed to increase participation in Uppsala's Climate work because, in the end, it will be the decisions and opinion of individuals and companies' about change and behavior that will determine whether we can achieve the climate goal”.

Hence, this shows that the same person when talking about public engagement in general use the ‘influencing the public’ frame, and simultaneously draw on ‘empowering the public’ frame when talking about public engagement in Climate Week. Furthermore, based on the diagnosis, the frame suggests the approach to public engagement ought to be a two-way communication between responsible actors and the public. This is illustrated when the interviewees were asked to determine what participation should entail based on Arnstein’s “ladder of participation”. All four interviews suggest that participation is a two-way communication process in form of a consultation. This is put forward by one of the participants.

“I do not think information is participation, participation begins somewhere at the consultation and upward. Information is more one-way communication so that the decision comes from where the power is and then there is information about what decisions have been made and what applies”.

The frame diagnosis the rationales for public participation as means to enable participants to develop their citizenship skills (such as cooperation, interest articulation and communication) and, at the same time, provide participants with an opportunity to actively exercise their citizenship. *“Participation can be very active, for example when we went out to the schools and the students were allowed to come up with ideas and exhibitions for how they wanted to see their city change to climate-smart solutions to simply achieve the climate goals”* (interview 3).

Based on the diagnosis, the practitioners perceive their role as empowering citizens and assume the role of facilitators is to create deliberative forums. *“We are awakening this power of what citizens want and we become a channel between the decision-makers in the cities and the citizens. We pass on collectively written views that we have collected in the campaign and exhibition to decision-makers. This is a good example of how we take on the role of facilitators for citizens”*.

The role of practitioners is also demonstrated when Interview 1 argument that public opinions and views are not always included in governmental decisions. Hence he/she desire to involve the citizens in a governmental decision through dialogue. However, this is not expected of one in the role of practitioners to perform public participation, and implementing this form of participation can be challenging. *“Then we have to conduct more in-depth studies, but there is not a commitment to do that and I think that you cannot expect that from a municipality”*. This story provides us with insight that the civil servant is bound by the organization’s framework of instrumental public participation, where the administrator controls citizens’ influence over the situation or process.

Focusing on the Climate Week, Interview 4, argue that the rationales for engaging the public in Climate Week were to ‘inform the public’. However, when manning the Climate station, the practitioners ought to create opportunities for the public to submit suggestions on what and how politicians should do to implement climate goals. This frame emphasizes the practitioner’s identity, aiming to maximize citizen involvement. It diagnoses the practitioner’s role as providing equal participation opportunities for citizens, officials, and experts. Based on this diagnosis, the frame suggests a need for increased public participation, where the municipality collects citizen opinions and suggestions on Uppsala’s climate work.

“We tried to gather suggestions from the public on what the participants believed the municipality should do to achieve the climate goals. We initiated this process, but it did not have a wide reach. Nevertheless, we received several proposals which we forwarded to the top officials in the municipality. We believe it’s crucial for the municipality to take these actions to meet the climate goals.”

In other words, the climate station was designed to inform the public about the climate mitigation efforts in Uppsala, but interview 4 shifts towards an ‘empowering the public’ frame, advocating for engagement in the form of a deliberative forum to ‘democratize’ climate governance.

The analysis reveals that practitioners frame their role in public engagement as providing citizens with the opportunity to voice an opinion. However, interview 1 argument that information is normally used as an approach to public engagement, but it is becoming more and more common that consultation and advisory role is made by the authorities and especially at the municipal level, where you invite, open up and offer people the opportunity to comment. Hence, he/she argue that citizens control in climate mitigation action divide the community because everyone takes responsibility for their own actions and lack a common direction. However, this thesis does not explain why practitioners draw on a certain frame in their practice, an aspect that would be beneficial to explore in future studies

In conclusion, ‘empowering the public’ frame suggest the approach to public engagement as a two-way communication between responsible actors and the public. Consequently, practitioners ought to provide citizens with the opportunity to consult in a decision and not solely be informed and educated to accept decisions that have already been made. The participating partners used this frame when manning the climate stations in Climate Week, creating a space for citizens to voice their opinions on Uppsala’s climate policy. Furthermore, the frame suggests that practitioners ought to develop a public engagement process that provides citizens with an opportunity to participate on an equal basis with officials and experts. This contradicts to what the influencing the public and informing the public frame suggest, which advocates that communicators, authority, scientists or business are the experts and should consider what information about climate change is most significant. In my interpretation, this understanding relates to the normative public participation frame with the core idea that engagement can take the form of deliberative forums as part of an agenda to ‘democratize’ climate governance.

