

University of Toronto
School of the Environment
ENV 1002H: Environmental Policy
Fall term, 2016

Syllabus: June 10, 2016 Draft, subject to change
Wed. 10:00 – 1:00 pm
Room 1042 Earth Sciences

Instructor: Douglas Macdonald, PhD
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Office hours: after class or by appointment (arrange by email or in class)

This course is intended for graduate students who regardless of their disciplinary background wish to receive an introduction to graduate-level analysis of domestic environmental policy making, including relevant theoretical perspectives. No prior experience with political science or policy analysis is needed – just bring your curiosity and the research and study methods gained in your home discipline, whether it be sciences, social sciences or humanities.

Subject

The course examines the ways in which governments define environmental problems, establish objectives, design programs, choose instruments and then implement policy. Although the larger context of environmental values and political debate is relevant, the focus is upon the policy process. Similarly, international policy making is only considered to the extent it directly influences domestic policy decisions. The subject is primarily environmental policy made by Canadian federal and provincial governments, with some attention paid to policy making in other countries and to Canadian municipal and aboriginal environmental governance. The subject includes relevant institutions, most notably government organization and jurisdictional division of responsibilities and the activities of non-state actors, most notably environmentalists and business. Discussion of theory is focused upon different theoretical approaches to public policy analysis; theoretical understanding of the interests of policy actors; and theoretical understanding of political power.

Format

The course will be delivered by two primary means: 1) lectures and seminar discussion, based upon required readings, of different aspects of environmental policy; and, 2) case-study examples of particular environmental policy decisions. For the latter, two case studies are presented by means of readings and will be discussed in detail in seminar, while other case studies will be researched and presented in seminar by students. Possible topics for student case study research are provided below.

By the second class, September 21, each student will have selected their case study topic. For the remainder of the course, students will be researching that case and will be able to use it as for specific examples of the general topics discussed in class.

Educational objectives

The purpose is to provide: 1) a graduate level, comprehensive understanding of the basics of the environmental policy process; 2) an understanding of the major factors influencing that process; 3) further development of the skills needed for developing an empirical, evidence-based, analytical argument.

Readings

The required readings for each class are listed below. As noted, those may be supplemented by other readings provided by the instructor or students. The listed required readings are available in a Canadian Scholars' Press course reader which can be purchased from the U. of T. bookstore, or are available online. A list of other relevant readings is provided at the end of the syllabus.

Assignments and evaluation

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|---|----------|-----|
| 1. Chronology of case study events point-form, 500 words maximum | Sept. 28 | 5% |
| 2. Case study research plan . subject – policy decision examined . purpose, research question, hypothesis . rationale, importance of the subject . research methods . secondary literature bibliography 1,000 words maximum | Oct. 5 | 15% |
| 3. Discussion of theoretical approach to be used for case study analysis 2,000 words maximum | Oct 12 | 15% |
| 4. Verbal report on preliminary case study findings with class handout or slides | Nov 2 | 5% |
| 5. Draft statement of case study analysis 1,000 words maximum | Nov. 23 | 15% |
| 6. Verbal presentation of case study with class handout or slides | Nov. 30 | 15% |
| 7. Case study term paper 4,000 words maximum | Dec. 7 | 30% |

Class topics and readings

1. Sept. 14 Introductory class

2. Sept. 21 Public policy

Howlett, Michael, M. Ramesh and Anthony Perl (2009). Chapter 1. Introduction: Why Study Public Policy? Studying Public Policy: Policy Cycles and Policy Subsystems. Don Mills: Oxford University Press. pp. 2 - 16.

3. Sept. 28 Theoretical approaches to policy analysis

Smith, Kevin B. and Christopher W. Larimer (2013). Chapter 1. Public Policy as a Concept and a Field (or Fields) of Study. The Public Policy Theory Primer. Boulder, Col.: Westview Press. pp. 1-23.

