Surveys key issues in Canadian federalism in relation to public administration and public policy. Explores the role of federal and provincial governments in a broad range of policy areas such as economic policy, social policy, environmental policy, and immigration policy as well as providing a thorough grounding in fiscal federalism.

This term the course will concentrate on federal-provincial-territorial relations in Canada, including the division of powers within the Canadian federation, the special status of Quebec and fiscal relations between the federal government and the provinces and territories. We will also consider the impact of federalism on various policy fields, on cities and local government and on relations between Aboriginal peoples and federal, provincial and municipal governments. Whenever possible we will also compare the Canadian federation with other federal systems of government around the world.

Lecture: 3 hours
Course credit exclusions: AP/PPAS 3195 3.00, AP/PPAS 3140 3.00, AP/HREQ 3140 3.00. Prior to Fall 2009, course credit exclusion: AK/POLS 3140 3.00

CLASSES: 3 hours per week
Wednesday 4 - 7 pm
Classroom: Stong College SC 218

INSTRUCTOR:

James McAllister, BA (Manitoba), MA (Carleton), PhD (Carleton)

Office: Room 127, McLaughlin College
Office Hours: Wednesday 3 – 4 pm and 7 – 8 pm
Before or after the class, during the class breaks or by appointment with the instructor

Email Address: mcallist@yorku.ca  james.mcallister@sympatico.ca
There are two required textbooks for this course. Please purchase or borrow new or used copies of both the textbooks. Each week, specific chapters will be identified as required reading. You will be expected to have read those chapters before coming to class. You will also see that each week there are recommended readings for that week and you should try to read as many of those as possible. Both the required readings and the recommended readings will be helpful if you write a research essay on that topic. All of this material will be available on reserve in the library or on Moodle.

REQUIRED TEXTS:

Contested Federalism: Certainty and Ambiguity in the Canadian Federation by Herman Bakvis, Gerald Baier and Douglas Brown (Oxford University Press, 2009)


Additional required readings will be placed on the intranet.

SUGGESTED FURTHER READING:

Further readings are to be found in Bakvis, Baier and Brown in the list of References at the back of the book and in Bakvis and Skogstad at the conclusion of each chapter.

Unfulfilled Union: Canadian Federalism and National Unity, Fifth Edition by Garth Stevenson (McGill-Queen’s University Press, 2009)

Intergovernmental Policy Capacity in Canada: Inside the Worlds of Finance, Environment, Trade, and Health by Gregory J. Inwood, Carolyn M. Johns, and Patricia L. O’Reilly (McGill-Queen’s University Press, 2011)


Relevant chapters of any current introductory Canadian government and politics textbook. Many are available, but a particularly good one is by Rand Dyck and Christopher Cochrane, Canadian Politics: Critical Approaches, 7th edition (Toronto: Nelson, 2014). Earlier editions should be fine as well.

COURSE MARK:

Mid-Term Test 20%
Class Presentation 15%
Research Essay 25%
Class Participation 10%
Final Examination 30%
COURSE REQUIREMENTS

Classes Begin – Wednesday 10 September 2014

Class Presentations - On Wednesday 24 September each student will be assigned a federal, provincial or territorial government or other organization to research. Each student is then to present their findings in class on subsequent Wednesdays, i.e. 8 October, 15 October or 5 November 2014.

Mid-term test – Wednesday 22 October 2014
Test will cover course outline topics discussed in class prior to the test.

Co-curricular Day – No Class – Wednesday 29 October 2014

First Ministers’ Meeting Simulation – Wednesday 12 November 2014
Participants are to be divided into fourteen groups and each group is to represent one of the federal, provincial or territorial governments that participate in First Ministers’ Meetings. Students may also be accorded observer status to represent Aboriginal or municipal governments.

Research Essay – Due Wednesday 26 November 2014
Essays should be at least 8-10 pages, typed, double spaced, i.e. at least 2,000-2,500 words in length. Essays must be in hard copy format given directly to the instructor.

Late essays will be subject to a penalty of 5 points out of 100 for each weekday that they are late. After Friday 5 December 2014, no late essays will be accepted and you will be given a ZERO for this assignment.

