

## **POLI 3220: Intergovernmental Relations in Canada**

Tuesday and Thursdays  
1:05 p.m. to 2:25 p.m.

Location: LSC P4263

### **Instructor: Dr. Kristin Good**

Associate Professor, Department of Political Science

Office: 357 Henry Hicks

Telephone: 902-494-1944

E-mail: [Kristin.Good@Dal.Ca](mailto:Kristin.Good@Dal.Ca)

Office Hours: Tuesdays and Thursdays from 11-12:30 p.m.; Wednesdays from 12-1 p.m.; or by appointment

### **Course Description**

In this course we examine the institutions and processes of intergovernmental relations in Canada as well as explore their impact on public policy-making. A major theme is how federalism structures intergovernmental processes, public policy outputs, and implementation. Nevertheless, although the federal-provincial relationship is important to structuring policy-making, we extend our empirical terrain to multi-level governance processes and other “orders of government” including municipalities and aboriginal governments.

The first part of the course is devoted to the institutional foundations of intergovernmental relations and, the second half, to public policy areas. We cover a wide range of policy areas in class including: health care, child care, immigration, multiculturalism, language, K-12 education, post-secondary education, labour market training, environment, trade and economic development. Other policy areas will be introduced through student presentations. The course concludes by assessing the course material through two lenses, one demographic and the other analytical. More specifically, in the penultimate class we ask how Canada’s intergovernmental system contributes to the extent to which Canadian cities are “child friendly”. In the final class we assess the course material using the analytical framework developed by the authors of the course textbook.

### **Format**

The course will be offered in a seminar format with short introductory remarks by the instructor and extensive student participation.

## **Required Texts and Reading Materials**

Bakvis, Herman and Grace Skogstad. Eds. 2012. *Canadian Federalism: Performance, Effectiveness, and Legitimacy (Third Edition)*. Toronto: Oxford University Press.

Either links to or pdfs of additional reading materials will be provided on BBL.

## **Learning Objectives**

The course's primary learning objectives are the following:

Students will ...

Develop an in-depth understanding of how Canada's political institutions (with an emphasis on federalism) influence policy development.

Garner an appreciation for the multi-level dimensions of Canadian politics and policy-making.

Become familiar with some of the most important public policy areas in Canada.

Hone reading comprehension skills by being asked to read, digest and analyze reading material.

Strengthen oral and written communication skills by writing short analytical pieces on the readings (discussion papers) and through participation in small group (instructor-led) discussions of the material.

Improve analytical skills and one's ability to develop a sound argument by filtering the readings/course material through assigned question.

Develop research and paper writing skills.

## **Course Assessment and Requirements**

### **Requirements**

Class participation	10%
Current event/issue presentation	10%
Discussion papers (see below for deadlines and details)	25 %
Mini paper on federalism and policy (Due: April 9 <sup>th</sup> )	20%
Research paper (Due: April 2 <sup>nd</sup> )	35%

## **Grading Scale**

Dalhousie University uses a common grading scale which reproduced below. It is taken from the Undergraduate Calendar 2014-2015 which is available at the following website:  
[http://www.dal.ca/academics/academic\\_calendars/Undergraduate\\_Calendar\\_2014\\_2015/Academic\\_Regulations.html](http://www.dal.ca/academics/academic_calendars/Undergraduate_Calendar_2014_2015/Academic_Regulations.html)

### **17.1 Grade Scale and Definitions**

---

Grade	Grade Point Value		Definition
A+	4.30	90-100	Excellent
A	4.00	85-89	
A-	3.70	80-84	
			Considerable evidence of original thinking; demonstrated outstanding capacity to analyze and synthesize; outstanding grasp of subject matter; evidence of extensive knowledge base.
B+	3.30	77-79	Good
B	3.00	73-76	
B-	2.70	70-72	
			Evidence of grasp of subject matter, some evidence of critical capacity and analytical ability; reasonable understanding of relevant issues; evidence of familiarity with the literature.
C+	2.30	65-69	Satisfactory
C	2.00	60-64	
C-	1.70	55-59	
			Evidence of some understanding of the subject matter; ability to develop solutions to simple problems; benefitting from his/her university experience.