5.3. Involving the public frame

The ‘involvement frame’ diagnosis public engagement ought to enhance the quality of the decision output in climate policy and climate mitigation initiative, by bringing in participants and Uppsala citizen's knowledge and opinions. Focusing on Climate Week, one of the interview arguments that the approach to public engagement in the initiative was mainly information and partly consultation. To continue, he/she believes that the initiative failed to engage the public.

“I had hoped for a starting point where the public would truly engage with the climate issue and understood its implications, and say ‘yes this is something that I can stand behind’. Instead, it was nothing. Nothing like that happened”.

This story provides us with insight into the reasoning of a participating partner who preferred to see that engaging community members in Climate Week would ensure that citizens would benefit from the result. Based on the diagnosis that public engagement ought to enhance citizens' ability to influence and benefit the outcome of climate policies, the frame suggests the approach to public engagement ought to be an ongoing dialogue between involved actors to find out what the citizen's thoughts, suggestion, and opinion are when constructing climate policies, programs, and action plans. This is illustrated by interview 3:

“Find out what citizens thoughts and ideas are about the various action plans, then ensure that these responses are received and understood. It will be a very long process, but I still think that climate week is the best opportunity to navigate that process and ensure that the action plan is established by citizens in Uppsala”.

The practitioner’s role is to design a participatory process that ensures all involved actors are able to influence the outcome. Based on the diagnosis that people should benefit from public engagement processes in climate mitigation efforts, the frame action bias suggests politicians and civil servants ought to approach public engagement in climate mitigation initiatives through citizens dialogue, to involve citizens early in the climate policy processes in Uppsala.

In addition, the frame suggests that non-governmental partners ought to ensure the participants have the information that is needed to partake in a discussion about the Uppsala climate action plan and be able to influence the outcome. This is highlighted in the narrative *“Yes, in some way, our role is to ensure that the Uppsala citizens have the basic knowledge needed to evaluate the municipality's climate mitigation action plan. I think we can have that role where we can try to help and make sure people understand what is happening and understand how they can influence it”*.

Focusing on Climate Week, one participating partner emphasized that participating in Climate Week was more information than consultation.

“If we are talking about what opportunities we had to influence the planning of Climate Week, it was more information than consultation. We were expected to do something, but we had no major impact. From the beginning, we thought this was a very good initiative and that they tried to reach out to citizens based on the climate protocol, hence this focused on the citizens in general. Then everyone recognizes that the planning started very late and we did not get to be involved in the planning. We didn't really get to think anything about anything”.

The story is about a frame contest where time is short and those in charge are unable to talk things through with their twin partners. The frame diagnosis that public engagement ought to enhance the participating partner's ability to be involved in decision making and to influence the agenda. *“If we are to be involved in this type of initiative, we think that we should also be involved and be able to give views on the arrangement”*. This leads to an action bias where he/she sees the need to involve partners earlier in the planning process and to start the planning earlier for this type of initiative.

In summary, the ‘involving the public’ frame suggests that the rationale for public engagement is to enhance the quality of the decision output in climate policy and climate mitigation initiative, by bringing in Uppsala citizens and participating partners' knowledge and opinions. This is similar to the empowering the public frame, in a way, that the practitioner's role is to make sure that citizens are able to consult in a decision and not solely be informed and educated to accept decisions. Hence, the frame also distinguishes itself from the previous frames since the idea is to improve the quality of the choices that result from the public engagement process and not just enable those who are affected by a decision. Furthermore, the frame suggests the role of the practitioners is to make sure that the citizens have the knowledge to participate in decision making and to involve the public in governmental decisions to influence the outcome. This contradicts the core idea with ‘influencing the public frame’ which sees the role of citizens as objects of engagement rather than having an active role in participatory processes. The involvement frame relates to the substantive public participation frame because the core idea is that public participation should enable the public to understand scientific facts and to advance decision making.