Brooks, Stephen (1989). Chapter 2: "Theories of Public Policy." In Public Policy in Canada: An Introduction. Don Mills: Oxford. pp. 39-63; 337-339

McFarland, Andrew S. (2004). "Chapter 4: Neopluralism." In Andrew S. McFarland, Neopluralism: the evolution of political process theory. Lawrence: University Press of Kansas. pp. 40 – 61.

4. Oct. 5 Case study #1: The 2009 Ontario Green Energy Act

Stokes, Leah (2013). "The politics of renewable energy policies: The case of feed-in tariffs in Ontario, Canada." Energy Policy. April, 56, pp. 490-500. Available at: http://journals2.scholarsportal.info.myaccess.library.utoronto.ca/pdf/03014215/v56inone_c/490_t_porepofitioc.xml

Macdonald, Douglas and David Photiadis (2011). The Ontario Sustainable Energy Association and the Ontario Green Energy Act: a new political force in renewable energy policy? Paper delivered at the annual ONSEP conference, April 25-27, 2011. Available on course website.

5. Oct. 12 Environment as a policy problem

Carter, Neil (2001). Chapter 7: "The Environment as a Policy Problem." In The Politics of the Environment: Ideas, Activism, Policy. Cambridge: Cambridge University Press. pp. 161-168.

Hannigan, John A. (1995). "Chapter 2. Social Construction of Environmental Problems." In Environmental Sociology: A Social Constructionist Perspective. London: Routledge. pp. 32 - 57.

6. Oct. 19 Canadian federal government organization for environmental protection

Jackson, Robert H. and Doreen Jackson (2006). extract from Chapter 8, pp. 264-289; extract from Chapter 10, pp. 349-356. Politics in Canada: Culture, Institutions, Behaviour and Public Policy. Toronto: Pearson Prentice Hall.

Doern, G. Bruce and Thomas Conway (1994). Chapter 3. "The DOE and the Ottawa System." In The Greening of Canada: Federal Institutions and Decisions. Toronto: University of Toronto Press. pp. 60 - 82.

7. Oct. 26 Federal, provincial and municipal jurisdiction over environment

Olive, Andrea (2016). Federalism; extract from Chapter 2. The Canadian Environment in Political Context. Toronto: University of Toronto Press. pp. 41 – 51.

Library of Parliament Background Paper. (2013). Federal and Provincial Jurisdiction to Regulate Environmental Issues. Publication No 2013-86-E.

available at: <http://www.loppar.gc.ca/content/lop/ResearchPublications/2013-86-e.pdf>

Canadian Environmental Grantmakers' Network (2005). Urban Environmental Issues: A Summary of Issues and Approaches. Toronto. pp. 1 – 21.

available at: http://www.cegn.org/wp-content/uploads/2013/10/urbanbrief_eng.pdf

8. Nov. 2 Case study #2: Canadian national energy and climate policy

Simeon, Richard and Amy Nugent (2008). Parliamentary Canada and Intergovernmental Canada: Exploring the Tensions. In Herman Bakvis and Grace Skogstad, eds. Canadian Federalism: Performance, Effectiveness and Legitimacy. Don Mills: Oxford University Press. pp. 89 – 111.

Macdonald, Douglas, Benjamin Donato-Woodger and Stefan Hostetter (2015). The challenge of Canadian climate and energy federalism: Explaining the collapse of the Canadian National Climate Change Process, 1998 – 2002. Paper presented at the annual meeting of the Canadian Political Science Association, Ottawa, June 4, 2015. Available on the course website.

9. Nov. 9 Policy instruments, law-based regulation, enforcement

Winfield, Mark (2009). Chapter 4. "Policy Instruments in Canadian Environmental Policy." In Debora L. VanNijnatten and Robert Boardman, eds. (third edition, 2009). Canadian Environmental Policy and Politics: Prospects for Leadership and Innovation. Don Mills: Oxford University Press. pp. 46-63.

Abbot, Carolyn (2006). Chapter 3. "Environmental Command Regulation." In Benjamin J. Richardson and Stepan Wood. eds. Environmental Law for Sustainability. Oxford: Hart Publishing. pp. 61-96.