---

---

D	1.00	50-54	Marginal Pass	Evidence of minimally acceptable familiarity with subject matter, critical and analytical skills (except in programs where a minimum grade of "C" or "C+" is required).
F	0.00	0-49	Inadequate	Insufficient evidence of understanding of the subject matter; weakness in critical and analytical skills; limited or irrelevant use of the literature.
INC	0.00		Incomplete	
W	Neutral and no credit obtained		Withdrew after deadline	
ILL	Neutral and no credit obtained		Compassionate reasons, illness	
P	Neutral		Pass	
TR	Neutral		Transfer credit on admission	

---

---

Pending      Neutral

Grade not  
reported

---

## **Elaboration of Assignments**

### **Participation**

Active participation in seminar discussions is expected of all members of the group.

The participation grade will be assigned on the basis of the quality of students' interventions in class discussions. Essentially, it will assess students' knowledge and analysis of readings as well as their ability to express their ideas clearly and effectively through oral communication.

### **Discussion Papers**

Students will be asked to write **5 discussion papers** on the foundational material of the course. More specifically, they will cover the material in Sections II-VI of the course.

Discussion papers will answer a “fundamental question” that is provided in the syllabus. They should draw upon ALL of the assigned readings for the week (and cite them). The idea is to summarize the ideas analytically and, when appropriate, to develop a dialogue among the authors in response to the assigned question asking, for instance, ‘how would each author answer the question?’ as well as ‘where do the authors of the readings differ in their perspective and on what points do they share common ground?’

Discussion papers should be **one single-spaced page in length** (12 point font) and raise a question for class discussion at the bottom of the page.

Discussion papers must be e-mailed to me no later than 3 p.m. on the Monday afternoon of the week that the material will be covered in class.

I will incorporate issues and questions raised in the discussion paper into the questions for discussion in class.

**Discussion papers and the “mini policy paper” (discussed below) replace an exam requirement for the course.** They are designed as a way to assess students' knowledge of the material without testing as well as to assess analytical and communication skills more than memorization. Furthermore, the discussion papers are designed to raise the level of discussion in the class since all students will not only have read the readings but will have considered them thoughtfully.

## **Current Issue in IGRs Presentation**

Each student will be asked to make a presentation to the class on a “current issue in IGRs” in the second part of the course (after reading week). These presentations will be scheduled in the first few weeks of classes.

Students should send me a newspaper article, an executive summary of a report or media release (produced by government or an organization in civil society) that raises a policy question or issue with implications for intergovernmental relations in Canada as well as a central question that will be addressed in their presentation. This information should be sent to me by Monday at 3:00 p.m. the week of the presentation **at the latest**.

The presentation should be about 10 minutes in length. The presentation should introduce the current event to the class, explain why it raises an important issue related to IGRs in Canada and discuss how the issue speaks to the course material. Students should also raise one or two questions for class discussion of the issue.

If you plan to use Point Power slides or want to project any material then please send it to me in advance.

Students are encouraged to use this assignment as an opportunity to develop a research topic for their research papers (see below).

## **Mini Policy Paper**

Students will be asked to write a mini policy paper that compares the effects of federalism on policy by engaging with all of the material covered in the second half of the course (on policy). The paper is **due on April 9<sup>th</sup> (in class)**. More specifically, the paper should answer the following question:

What lessons can one draw concerning the effect of federalism on policy-making in Canada?

The paper should be eight double-spaced pages in length and should draw upon the readings assigned in the second half of the course. A title page and works cited page are not required. The paper should cite the sources listed in the syllabus. Additional research is not required. However, if the paper does cite additional sources then full references should be provided on a separate works cited page.

This paper is meant to replace the need to examine students on the material. Essentially, it constitutes a take-home exam with the question provided in advance.

The “mini paper” will be evaluated in the following way:

1. Quality of the analysis.
2. Ability to identify generalizations among policy areas.
3. Comprehensiveness.
4. Demonstrated knowledge and understanding of the material covered in class and in the course readings.
5. Clarity of the writing and the paper’s organization.

### **Research Paper**

Deadline: April 2<sup>nd</sup>, 2015

Students will be expected to develop their own research topic in consultation with the instructor. It should engage with one of the central themes of the course. Students are encouraged to use their ‘current issue in IGRs’ presentation a starting point for their papers.

Papers should be 12 double-spaced pages in length not including the title page and bibliography.

The research essay answer will be evaluated in the following way:

1. Quality and breadth of the research
2. Organization
3. Substance and quality of the analysis of the material
4. Accuracy
5. Clarity of the writing

Although it is not a requirement of the course, I strongly encourage students to submit their papers for publication to the following online journal if they receive a grade of “A” or “A+” on them in this course. The deadline for papers is in January. Therefore, papers produced in this class should be submitted in the following academic year (before January 2016).