5.4. Informing the public frame

Finally, informing the public frame represents another process and identity frame that was reconstructed from the interviews. Informing the public frame, diagnosis the public engagement process ought to address the problem that citizens lack knowledge or awareness about climate governance in Uppsala. *“A lot of work and change is happening around the climate issue, but it does not reach the general population”*. Consequently, the practitioners ought to present ‘information’ about climate work in Uppsala in order to engage the public. However, it is also possible to detect that interview 2 is critical to this approach.

“Information is quite important in this case. Usually, when I talk about motivation and engagement, I don't mention information. Normally I do not say that information is the most important thing, but in this case, it is important that the information about the things happening in Uppsala and in terms of creating engagement”.

The approach to public engagement is suggested as one-way communication, where politicians, experts, and scientists inform the public, but without much opportunity to submit comment. This is illustrated when interview 1 highlights the role of scientist, authority, business and individuals in public engagement in climate mitigation initiative to be.

“The research role is to present what the situation looks like, based on their scientific results. Authorities supply correct and good information, to answer questions and to be clear with what we know and what we don't know. Business mainly present what they have to offer and to be some kind of spokesperson. The role of the private individuals, at least when we were hosting the climate week, the only expectation was to listen and ask questions” (Interview 1).

In other words, interviews 2 and 1 both draw on ‘informing the public’ and ‘empowering the public’ frame when talking about public engagement in climate mitigation initiatives and efforts in Uppsala. Furthermore, to achieve this impact, the frame highlights the municipality's role as a pioneer, and they ought to demonstrate how a sustainable transition can be done. The role of engaged individuals in public engagement is seen as passive objects with reactive roles. The frame diagnosis the rationales for engagement as a mean to create trust in governing institutions and getting acceptance for a sustainable transition.

The ‘informing the public’ frame suggests the practitioner's role is to make sure that the citizens have the right information about climate change and climate governance in Uppsala. The frame suggests the approach to public engagement as one-way communication, and the rationales for engagement is to create trust in governing institutions and getting acceptance for a sustainable transition.

Furthermore, the frame suggests that the authority, scientist, and business are the experts and they consider what information about climate change is the most significant. This frame is separated from 'empowering the public' and 'involving the public frame' which suggests that participants should have an active role in participatory processes and influence the decision. In contrast, 'informing the public' frame suggest that people can be engaged in climate change initiatives without necessarily taking part in decision-making processes that affect the climate.

6. Discussing public engagement frames in climate mitigation initiative

The aim of this thesis is to provide insights into organiser and participating partners understanding of “public engagement” and explore possible tension or disagreement of what public engagement in climate change efforts and initiative should entail. Regarding the first and second research question focusing on the actor’s process and identity construction of public engagement, I explicated the frames of public engagement in climate mitigation initiative as four process and identity frames. Through frame analysis (van Hulst and Yanow, 2016; Schön and Rein, 1994) it was possible to reconstruct the *influencing the public* frame, *empowering the public* frame, *involving the public* frame and *informing the public* frame. The organiser and participating partners draw on these frames in order to construct public engagement processes and their role in this process based on the given situation.

6.1. Multiple frames of public engagement processes and practitioners’ roles

Turning to RQ 1,2 & 3, I will discuss the organiser and participating partners’ frames of public engagement processes in climate mitigation initiative and their roles in these processes by discussing the similarities and differences of these frames.

The frame analysis conducted on interviews with organiser and participating partners revealed that there is no standardized process for public engagement in climate mitigation nor the roles for practitioners in the process. Rather, the analysis revealed that there are several processes and identity frames available; *influencing the public* frame, *empowering the public* frame, *involving the public* frame, *informing the public* frame.

