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Bridging Public Opinion and Policy: Insights on Climate and Agricultural Policies in Canada

By Farzana Shirin, Sabrina Gulab, Joshua Bourassa, and Guillaume Lhermie.

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POLICY BRIEF
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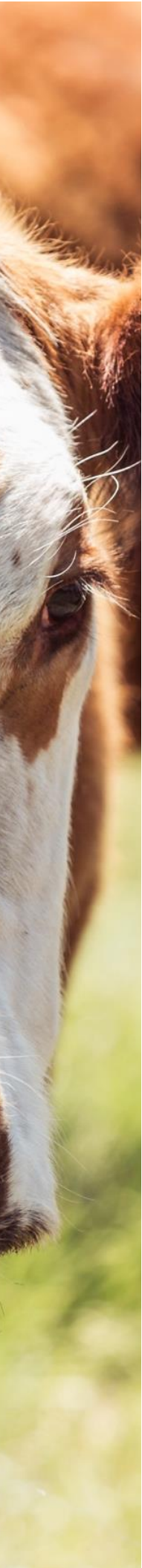


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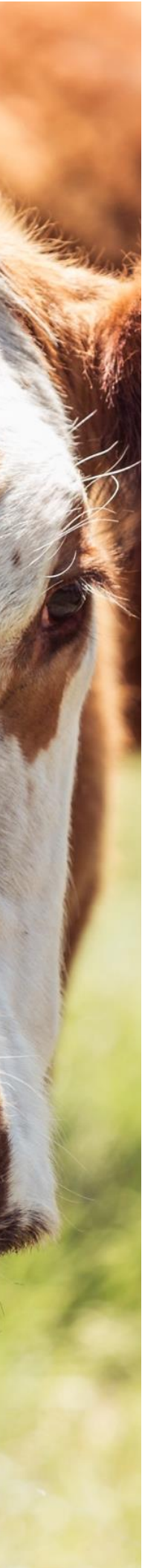
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BRIDGING PUBLIC OPINION AND POLICY: INSIGHTS ON CLIMATE AND AGRICULTURAL POLICIES IN CANADA

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ABSTRACT

This study analyzes Canadian public preferences for climate and agricultural policies using a nationally representative survey of 1,765 adults. While Canadians broadly support federal responsibility for food security (87.6% agreement) and climate action, stark regional and demographic divides shape attitudes toward policy instruments. Support for sustainability measures, such as carbon pricing and farm-level emission mandates, is highest in Quebec (64.7%) and among highly educated groups, while skepticism prevails in the Prairies (23.8% agreement with carbon tax efficacy) and less-educated populations. Rural communities prioritize farm subsidies (81.1% support for small-scale farms vs. 73.7% urban) but resist production limits on high-carbon agriculture (25.5% agreement in the Prairies). Urban populations, though aligned on food security, show greater openness to regulatory measures. These findings underscore the need for regionally tailored policies that balance economic stability with environmental goals in Canada's federalist system.

Keywords: Climate Policy, Consumer Perceptions, Public Opinion & Policy Acceptance, Regional Economic Disparities, Carbon Pricing & Farm Subsidies, GHG Emission Reductions in Agriculture.

A close-up, vertical photograph of a horse's head, showing its eye and mane, positioned on the left side of the page.

INTRODUCTION

Carbon taxes are widely advocated as a critical tool for reducing greenhouse gas (GHG) emissions, with nearly half of the national emission reduction plans submitted at the Paris Conference featuring carbon pricing strategies (Stiglitz et al., 2017; World Bank, 2016). However, carbon pricing continues to face significant political and implementation challenges as the success of this instrument hinges on public acceptance, particularly in a nation like Canada where ambitious climate goals such as its commitment to reduce its GHG emissions by 40-45 percent below 2005 levels by 2030 are a national priority (Anderson et al., 2017; Köppl & Schratzenstaller, 2023). Between 1990 and 2021, GHG emissions from Canada's agriculture sector increased by 39%, with the sector contributing approximately 10% of the country's total emissions in 2021, making it the fifth-largest emitting sector of GHGs (Government of Canada, 2024). Therefore, Canadian agriculture faces a dual challenge: reducing emissions while sustaining food production to meet growing global demand (IISD, 2021; Ishaque et al., 2024), which uniquely positions the agricultural sector at the crossroads of two policy areas: climate and agricultural.

The influence of public opinion on policy formation and implementation has been well-documented (Burststein, 2003, 2020; Page & Shapiro, 1983). In the realm of climate policy, public resistance, often tied to concerns about fairness (Beck et al., 2015, 2016; Maestre-Andrés et al., 2019), distrust in government intentions (Baranzini et al., 2014; Carattini et al., 2019; Hammar & Jagers, 2006), and distributional and economic impacts (Hamilton & Cameron, 1994; Ohlendorf et al., 2021), frequently limits governments' ability to both introduce and sustain carbon pricing initiatives (Drews & Van Den Bergh, 2016; Harrison, 2012; Rhodes et al., 2017). For sectors like agriculture, where government support is often substantial, understanding how citizens perceive environmental policies tied to emission reduction is particularly crucial. Public backing is not just an influencing factor but a prerequisite for long-term policy viability, as policymakers are less likely to pursue strategies that lack voter support (Kwon et al., 2019).