Classes End – Wednesday 3 December 2014

Final Examination – TBA Final Examination Period December 9 – 22, 2014

COURSE GUIDELINES

Code of Student Conduct and Code of Behaviour on Academic Matters
Students are expected to conduct themselves according to the York University Student Code of Conduct. It is available at http://www.yorku.ca/oscr/studentconduct.html Breaches of the Senate Policy on Academic Honesty are a serious matter. The Policy on Academic Honesty is an affirmation and clarification for members of the university of the general obligation to maintain the highest standards of academic honesty. As a clear sense of academic honesty and responsibility is fundamental to good scholarship, the policy recognizes the general responsibility of all faculty members to foster acceptable standards of academic conduct and of the student to be mindful of and abide by such standards. Students are strongly encouraged to review the interactive on-line tutorial on academic integrity at http://www.yorku.ca/tutorial/academic_integrity/polpoints.html

Participation in class
Students will be expected to participate in discussion in class, including the discussion of current issues.
Class Attendance
Regularly attending class is of vital importance to the learning experience for this course. It is in your best interest to attend all classes, as students who come to class regularly generally perform better than those with poor attendance records.

An outline of the lecture will be posted on the course site on Moodle prior to the class, but this will not be a full reproduction of the lecture. The function of the outline is to serve as a basis for note-taking during the lecture and as a reminder of the major points of the lecture later on. The lectures are not merely a review of the course readings and serve as the basis for questions posed on the mid-term test and the final examination.

Make a friend in class the very first day
If you must miss a class due to illness or other circumstances, it is still your responsibility to find another student in class who can give you the notes and information from that lecture.

Moodle
Please check Moodle regularly for updates to the syllabus, material discussed in class, announcements, etc.

Email Communication with the Course Instructor
At times, the course Instructor may decide to send out important course information by email. To that end, all students are required to have access to a valid email address. You are responsible for ensuring that your email address is set up AND properly entered in the system.

COURSE OUTLINE

INTRODUCTION

1 Introduction to Federalism

What is federalism? Federalism in Canada, the Constitution of Canada, division of powers, symmetry and asymmetry. Comparisons with federations around the world. Evolution of Canada as a parliamentary democracy and a federation. Federal constitution or federal society?

Required Reading:
Bakvis, Baier and Brown, Introduction and chapters 1 and 2
Bakvis and Skogstad, Chapter 1.

Recommended:

**2 Regionalism**

Economic, social and political regions of Canada; regional economic disparities; vertical and horizontal fiscal imbalances, federal spending power, Equalization, Territorial Formula Financing (TFF), redistributive federalism; regional political cultures; Quebec as a “distinct society”; sovereignists, Parti Quebecois (PQ), Bloc Quebecois (BQ), social movements and associations in Quebec.

**Required Reading:**
Bakvis, Baier and Brown, Chapters 2, 7 and 8
Bakvis and Skogstad, Chapters 2 and 3.


**Recommended:**


**POLITICAL INSTITUTIONS IN CANADA**

**3 Constitutional Arrangements, Amendments and Interpretation**

Supremacy of the Constitution, distribution of authority between levels of government, constitutional amendments, patriation, amending formula, Charter of Rights and Freedoms, predecessors of the Charter; structure and role of federal and provincial courts, Supreme Court of Canada, common law/civil law, judicial review of the constitution.

**Required Reading:**
Bakvis, Baier and Brown, Chapters 4 and 5
Bakvis and Skogstad, Chapter 5

**Recommended:**
The Constitution Acts of Canada Since 1867

4 Institutional Arrangements

Parliamentary institutions; federal Cabinet, Senate and House of Commons; role of municipal governments; intragovernmental relations; the electoral system; role of political parties and party finances; role of social movements, interest groups and lobbyists.

Required Reading:
Bakvis, Baier and Brown, Chapters 4, 6 and 7
Bakvis and Skogstad, Chapter 4, 6, and 17

Recommended:
Andrew Sancton The principle of representation by population in Canadian federal politics. Mowat Centre for Policy Innovation, School of Public Policy and Governance, University of Toronto, 2010.


5 Intergovernmental Relations

Intergovernmental relations between federal, provincial and local governments; executive federalism, First Ministers Meetings (FMM), Council of the Federation (COF), multilateral and bilateral negotiations, Ministerial and officials’ meetings, distribution of financial resources among governments; federal-provincial, provincial-local and federal-local finances, taxation powers, conditional and unconditional transfers.

Required Reading:
Bakvis, Baier and Brown, Chapters 3, 6 and 7
Bakvis and Skogstad, Chapters 4 and 7

Recommended:
Gregory J. Inwood, Carolyn M. Johns, and Patricia L. O'Reilly. Intergovernmental Policy Capacity in Canada: Inside the Worlds of Finance, Environment, Trade, and Health (McGill-Queen’s University Press, 2011) chapters 2 and 3

Christopher Alcantara “Ideas, Executive Federalism and Institutional Change: Explaining Territorial Inclusion in Canadian First Ministers’ Conferences” Canadian Journal of Political Science, Volume 46, Number 1, March 2013.


