

**ONTARIO ENVIRONMENTAL POLICY, ENV323S, SPRING 2017**  
**Mondays 10am-12noon, Room AB107**

**Instructor:** Russ Houldin (r.houldin@utoronto.ca)

**Room No.** 2104, Earth Sciences

**Office hours:** 12noon -1 pm , Monday by appointment

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In this course students will be given a detailed glimpse into the internal world of the Ontario Government. This glimpse will be set in the context of current theories about the nature of government policy in advanced liberal democracies and the roles of the various competing interests or “stakeholders”. In particular, students will learn:

- the over-all Ontario government organization as it pertains to environment, natural resources and energy, both in its current form and its evolution over the past twenty-odd years;
- the more detailed organization of the relevant departments – Environment, Agriculture and Rural Affairs, Municipal Affairs, Natural Resources, Energy; inter-ministry co-ordinating bodies; provincial agencies; the powerful central bodies (Finance, Cabinet Office and Management Board); and relevant administrative tribunals;
- the internal processes used to develop and implement policy in these organizations;and,
- the key skills used by professionals there - options papers and briefing notes.

It is hoped that students will use the course as an opportunity to develop, with the assistance of an experienced environmental policy professional who has a detailed knowledge of Ontario environmental policies, an Options Paper that would be suitable for presenting to a decisionmaker on an environmental topic of personal interest. The development of the paper involves three stages: a short presentation of the topic to the class in a seminar format to help each student to formulate the core environmental issue and identify suitable options and related background information; the writing of a “briefing note” – a condensed version of the Options Paper – some of which will be used in a Mock Cabinet meeting; and, the writing of the finalized paper.

### Objectives

The objectives of the course are that students will:

- show a demonstrated ability to write a Briefing Note;
- show a demonstrated understanding of key public policy concepts through the Readings Log; and,
- show a demonstrated ability to write an Options Paper.

### *Weekly Topics*

WEEK 1 - Introduction (January 9)

WEEK 2 – Basic Civics – liberal parliamentary democracy (January 16)

WEEK 3 – The Canadian and Ontario institutional context (January 23)

WEEK 4 – How the Ontario government is organized(January 30)

WEEK 5 – Key Ontario institutions – the “line” ministries (February 6)

WEEK 6 – Key Ontario organizations – the central ministries and other agencies and municipal government (February 13)

Reading week Feb 20-24

WEEK 7 – Policy Instruments (February 27)

WEEK 8 – Electricity system policy(March 6)

WEEK 9 – Waste management policy (March 13)

WEEK 10 –Water and sewer infrastructure policy(March 20)

WEEK 11 – Mock Cabinet Meeting (March 27)

WEEK 12 – Wrap up (April 3)

## **ASSIGNMENTS AND EVALUATION**

**Options Paper – 35**

**Briefing Note - 25**

**Readings Log – 25**

**Proposal – 10**

**Attendance and surveys -5**

These are described in more detail below.

### Evaluation criteria:

The primary criteria used in evaluating written work will be:

- 1) *Mechanics*: Your work must be completely free of grammatical errors, spelling errors or major factual errors. References can be in any style but the same format must be used consistently and they must be accurate.
- 2) *Writing style*: Your papers should be written in a clear and unambiguous style which assists, rather than impedes, communication with the reader.
- 3) *Structure*: Your written work should have a clear focus, provided by the research question, and a structure which logically flows from that focus.
- 4) *Precision and accuracy*: Precision means saying exactly and specifically what you mean, avoiding ambiguity and vague generalities. Accuracy refers to absence of major factual errors.
- 5) *Analysis*: Your analysis should display understanding of the topic and, based on that understanding, originality of thought.

Lateness: All written assignments received after the due date will be penalized 0.5% per day of lateness.

Handing in assignments: assignments will be handed in electronically through Blackboard.

NOTE: Students must keep all notes from their research and draft versions of their essays. These materials may be required to receive a grade (in accordance with University policies on Plagiarism).

### **Options Paper**

In the practice of public policy the “workhorse” of policy analysis and development is the Options Paper. Some variant of the Options Paper is used to develop policy and to present issues to decisionmakers. In Ontario, the Cabinet Submission Guidelines represent the implementation of the format for the Ontario Cabinet. The format of Options Papers includes the following key headings: Issue, Background, Options, Evaluation and Recommended Option. Students will be asked to write an Options Paper on topics proposed by the Instructor or on a subject of particular interest, with permission. The paper should not exceed 15 double-spaced typed pages and should follow acceptable style guidelines (Kate Turabian's guide is recommended). **The deadline is April 7.**

### **Readings Log**

Each student will submit a set (six readings) of short summaries of the readings (total words, about 2,700) drawn from the Reading List or supplemental readings on the website. **The deadline is March 30** but the assignment may be handed in at any time. Each summary has two brief components: a précis and a statement of the student's main response to the main points of the reading.