While there is an emerging body of research examining public perceptions of climate policies (Dechezlepretre et al., 2022; Mildemberger et al., 2022; Skulski, 2019) and agricultural policies independently (El Benni et al., 2024), studies that jointly address agri-food and climate policies remain relatively scarce. Thus, understanding how the public perceives agri-food and environmental policies—particularly in terms of fairness and economic impact—can help policymakers craft strategies that are both effective and aligned with public preferences.

In this study, we present stylized facts on how Canadian consumers perceive government interventions related to climate and agri-food policies aimed at reducing emissions in the food sector, enabling policymakers to design strategies that encourage sustainable consumption and production in ways that are both efficient and socially equitable. By aligning policy design with public acceptance, carbon pricing can drive meaningful behavioral shifts while addressing broader economic and social concerns.



METHODS

This study draws on data from a questionnaire-based online survey designed to gauge Canadian consumer perceptions of government involvement in climate and agricultural policies. The survey was conducted from May 31, 2022, to July 15, 2022, targeting a demographically representative sample of adults across Canada to ensure diversity in age, gender, region, education, and income levels. The survey was administered using Qualtrics by the Canadian Hub for Applied and Social Research (CHASR), with participant recruitment and sampling managed by AskingCanadians, a national research panel vendor. Participants were compensated with loyalty points through AskingCanadians.

A total of 110,848 personalized survey links were distributed via email in waves to ensure balanced representation across demographic subgroups. 4,159 individuals completed the consent and screening process, and after applying eligibility criteria, 2,129 valid responses were retained for analysis. Participants who did not respond to key questions on education (175), income and household size (487), or preferred levels of government intervention in agri-environmental policy (144) were excluded, resulting in a final sample of 1,765 respondents.¹

The survey comprised 45 questions and took approximately 9 minutes to complete, based on the median survey duration. It was structured into four sections: (1) consent and screening questions, (2) Likert-scale statements on climate and agricultural policies, (3) a question on preferred levels of government intervention, and (4) demographic and household characteristics.

Our analysis examines public opinion trends through descriptive statistics and subgroup comparisons across education, income, regional divisions, and rural-urban classifications, using heatmaps, slope charts, and stacked bar charts to identify policy-relevant disparities and insights for targeted interventions.

A characterization of study respondents is presented in Table 1. Approximately 50% of respondents were male, and 76% completed the survey in English. Regarding education, 74% of respondents had at least some post-secondary education (college, bachelor's, or advanced degrees), while 34% were classified as low income.² Ontario accounted for the largest share of respondents (38.3%), followed by Quebec (24.4%) and the Prairies (17.1%). The median household size was 3, with slightly more than one-third of respondents indicating that their household included children under the age of 18.

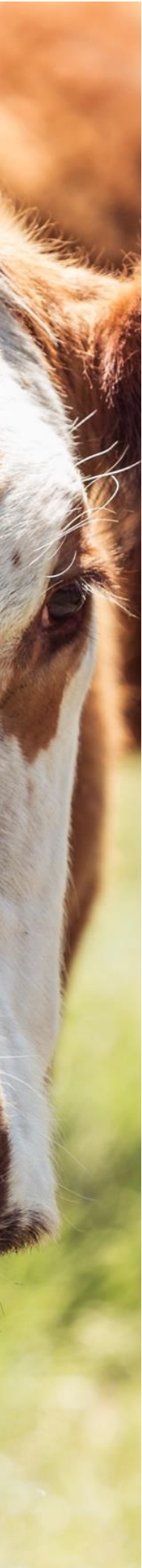
Attitudinal variables were measured on a 5-point Likert scale (*Strongly Disagree* to *Strongly Agree*) to assess agreement with key policy statements. Climate policy perceptions were captured through questions such as “Canada will meet its climate commitments with current plans” and “Carbon taxes are effective at reducing greenhouse gas emissions.” Skepticism toward climate policies was measured using reverse-coded statements, including “Canada’s climate commitments are too ambitious” and “The effects of climate change are overstated.”

Trust in government was indirectly assessed through perceptions of carbon pricing and fiscal responsibility, particularly whether respondents believed that carbon tax revenue would be used effectively. Agricultural policy preferences were measured through statements on food security, farm subsidies, and market interventions, while agri-environmental regulations were evaluated through support for farm-level sustainability mandates and production limits on high-carbon agricultural products.



