ENV320 – Domestic Environmental Policy: January-April 2019
Professor Dr. Kate Neville, TA Amy Janzwood
Friday 1-4pm, location tbd

Prof office: Sidney Smith Hall, room 3103
Prof office hours: tbd and by appointment (if well in advance)
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Course Description: This course explores environmental governance and policy-making at the domestic level, with a focus on the contemporary state of Canada. The aim of the course is to examine the political context in which decisions about the environment are made and implemented. The course begins by reflecting on ideas of national/domestic politics, especially in the context of long-standing Indigenous nations and governance and the contested contemporary state of Canada. We first look at the borders in political and ecological context, then turn to Canadian institutions and policymaking processes. In the second half of the course, we examine a series of issue-based case studies—water, energy, health, biodiversity, and cities—through which we assess and analyze government decision-making structures, urban and rural systems and concerns, issues of environmental justice, and the connections between domestic and international spheres. At the end of the course, we take a brief look at domestic environmental politics in other countries, considering how political institutions, economies, and geographies affect policy-making within state borders. Through lectures, readings, and independent essay writing, students will develop skills in analytic and critical reading, synthesis, and writing. By the end of the course, students should be able to understand and critically assess domestic environmental policy, through describing environmental policy-making institutions and processes in Canada, identifying the opportunities and challenges of federalism for environmental governance, and evaluating contemporary environmental controversies in Canada with consideration of environmental justice, political economy, jurisdictional challenges, and social movements.

Course Format: One 3-hour lecture per week, with readings/assignments outside of class.

Learning objectives: The aims of the course are twofold: 1) to gain a detailed understanding of current processes of environmental policy-making in Canada; and 2) to hone research and analysis skills, with a particular focus on critical engagement with scholarly writing and on communicating effectively in writing. A cross-cutting theme of the course will be to interrogate what country borders mean for the environment, with consideration of environmental justice and global environmental challenges.

Readings: There is one required book in this course: Andrea Olive’s 2016 The Canadian Environment in Political Context, University of Toronto Press. Copies will be on reserve in the library. Other readings (articles, book chapters from other texts, etc.) will be made available online by the library through the course Quercus site. Please check Quercus regularly for updates. You’ll notice the reading load is heavy; while it will be demanding, I anticipate it will also be very rewarding! By reading multiple voices and perspectives on environmental policy, we will develop a better understanding of the range of institutional and extra-institutional dimensions of environmental challenges in Canada.
Course Assignments, Due Dates and Grading:
There are several parts to most assignments, with different due dates. Please take careful note of all deadlines. All assignments (except the final exam) will be handed in online, via Quercus. If you have trouble with the online learning system, please email me your assignment.
Note – order of classes might shift; changes will be announced via Quercus

Week 1: Jan 11: Context: Domestic politics in historical and treaty-based perspective
Week 2: Jan 18: Context: Domestic environmental policy in international perspective
Week 3: Jan 25: Political institutions of the contemporary Canadian state
Week 4: Feb 1: Environmental law and policy
Week 5: Feb 8: Environment and economy
Week 6: Feb 15: Environmental justice
Reading week: Feb 22: NO CLASS
Week 7: Mar 1: Water: modernization and mobilization
Week 8: Mar 8: Energy: cross-border and inter-provincial relations
Week 9: Mar 15: Environmental health: northern communities and toxics
Week 10: Mar 22: Biodiversity: science and conservation
Week 11: Mar 29: Cities: multilevel governance
Week 12: Apr 5: Domestic environmental policies around the world

Assignments:

I. Class notes posted to Quercus: variable deadlines 5%
Variable deadlines – posted within one week of class
You will sign up for one week of term for which you will post your notes from class on the shared course discussion board. These notes need not be a verbatim record of the class; they should capture and summarize the key points and themes of the class, highlight definitions or concepts of note, and offer questions/ reflections on the content of the lecture. If you require note-taking accommodations, please contact me to arrange an alternate assignment.

II. Writing assignment 1: engaging with readings (reading/comprehension) 15%
Due Feb 1, week 4
Write a short essay (500-800 words) in response to the syllabus “questions” from weeks 2, 3, or 4. In your essay, you must draw on at least three of the course readings.

