

**ONTARIO ENVIRONMENTAL POLICY, ENV323S, SPRING 2020**  
**Mondays 10am-12noon, Room RS 208 (Roseburgh Building)**

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

**Room No.** ES 1020, Earth Sciences

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

**Teaching Assistant:** Megan Mattes, megan.mattes@mail.utoronto.ca

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. – and the application of these to specific policy issues.

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:

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

### *Weekly Topics*

The first 5 weeks provide the basics of what policy is and how it is developed and brought into effect in a “Westminster” style liberal representative democracy. The next 5 classes look at key

policy areas in more depth. In particular, an electricity policy case study will examine policy making in detail. The penultimate class is a Mock meeting of Policy & Priorities Board (P&P) of Cabinet – the key decisionmaking body in the Ontario government – in which members of the class participate as “deputy ministers” presenting their issues and as members of P&P.

WEEK 1 - Introduction (January 6)

WEEK 2 – Basic Civics – liberal parliamentary democracy (January 13)

WEEK 3 – The Canadian and Ontario institutional context (January 20)

WEEK 4 – How the Ontario government is organized Key Ontario institutions – the “line” ministries (January 27)

WEEK 5 – Key Ontario organizations – the central ministries and other agencies and municipal government (February 3)

WEEK 6 – Great Lakes and Waste Policy – Guest Lecture by Jim Whitestone (February 10)

Reading week Feb 17-21

WEEK 7 – Electricity Case Study (February 24)

WEEK 8 – Electricity Case Study (March 2)

WEEK 9 – Electricity Case Study (March 9)

WEEK 10 – Water and sewer infrastructure policy (March 16)

WEEK 11 – Mock Cabinet Meeting (March 23)

WEEK 12 – Wrap up (March 30)

## **ASSIGNMENTS AND EVALUATION**

**The assignments and their shares of the course grade are:**

**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 Quercus.

Remarking: Marking will be done by the Teaching Assistant and approved by the Instructor. Any disputes should be discussed with the Teaching Assistant first. Any remaining disputes will be reviewed by the Instructor.

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).

### **Proposal**

Prepare a brief proposal (no more than two pages in a format provided by instructor) for 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 3).**

### **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 26). **The deadline for submission is Week 8 (March 2).**

### **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 23** 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.

### **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 March 30.**

### **Attendance and Surveys**

An attendance sheet will be started on the third class; ten attendances are worth 3 percent 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.

### **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** Most of the readings are available electronically through the Library or through the course website. (The recommended readings used to be a Coursepack but these are now available electronically through Library Reserves, which may be reached via the course website on Quercus). There is a required book, “Electric Vultures Selling Bottled Lighting” by Russell William Houldin (Lambert, Beau Bassin, 2018), which is available at the Bookstore.

**Recommended:**

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

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, "Approaches To Public Policy” In Studying Public Policy: Policy Cycles And Policy Subsystems (Don Mills, Oxford University Press, 2003) pp20-50.

McKenzie, Judith, “The Government Role in Environmental Policy”, in Environmental Politics in Canada: Managing the Commons into the Twenty-First Century (Don Mills, Oxford University press, 2002) pp 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).

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) pp63-78.

Debora L. Van Nijnaten, "The Bumpy Journey Ahead: Provincial Environmental Policies and National Environmental Standards," chapter 8 (*op.cit, supra*).

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. (*op.cit.,infra*).

Michael Howlett And M Ramesh. 2003. "Policy Instruments” In Studying Public Policy: Policy Cycles And Policy Subsystems. pp87-116 (*op.cit., infra*).

Macdonald, Douglas, “Business and Environmental Politics” Chapter 6 in **Business and Environmental Politics in Canada**, (Peterborough, Broadview Press, 2007).

D. Macdonald, E Chang and J Wolfson "Who Killed CIPSI?" **Alternatives** 24(2) 1998, pp 24-30.

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

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

### **Supplementary**

Howlett, Michael, And M Ramesh. 2003. "Policy Science And Policy Cycles " In Studying Public Policy: Policy Cycles And Policy Subsystems pp1-19 (*op.cit.*, *infra*).

Pal, Leslie. "Policy Analysis: Concepts And Practice" In Beyond Policy Analysis: Public Issue Management In Turbulent Times (Toronto, Nelson, 2014) pp1-34.

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 pp162-184 (*op.cit.*, *infra*).

Bakvis, Herman, and David MacDonald. 1993. "The Canadian Cabinet: Organization, Decision-Rules, And Policy Impact" in Michael Atkinson, Governing Canada: Institutions And Public Policy (Toronto, Harcourt Brace, 1993) pp47-80.

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 (*op.cit.*, *supra*).

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)

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 (*op.cit.*, *supra*).

Pal, Leslie. 2001. "Policy Instruments And Design" In Beyond Policy Analysis: Public Issue Management In Turbulent Times pp131-170 (*op.cit.*, *infra*)



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).

Russ Houldin "Find the public good: shedding light on a bulk grid electricity card trick" **The Electricity Journal** November 2004 pp61-67.

Ontario Government **Direction for Change** November 1997.

Roger Colton "Competition Comes to Electricity" **Dollars & Sense** Jan/Feb1997 pp16-21.

Waste Diversion Ontario website

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

D'ombrain, N **Machinery of Government for Safe Drinking Water in Ontario** prepared for the Walkerton Inquiry, March 2001pp16-45.

J Miller "The Wrong Shade of Green" **Dollars & Sense** April 1993 pp6-9.

J Stiglitz , **Economics of the Public Sector** (New York, Norton, 1986) Ch 5 pp99-120.

J Rowe, "Bad Company: How to civilize the corporation" **Dollars & Sense** Jul/Aug 1998 pp12-15.