Practitioners, then, draw on these frames in different kinds of situations and accordingly, construct their role and the process for public engagement. This finding aligns with previous research, that climate change academics and practitioners have multiple roles in public engagement processes and understanding of the rationales and approach for/to public engagement (Scheer & Höppner 2010; Wibeck 2014).

The frame analysis shows that all four interviews draw on the ‘influencing the public frame’ when talking about public engagement in climate mitigation efforts. This frame suggests the rationales for public engagement as a means to cultivate ‘green’ attitudes and behaviours in individual citizens and the approach to engagement is promoted as facilitating acceptance through “nudging”. The idea is to focus on engagement as a personal connection (identity, values, and beliefs) to climate change doing a strategic work of motivating or persuading someone to change behaviour, perception, or opinion. This is similar to ‘informing the public’ frame as both frames diagnosis the approach to public engagement processes as one-way communication where the experts (authority, scientist, and business), inform the public about climate mitigation efforts and climate governance.

However, ‘influencing the public’ frame also distinguishes itself from the previous frames since idea is to focus on engagement as a personal connection (identity, values, and beliefs) to climate change and not solely about receiving information on climate change and mitigation efforts. However, both frames suggest the means to engage the public as top-down communication, and people can be engaged in climate change initiatives without necessarily taking part in decision-making processes that affect the climate. In these two frames, the practitioners become instruments in achieving social development, either as ‘experts’ deciding what information should be presented in order to inform the public about climate mitigation efforts or as a strategist that can develop a personal connection to climate change through nudging.

All four interviews use empowering the public frame when talking about public engagement in Uppsala climate governance and in climate mitigation initiatives such as Climate Week. This frame suggests the rationale for public engagement is to empower participants to be involved in the decision-making process about climate mitigation efforts and initiative. In other words, this shows that practitioners, then, draw on these frames in different kinds of situations and accordingly, construct the process. The frame analysis shows that practitioners mainly draw on the empowering the public frame when talking about how civil servant and non-governmental partners ought to approach public engagement in

Uppsala climate and environmental governance. When participating partners and the organiser draw on this frame, they suggest that the Uppsala municipality ought to involve and engage Uppsala citizens in the decision-making process in climate mitigation efforts and initiative.

To continue, two of the participating partners draw on ‘involving the public frame’ when talking about their experience from Climate Week. This frame is similar to the empowering the public frame, in a way, that both frames suggest the practitioner’s role is to make sure that citizens are able to consult in a decision and not solely be informed and educated to accept decisions. However, the difference between these frames is the first frame suggests the rationales for engaging community members in climate mitigation initiative such as the Climate Week, is to ensure that participants benefit from engaging by influencing the substance of a policy issue or an agenda. This relates to the substantive public participation focusing on the quality of the choices that actually result from the public engagement process (Stirling 2008) Whereas the empowering the public frame suggests that the rationale for public engagement is to enable those who are affected by a decision and this will lead to better and more inclusive climate policy.

Furthermore, ‘empowering the public’ frame suggests the means to engage the public is two-way communication between responsible actors and the public, and participation ought to provide citizens with the opportunity to develop their citizenship skills (such as cooperation, interest articulation, communication and) and, at the same time, provide participants with an opportunity to actively exercise citizenship. The rationales for engagement relate to the normative public participation frame, with the desire to implement policy in a fully democratic way and give people a chance to be heard (Scheer & Höppner 2010).

The frame analysis also showed that all participating partners from non-governmental organizations use the ‘empowering the public’ frame when talking about their roles in public engagement processes in climate mitigation initiative. One participating partner use 'empowering the public' frame in Climate Week, and ought to create public engagement in form of a consultation by bringing in citizens knowledge and opinion. This aligns with a previous study by Scheer & Höppner (2010), showing even though citizens were in theory interacting with the government in consultation the Climate Change Act 2008, NGOs significantly facilitated their learning about the consultation and response to it.