### **Proposal**

Prepare a brief (no more than two pages in a format provided by instructor) of a topic area that will become the subject of the Briefing Note and Options Paper. Consultation with the instructor is strongly recommended. **The Proposal is due by Week 5 (February 6).**

### **Briefing Note**

Each student will submit a Briefing Note on a topic of interest chosen with the assistance of the instructor. Briefing Notes typically use the following headings: Issue, Background, Proposal, Comments. They should be short (two pages, maximum of three) and concise. They are meant to provide decisionmakers (e.g. a Minister, such as the Minister of Environment, a Mayor or city councillor or a company president) with a quick summary of an issue and will be marked according to their clarity, concision and accuracy as well as the above general criteria. These Notes will be used in the Mock Cabinet meeting on Week 11 (March 27). **The deadline for submission is Week 8 (March 6).**

### **Attendance and Surveys**

An attendance sheet will be started on the third class; ten attendances are worth 3percent of the total marks. Students who complete two short confidential surveys will receive one percent for each.

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### **Accessibility Needs:**

*The University of Toronto is committed to accessibility. If you require*

*accommodations for a disability, or have any accessibility concerns about the course, the classroom or course materials, please contact*

*Accessibility Services as soon as possible:*

*[disability.services@utoronto.ca](mailto:disability.services@utoronto.ca) or  
<http://studentlife.utoronto.ca/accessibility> .*

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### **Medical Certificate & Documentation Supporting Extensions, etc.**

Students must use the University's official **Verification of Student Illness or Injury Form** as the standard documentation requirement for medical-based extension requests. A copy can be found on the web at: <http://www.illnessverification.utoronto.ca/getattachment/index/Verification-of-Illness-or-Injury-form-Jan-22-2013.pdf.aspx>

Students must a medical certificate and/or provide other documented proof, where feasible, if they request an extension for assignments, term test during class time, etc. This documentation must be kept secure and confidential under provincial privacy legislation.

A student who is registered with Accessibility Services, or otherwise provides appropriate documentation to their college registrar, may receive a Registrar's Letter attesting to his/her legitimate need for an extension or other consideration, which you should accept in lieu of the student providing you with the supporting documentation directly. This protects the student's personal information, makes it easier for him/her to request and get appropriate consideration, and relieves you of having to secure private information about the student that is contained in supporting documentation. David Powell is the contact person for Accessibility Services for the Centre.

### **PLAGIARISM**

Please note that according to the University's Code of Behaviour on Academic Matters, it is an offence for a student to:

1. "represent as one's own any idea or expression of an idea or work of another in any academic examination or term test or in connection with any other form of academic work, i.e., to commit plagiarism."
2. "submit, without the knowledge and approval of the instructor to whom it is submitted, any academic work for which credit has previously been obtained or is being sought in another course or program of study in the University or elsewhere."
3. "submit for credit any academic work containing a purported statement of fact or reference to a source which has been concocted."

See "Code of Behaviour on Academic Matters" on the U. of T. Governing Council website at this address: <http://www.governingcouncil.utoronto.ca/policies/behaveac.htm>

See also the handout "How Not to Plagiarize," Margaret Proctor, 2009, available online at <http://www.writing.utoronto.ca/advice/using-sources/how-not-to-plagiarize>

Cases of suspected plagiarism will be addressed in accordance with the procedure established by the Code of Behaviour on Academic Matters.

### **Message on Academic Integrity**

Academic integrity is fundamental to learning and scholarship at the University of Toronto. Participating honestly, respectfully, responsibly, and fairly in this academic community ensures that the U of T degree that you earn will be valued as a true indication of your individual academic achievement, and will continue to receive the respect and recognition it deserves. Familiarize yourself with the University of Toronto's Code of Behaviour on Academic

Matters (<http://www.governingcouncil.utoronto.ca/policies/behaveac.htm>). It is the rule book for academic behaviour at the U of T, and you are expected to know the rules. Potential offences include, but are not limited to:

- . •  In papers and assignments:
- . •  Using someone else's ideas or words without appropriate acknowledgement
- . •  Copying material word-for-word from a source (including lecture and study group notes) and not placing the words within quotation marks
- . •  Submitting your own work in more than one course without the permission of the instructor
- . •  Making up sources or facts
- . •  Including references to sources that you did not use
- . •  Obtaining or providing unauthorized assistance on any assignment including:
  - o working in groups on assignments that are supposed to be individual work
  - o having someone rewrite or add material to your work while "editing" • Lending your work to a classmate who submits it as his/her own without your permission

On tests and exams:

- Using or possessing any unauthorized aid, including a cell phone
- Looking at someone else's answers
- Letting someone else look at your answers
- Misrepresenting your identity
- Submitting an altered test for re-grading    Misrepresentation:
  - Falsifying or altering any documentation required by the University, including doctor's notes
  - Falsifying institutional documents or grades    You can get further guidance on academic integrity from the website of the Office of Student Academic Integrity at: [www.artsci.utoronto.ca/osai/students](http://www.artsci.utoronto.ca/osai/students). That website will also provide you with the form to be used to submit cases of suspected academic offence to me, the Director (not to Academic Associate Director or Undergrad Advisor).

## Evaluating Student Work

Students will be evaluated on the course requirements according to the information in the assignment document. Students will be provided with evaluation criteria for each assignment. Overall grades will be assessed in accordance with the University's description as provided in the Academic Handbook as discussed below.

### ***Letter Grade Grade Definition***

A+ Outstanding performance, exceeding even the A described below.

A Exceptional performance: strong evidence of original thinking; good organization, capacity to analyze and synthesize; superior grasp of subject matter with sound critical evaluations; evidence of extensive knowledge base.

B Good performance: evidence of grasp of subject matter; some evidence of critical capacity and analytic ability; reasonable understanding of relevant issues; evidence of familiarity with the literature.

C Intellectually adequate performance: student who is profiting from her or his university experience; understanding of the subject matter and ability to develop solutions to simple problems in the material.

D Minimally acceptable performance: some evidence of familiarity with subject matter and some evidence that critical and analytic skills have been developed.

F Inadequate performance: little evidence of even superficial understanding of the subject matter; weakness in critical and analytic skills; with limited or irrelevant use of literature.

### **Faculty of Arts & Science Policies**

Information about important policies about marking, petitions, etc., can be found on the Faculty of Arts and Science website at: <http://www.artsandscience.utoronto.ca/ofr/calendar/rules.htm#behaviour>

## **READINGS**

**The readings are all available electronically through the Library.**

### **WEEK 1**

#### **Recommended:**

P. Bachrach & M. Baratz. **Power and Poverty, Theory and Practice** (New York; Oxford U Press, 1970)

#### **Supplementary**

Howlett, Michael, And M Ramesh. 2003. "Policy Science And Policy Cycles " In *Studying Public Policy: Policy Cycles And Policy Subsystems*. P1-19

Pal, Leslie. "Policy Analysis: Concepts And Practice" In *Beyond Policy Analysis: Public Issue Management In Turbulent Times*. P1-34

### **WEEK 2**

#### **Recommended:**

G Skogstad & P Coleman "Policy Communities and Policy Networks: A Structural Approach" in, G Skogstad & P Coleman **Policy Communities and Public Policy in Canada** (Toronto: Coop Clark Pitman 1990)

Michael Howlett And M Ramesh. 2003. "Approaches To Public Policy" In *Studying Public Policy: Policy Cycles And Policy Subsystems*. P20-50

#### **Supplementary**

D. Torgerson, "Obsolescent Leviathan: Problems of Order in Administrative Thought" from D Torgerson and R Paehlke **Managing Leviathan** (Toronto:UofT Press, 1991)

Michael Howlett And M Ramesh. 2003. "Public Policy Decision-making: Beyond Rationalism and Incrementalism" In *Studying Public Policy: Policy Cycles And Policy Subsystems*. P162-184

### **WEEK 3**

#### **Recommended:**

McKenzie, Judith. 2002. "The Government Role in Environmental Policy", in *Environmental Politics in Canada: Managing the Commons into the Twenty-First Century* p 105-127

Roger Cotton, Chapter 3, "The Legal Framework" in Brett Ibbotson and John-David Phyper, *Environmental Management in Canada*, eds., Toronto: McGraw-Hill Ryerson, 1996.

