

Political Science 310: Canadian Federalism

Thursday 10:00 -12:50 pm; Room A362

Instructor: Dr. Hamish Telford
Email: hamish.telford@ufv.ca

Office Hours: Thurs 1:00-2:15
Office: D3081 (AB)

Federalism is a fundamental part of the Canadian political system. It creates two constitutionally entrenched orders of government each with its own set of responsibilities. Over time, however, federalism has spawned considerable interaction between the two orders of government. This is the world of intergovernmental relations. Many important policy decisions are made in this arena. This course will examine the origin and development of federalism in Canada from 1867 to the present. Particular attention will be paid to the challenge of dividing and sharing fiscal resources, and the difficulties of creating and managing a social welfare state in a federal political system.

Short Book Review (20%): Katherine Fierlbeck, *Health Care in Canada: A Citizen's Guide to Policy and Politics* (Toronto: University of Toronto Press, 2011). Reviews should be 6 typed double spaced pages. Guidelines for effective essay writing are available from the professor. **Due in class Thursday, February 23.**

Research Paper (40%): Each student will be assigned to represent one of the 14 governments of Canada. For your term paper, you must prepare a 20-25 page report for the leader of your government on the subject of health care finance. Your paper must represent as accurately as possible the interests of your jurisdiction and the perspective of your government. This paper will prepare you for the *first ministers' meeting simulation exercise* in which you will be expected to play the part of your government leader and negotiate an intergovernmental agreement with the other jurisdictions in Canada. As such, your report must be cognizant of the perspectives of the other jurisdictions in Canada. *For an example of what you need to do please see the report on equalization in the electronic reading package.* **Due in class Thursday, March 22.**

First Ministers' Meeting Simulation Game (10%): This exercise will occur in regular class room time on the last day of the course – **Thursday, April 12**, from 8:30 am -1:00. As mentioned above, you will play the leader of your government and negotiate a health agreement with the other jurisdictions in the federation.

Final Exam (30%): The final exam will be scheduled by the University, and it will cover all lectures and reading materials. Further information about the exam will be provided by the instructor later.

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

Reading Package: An electronic reading package will be provided to students *loan* by the instructor, supplemented with hand-outs from time to time.

Academic Conduct: Please read the notes about proper academic conduct on page 6 very carefully.

Websites for Research on Canadian Intergovernmental Relations

Institutes

Institute of Intergovernmental Relations
Queen's University www.iigr.ca

Institute for Research on Public Policy, Montreal
www.irpp.org

C. D. Howe Institute
www.cdhowe.org

Forum of Federations
www.forumfed.org

Canada West Foundation
www.cwf.ca

Government Sites

Canada Intergovernmental Affairs Secretariat
www.pco-bcp.gc.ca/aia

Canada Department of Finance
<http://www.fin.gc.ca/fin-eng.html>

Canada Department of Environment
<http://www.ec.gc.ca/default.asp?lang=En>

Canada Department of Industry
<http://www.ic.gc.ca/eic/site/ic1.nsf/eng/home>

Canadian Intergovernmental Conference
Secretariat www.scics.gc.ca

Alberta Intergovernmental Relations
www.international.gov.ab.ca

British Columbia Intergovernmental Relations
www.gov.bc.ca/igrs/prgs/

Manitoba Intergovernmental Relations
www.gov.mb.ca/ia/

Newfoundland and Labrador Intergovernmental
<http://www.exec.gov.nl.ca/exec/iga/iga-ovr.htm>

New Brunswick Intergovernmental Relations
<http://www.gnb.ca/0056/index-e.asp>

Northwest Territory Intergovernmental Relations
<http://www.daair.gov.nt.ca/live/pages/wpPages/home.aspx>

Nova Scotia Intergovernmental Relations
<http://www.gov.ns.ca/iga/>

Nunavut Intergovernmental Relations
<http://www.gov.nu.ca/eia/index.shtml>

Ontario Intergovernmental Relations
<http://www.premier.gov.on.ca/home/index.php?Lang=EN>

Prince Edward Island Intergovernmental Relations
<http://www.gov.pe.ca/eco/ia-info/index.php3>

Quebec Intergovernmental Relations
www.saic.gouv.qc.ca

Saskatchewan Intergovernmental Relations
www.gov.sk.ca/intergovernmental-affairs/

Yukon Intergovernmental Relations
www.eco.gov.yk.ca/igr/index.html

Council of the Federation
www.councilofthefederation.ca

Assembly of First Nations
<http://www.afn.ca/>

Week 1: The Federal Idea and Approaches to the Study of Federalism

BBB Chapters 1 and 2.