Undergraduate students: *Federalism-E: Canada’s Undergraduate Federalism Journal.*  
[www.federalism-e.ca](http://www.federalism-e.ca)

## Basic Rules of the Class

### **Attendance**

Since the class is a seminar, attendance is mandatory. Any student who misses more than three classes will not be given credit for the course. Missing classes will have a negative impact on one's grade.

### **Late Penalties**

Research papers submitted after April 2<sup>nd</sup> will be penalized by 5% per day (excluding weekends). If your assignment is late then it can be submitted to the Department of Political Science office (301 Henry Hicks). Please have your assignment dated and initialed if you submit it to the Department's main office.

Late discussion papers and mini policy papers will receive grades of "O".

Late penalties will be waived for exceptional reasons (such as medical and family emergencies) if the proper documentation is provided.

### **Academic Integrity**

All students in this class are to read and understand the policies on plagiarism and academic honesty as referenced in the Undergraduate Calendar available at: [http://www.dal.ca/academics/academic\\_calendars.html#12](http://www.dal.ca/academics/academic_calendars.html#12)

More information on academic integrity and support services for students is available on the following Dalhousie University website:

[http://www.dal.ca/dept/university\\_secretariat/academic-integrity.html](http://www.dal.ca/dept/university_secretariat/academic-integrity.html)

Ignorance of such policies is no excuse for violations.

### **Accessibility Services**

Students may request accommodation as a result of barriers experienced related to disability, religious obligation, or any characteristic protected under Canadian human rights legislation.

Students who require academic accommodation for either classroom participation or the writing of tests and exams should make their request to the Advising and Access Services Center (AASC) prior to or at the outset of the regular academic year. Please visit [www.dal.ca/access](http://www.dal.ca/access) for more information and to obtain the Request for Accommodation form.

A note taker may be required as part of a student's accommodation. There is an honorarium of \$75/course/term (with some exceptions). If you are interested, please contact AASC at 494-2836 for more information or send an email to [notetaking@dal.ca](mailto:notetaking@dal.ca)

Please note that your classroom may contain specialized accessible furniture and equipment. It is important that these items remain in the classroom, untouched, so that students who require their usage will be able to fully participate in the class.

## **Course Agenda**

### **I. Introduction and Analytical Frameworks**

#### **January 6<sup>th</sup>: Introduction to the Course**

No reading

#### **January 8<sup>th</sup>: Basic Institutions, Historical Evolution and Analytical Frameworks**

Bakvis, Herman and Grace Skogstad. 2012. “Canadian Federalism: Performance, Effectiveness, and Legitimacy,” in *Canadian Federalism* (Chapter 1)

Hooghe, Liesbet and Gary Marks. 2003. “Unraveling the Central State, but How? Types of Multi-level Governance,” *American Political Science Review*. 97, 2: 233-243.

### **II. The Political Economy of Intergovernmental Relations in Canada**

#### **Question for discussion paper #1 (Due: Monday, January 12<sup>th</sup>):**

What implications does Canada’s social and economic diversity have for intergovernmental relations?

#### **January 13<sup>th</sup>: Regionalism and Quebec**

Garth Stevenson. 2012. “The Political Economy of Regionalism and Federalism,” in *Canadian Federalism* (Chapter 2)

David Cameron. 2012. “Quebec and the Canadian Federation,” in *Canadian Federalism* (Chapter 3)

#### **January 15<sup>th</sup>: The Political Economy of Cities**

Andrew, Caroline. 2001. “The Shame of Ignoring the Cities,” *Journal of Canadian Studies*. 35, 4: 100-110.

### **III. Institutions and Processes of Intergovernmental Relations**

#### **Question for discussion paper #2 (Due: Monday, January 19<sup>th</sup>):**

How well do Canadian political institutions manage regional differences and conflict?

#### **January 20<sup>th</sup>: Intergovernmental Relations and Parliament**

Simeon, Richard and Amy Nugent. 2012. “Parliamentary Canada and Intergovernmental Canada: Exploring the Tensions,” in *Canadian Federalism* (Chapter 4)

Bakvis, Herman and A. Brian Tanguay. 2012. “Federalism, Political Parties, and the Burden of National Unity: Still Making Federalism Do the Heavy Lifting?,” in *Canadian Federalism* (Chapter 6)

#### **January 22<sup>nd</sup>: Intergovernmental Relations and the Courts**

Baier, Gerald. 2012. “The Courts, the Constitution, and Dispute Resolution” in *Canadian Federalism* (Chapter 5)

### **IV. Municipalities and Governing City-Regions**

#### **Question for discussion paper #3 (Due: Monday, January 26<sup>th</sup>):**

How do intergovernmental relationships influence the extent to which cities are governed effectively and legitimately?