6 Global and International Institutions

Globalization; international organizations and influences, provinces and stakeholders on the international stage, international trade agreements.
**Required Reading:**
Bakvis, Baier and Brown, Chapters 3, 11
Bakvis and Skogstad, Chapter 11

**Recommended:**


**POLICY STUDIES IN FEDERAL-PROVINCIAL-TERRITORIAL RELATIONS**

**7 Health Policy**

Health policy, funding health care, Canada Health Transfer (CHT), nongovernmental organizations in the health field, the future of medicare.

**Required Reading:**
Bakvis, Baier and Brown, Chapter 10
Bakvis and Skogstad, Chapter 9.


**Recommended:**


**8 Canada as a Social Union**

Canada as a welfare state; Canada Social Transfer (CST), Canada Pension Plan and Old Age Security; social assistance and social services; affordable housing policy; child care; Employment Insurance (EI); postsecondary education, skills and job training; SUFA.

**Required Reading:**
Bakvis, Baier and Brown, Chapter 10
Bakvis and Skogstad, Chapter 8, 10, 12 and 14.
9 Immigration Policy

Section 95 of the Constitution, concurrent jurisdiction; permanent residents and temporary residents; refugees, family class, economic class, foreign students, foreign workers; immigrant settlement; immigration and multiculturalism; Quebec exceptionalism; provincial nominee program; temporary foreign worker program.

Required Reading:
Bakvis and Skogstad, Chapter 14

Recommended:


10 Canada as an Economic Union

Canada as an economic market, free trade, Agreement on Internal Trade (AIT), Trade, Investment and Labour Mobility Agreement (TILMA), macroeconomic policy, securities regulation, regional economic development, competitiveness.

Required Reading:
Bakvis, Baier and Brown, Chapter 11
Bakvis and Skogstad, Chapter 11 and 12

Recommended:


11 Environmental Policy

Climate change, Kyoto Agreement, Canadian Council of Ministers of the Environment (CCME), Canada-Wide Accord on Environmental Harmonization.

Required Reading:
Bakvis, Baier and Brown, Chapter 12
Bakvis and Skogstad, Chapter 13

Recommended:


12 Cities and Local Government

Municipal governments, urbanization and the importance of cities, Federation of Canadian Municipalities (FCM), provincial-local relations, federal-local relations, glocalization, federal infrastructure spending.

Required Reading:
Bakvis, Baier and Brown, Chapter 13
Bakvis and Skogstad, Chapter 16

Recommended:

Harvey Lazar and Christian Leuprecht. Spheres of Governance: Comparative Studies of Cities in Multilevel Governance Systems (Kingston: The Institute of Intergovernmental Relations, 2013)

13 Role of Indigenous Peoples and Aboriginal Multilevel Governance

Royal Proclamation of 1763, Indian Act, Royal Commission on Aboriginal Peoples (RCAP), relations with federal, provincial and local governments, Department of Aboriginal and Northern Affairs, Kelowna Accord, Aboriginal interest groups.

Required Reading:
Bakvis, Baier and Brown, Chapters 2 and 14
Bakvis and Skogstad, Chapter 15

Recommended:


SUMMARY AND CONCLUSIONS

14 Conclusion

Required Reading:
Bakvis, Baier and Brown, Conclusion

IN-CLASS DISCUSSIONS:
Each class we will take a break from the lecture format and discuss a topic that is relevant to the course material but which will place the onus on all students to play a role in class discussions. We will attempt to keep to the following schedule of topics but may have to change the order or timing as circumstances dictate.

1) September 10th
Issues in Canadian Government and Politics
The class is to identify the most important issues currently facing political decision-makers in Canada? What makes these issues the most important? Are the federal government, the provinces and local governments handling these issues correctly or should they be doing something different? Would having different people heading up their respective governments make things different? Would they do a better or worse job?

2) September 17th
Confederation Simulation:
Students are to be divided into four groups and each group is to represent one of the following: 1) Ontario government; 2) Quebec government; 3) Nova Scotia government; or 4) British Colonial Office. Each group is to discuss whether or not they favour some form of Confederation and, if so, how they would like to allocate the division of powers within Canada. They will then present their ideas for discussion in a plenary session. Powers to be discussed should include trade and commerce, education and training, health care, transportation, the legal system, and responsibility for Native peoples.

3) September 24th
Assignment of Jurisdictional Presentations
A major requirement of the course is researching a jurisdiction and making a report to class on that jurisdiction. Each student will be assigned one of the 14 federal, provincial or territorial governments in Canada and is to report back in a subsequent seminar. Students may also represent Indigenous peoples or local governments as observers and monitors.
Some students will work individually on their particular jurisdiction and others will work as part of a team. Students are to gather background information and make a presentation to class. All students should make sure they visit their respective government’s web site; all are listed on the federal government’s web site [http://www.gc.ca](http://www.gc.ca).

**Quebec’s Place in Confederation:**
The class will discuss the role of Quebec as a distinct society. In which ways is it different from all of the other provinces and how should Canadian institutions be structured to accommodate this distinctiveness? A CBC-TV Documentary, “Black October” by Terrence McKenna, on the FLQ crisis in Quebec in 1970, will be shown in class and then there will be a discussion of the video paying particular attention to the actions of federal, provincial and municipal government officials.

4) **October 1st**

“The Kitchen Accord”
The video will be shown in class and then there will be a detailed discussion of what the class has seen in the video.

5) **October 8th**

Class Presentations on Each Federal/Provincial/Territorial Jurisdiction
On Wednesday 24 September 2014 each student will be assigned one of the 14 federal, provincial or territorial governments in Canada and is to report back in this class. Students may also choose to represent Aboriginal organizations or local governments. Students are to gather background information on an assigned provincial, territorial, or federal government. Using their own research, students should be prepared to present to the class information about their government’s
a) leadership, i.e. who is the Prime Minister or Premier and what are their priorities;
b) political party and type of government (e.g. majority or minority);
c) its main political ideas and ideology (e.g. Conservative, Liberal, NDP) and concerns;
d) economic and financial position of the jurisdiction and its government;
e) stakeholders, interest groups and social movements that the government will have to deal with; and
f) an estimate of its political weight in the federation (e.g. What other governments are most relevant? Does it have a lot of power in the federation or is it a relatively weak player? And why?)
All students should make sure they visit their government’s web site. All are listed on Canada’s web site [http://www.gc.ca](http://www.gc.ca).

6) **October 15th**

Continuation of Class Presentations on Federal/Provincial/Territorial Jurisdictions
7) October 22nd  
Mid-Term Test – No Seminar

8) October 29th  
Co-curricular Day – No Seminar

9) November 5th  
Completion of Class Presentations on Federal/Provincial/Territorial Jurisdictions

10) November 12th  
First Ministers’ Meeting Simulation  
Participants are to be divided into sixteen groups and each group is to represent one of the following: 1) federal government; 2) each of the ten provincial governments; 3) each of the three territories; 4) local governments; and 5) Aboriginal governments. Each group is to discuss what position they will take at a federal-provincial-territorial meeting of First Ministers.  
The Prime Minister has decided to convene a special First Ministers Conference to explore policy issues of pressing concern to Canadians. This meeting will focus on the following agenda:  
- the state of the economy;  
- federal funding for health care;  
- federal funding for postsecondary education, child care and other social programs; and  
- the environment and climate change.  
Preparation of a Conference Communique  
The entire class is to come together and write up a conference communiqué. It will represent the official statement of what the preceding week’s conference discussed and what First Ministers agreed to say and do. It is each student’s job to support the position of her or his government in the areas discussed to ensure that those interests are addressed at the conference. It is hoped that a reasonable set of proposals can then serve as the basis of negotiating a common position on future federal-provincial-territorial policy-making in these areas.  
Essay Preparation Workshop  
The next major project for the course is the research essay. This seminar also will be used to discuss how to research and write a major essay for a course like this one.

11) November 19th  
Medicare in Crisis: The Role of the Federal Government and the Role of the Provincial Governments  
Medicare offers comprehensive physician and hospital care to all citizens of Canada at no direct cost. It often ranks as the most important public issue in the minds of Canadians. However, cost pressures threaten the existence of medicare and conservative commentators argue for a greater role for the private sector and even “two-tiered” health care delivery in Canada. Is the current system of providing medical care the best possible one for Canadians and what should be the roles of the federal and provincial governments in meeting these challenges? What are some of the considerations and entrenched interests that prevent meeting these challenges?
12) **November 26th**  
**Discussion: Does the Federal Government Have a Role to Play in Local Government?**  
The class will be divided into small groups, each with the task of determining what role should be played by the federal government in the management and financing of cities and other municipalities. Once each group has worked out a response to this issue, all of the teams will come together, present their conclusions, and respond to the solutions proposed by the other groups.