III. Writing assignment 2: descriptive paper (research/content) 20%
Due March 8, week 8
The assignment forms part of the development of your third writing assignment. In this short assignment (500-800 words), you will provide a concise overview of a current environmental controversy in Canada. This could be a proposed infrastructure project (e.g., a pipeline or dam), change to environmental legislation or policy (e.g., changes to climate policies or cap-and-trade systems), siting decision (e.g., mine or waste), or other contested issue. The briefing note should provide a summary of the issue, identifying the problems/concerns, relevant actors and authorities (including the levels of government responsible for decisions), key regulatory bodies and legislation, and timelines.
IV. Writing assignment 3: analytic paper (analysis/synthesis) 25%

Due April 5, week 12

For this 1500-2000 word essay (references included), you will undertake a critical analysis of the issue you chose for the second assignment. In your paper, you must make an argument (drawing on scholarly literature and supported with evidence from your case) about how to understand the issue as a governance challenge associated with the structures of Canadian environmental policy and decision-making: e.g., challenges that arise from federalism, divisions across different issue-based ministries, civil society responses and divided social views, the challenges of addressing transboundary issues through domestic regulation, uncertainties associated with land claims, etc.

V. Final exam – during exam period 35%

This exam will be a 3-hour final exam, consisting of short answer and essay-style questions based on the material from course readings and lectures, with a focus on the “core concepts” of each week (indicated on the syllabus).

Grading scheme

For this course, in general, your written work will be evaluated in terms of three aspects: mechanics, writing, and analysis. For purposes of evaluation, more weight is given to the latter two, but all three are essential. In some cases, problems with mechanics will inhibit your writing and analysis. See each assignment for specific details for grading and requirements.

Mechanics: This refers to such things as page formatting, punctuation, spelling, the proper presentation of tables and figures, referencing (in-text and lists of works cited), factual details, and clarity of writing style.

Writing: This refers to the clarity of expression and communication. You are expected to use formal writing, craft clear sentences (that do not need to be read twice to be understood), and use appropriate terminology and language. Clarity of writing also includes the structure of your essay in terms of the organization of your ideas, content, and order of paragraphs as well as the flow from idea to idea.

Analysis: This refers to the quality of the argument you make in your paper, and your use of evidence, in the form of primary or secondary data, to construct or support that argument. Your argument may take the form of answering a research question or testing a hypothesis. As the organization of your paper is directly related to the logic of your argument, the structure of your paper is an essential aspect of analysis. Your analysis should display: broad understanding of the subject matter; insight into the aspect of the subject you focus on; and originality of thought.

Policies and Expectations

In general: In this course, you can expect that I will strive to be fair, respectful, prepared, responsive, and enthusiastic. In return, I anticipate you will be respectful of your classmates and of me, be prepared and on time for class, and meet deadlines for assignments. I hope that together we can foster a safe and engaging space for thinking about big questions, and I will be relying on all of you to help create that space.
I expect that everyone will attend and participate actively in class. Active participation includes both contributing your ideas (questions, comments, analyses, insights) and listening to the contributions of others (without distraction). While laptops are welcomed in the class for note taking, cell phones and other devices are not. Further, I expect that you will not spend your time in class on e-mail, social media, or other activities unrelated to the class.

You are expected to come to class, and I may make announcements in class that are not posted on Quercus. If you miss class, it is your responsibility to ensure that you find the information you have missed. I encourage you to ask your classmates, and to make arrangements to share notes. I encourage you not to ask me questions such as “did I miss anything important?” – I tend to think everything I share during class is important. However, I am happy to discuss lecture material and readings during my office hours, so if you do miss class, I suggest you make time to see me during my office hours.

**Quercus:** We will use Quercus in this class, and I expect all students to check the site regularly. Some information, including additional assignment instructions, will be posted on Quercus, and you are responsible for checking this site and reading email announcements. All assignments will be submitted through Quercus. Any changes to the course schedule, including assigned readings, will be announced in advance via Quercus.

Quercus has a Discussion Board section. I encourage you to use this to consult each other for help. You can exchange notes, questions, ideas, and clarifications about the lecture and reading material. You can also set up study groups, essay writing help groups, and more. If you must miss class, and you do not know your classmates, this should be your first route for catching up on missed course material. I expect that if you miss class, you will find lecture notes from each other, and will do your best to catch up on the missed material before coming to see me. If you help each other through this site, you will find you have much improved learning outcomes and experiences in this course.