#### **January 27<sup>th</sup>: Cities and Municipalities in the Intergovernmental System**

Sancton, Andrew. 2012. “The Urban Agenda,” in *Canadian Federalism* (Chapter 16)

#### **January 29<sup>th</sup>: Horizontal Relations among Municipalities**

Bish, Robert L. 2001. “Local Government Amalgamations: Discredited Nineteenth-Century Ideals Alive in the Twenty-First,” C.D. Howe Institute Commentary No. 150, March 2001. Available online: <http://www.cdhowe.org/pdf/bish.pdf>

### **V. Fiscal Federalism and Municipal Finance**

#### **Question for discussion paper #4 (Due: Monday, February 2<sup>nd</sup>):**

Is the Canadian federation fiscally balanced? If not, then what ought to be done to address the imbalance/s?

### **February 3<sup>rd</sup>: Fiscal Federalism**

Brown, Douglas. 2012. "Fiscal Federalism: Maintaining Balance?," in *Canadian Federalism* (Chapter 7)

### **February 5<sup>th</sup>: Municipal Finance**

Kitchen, Harry and Enid Slack. 2003. "Special Study: New Finance Options for Municipal Government," *Canadian Tax Journal*. 51, 6: 2215-2275.

## **VI. Aboriginals and Aboriginal Governments in the Intergovernmental System**

### **Question for discussion paper #5 (Due: Monday, February 9<sup>th</sup>):**

What is the nature of the "emerging mosaic" of Aboriginal multilevel governance? Do current intergovernmental relationships address the concerns of all Aboriginal peoples?

### **February 10<sup>th</sup>: Aboriginal Treaties and Forms Self-Government**

Papillon, Martin. 2012. "Canadian Federalism and the Emerging Mosaic of Aboriginal Multilevel Governance," in *Canadian Federalism* (Chapter 15)

### **February 12<sup>th</sup>: Aboriginals in Urban Centres**

Peters, Evelyn J. 2007. "First Nations and Métis People and Diversity in Canada Cities," In Keith Banting, Thomas J. Courchene and F. Leslie Seidle Eds. *Belonging? Diversity, Recognition and Shared Citizenship in Canada*. Montreal: IRPP, 207-245.

\*\*\*\*\* Reading Week: No Classes on February 17<sup>th</sup> and 19<sup>th</sup>

## **Policy Area 1: Social Policy**

### **February 24<sup>th</sup>: Theoretical Perspectives**

Banting, Keith. 2012. "The Three Federalisms Revisited: Social Policy and Intergovernmental Decision-Making," in *Canadian Federalism* (Chapter 8)

## **February 26<sup>th</sup>: Policy Areas**

### **Health Care Policy**

Maioni, Antonia. 2012. "Health Care," in *Canadian Federalism* (Chapter 9)

### **Child Care Policy**

Friendly, Martha and Linda White. 2012. "'No-lateralism': Paradoxes in Early Childhood Education and Care Policy in the Canadian Federation," in *Canadian Federalism* (Chapter 10)

## **Policy Area 2: Education Policy and Labour Market Training**

### **March 3<sup>rd</sup>: K-12 Education**

Wallner, Jennifer. 2010. "Beyond National Standards: Reconciling Tension between Federalism and the Welfare State," *Publius* 40, 4: 646-671.

### **March 5<sup>th</sup>: Post-secondary Education Policy and Labour Market Training**

Haddow, Rodney. 2012. "Federalism and Economic Adjustment: Skills and Economic Development in the Face of Globalization" in *Canadian Federalism* (Chapter 12)

*Additional/Optional:*

Bakvis, Herman. 2007. "The Knowledge Economy and Post-Secondary Education: Federalism in Search of a Metaphor," in *Canadian Federalism (Second Edition)* (Chapter 10). Oxford University Press, pp. 205-222.

## **Policy Area 3: Environmental Policy**

### **March 10<sup>th</sup>: The Federal-Provincial Relationship**

Winfield, Mark and Douglas Macdonald. 2012. "Federalism and Climate Change Policy," in *Canadian Federalism* (Chapter 13).