Table 1. Demographics

	Summary
	(N=1,765)
Age	
18-34	428 (24.2%)
35-54	613 (34.7%)
55+	724 (41.0%)
Survey Language	
French	424 (24.0%)
English	1,341 (76.0%)
Sex	
Female/non-binary	886 (50.2%)
Male	879 (49.8%)
Education	
Less than high school	26 (1.5%)
High school graduate	182 (10.3%)
Vocational/Trade/Technical school	246 (13.9%)
Some university/college	355 (20.1%)
Bachelor's Degree	632 (35.8%)
Advanced degree	324 (18.4%)
Region	
BC	233 (13.2%)
Prairie	302 (17.1%)
Ontario	676 (38.3%)
Quebec	430 (24.4%)
Atlantic	122 (6.9%)
3 quantiles of Income	
Low Income	599 (33.9%)
Middle Income	643 (36.4%)
High Income	523 (29.6%)



Income Value	
10000	13 (0.7%)
15000	36 (2.0%)
25000	79 (4.5%)
35000	99 (5.6%)
45000	120 (6.8%)
55000	138 (7.8%)
65000	114 (6.5%)
75000	117 (6.6%)
85000	111 (6.3%)
95000	145 (8.2%)
112500	270 (15.3%)
137500	187 (10.6%)
175000	188 (10.7%)
225000	82 (4.6%)
250000	66 (3.7%)



PUBLIC PERCEPTIONS OF CLIMATE POLICY: OPTIMISM, SKEPTICISM & ECONOMIC TRADE-OFFS

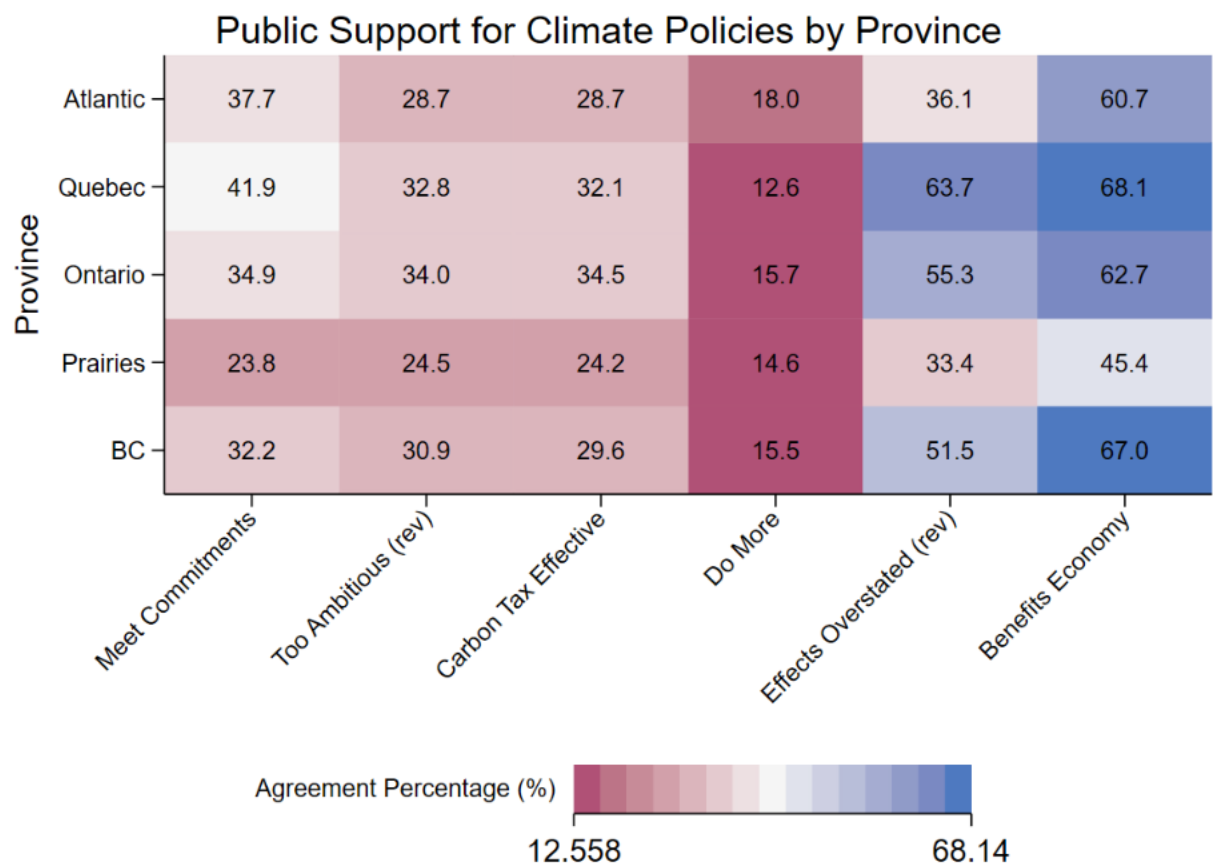


Figure 1. Heatmap of public support for climate policies by province.

The heatmap highlights regional variations in public support for six key climate policy statements, reflecting how attitudes toward climate policies are shaped by local economic structures and priorities. Provinces like Quebec and British Columbia (BC) lead in climate optimism, while the Prairies exhibit skepticism that reflects their economic reliance on emissions-intensive industries. However, a significant portion of the population remains neutral on climate policies, suggesting uncertainty rather than outright opposition in some regions.