**Deadlines and late penalties:** I anticipate that all assignments will be submitted on time, and that examinations will be written when scheduled. However, some students may find themselves with valid conflicts and challenges. In these cases, it is best to speak with me in advance about alternate arrangements and accommodations. I am less likely to be sympathetic on the eve of a deadline or once a deadline has passed. In general, late assignments and term papers will be penalized at a rate of **5% per day**.

Some students find that they must wait to contact and secure approval from Accessibility Services: in these cases, **you should still contact me in advance**, to let me know you might require accommodations for assignments.

**Backups and rough drafts:** You are strongly advised to keep rough drafts and backup copies of all assignments and essays you submit for this class. Also, please take a minute at the start of the term to set yourself a backup strategy. Whether it's a backup external hard drive, a web-based cloud service like Dropbox or Google Drive, or some other option, it's important that you have multiple copies of your work in the case of a hard drive failure or computer problem. **No extensions will be provided due to computer problems.**

**Email and communication:** I will hold weekly office hours, and I will be very glad to meet with you at those times to discuss readings, lectures, assignments, essays, and more. I have also listed
my email address in the contact information at the start of the syllabus; however, please consider several things when reaching out to me by email:

- Please write from your University of Toronto email account. If you write from another email account (Hotmail, Gmail, Yahoo, etc), it might be screened by my email security settings and end up in my junk mail folder—so I might not receive it;
- Please include the course code (ENV320) in the email subject heading;
- I generally use email to address simple yes/no questions and to make arrangements about logistics; if you have any substantive concerns, please come to my office hours;
- I will do my best to respond to your messages, but please don’t expect a rapid response. I might not be responding daily to emails and might not check my email on evenings and weekends. As such, please plan ahead if you need to reach out to me;
- If you write to request an extension or accommodation the night before an assignment is due, I am unlikely to be able to accommodate your needs or offer assistance;
- Please check that the answer to your query is not in the syllabus before you contact me with questions; and
- Please treat emails as a professional form of communication; I expect proper grammar, sentences, and greetings and sign-offs in your messages, and you can expect the same from me. You may start your emails with “Dear Professor Neville,” “Dear Prof. Kate,” “Hi Kate,” or any other respectful variation, and can end using any similarly reasonable sign-off (“sincerely,” “thanks,” “cheers”) followed by your name.

Office hours: My weekly office hours are an opportunity for you to ask questions about class material, readings, ideas for your papers and assignments, and other concerns related to our course. For those who have course conflicts during my office hours, I will try my best to arrange an alternate time to meet—this is easiest with lots of advance notice. I encourage you to plan ahead if you anticipate needing to meet outside my scheduled office hours.

Names: If the name on the official course registration list does not, for any reason, match the name by which you would like to be addressed (and under which you would like to submit assignments and sign emails) please let me know. I am not able to change official course lists, but I can certainly address you by your preferred name. Also, if you have pronouns by which you would like to be addressed, please let me know (mine are she/her).

Exceptions and Assistance: The University has many resources to help students who are in need of assistance for any number of reasons, both in and outside of the classroom, including: Accessibility Services, Students for Barrier-free Access, the Hart House Accessibility Fund, Positive Space, intercampus transportation, financial assistance, library resources, academic resources, health and counseling services, and peer mentoring systems. The University also is committed to providing allowances for religious observances.

If you are struggling or anticipate needing help with your coursework for academic and/or personal reasons, or you encounter unanticipated challenges or crises during the term, please seek the support you need as early as possible. If you do not know the options, do not hesitate to ask. If you will need accommodation from me for any reason, in the classroom or on coursework and assignments, please let me know as soon as you can. Some students find themselves facing challenges unexpectedly. If you find yourself in a difficult situation, even if you have not yet gone through all the official channels, it is best to let me know right away that
you are seeking accommodations (you do not need to disclose the details of your situation to me). There is more flexibility and forgiveness ahead of time than afterwards.