### **March 12<sup>th</sup>: The Municipal Role in Environmental Policy**

Gore, Christopher, Pamela Robinson and Richard Stren. 2012. Governance and Climate Change: Assessing and Learning from Canadian Cities. In *Cities and Climate Change: Responding to an Urgent Agenda*, Volume 2. Washington, DC: World Bank, 2012 pp. 538-563.

Gore, Christopher D. 2010. "The Limits and Opportunities of Networks: Municipalities and Canadian Climate Change Policy," *Review of Policy Research*. 27, 1: 27-46.

### **Policy Area 4: Language Policy**

#### **March 17<sup>th</sup> - Overview**

Mackey, William F. 2010. "History and Origins of Language Policies in Canada," in Michael A. Morris. Ed. *Canadian Language Policies in Comparative Perspective*. Montreal and Kingston: McGill-Queen's University Press, Pp. 18-66.

Richez, Emmanuelle. 2012. "Francophone Minority Communities: The Last Constitutional Status-Bearers of Trudeau's Constitutional Language Regime," *International Journal of Canadian Studies*. 45-46: 35-53.

*Additional/Optional:*

Hudon, Marie-Ève. 2011. "Language Regimes in the Provinces and Territories," Legislative Affairs Division, Parliamentary Information and Research Service, Library of Parliament, Canada, Publication No. 2011-66-E, July 20, 2011. Available online: <http://img.ekocard.ekoforms.com/prj/phpF7o9Iv1351622969.pdf>

#### **March 19<sup>th</sup> – Urban and Multilevel Dimensions**

Bourgeois, Daniel and Yves Bourgeois. 2005. "Territory, Institutions and National Identity: The Case of Acadians in Greater Moncton, Canada," *Urban Studies* 42, 7 (June): 1123-1138.

## **Policy Area 5: Immigration, Immigrant Settlement and Multiculturalism Policy**

### **March 24<sup>th</sup> – The Federal-Provincial Relationship**

Banting, Keith G. 2012. “Remaking Immigration: Asymmetric Decentralization and Canadian Federalism,” in *Canadian Federalism* (Chapter 14).

### **March 26<sup>th</sup> – Urban and Multilevel Dimensions**

Good, Kristin. 2005. “Patterns of Politics in Canada’s Immigrant-Receiving Cities and Suburbs: How Settlement Patterns Shape the Municipal Role in Multiculturalism Policy,’ *Policy Studies*. 26, 3 and 4: 261-89.

## **Policy Area 6: Globalization, Trade and Economic Development Policy**

### **March 31<sup>st</sup> – Trade Policy**

Skogstad, Grace. 2012. “International Trade Policy and the Evolution of Canadian Federalism,” in *Canadian Federalism* (Chapter 11).

### **April 2<sup>nd</sup> – Governing Urban Development**

Bramwell, Allison and David A. Wolfe. 2014. “Dimensions of Governance in the Megacity: Scale, Scope, and Coalitions in Toronto,” in Neil Bradford and Allison Bramwell Eds. *Governing Urban Economies: Innovation and Inclusion in Canadian City-Regions*. Toronto: University of Toronto Press, pp. 58-87.

Bourgeois, Yves. 2014. “The Bumpy Road to Regional Governance and Inclusive Development in Greater Moncton,” in Neil Bradford and Allison Bramwell Eds. *Governing Urban Economies: Innovation and Inclusion in Canadian City-Regions*. Toronto: University of Toronto Press, pp. 273-294.

## **Course Conclusion: Assessing the Responsiveness of the Canadian Intergovernmental System**

### **April 7<sup>th</sup>: Intergovernmental Relations and Child Friendly Communities**

Bartlett, Sheridan, Roger Hart, David Satterthwaite, Ximena de la Barra and Alfredo Missair. 1999. *Cities for Children: Children's Rights, Poverty and Urban Management*. Unicef, London, UK: Earthscan Publications Ltd. Read the following chapters:

“The Convention on the Rights of the Child,” (Chapter 1), pp. 4-15.

“The Context of Local Government,” (Chapter 13), pp. 236-247.

“Practical Implications for Local Government,” (Chapter 14), pp. 248-271.

### **April 9<sup>th</sup>: An Assessment of the Performance, Effectiveness and Legitimacy of the Intergovernmental Institutions and Processes**

Skogstad, Grace and Herman Bakvis. 2012. “Conclusion: Taking Stock of Canadian Federalism,” in their *Canadian Federalism* (Chapter 18).