Phypher, John-David and Brett Ibbotson (third edition, 2003). Chapter 8: "Enforcement." In The Handbook of Environmental Compliance in Ontario. Toronto: McGraw-Hill Ryerson. pp. 245-280.

10. Nov. 16 Theoretical understanding of policy actor interest and power

Schlozman, Kay Lehman and John T. Tierney (1986). Chapter 2: "Interests in Politics." In Organized Interests and American Democracy. New York: Harper and Row. pp. 14-27.

Beetham, David (1991). "Chapter 2. Power and its Need of Legitimation." In The Legitimation of Power. London: Macmillan. pp. 42-63.

Luger, Stan (2000). Chapter 1. "Studying Power in America." In Corporate Power, American Democracy, and the Automobile Industry. Cambridge: Cambridge University Press. pp. 17 - 33.

11. Nov. 23 Policy actors: ENGOs; business firms; First Nations

Demerse, Clare and Nathan Lemphers (2016). The Environmental Movement in Canada: Current Challenges. In Debora L. VanNijnatten, ed. Canadian Environmental Policy and Politics: The Challenges of Austerity and Ambivalence. Don Mills: Oxford University Press. pp. 20-37.

Macdonald, Douglas (2002). The Business Response to Environmentalism. In Debora L. VanNijnatten and Robert Boardman, eds. Canadian Environmental Policy and Politics: Context and Cases. Don Mills: Oxford University Press. pp 66 – 86.

Papillon, Martin (2012). Canadian Federalism and the Emerging Mosaic of Aboriginal Governance. In Herman Bakvis and Grace Skogstad, eds. Canadian Federalism: Performance, Effectiveness and Legitimacy. Don Mills: Oxford University Press. pp. 284 – 301.

12. Nov. 30 Student case study presentations

Possible case study topics

Bear in mind that while environmental policy processes currently unfolding or in the recent past are inherently interesting, they are harder to research because there is no available academic literature. You will also find it easier to research a case in which the basic decision has already been made, rather than being still pending. Topics which follow are roughly in chronological order.

These are possibilities only. Students may wish to select a topic more directly relevant to their graduate studies. I strongly suggest students meet with me to discuss before selecting a topic.

- 1) Government of Canada regulations addressing pulp and paper plant emissions to water, early 1970s. This might be compared with a second round of regulation in the late 1980s.
- 2) US federal government creation of the Environmental Protection Agency, late 1960s. (Or comparable action to create a regulatory department and enact environmental law by the Government of Canada, any given Canadian province or other OECD nations).
- 3) Canadian federal-provincial acid rain program of 1985.
- 4) Ontario Municipal-Industry Strategy for Abatement of toxic emissions, 1985
- 5) Government of Canada enactment of the Canadian Environmental Protection Act, 1988.
- 6) Federal-provincial adoption of voluntarism as the instrument choice for climate change policy through creation of the Voluntary Challenge and Registry, 1995.

- 7) Emissions Trading System (ETS) implemented by the EU in 2005.
- 8) Ontario decision to enact law restricting suburban sprawl (Places to Grow Act 2005 and Green Belt Act 2005).
- 9) Ontario decision and implementation of the phase-out of coal-fired electricity generation, 2003 to 2014.
- 10) Alberta decision to enact law for regulating greenhouse emissions, 2003 and/or the Alberta 2015 carbon tax and related climate policies.
- 11) Toronto climate change plan, 2007.
- 12) Government of Canada enactment of the Species at Risk Act, 2002.
- 13) Failure of the Obama administration to enact US federal climate legislation, 2010.
- 13) Decision by British Columbia to enact a carbon tax and other climate policy measures, 2008.
- 14) Ontario 2016 Climate Change Act.
- 15) Refusal of the Stephen Harper government to take regulatory action on climate change.

Relevant readings on domestic environmental policy

Benidickson, Jamie (second edition, 2002). Environmental Law. Toronto: Irwin Law.