QUEBEC AND BC LEAD IN CLIMATE OPTIMISM

Quebec and BC show the highest agreement with statements like *"Canada's climate commitments benefit the economy"*, at 68.1% and 67.0%, respectively. Residents in these provinces are more likely to perceive climate policies as economically advantageous and aligned with broader sustainability goals. Similarly, these provinces exhibit lower agreement with the reverse-coded statement *"The effects of climate change are overstated"*, with agreement levels of just 12.6% in Quebec and 15.5% in BC.

Quebec's stronger support for government intervention is likely tied to its economic structure, particularly the presence of supply-managed industries like dairy and poultry, which have historically benefited from federal policies. This alignment with government-led economic regulation may explain why Quebec residents are more supportive of sustainability measures.



SKEPTICISM IN THE PRAIRIES

The Prairies display the lowest agreement levels across most climate policy statements. For example, only 23.8% of Prairie residents believe Canada will meet its climate commitments, and just 24.2% agree that “carbon taxes are effective at reducing greenhouse gas emissions.” Even the perceived economic benefits of climate policies are met with skepticism, with agreement at only 45.4%, the lowest among all regions.

This skepticism reflects the region’s economic dependence on emissions-intensive industries like agriculture and energy, which are particularly vulnerable to climate regulations. Policies like the fertilizer emissions reduction target and the global methane pledge could have significant economic impacts on Alberta and Saskatchewan, leading to concerns about job losses and increased production costs. These challenges underline the need for tailored interventions that address the unique vulnerabilities of Prairie economies.

NEUTRALITY ON CLIMATE POLICIES SIGNALS PUBLIC UNCERTAINTY

While skepticism is strong in some regions, many Canadians remain undecided about climate policies, suggesting uncertainty rather than outright opposition. Between 25–40% of respondents selected “Neither Agree nor Disagree” for at least one climate policy question, with Ontario showing the highest neutrality (~34%).

Economic uncertainty appears to be a key factor—33.7% of Ontarians are unsure whether Canada’s climate commitments will benefit the economy. Similarly, 27.7% remain neutral on carbon taxes, indicating that many lack clear information about their effectiveness.

Rather than focusing solely on changing the minds of skeptics, public engagement efforts should prioritize the “movable middle”—those who aren’t opposed but need better information to form stronger opinions on climate action.

BROAD SKEPTICISM TOWARD INTERNATIONAL COMMITMENTS

Agreement with “Canada should do more to meet its international climate commitments” remains low across all provinces, with no region exceeding 18% agreement. Even in provinces like Quebec and BC, agreement is only 12.6% and 15.5%, respectively. This resistance suggests a widespread perception that international commitments prioritize global goals over local needs. Policymakers must focus on reframing these commitments in terms of tangible benefits for Canadian communities, such as increased agricultural resilience or clean energy investment.

ECONOMIC FRAMING RESONATES ACROSS REGIONS

The strongest levels of agreement across all provinces are for “Canada’s climate commitments benefit the economy,” ranging from 45.4% in the Prairies to 68.1% in Quebec. This suggests that framing climate policies as economic opportunities—rather than regulatory burdens—resonates broadly, even in more skeptical regions. Targeted outreach strategies should emphasize job creation, industry resilience, and innovation opportunities tied to climate policy, particularly in regions with higher skepticism or neutrality.