Week 2: Confederation: Parliamentary Federalism and Quebec's Position

BBB Chapter 4.

ERP Alan Cairns, "The Governments and Societies of Canadian Federalism," *Canadian Journal of Political Science* 10:4 (1977), pp.695-725.

ERP Peter Russell, "Confederation," *Constitutional Odyssey: Can Canadians Become a Sovereign People?* Third Edition (Toronto: University of Toronto Press, 2004); pp.12-33.

Week 3: Judicial interpretation of Division of Powers and Origins of Provincial Autonomy

BBB Chapter 5.

ERP F. R. Scott, "The Privy Council and Mr. Bennett's 'New Deal' Legislation," *Canadian Journal of Economics and Political Science* 3:2 (1937), pp.234-241.

ERP Alan Cairns, "The Judicial Committee and its Critics," *Canadian Journal of Political Science* 4:3 (1971), pp.301-345.

Week 4: Post-War Reconstruction and Origins of the Social Union

BBB Chapter 3.

ERP Donald Smiley, "The Rowell-Sirois Report, Provincial Autonomy, and Post-War Canadian Federalism," *Canadian Journal of Economics and Political Science* 28:1 (1962), pp.54-69.

ERP Alexander Brady, "Quebec and Canadian Federalism," *Canadian Journal of Economics and Political Science* 25:3 (1959), pp.259-270.

Week 5: Fiscal Federalism

BBB Chapter 8.

ERP Canada: Department of Finance, *Restoring Fiscal Balance in Canada: Budget 2006* (Ottawa: Government of Canada, 2006).

Week 6: Vertical Fiscal Imbalance: Federal Transfers to the Provinces

BBB Chapter 9.

ERP Alain Noël, “A Report that Almost No One had Discussed: Early Responses to Quebec’s Commission on Fiscal Imbalance,” in Harvey Lazar, ed., *Canadian Fiscal Arrangements: What Works: What Might Work Better* (Kingston: Institute of Intergovernmental Relations, 2005).

ERP Stéphane Dion, “Fiscal Balance in Canada,” in Harvey Lazar, ed., *Canadian Fiscal Arrangements: What Works: What Might Work Better* (Kingston: Institute of Intergovernmental Relations, 2005).

Week 7: Horizontal Fiscal Imbalance: The Federal Equalization Program

ERP Expert Panel on Equalization Final Report.

Week 8: Institutions of Executive Federalism

BBB Chapters 6 and 7.

ERP Peter Meekison, Hamish Telford, and Harvey Lazar, “The Institutions of Executive Federalism: Myths and Realities,” in Peter Meekison, Hamish Telford, and Harvey Lazar, eds., *Canada: The State of the Federation, 2002: Reconsidering the Institutions of Canadian Federalism* (Kingston: Institute of Intergovernmental Relations, 2004); pp.3-31.

Week 9: SUFA & Collaborative Federalism

BBB Chapter 10.

ERP David Cameron and Richard Simeon, “Intergovernmental Relations in Canada: The Emergence of Collaborative Federalism,” *Publius: The Journal of Federalism*, 32:2 (2002), pp.49-71.

ERP Hamish Telford, “The Federal Spending Power in Canada: Nation-Building or Nation-Destroying?” *Publius: The Journal of Federalism* 33:1 (Winter 2003); pp.23-44.

ERP Marc-Antoine Adam, “Federalism and the Spending Power: Section 94 to the Rescue,” *Policy Options*, March 2007.

Week 10: Quebec

ERP Alain Noël, “Without Quebec: Collaborative Federalism with a Footnote?” *Policy Matters* (Montreal: IRPP, March 2000); pp.4-26.

ERP Christian Dufour, “Restoring the Federal Principle: The Place of Quebec in the Canadian Social Union,” *Policy Matters* (Montreal: IRPP, January 2002); pp.3-26.