In summary, actors draw on different public engagement frames with underlying ideas of the approach and rationales to/for public engagement in climate mitigation efforts. Based on the diagnosis, the frames suggest the approach to be arranged in

different forms, from influencing and informing citizens about climate change and responses, to consultation and citizens dialogue in climate mitigation initiative. Furthermore, based on the diagnosis the rationales for public engagement are constructed as means to influence the public to make voluntary emission reduction, create trust in governing institutions and getting acceptance for a sustainable transition, enhance the quality of the decision output and enable participants to develop their citizenship skills.

6.2. Implication on the practice of public engagement in climate mitigation initiative

Turning to RQ 4, I will now discuss the implications/consequences these frames of public engagement have on the practice of public engagement in climate mitigation initiatives.

The diversity in available identity and process frames furthermore reveals a potential for tension practitioners are faced with since the frames differ from each other in their underlying ideas. For example, 'influencing the public frame' and 'informing the public frame' suggest the role of participants as objects of engagement rather than having an active role in participatory processes which is suggested in the empowering and involving the public frames. I will elaborate on tensions among the detected influencing the public frame, informing the public frame, empowering the public frame, and involving the public.

The diversity in available identity and process frames furthermore reveals the potential for tensions that the organiser and participating partners are faced with. This can be seen in the case of Climate Week, where the frames were found to interplay in ways that created tensions and ambivalence. This was visible when talking about the actor's expectations of what public engagement should entail in Climate Week. The 'empowering the public' frame and 'involving the public' frame suggest that public engagement in climate mitigation initiatives, such as the Climate Week, should create space for citizens to articulate their opinions and suggestions on climate mitigation efforts. Hence, the 'informing the public' frame, which the organiser and one participating partner use, suggest that the approach to public engagement ought to be presenting information where the role of citizens and participating partners are mainly to listen. In other words, these frames have different underlying ideas of how public engagement should be initiated in public engagement processes. This led to misunderstanding because participating partners and the organiser draw on different frames when trying to communicate, holding

different underlying ideas about the public engagement processes and identity (Lewicki, Gray, & Elliott, 2003).

Höppner (2009) argues that tensions in practice appear where instrumental understandings of engagement encounter normative-substantive perspectives on engagement. This was seen in the case of Climate Week where one participating partner use the 'involving the public' frame suggesting that participation in Climate Week ought to enable participating partners to influence the agenda and arrangement. This relates to the substantive rationales for public engagement, wanting to influence a specific outcome and believing that one's knowledge would improve the policy or an agenda (Scheer & Höppner 2010). In contrast, the organiser uses both 'empowering the public' frame suggesting that public engagement in climate mitigation initiatives such as Climate Week should create space for citizens to articulate their opinions and suggestions on climate mitigation efforts. Hence, he/she also uses the 'informing the public' frame, suggesting that the approach to public engagement is information where the role of citizens and participating partners is mainly to listen. This relates to the instrumental understanding of engagement where participants have no room for input that challenges predefined favored decision (Scheer & Höppner 2010).

Furthermore, the frame analysis revealed how these different frames operate when practitioners use different identity frames in practice. This was visible when one participant's argument that in his/her role as a civil servant he/she is not committed or expected to perform engagement in forms of consultation where municipality invite, open up, and offer people the opportunity to comment. Hence, the practitioners desire for an early citizen dialogue where he/she ought to involve the public in governmental decisions. This shows that practitioners are tied in with the organization's construction of public engagement as instrumental with the main idea that the administrator controls the ability of citizens to influence the situation or the process. This confirms van Hulst & Yanow (2016) argument that the identities of policy-relevant actors' can become intertwined with a particular framing of a policy issue.