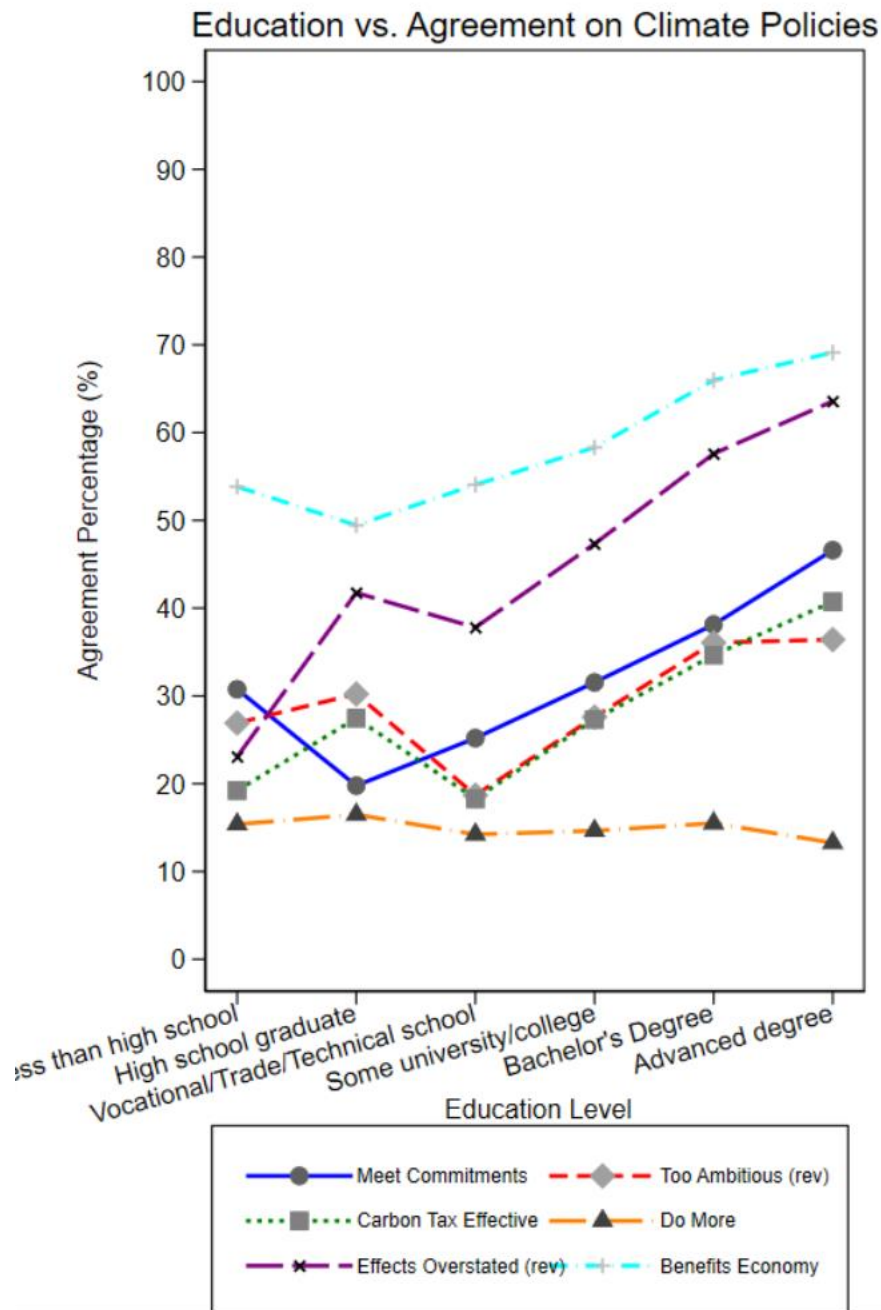


Figure 2. Impact of education level on agreement on climate policies.

The figure reveals significant educational divides in public opinion on climate policies, particularly regarding their economic and environmental impacts. Agreement that "Canada's climate commitments benefit the economy" is relatively high across all groups, starting at ~53% for less than high school and climbing to ~70% for advanced degrees. This suggests that policies framed around economic benefits resonate broadly but gain stronger traction among highly educated groups.



Skepticism about climate change declines sharply with education. Agreement with the reverse-coded statement "the effects of climate change are overstated" starts at ~30% for less than high school but approaches 0% among advanced degrees. Similarly, the belief that "carbon taxes are effective at reducing GHG emissions" rises from ~20% for less than high school to ~34% for advanced degrees. These trends highlight the importance of education in building trust in climate science and acceptance of policy tools like carbon taxes.

However, some policies face widespread skepticism regardless of education. Agreement with "Canada should do more to meet international climate commitments" remains consistently low at ~15% across all education levels. This suggests a perception that international commitments are either unrealistic or disconnected from local priorities. Additionally, the belief that "Canada's climate commitments are too ambitious" hovers around ~30% across all education levels, indicating a baseline skepticism about the feasibility of these goals.

Table 2. Combined Preferences for Government Involvement in Agricultural Emission Reductions

Category	No Gov. Involvement	Financial Incentives Only	Mandatory + Financial Support	Mandatory Without Support	Total
Urban/Suburban	9.03%	32.55%	48.14%	10.28%	100%
Rural/Other	10.13%	35.95%	44.77%	9.15%	100%
Low Income	8.05%	34.40%	47.15%	10.40%	100%
Middle Income	7.64%	34.48%	48.21%	9.67%	100%
High Income	12.48%	30.13%	47.02%	10.36%	100%

Next, we explored what is consumers preferred level of government interventions with the question *"How should the federal government encourage a reduction in agriculture-based greenhouse gas emissions?"*. Survey respondents were asked to select their most preferred option regarding government intervention in reducing agriculture-based greenhouse gas emissions, ranging from no incentives or regulations, financial incentives for voluntary reductions, mandatory practices with federal financial support, to mandatory practices without federal financial support. Public preferences for reducing agriculture-based greenhouse gas emissions reveal consistent support for mandatory measures tied to financial support, particularly among urban/suburban (48.14%) and middle-income (48.21%) respondents. Rural communities (35.95%) and low-income groups (34.40%) show a stronger preference for financial incentives alone, highlighting their reliance on economic assistance. High-income respondents (12.48%) exhibit greater skepticism, favoring no government involvement at higher rates than other groups. Policies should prioritize flexible financial incentives for rural and low-income communities, while targeted outreach campaigns are needed to address high-income resistance and emphasize the economic benefits of mandatory measures.