13) **December 3rd**  
**Debate: Can Native Sovereignty Coexist with Canadian Sovereignty?**  
The class will be divided into two teams with each team arguing the case put forward by two authors in *Crosscurrents: Contemporary Political Issues, Sixth Edition*, edited by Mark Charlton and Paul Barker.  
One team will use the article by Roger Townshend to argue: “The Case for Native Sovereignty”.  
Another team will use the article by Thomas Flanagan to argue: “Native Sovereignty: Does Anyone Really Want an Aboriginal Archipelago?”  
Each team is to meet separately and decide what arguments they want to present. Then the teams are to meet, present their arguments to the instructor and the other team, and then debate the relative merits of their arguments.  

**Final Examination Preparation**  
The final class in this course will include a review of the material covered in the lectures and discussions. This will be in preparation for the final examination, which will be held in the exam period in December. Specific questions that may be on the final examination will be discussed.

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**RESEARCH ESSAYS**

Research essays – Due Wednesday 26 November 2014 - should be at least 8-10 pages, typed, double spaced, i.e. at least 2,000-2,500 words in length. Essays must be in hard copy format given directly to the instructor, handed in at the School of Public Policy and Administration office, Room 119 McLaughlin College, or left in the School's dropbox. **Essays will not be accepted by email.**

For assistance in essay writing, please consult the Writing Department, S329 Ross Building. The Writing Department has tutors and essay-writing assistance available to help you complete this assignment. You may contact them at extension 55134 or visit [http://www.yorku.ca/laps/writ/index.html](http://www.yorku.ca/laps/writ/index.html) for more information.

Please choose **ONE** of the following topics for your essay:

1. Provide a review of the various approaches or theories of comparative federalism, including the institutional and societal perspectives, and discuss which approach or theory is most useful in analyzing Canadian federalism.
2 “In some respects relations between states or provinces and their national
governments resemble those between countries in the international system, where world
organizations such as the United Nations ultimately lack sovereignty over individual
nation-states.” Describe and analyze the political, bureaucratic and financial
relationships between the federal and provincial governments since Confederation.

3 Local governments exercise an impressive array of executive and legislative powers
and their impact on the daily lives of Canadians is as great as that of provincial and
federal governments, yet local governments are not constitutionally recognized as a
separate and equal order of government. Discuss the implications of this contradiction
and the impact it has on municipal governments in Canada.

4 Can Native sovereignty coexist within Canadian sovereignty? Provide an answer to
this question and an explanation of your answer. Show how your answer to this
question will have an impact on multilevel governance in Canada and whether that
impact will be positive or negative. Include in your answer a discussion of the impact on
federal, provincial and local governments.

5 Making use of one of the following policy fields, explain how federalism has had an
impact on that policy field. Indicate what issues have arisen in the policy field that have
proven problematic. Indicate and explain whether Canada’s structure of federal-
provincial-territorial relations has had a positive or negative impact on that policy field:
1) social policy
2) health policy
3) immigration policy
4) economic policy
5) the environment
6) cities and local government
7) Aboriginal issues.

Plagiarism:
Students are specifically referred to the university’s policy on academic honesty.
Violations of this policy, including all forms of plagiarism, will not be tolerated.
Plagiarism may result in failure in the course.

Late Essays
Hard copies of any late essays should be given directly to the instructor (NOT emailed)
or given to the main office staff. If staff are not available, essays must be placed in the
departmental drop box. The drop box is to be used ONLY when it is not possible to
submit required material in class or given to office staff. All submissions MUST indicate
the instructor’s name. The drop box is emptied at the beginning of each work day and
the assignments date-stamped with that day’s date.
PERIODICALS AND WEBSITES

Relevant Periodicals:

*Canadian Public Administration*

*Policy Options*

*Canadian Public Policy*

*Canadian Journal of Political Science*

*Publius: The Journal of Federalism*

Federations

Regional and Federal Studies

Relevant Websites:

*The Globe and Mail* newspaper: [www.theglobeandmail.ca](http://www.theglobeandmail.ca)

*The Toronto Star* newspaper: [www.thetorontostar.ca](http://www.thetorontostar.ca)


Federation of Canadian Municipalities: [http://www.fcm.ca/home.htm](http://www.fcm.ca/home.htm)


Assembly of First Nations: [http://www.afn.ca](http://www.afn.ca)

Mowat Centre (Ontario) for Policy Innovation: [http://www.mowatcentre.ca/](http://www.mowatcentre.ca/)

Institute for Intergovernmental Relations (IIGR): [http://qsilver.queensu.ca/iigr/](http://qsilver.queensu.ca/iigr/)


Centre for Constitutional Studies: [http://www.law.ualberta.ca/centres/ccs/](http://www.law.ualberta.ca/centres/ccs/)

Forum of Federations: [http://forumfed.org](http://forumfed.org)

Institute for Research on Public Policy: http://www.irpp.org/po/