Boardman, Robert (1992). Canadian Environmental Policy: Ecosystems, Politics and Process. Toronto: Oxford University Press.

Boyd, David (2015). Cleaner, Greener, Healthier: A Prescription for Stronger Canadian Environmental Law and Policies. Vancouver: UBC Press.

Carter, Neil (2007). The Politics of the Environment: Ideas, Activism, Policy. Cambridge: Cambridge University Press.

Doern, G. Bruce, Graeme Auld and Christopher Stoney (2015). Green-Lite: Complexity in Fifty Years of Canadian Environmental Policy, Governance and Democracy. Montreal and Kingston: McGill-Queen's University Press.

Eisner, Marc Allen (2007). Governing the Environment: The Transformation of Environmental Regulation. Boulder, Col.: Lynne Rienner Publishers.

Harrison, Kathryn (1996). Passing the Buck: Federalism and Canadian Environmental Policy. Vancouver: UBC Press.

Hessing, Melody, Michael Howlett and Tracy Summerville (2005: 2nd edition). Canadian Natural Resource and Environmental Policy. Vancouver: UBC Press.

Howlett, Michael and Keith Brownsey eds. (2008). Canada's Resource Economy in Transition: The Past, Present and Future of Canadian Staples Industries. Toronto: Emond Montgomery.

Kraft, Michael E. (2015: 6th edition). Environmental Policy and Politics. New York: Pearson/Longman.

- plus see earlier editions

Layzer, Judith A. (2012). The Environmental Case: Translating Values Into Policy. Washington, D.C.: CQ Press.

Macdonald, Douglas (2007). Business and Environmental Politics in Canada. Peterborough: Broadview Press.

- et al (2013). Allocating Canadian Greenhouse Gas Emission Reductions Amongst Canadian Sources and Provinces: Learning from the EU, Australia and Germany. The Executive Summary and a link to the full report are available at

<http://www.environment.utoronto.ca/AllocatingGHGReductions2013/>

- (1991). The Politics of Pollution: Why Canadians Are Failing Their Environment. Toronto: McClelland and Stewart.

McKenzie, Judith (2002). Environmental Politics in Canada. Toronto: Oxford University Press.

Miller, Norman (second edition 2009). Environmental Politics: Stakeholders, Interests and Policy Making. New York: Routledge.

Muldoon, Paul, et al (2015). An Introduction to Environmental Law and Policy in Canada. Toronto: Emond Montgomery.

- plus first edition 2009.

Olive, Andrea (2016). The Canadian Environment in Political Context. Toronto: University of Toronto Press

Phyper, John-David and Brett Ibbotson (third edition, 2003). The Handbook of Environmental Compliance in Ontario. Toronto: McGraw-Hill Ryerson.

Richardson, Benjamin and Stepan Wood, eds. (2006). Environmental Law for Sustainability. Oxford: Hart Publishing.

Simpson, Jeffrey, Mark Jaccard and Nic Rivers (2007). Hot Air: Meeting Canada's Climate Change Challenge. Toronto: McClelland and Stewart.

VanNijnatten, Debora L. and Robert Boardman, eds. (second edition, 2002). Canadian Environmental Policy: Context and Cases. Toronto: Oxford University Press.

VanNijnatten, Debora L. and Robert Boardman, eds. (third edition, 2009). Canadian Environmental Policy and Politics: Prospects for Leadership and Innovation. Toronto: Oxford University Press.

VanNijnatten, Debora L. (2016). Canadian Environmental Policy and Politics: The Challenges of Austerity and Ambivalence. Don Mills: Oxford University Press.

Vig, Norman J. and Michael E. Kraft eds. (eighth edition, 2013). Environmental Policy: New Directions for the Twenty-First Century. Washington, D.C.: CQ Press.
- plus see earlier editions

Winfield, Mark S. (2012). Blue-Green Province: The Environment and the Political Economy of Ontario. Vancouver: UBC Press.