AGRICULTURAL POLICY: FOOD SECURITY & PRODUCER SUPPORT

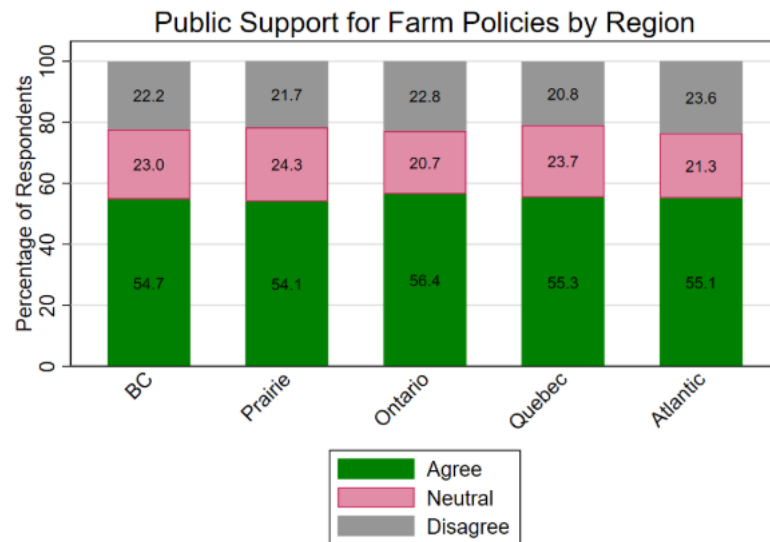


Figure 3

We find broad support for farm policies across Canada, with agreement levels ranging from 54.1% in the Prairies to 56.4% in Ontario, indicating widespread recognition of the importance of government involvement in agriculture. Neutral responses, highest in the Prairies (24.3%) and lowest in Ontario (20.7%), suggest some uncertainty, particularly in regions where agriculture is economically significant. Disagreement is minimal, ranging from 20.8% in Quebec to 23.6% in Atlantic Canada, reflecting limited opposition. These findings highlight the need for regionally tailored policies that address local priorities and targeted outreach to reduce uncertainty in key agricultural regions.

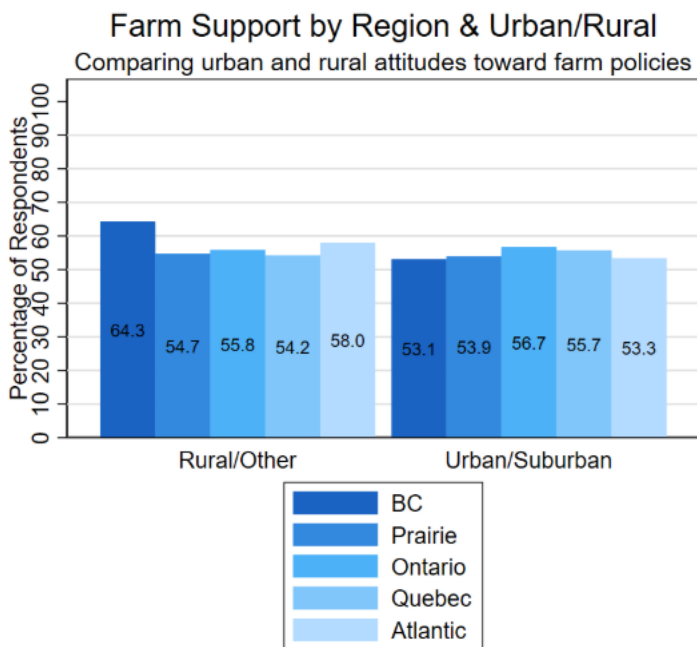


Figure 4

Public support for farm policies varies significantly across regions and between urban and rural populations, with rural Canadians—particularly in British Columbia (64.3%)—showing the strongest backing for government intervention. Urban and suburban agreement is more moderate, ranging from 53.1% (BC) to 56.7% (Ontario), reflecting differing priorities tied to proximity to agriculture. Rural respondents consistently favor policies like subsidies and price controls, likely due to their direct economic reliance on agriculture and vulnerability to market fluctuations. In contrast, urban populations, while supportive, prioritize food security over direct farm aid, signaling a need to reframe agricultural policies as tools for national stability. These findings highlight the importance of understanding regional and demographic differences in attitudes toward agricultural policies, as they reveal the complex interplay between economic reliance, geographic context, and public priorities. Balancing these perspectives will be critical for designing policies that address both rural and urban concerns while ensuring a resilient national food system.