A few helpful resources are here:

- Accessibility Services: [http://www.accessibility.utoronto.ca/](http://www.accessibility.utoronto.ca/)
- Health & Wellness: [http://healthandwellness.utoronto.ca/](http://healthandwellness.utoronto.ca/)
- Writing centres: [http://www.writing.utoronto.ca/writing-centres](http://www.writing.utoronto.ca/writing-centres)
- Religious accommodations: [http://uoft.me/religiousaccommodation](http://uoft.me/religiousaccommodation)
- Positive space (LGBTQ+ resources): [http://positivespace.utoronto.ca](http://positivespace.utoronto.ca)
- Single user & accessible washrooms: [http://sgdo.utoronto.ca/resources/single-user-washroom-list/](http://sgdo.utoronto.ca/resources/single-user-washroom-list/)

**Academic integrity:** Academic integrity is essential to the pursuit of learning and scholarship in a university, and to ensuring that a degree from the University of Toronto is a strong signal of each student’s individual academic achievement. As a result, the University treats cases of cheating and plagiarism very seriously, seeing these as serious academic offenses.

Normally, students will be **required to submit their course essays to Turnitin.com** for a review of textual similarity and detection of possible plagiarism. In doing so, students will allow their essays to be included as source documents in the Turnitin.com reference database, where they will be used solely for the purpose of detecting plagiarism. The terms that apply to the University's use of the Turnitin.com service are described on the Turnitin.com web site.

All suspected cases of academic dishonesty will be investigated following procedures outlined in the Code of Behaviour on Academic Matters. If you have questions or concerns about what constitutes **appropriate academic behaviour** or **appropriate research and citation methods**, you are expected to seek out additional information on academic integrity from your instructor or from other institutional resources, including Writing at the University of Toronto.

- [http://www.governingcouncil.utoronto.ca/policies/behaveac.htm](http://www.governingcouncil.utoronto.ca/policies/behaveac.htm)
- [http://www.writing.utoronto.ca/advice/using-sources](http://www.writing.utoronto.ca/advice/using-sources)
- [http://www.utoronto.ca/academicintegrity/](http://www.utoronto.ca/academicintegrity/)

Potential offences include, but are not limited to:

- Using someone else’s ideas or words without appropriate acknowledgement
- Using someone else’s words without using quotation marks
- Submitting your own work in more than one course without the permission of the instructor (please note that this includes not only full assignments, but also copying sections from an assignment handed in for another course)
- Making up sources or facts
- Obtaining or providing unauthorized assistance on any assignment.
- Looking at someone else’s answers during an exam or test
- Falsifying or altering institutional documents or grades or any documentation required by the University
The seriousness of academic integrity really cannot be stressed enough. When you use ideas, evidence, or direct words from another scholar, you must cite that scholar. If you use someone else’s words, these must be in quotation marks, with the page number indicated. If you use someone else’s data, the citation must also include the page number for that information. If you use someone else’s ideas, summarized or paraphrased in your own words, you must cite that source. Changing a few words, or substituting synonyms is not the same as paraphrasing: you must substantially change the way in which an idea is expressed. Please consult library resources and seek help from the librarians and/or writing centre when working on your assignments and papers.
Course Schedule for Domestic Environmental Policy

WEEK 1 (Jan 11): CONTEXT: DOMESTIC POLITICS IN HISTORICAL AND TREATY-BASED PERSPECTIVE

- **Key concepts:** domestic, international, Canada, environmental policy, governance, treaty
- **Questions:** What is the Dish with One Spoon treaty? Why are we starting a course on domestic environmental policy with questions about the state/nation?

This first class provides an introduction to the course and our plan for the semester. Although this course will focus on environmental politics in the contemporary state of Canada, we start with two core ideas: first, that the ideas of “domestic” and “national” are historically contingent, and that Canada is contested; and second, that it is worth questioning how and why we draw national boundaries over ecosystems that span borders.

We begin with situating ourselves in political and ecological contexts: where are we? The answers might reference governance markers—Toronto, Canada, Dish with One Spoon treaty lands—and might alternately, or also, refer to environmental characteristics—the shores of Lake Ontario, the Lake Erie Lowland ecoregion, Mixedwood Plains ecolozone. From these specific sites, we consider how the environment is understood in different contexts and how these places are connected, whether through layers of governance (e.g., the municipal, national, and global spheres, with blurring borders) or through links in ecological systems (e.g., through watersheds, atmospheric movements, migratory species, or other flows). By starting in place and considering the multiple layers of this specific site, we begin to consider how we are connected in both time and space to multiple communities and systems; we also begin to unsettle some of our assumptions about the concepts of local, domestic, and environment. The goal this week is to have an introduction to the course, and to consider our place in a complex set of overlapping governance structures, as well as to consider what treaties (whether acknowledged or broken) govern the place we are living and studying.