Furthermore, 'informing the public'- and 'influencing the public' frame conceptualized engagement as a means to alter citizens consumption behavior and to gain acceptance for specific courses of action. The two frames, relay on the 'deficit model' of public understanding, in assuming that the public's lack of understanding about an issue can (and should) be remedied by informing or influencing the public (mainly provided by experts or communicator) to generate support for state policy or behavior change (Irwin, 2006). In other words, if the rationale for public engagement is to seek legitimation for state policy, and not to

generating genuine and significant public input, the public engagement processes can be ineffective or counter-productive (Irwin 2001). Furthermore, Swim et al., (2009) argue that this one-way approach to communication of climate change fails to consider a series of factors that are key determinants of the way people perceive and react to information and therefore also unlikely to bring about the changes that are needed in climate mitigation.

Finally, this study is not to argue for replacing democratic institutions or opening all decisions to citizen participation. Instead, this study shows that civil servant and non-governmental partners' roles are important in public engagement processes as they enable the public to engage in discussions about what type of future climate mitigation solutions and policies we would like. However, this study shed light on significant differences in the ways that public engagement is understood and practiced yet, climate literature and practitioners refer to all public engagement process without making the distinctions and this has consequences for the public engagement practice. Höppner (2009) argue that inviting citizens and participating partners to engage without valuing their input or giving them substantive influence ultimately reduce rather than restores trust in inviting institutions and people's feelings of efficacy. Hence, one can argue that all other forms of public engagement need to have a value or serve a specific purpose. The problem is that the organiser and participating partners or any other actors in the public engagement process fail to explicitly differentiate these forms of public engagement. Misunderstandings about what public engagement should entail can leave people to channel their engagement into opposition or cease to engage with the issue altogether (Scheer & Höppner 2010). Therefore, this study shows that it is important to investigate practitioners' and participants' understanding of how and why public engagement should be initiated in terms of developing a robust dialogue with participating sponsors such as local authorities and local non-governmental partners about their understandings and goals for engagement around climate mitigation action.

7. Conclusion

To conclude, the conducted frame analysis yielded in total four different identity and process frames: *influencing the public* frame, *empowering the public* frame, *involving the public* frame and *informing the public* frame. The organiser and participating partners utilize these frames to construct their roles and the process of public engagement based on a diagnosed situation. Consequently, the role of the practitioners and the process of public engagement in climate mitigation initiative cannot be standardized.

Van Hulst & Yanow's (2016) approach to frame analysis has proven to be a valuable methodology for understanding practitioner and participating partners embedded ideas regarding how and why public engagement should be initiated and their roles in the context of a public engagement processes. Depending on how the organiser and non-governmental partners diagnosis the situation, the frame suggests different and similar approach and rationales to/for public engagement in climate mitigation. The approach can range from influencing and informing citizens about climate change and responses, to consultation and citizens dialogue in climate mitigation initiative and governance.

The rationales for public engagement are constructed as means to influence the public to make voluntary emission reduction, create trust in governing institutions and getting acceptance for a sustainable transition, enhance the quality of the decision output and enable participants to develop their citizenship skills. In other words, the role of participants can be constructed as objects of engagement or as having an active role in participatory processes. Because these frames have different underlying ideas of how and why public engagement in climate mitigation should be addressed, it is important that organiser, participating partners, and citizens explicitly define the goal and approach to/for public engagement in climate mitigation initiative to prevent misunderstanding and conflict.

This also applies when talking about the roles of citizens, participating partners, and the organiser in the process, as these frames have underlying ideas of how practitioners ought to address public engagement in climate mitigation initiatives. Within the influencing the public and informing the public frames, the practitioners become instruments in achieving social development, whereas in the empowering and involving the public, practitioners seek to motivate citizens to partake in decision making and influence the outcome. The discussion show that improvements can be made in defining precisely the role of the citizens and participating partners in climate mitigation initiative. In other words, actors who

participate in public engagement processes can have different frames of the same process, and therefore might act differently and misunderstand each other when talking about public engagement. A constructivist approach that uses frame theory can contribute to a more comprehensive understanding of public engagement. The findings presented in this thesis points to interesting areas of further investigation. Based on the implication that actors act differently depending on the frame they draw on, important questions for further investigations would be a more in-depth investigation of the identified tensions for practitioners, and how these can be addressed. Another question that needs to be addresses is why some actors draw on certain identity and process frames in their practice and exclude others.

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