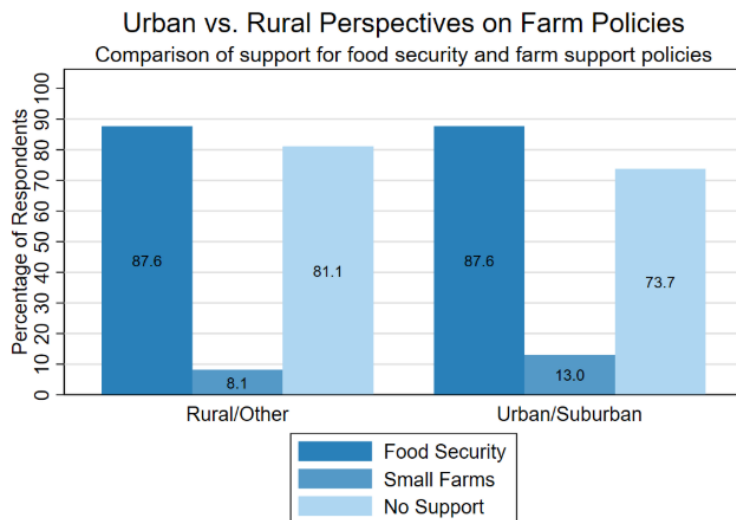
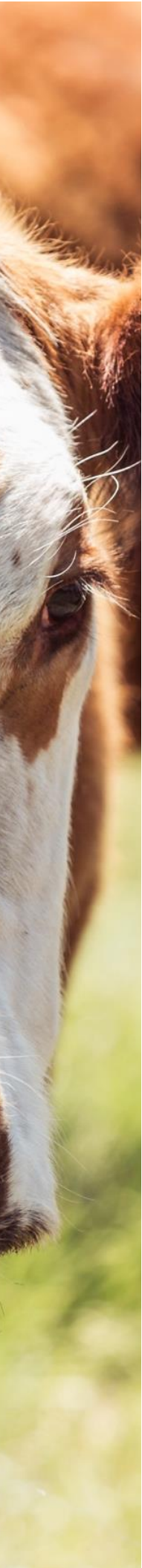


Figure 5



The grouped bar chart highlights distinct urban-rural divides in support for agricultural policies. While 87.6% of both urban/suburban and rural respondents agree the federal government bears responsibility for ensuring food security—reflecting a shared national priority—rural communities diverge sharply on other measures. Rural respondents show stronger support for prioritizing small-scale farms (81.1% vs. 73.7% urban), underscoring their direct economic dependence on agriculture. Conversely, rural populations are far less likely to endorse ending financial support for farmers (8.1% agreement vs. 13.0% urban), a stance likely tied to the sector’s outsized role in rural livelihoods. These patterns reveal a critical tension: rural communities prioritize localized farm assistance due to economic vulnerability, while urban populations, though broadly supportive of food security, are less aligned with direct agricultural subsidies. Bridging this gap requires policies that reconcile rural needs (e.g., stabilizing small farms) with urban priorities (e.g., systemic food resilience), ensuring agricultural interventions are framed as investments in national stability.

AGRI-ENVIRONMENTAL POLICIES: PUBLIC SUPPORT FOR REGULATIONS & TRADE-OFFS

Table 3. Public Support for GHG Mandates by Region (%)

Region	CAG_BMP Agree	CAG_BMP Neutral	CAG_BMP Disagree	CAG_Limits Agree	CAG_Limits Neutral	CAG_Limits Disagree
BC	57.1	25.3	17.6	39.5	33.5	27.0
Prairie	46.0	30.5	23.5	25.5	34.1	40.4
Ontario	59.3	24.4	16.3	36.5	36.8	26.6
Quebec	64.7	25.1	10.2	46.7	32.3	20.9
Atlantic	53.3	24.6	22.1	27.1	38.5	34.4
Total	56.1	26.0	18.0	35.1	35.1	29.9

Public support for mandatory farm-level sustainability measures (CAG_BMP) such as support for the statement “Farmers should be required to adopt measures that reduce greenhouse gas emissions” is strongest in Quebec (64.7%) and Ontario (59.3%), reflecting a higher willingness to adopt GHG reduction mandates. However, the Prairies exhibit lower support (46.0%) and higher disagreement (23.5%), likely reflecting concerns about economic reliance on emissions-intensive agriculture. For production limits on high-carbon agricultural products, the agreement for CAG_Limits i.e., the statement “The federal government should implement production controls (i.e., by limiting total output) for agricultural products with large carbon footprints” is lower overall, peaking in Quebec (46.7%) but dropping to just 25.5% in the Prairies. High neutrality rates (~35%) across regions signal public uncertainty, indicating a need for clearer communication about the benefits of these policies. Tailored incentives and targeted outreach are critical for building consensus, especially in skeptical regions like the Prairies.