#### **Supplementary**

Bakvis, Herman, and David MacDonald. 1993. "The Canadian Cabinet: Organization, Decision-Rules, And Policy Impact" in Michael Atkinson. *Governing Canada: Institutions And Public Policy*. P47-80

Valiante, Marcia. 2002. "Legal Foundations Of Canadian Environmental Policy: Underlining Our Values In A Shifting Landscape" In Debora Van Nijnatten And Robert Boardman, *Canadian Environmental Policy: Context And Cases 2<sup>nd</sup> Edition* P 3-24

#### **WEEK 4**

##### **Recommended**

G Bell and A Pascoe **The Ontario Government** (Toronto, Wall & Thompson, 1988)

T Glenn "The Changing Structure of the Ontario Government: Confederation to the Present" Legislative Research Service, Ontario Legislative Library, 1996

White G "The legislature: Influence not Power" in White, G (ed)**The Government and Politics of Ontario** (Toronto;Nelson, 1990) 63-78;

#### **WEEK 5**

##### **Recommended**

Ministry of the Environment **Results-based Plan Briefing Book 2011-12**

[http://www.ene.gov.on.ca/environment/en/resources/STDPROD\\_087735.html](http://www.ene.gov.on.ca/environment/en/resources/STDPROD_087735.html)

Ministry of Natural Resources **Results-based Plan Briefing Book 2011-12**

[http://www.mnr.gov.on.ca/en/About/2ColumnSubPage/STDPROD\\_087288.html](http://www.mnr.gov.on.ca/en/About/2ColumnSubPage/STDPROD_087288.html)

#### **WEEK 6**

##### **Recommended**

Debora L. VanNijnaten, "The Bumpy Journey Ahead: Provincial Environmental Policies and National EnvironmentalStandards," chapter 8

Government of Ontario Management Board of Cabinet **Ontario's Expenditure Management Process 1983**

Ontario Management Board of Cabinet **Policy Development 1982**

Loreto R and White, G "The Premier and the Cabinet" in White, G. (*ibid*)  
Sewell Commission Report, 1994, Executive Summary

#### **WEEK 7**

##### **Recommended:**

Michael Howlett And M Ramesh. 2003. "Policy Instruments" In Studying Public Policy: Policy Cycles And Policy Subsystems. P87-116

Macdonald, Douglas, "Business and Environmental Politics" Chapter 6 in **Business and Environmental Politics in Canada**, Broadview Press, Peterborough, 2007.

**Supplementary:**

Howlett, Michael. 2002. "Policy Instruments And Implementation Styles: The Evolution Of Instrument Choice In Canadian Environmental Policy" In Debora Van Nijnatten And Robert Boardman, **Canadian Environmental Policy: Context And Cases** 2<sup>nd</sup> Edition p 25-45

Pal, Leslie. 2001. "Policy Instruments And Design" In Beyond Policy Analysis: Public Issue Management In Turbulent Times. P131-170

D. Macdonald, "The Business Response to Environmentalism" in Van Nijnatten D and Boardman R, **Canadian Environment Policy:Context and Cases** (Toronto, Oxford U Press. 2002)

**WEEK 8**

**Recommended**

Russ Houldin "Find the public good: shedding light on a bulk grid electricity card trick" **The Electricity Journal** November 2004 61-67

Ontario Government **Direction for Change** November 1997

Roger Colton "Competition Comes to Electricity" **Dollars & Sense** Jan/Feb1997 16-21

**WEEK 9**

**Recommended:**

D. Macdonald, E Chang and J Wolfson "Who Killed CIPSI?" **Alternatives** 24(2) 1998

**Supplementary**

Waste Diversion Ontario website

<http://www.wdo.ca/>

**WEEK 10**

**Recommended:** The Hon. Dennis O'Connor, **Report of the Walkerton Inquiry, Part 1**, Chapter 1, Introduction pp.2-39. Queen's Printer, Toronto, 2002

**Supplementary:**

ENV 323 Page10

D'ombraïn, N **Machinery of Government for Safe Drinking Water in Ontario** prepared for the Walkerton Inquiry, March 2001p16-45

### **WEEK 11**

No readings

### **WEEK 12**

**Recommended:** Environmental Commissioner of Ontario, **Getting to K(no)w, Annual Report, 2007/08**, "2.2 Environmental Assessment: a vision lost", pp28-48.

#### **Supplementary**

J Miller "The Wrong Shade of Green" **Dollars & Sense** April 1993 6-9

J Stiglitz , **Economics of the Public Sector** (New York, Norton, 1986) Ch 5 99-120

J Rowe, "Bad Company: How to civilize the corporation" **Dollars & Sense** Jul/Aug 1998 12-15