Week 11: Regionalism

- ERP Hamish Telford, "BC as an Intergovernmental Relations Player," in Michael Howlett, *et al*, *British Columbia and Politics* (Toronto: Emond Montgomery, 2010).
- ERP Hugh Segal, "The Evolution of Ontario's Confederal Stance in the Nineties: Ideology or Continuity?" in Hamish Telford and Harvey Lazar, eds., *Canada: The State of the Federation 2001: Canadian Political Culture(s) in Transition* (Kingston: Institute of Intergovernmental Relations, 2002); pp.199-215.
- ERP Jennifer Smith, "Atlantic Canada at the Start of the New Millennium," in Hamish Telford and Harvey Lazar, eds., *Canada: The State of the Federation 2001: Canadian Political Culture(s) in Transition* (Kingston: Institute of Intergovernmental Relations, 2002); pp.141-162.
- ERP Roger Gibbins, "Alberta's Intergovernmental Relation's Experience," in Harvey Lazar, ed., *Canada: The State of the Federation, 1997: Non-Constitutional Renewal* (Kingston: Institute of Intergovernmental Relations, 1998); pp .247-269.

Week 12

Part 1: Globalization, Multilevel Governance, and Democracy

BBB Chapters 13 and 14.

- ERP Harvey Lazar, Hamish Telford, and Ronald L. Watts, "Divergent Trajectories: The Impact of Global and Regional Integration on Federal Systems," in Harvey Lazar, Hamish Telford, and Ronald L. Watts, eds., *The Impact of Global and Regional Integration on Federal Political Systems* (Kingston: Institute of Intergovernmental Relations, 2003); pp.1-34.

Part 2: Meeting of the Federal Caucus and the Council of the Federation

Week 13: First Ministers' Conference

Please Read the Following Notes Very Carefully Before Week 2 of the Course

In past years, one student – let’s call him Mr. Bright – copied his essay from www.screw-essays.com, and two other geniuses handed in the same essay! Another student wanted to re-schedule the final exam so he could go skiing at Whistler with his cousin, and yet another student wanted to re-do all the assignments after he failed the course because he had been busy playing sports. The powers-that-be at UCFV told me that I should inform all my students of my classroom policies, so here goes:

- Late essays will be penalized two points per day (including weekends). Essay extensions will be granted only in cases of illness or personal tragedy and not because of academic or employment workload or conflicts. All extensions will require a note from a doctor or another authority who can vouch for your circumstances. Extensions will NOT be given in the event of a computer snafu.
- Students will be excused from exams only in the instance of illness or a grave family emergency. In such cases, make up exams will be scheduled, as long as a doctor’s note is provided. Absences from exams will not be permitted for any other reason.
- You must be available to write the final exam in the allotted slot at the end of term. Do not make any other commitments until the university has announced the final exam schedule. Exam conflicts must be brought to the attention of the instructor by the last class.
- All cases of cheating will be reported to the Director of Student Services and a grade of zero will be awarded for the assignment. Please consult the University policy on cheating.
- You must be fully prepared to give your best performance on the day that tests and assignments are scheduled. There will be no second chances on tests or assignments.
- Test and assignment grades may be appealed, but the grading process will start anew. It is possible that the revised grade will be lower than the original; the second grade will be final.
- Please note that the majority of the course grade will come towards the end of the course. This gives you the maximum opportunity to learn the fundamentals of Canadian politics before you undertake the major assignments.
- Any changes to your status in the course after final withdraw dates must be made through the Office of Student Services. Due to limited space, no audits will be permitted in this course.
- The conversion of numeric grades to letter grades will be made according to the following chart:

A+	=	90%+	C+	=	67-69%
A	=	85-89%	C	=	63-66%
A-	=	80-84%	C-	=	60-62%
B+	=	77-79%	P	=	50-59%
B	=	73-76%	F	=	below 50%
B-	=	70-72%			

Books on Reserve

Harvey Lazar and France St-Hilaire, eds., *Money, Politics, and Health Care* (Kingston: Institute of Intergovernmental Relations, 2004).

Harvey Lazar, ed., *Canadian Fiscal Arrangements: What Works, What Might Work Better* (Kingston: Institute of Intergovernmental Relations, 2005).

David B. Perry, *Financing the Canadian Federation 1867 to 1995: Setting the Stage for Change* (Toronto: Canadian Tax Foundation, 1997).

Malcolm Taylor, *Health Insurance and Canadian Public Policy: The Seven Decisions that Created the Canadian Health Insurance System and their Outcomes* (Montreal: McGill-Queen's University Press, 1987 and 2009).

Additional Material in the Electronic Reading Package

The Royal Commission on the Future of Health Care – aka the Romanow Commission

The Senate Committee on Health – aka the Kirby Committee

These are two of the most comprehensive studies ever done on the health care system in Canada, and they still form the point of departure for most conversations on the future of health care.