**Readings:**

- UofT territorial acknowledgement: [https://memos.provost.utoronto.ca/statement-of-acknowledgement-of-traditional-land-pdadc-72/](https://memos.provost.utoronto.ca/statement-of-acknowledgement-of-traditional-land-pdadc-72/) and alternate/extended acknowledgement: [https://guides.library.utoronto.ca/Toronto](https://guides.library.utoronto.ca/Toronto)

WEEK 2 (Jan 18): CONTEXT: DOMESTIC ENVIRONMENTAL POLICY IN INTERNATIONAL PERSPECTIVE

- **Key concepts:** multilateral environmental agreements (MEAs), ratification, implementation, compliance
- **Questions:** Why is it difficult to develop an international agreement to address environmental problems? In what ways does Canadian domestic law matter for international environmental cooperation?
The environment does not respect national borders. This week, we consider domestic environmental policy within an international system. Returning to the themes from week 1 on the challenges of state-based environmental governance for transboundary environmental challenges, we look at multilateral environmental negotiations and agreements, and consider the relationship between international treaties and domestic law and policy. We revisit the idea of the contemporary state of Canada as a contested political entity, considering the international relations on this specific land.

Readings:

WEEK 3 (Jan 25): POLITICAL INSTITUTIONS OF THE CONTEMPORARY CANADIAN STATE
- Key concepts: parliamentary democracy, federalism, jurisdiction, ministries
- Questions: How does the division of power between the federal government and provinces/territories affect environmental governance? What are the challenges for environmental policy of the division of responsibility for policy across different ministries and departments?

This week, we consider the ways in which the territories of Canada are currently governed, with attention to the institutions of federal, Indigenous, provincial/territorial, and municipal governments. We explore the complexity of overlapping authority and jurisdiction over these lands and waters and their inhabitants, and we consider the consequences for the environment. In this class, we will examine how political responsibility in federal and provincial/territorial governments is divided into ministries, and how these different divisions of authority over issue-areas influences how environmental concerns are governed.

We will briefly consider the role of party politics in shaping Canadian environmental action, as well as examine the underlying structures of the Canadian government that shape how laws and policies are made. The goal of this week is to better understand how the current Canadian political system operates with respect to environmental issues.

Readings:

WEEK 4 (Feb 1): ENVIRONMENTAL LAW AND POLICY
- Key concepts: environmental assessments, CEAA, CEPA, bargaining, environmental rights
- Questions: How has environmental legislation in Canada developed over time? What prompted legal changes in Canada to protect the environment? What are the arguments for and against a constitutional right to a healthy environment?
This week takes a look at the development of environmental legislation in Canada, and some of the key institutions that exist to evaluate and govern projects in the country. Understanding current environmental challenges requires historical perspective, and so we place current environmental laws and policies in recent historical context (largely from the 1960s onwards). The laws and processes of note include environmental assessments and regulations on fisheries, navigable waters, national parks, wildlife, water, clean air, and species at risk, among others. In this week, we consider more recent efforts by certain scholars and social activists for constitutional amendments for environmental rights.

Readings:
- Re-read chapter 3 in *The Canadian Environment in Political Context*, especially pp. 71-73 (section on “defining environmental policy”)

WEEK 5 (Feb 8): ENVIRONMENT AND ECONOMY
- Key concepts: political economy, staples/post-staples economy, natural resources, natural capital, green economy
- Questions: Are there trade-offs between the economy and the environment? How has Canada’s economy developed, and how is it changing?

Are environmental concerns and economic interests necessarily opposed? This week, we examine the ways in which environmental and economic concerns are varyingly positioned as interconnected or opposed. We consider the political economies of Canada and of individual provinces/territories, considering the role of natural resources in these systems.