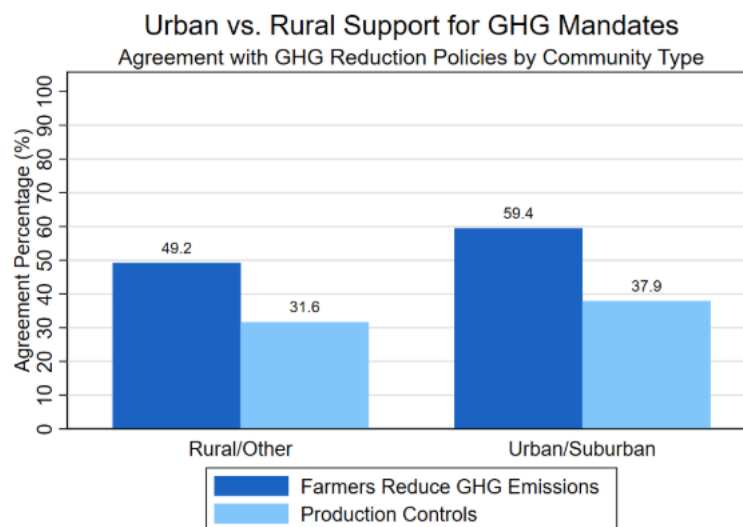


Figure 6

Support for GHG reduction policies differs significantly between urban and rural respondents. Urban/suburban populations show higher agreement with both requiring farmers to adopt GHG measures (59.4%) and implementing production controls for high-carbon products (37.9%), compared to rural respondents (49.2% and 31.6%, respectively). This urban-rural divide highlights the need for targeted outreach and financial incentives in rural areas to address concerns and build support for agri-environmental regulations. Tailoring policies to these differences will be critical for ensuring equitable and effective implementation.

Table 4. Public Support for GHG Mandates by Income & Education

Income Group	Education Level	Support for GHG Reduction (%)	Support for Production Limits (%)
Low Income	Less than high school	27.8%	38.9%
	High school graduate	48.6%	36.0%
	Vocational/Trade/Technical school	51.8%	41.1%
	Some university/college	57.0%	35.6%
	Bachelor's Degree	59.3%	37.3%
	Advanced degree	55.9%	52.5%
Middle Income	Less than high school	50.0%	50.0%
	High school graduate	52.4%	28.6%
	Vocational/Trade/Technical school	50.0%	26.3%
	Some university/college	60.9%	40.6%
	Bachelor's Degree	58.6%	37.7%
	Advanced degree	67.5%	41.0%
High Income	High school graduate	62.1%	37.9%
	Vocational/Trade/Technical school	50.0%	37.0%
	Some university/college	48.7%	23.1%
	Bachelor's Degree	62.6%	34.1%
	Advanced degree	64.2%	38.5%

Support for mandatory GHG reduction measures for farmers (CAG_BMP) increases with education, regardless of income level. Among low-income respondents, agreement rises from 27.8% (less than high school) to 59.3% (bachelor's degree holders), highlighting a significant knowledge gap that may shape policy attitudes. Similarly, support for production limits on high-carbon agriculture (CAG_Limits) fluctuates but remains lower across all income groups, with agreement hovering between 35–41%.

The data underscores two key policy challenges: (1) Skepticism among lower-educated individuals perhaps suggests a need for targeted outreach and farmer education programs to bridge the information divide. (2) Even among higher-educated groups, support for production limits remains moderate, suggestive of economic concerns—particularly in agriculture-dependent regions—dampening public acceptance.

A close-up, vertical photograph of a horse's head, showing its eye and mane, positioned on the left side of the page.

CONCLUSION

Public opinion on climate and agricultural policies in Canada reflects deep regional, educational, and economic divides, underscoring the need for flexible, adaptive policy design. While Quebec and British Columbia exhibit strong support for sustainability measures, Prairie skepticism remains entrenched, driven by economic reliance on emissions-intensive industries. Rural communities overwhelmingly support farm subsidies (81.1%) but oppose production limits, reflecting concerns about market instability and financial risk. Conversely, urban respondents prioritize systemic food security, indicating a shift toward consumer-oriented interventions rather than direct farm aid.

Educational attainment plays a decisive role in shaping public opinion: support for climate policies rises with education, yet even among highly educated groups, doubts persist over the feasibility of international commitments. This highlights the limits of one-size-fits-all approaches and reinforces the importance of framing climate action as an economic opportunity rather than a regulatory burden.

For effective policy adoption, interventions should be regionally tailored—for example, linking financial incentives to sustainability mandates in skeptical regions while piloting stricter GHG regulations in high-trust provinces like Quebec and Ontario. Additionally, targeted education and outreach campaigns should address public neutrality and skepticism, ensuring that policies are both understood and accepted. Bridging these gaps will be critical to ensuring that climate policies are not just ambitious but also politically and economically viable.

POLICY RECOMMENDATIONS

- **Tailor climate and agricultural policies to regional priorities**, such as piloting production limits in Quebec (where support is high) and prioritizing economic incentives for emissions reductions in the Prairies (where skepticism is entrenched).
- **Frame climate policies as drivers of economic resilience**, emphasizing job creation in renewable energy and agricultural innovation to align with local priorities in skeptical regions.
- **Invest in targeted education campaigns** to bridge knowledge gaps among less-educated and rural populations, using farmer-led workshops and simplified messaging to build trust in carbon pricing and sustainability mandates.
- **Leverage urban-rural partnerships** to align food security goals with farm support, such as funding programs that link urban consumer demand for sustainable products with rural adoption of climate-friendly practices.
- **Design flexible financial incentives** (e.g., carbon credits, green subsidies) to encourage voluntary adoption of emission-reducing practices, particularly in rural areas where resistance to mandates is high.



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