Readings:

WEEK 6 (Feb 15): RACISM, POVERTY, AND POLLUTION: ENVIRONMENTAL INJUSTICE IN CANADA
- Key concepts: environmental justice, environmental racism
- Questions: How do race and class intersect with environmental degradation? What is environmental justice?
Picking up from our examination of measures taken by the government to address environmental degradation and pollution, we turn this week to the uneven concern that has been demonstrated for the environmental challenges faced by different communities within Canada. Using several contemporary case studies, we take a broad look at environmental justice/injustice, with particular concern about poverty, environmental racism, and the displacement of environmental burdens onto vulnerable communities (usually racialized and poor communities).

Readings:

READING WEEK (Feb 22): NO CLASS

WEEK 7 (Mar 1): WATER: MODERNIZATION AND MOBILIZATION
- **Key concepts:** transboundary water, riparian rights, first-in-time/first-in-right system, water privatization, ENGO, dams, high modernism, local knowledge
- **Questions:** How can non-governmental organizations participate in developing water policy in Canada? Can different needs for water—e.g., personal use, agricultural irrigation, energy generation, and ecosystem integrity—be reconciled, and if so, how?

In the first of five classes focused on specific environmental issue-areas, we look at concerns over water. We explore the ways in which water (and its control) has been central to the project of state-building in Canada, and also how water has been a focusing issue for social movements and civil society mobilization.

Readings:

WEEK 8 (Mar 8): ENERGY: NATIONAL ENERGY REGULATION AND CROSS-PROVINCIAL CONFLICTS
- **Key concepts:** National Energy Board, pipelines, Berger Inquiry, TransMountain Pipeline
- **Questions:** Under what conditions do some provincial interests prevail over others? How are energy, climate, and the economy linked in Canada? How does the National Energy Board work, and why is it being reviewed?
We turn to our second issue area this week, with a look at energy politics. Through consideration of past and current pipeline debates, we look more closely at the tensions between federal and provincial jurisdiction over the environment, inter-provincial conflicts, and the connection between energy and other environmental concerns (e.g., climate, water).

Readings:

WEEK 9 (Mar 15): ENVIRONMENTAL HEALTH: NORTHERN COMMUNITIES AND TOXICS
- *Key concepts*: environmental monitoring, PCBs, public health, risk factors, food security, country foods
- *Questions*: How are environment and health related? What is food security? Why is there uneven exposure to environmental contaminants and toxins?

This week we look at cross-sectoral issues, linking health and the environment, with a focus on the Canadian north and other rural/remote communities. We consider how governments and citizens measure and monitor environmental contaminants, examining pathways of contamination, factors that influence risk and exposure, and policy responses.

Readings:

WEEK 10 (Mar 22): BIODIVERSITY: SCIENCE AND CONSERVATION
- *Key concepts*: science, evidence-based decision-making, protected areas, legitimacy
- *Questions*: What are “paper parks”? Should conservation be focused on species or habitats? Is the barrier to conservation a lack of knowledge/data?

We turn this week to questions about biodiversity conservation in Canada, with attention to the role of science in policy-making. We consider the approach of establishing parks and protected areas as a strategy for conservation, with attention to species- and habitat-focused approaches, as well as economic and social factors.
Readings:

WEEK 11 (Mar 29): CITIES: MULTILEVEL GOVERNANCE
- **Key concepts:** multi-level governance, demographics, land use change, green economy, social inclusion, rural-urban interface
- **Questions:** What is the role of cities in environmental policy? What is multi-level governance, and how do municipalities fit in? How do migration and race intersect with environmentally-oriented transformations in the economy?

This week, we look at cities and the shifting demographics of Canadian populations, especially in the context of rural-urban transitions. We consider a range of questions related to land and land use transitions, urban governance and municipal responsibilities, and the scales of decision-making that include local communities. In these discussions, we consider what cities need to operate, with attention to movement of materials (e.g., energy, food, waste, etc.) and people (labour, migrants, tourists, etc.) in and out of urban spaces, along with questions of access, inclusion, and justice.

Readings:

WEEK 12 (Apr 5): DOMESTIC ENVIRONMENTAL POLICY: A GLOBAL LOOK
- **Key concepts:** policy windows, advocacy coalitions, political opportunities
- **Questions:** What explains environmental policies and policy change in different countries? What are political opportunities, and how are they linked with political institutions and civil society actions?

In this last week of the term, we take a brief look at domestic environmental policy in other countries. By looking at how specific institutions, physical landscapes and geographies, political economies, and social histories influence environmental governance and environmental outcomes, we can better understand environmental policy in Canada.

Readings: