Course Objectives and Description

Intergovernmental relations affect all areas of policy in Canada. As a result, it is critical for responsible public servants to have a good understanding of how this field of policy operates. This course will enter the debate on Canadian intergovernmental relations and federalism by addressing key questions on the current practices and animating ideas of policymaking in these areas. These questions include: Are the current processes and structures for negotiating policies legitimate? By what standards? Do our institutions work effectively? What functions do they perform? How are they changing? What is the role of effective intergovernmental advisors and negotiators? The answers will be found by understanding and applying the course material to current issues.

The course has four main objectives. First, it is designed to provide students with practical insight into the operation of intergovernmental relations by involving them in practical exercises in intergovernmental negotiations. Second, it is intended to provide students with a solid understanding of Canadian federalism and the challenges facing our intergovernmental structures of government in contrast with other countries. Third, the course is intended to provide students with an opportunity to explore in greater depth two aspects of federalism and intergovernmental public policy-making. Fourth, the course is intended to develop both individual and collective research, negotiation and communication skills that will serve students well in their careers. In achieving these objectives, the course builds on the MPA program goals of strengthening strategic thinking, enhancing analytical skills and the application of knowledge to situations, honing interpersonal engagement and communication skills, and building professional, collaborative and leadership skills.
**Course Information**

Classes are divided into two types. One set will consist of student-centred discussions in which the instructor will act as a facilitator and contributor. The discussions will combine knowledge acquired through readings with insights into current practices. The second set will provide students with the opportunity to explore in more depth two aspects of intergovernmental affairs by building and applying their knowledge in practice. For this part of the course, students will work in teams and will present before practitioners.

**Course Grading**

<table>
<thead>
<tr>
<th>Component</th>
<th>Grade</th>
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</thead>
<tbody>
<tr>
<td>Seminar Participation and Attendance</td>
<td>20%</td>
</tr>
<tr>
<td>Precis work (preparation for discussion)</td>
<td>20%</td>
</tr>
<tr>
<td>Briefing Notes (2x15)</td>
<td>30%</td>
</tr>
<tr>
<td>Presentations (oral and powerpoint 2x15)</td>
<td>30%</td>
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**THE DISCUSSION PORTION OF THE COURSE**

The course will utilize a variation of the University of Chicago Learning through Discussion format to maximize student benefits from discussion and participation. Each week, discussions will proceed in five steps: 1. Key terms and concepts; 2. Main theme of reading(s); 3. Critical ideas from each reading; 4. Comparative Ideas; 5. Evaluation. As part of this exercise, students will be asked to bring to class a 1 page précis with their ideas for each of these steps.

These written assignments are intended to show that the student has made a serious effort to understand the material and to raise challenging ideas or questions that will inspire group learning. They are not graded for factual or analytical accuracy since they are a learning tool. Satisfactory assignments will receive a (✓). If the student submits all of the précis documents on time, then s/he will receive 20 marks as part of the final grade. For each précis that is not handed in on time, 3 marks will be deducted from the 20 marks. For example, if one précis is not handed in then the mark would be 17/20. If two are missed, then the mark would be 14/20. If no précis is submitted on time, the student will receive 0/20 marks. The précis will be handed into the professor at the end of each class where it is required. No late précis will be accepted given that it is intended as part of the preparation for class learning.

The mark for seminar participation will be based upon quality of comments or questions, attendance, evidence of preparation, willingness to challenge accepted ideas, concern for the views expressed by others, solicitation of other people’s ideas, ability to respond creatively to criticism, and helpful suggestions for each other’s work. The final grade for participation will be based on a combination of self and instructor assessment. If you are unable to attend a class, please let the instructor know in advance.
The combined written and discussion format are used for four reasons. First, this seminar method facilitates the synthesis and analysis of large amounts of material and thus provides the basis for more rigorous debate. Second, it develops critical writing and analytical skills useful for future study or work, especially briefing notes in the public service. Third, it promotes longer term memory of the material. Fourth, it gives the students credit for preparation.

INTERGOVERNMENTAL NEGOTIATIONS & POLICY PORTION OF CLASS

This section of the course will focus on applying the theoretical learning in practice. In this section, students will function in teams. Normally, the second class each week will be devoted to team work.

This portion of the course will operate in four sections:

1. Understanding the world of intergovernmental negotiations and policy.
   Possible guest speaker in the second week of classes. In the final week of classes, students will reflect on what they have learned and lessons going forward.

2. Understanding intergovernmental negotiation strategy
   Guest speaker in the third week of classes who will discuss intergovernmental negotiation strategy. The professor will also conduct a short exercise to help students apply the strategic knowledge.

3. Two cycles of negotiations
   Students will work on two issues for each 3-week cycle. Cycle 1: January 31–February 28. Cycle 2: March 7 – March 28 or April 2nd. In the first class of each cycle, students will receive the topics and divide up the work among team members. In the second class, students will begin compiling the work. In the third week, students will prepare the briefing note and powerpoint presentation for submission a few days before the presentation. In the fourth week, the students will present their briefing note to the professor and government/political officials.

The style of briefing notes and presentations will depend on the purpose of the communication. However, they may include the following sections: Purpose/Issues Section; Background; Current Situation; Key Considerations (SWOT/PESTLE Analysis); Options/Approach; Conclusions/Recommendations/Next Steps. The Briefing Notes should not exceed 8 pages (2,000 words) excluding the list of references at the end. For BN formats & tips, see: www.writingforresults.net/classic.pdf & www.publicsectorwriting.com. On presentation day, students will be given 15 minutes to present with 5/15 minutes for questions and discussion of the topic.

ACADEMIC INTEGRITY

Please note the following statement on academic integrity from the School of Graduate Studies website and calendar:
Academic integrity is constituted by the five core fundamental values of honesty, trust, fairness, respect and responsibility (as articulated by the International Center for Academic Integrity, Clemson University (ICAI), all of which are central to the building, nurturing and sustaining of an academic community in which all members of the community will thrive. Adherence to the values expressed through academic integrity forms a foundation for the "freedom of inquiry and exchange of ideas" essential to the intellectual life of the University (see Report on Principles and Priorities). Queen’s students, faculty, administrators and staff therefore all have ethical responsibilities for supporting and upholding the fundamental values of academic integrity.

Students are responsible for familiarizing themselves with the regulations concerning academic integrity and for ensuring that their assignments conform to the principles of academic integrity. Information can be found at the Academic Integrity @ Queen’s web site http://www.queensu.ca/academicintegrity and in the Graduate Studies calendar at http://queensu.ca/calendars/sgsr/Academic_Integrity_Policy.html. Departures from academic integrity include plagiarism, use of unauthorized materials, facilitation, forgery and falsification, and are antithetical to the development of an academic community at Queen’s. Given the seriousness of these matters, actions which contravene the regulation on academic integrity carry sanctions that can range from a warning or the loss of grades on an assignment to the failure of a course to a requirement to withdraw from the university.

COURSE OUTLINE AND READINGS

***This list is subject to modification during the course. Students and the professor may jointly assess the workload and adjust it where necessary to ensure that high quality rather than quantity is achieved.

Week I:
Introduction
January 8
Course format and requirements will be explained. Students and the professor will agree on the grading scheme and workload.

IGP in Action
January 10
A discussion of the division of powers in Canada followed by small group discussions of a key intergovernmental issue will ensue. Students will form working teams (approx. 4-6 people) for the course.


Please peruse:
Constitution Act, 1867, Constitution Act, 1982
**Week II:**

**Foundations of Federalism**

January 15


**Importance of Intergovernmental Relations**

January 17

Guest Speaker on the importance of intergovernmental relations in government policy-making. Brent Meade, Former DM NFLD and Labrador, now Executive Seafair Capital.


**Week III:**

**Negotiating the Federation**

January 22

Kathy L. Brock, “Framing Intergovernmental Relations”


**Negotiating Strategies in the Intergovernmental Arena**

January 24

Guest Speaker on intergovernmental negotiating strategies. André Juneau, Chief Operating Officer of the Windsor-Detroit Bridge Authority, Former DM Infrastructure Canada.


In the last 20 minutes of class, students will discuss what they have learned about intergovernmental negotiations and make notes for their group’s reference in future.
Week IV:
Fiscal Relations & Federalism

January 29


Erick Hartmann and Jordann Thirgood, Mind the Gap: Ontario’s Persistent Net Contribution to the Federation. Toronto: Mowat Centre, 2017. Available at: https://mowatcentre.ca/mind-the-gap/

Possible Alternatives and background:


Week V:
Courts and Federalism

February 5


CARTER V. CANADA (ATTORNEY GENERAL), [2015] 1 S.C.R. 331. Available at:
If the decision comes down in the Comeau case, students may be required to read that decision instead of one of the above decisions.

**Intergovernmental Negotiations: Cycle 1, Class 2** February 7

Students will use this class to advance their research on the briefing note.

**Week VI:**
**Ideas & Realities in Negotiations** February 12


**Intergovernmental Negotiations Cycle 1, Class 3** February 14

Students will finalise the briefing note for presentation to MP Nater and will work on their powerpoint version of the written briefing note.

**Reading Week – No class** February 19/21

**Week VII:**
**An Accommodating Federation** February 26

This class will be devoted to student group work for the presentation on Wednesday. Student groups will be required to submit their written briefing note electronically prior to the beginning of class. A paper copy should be submitted in class. The briefing note may not exceed 5 pages (1200 words) maximum.

**Intergovernmental Negotiations Cycle 1, Class 4**  
February 28*

Students will present their briefing notes and answer questions (10-15 minutes total for each presentation, depending on the number of groups). MP John Nater will attend either in person or by skype. At the end of the presentations, students will receive oral feedback on their work if time permits.

**Week VIII:**
**Accommodating Differences in the Federation**  
March 5


**Intergovernmental Negotiations Cycle 2, Class 1**  
March 7

Guest Speaker on the Policy on Quebec Affirmation and Canadian Relations, Josée Bergeron, Secrétariat du Québec aux relations Canadiennes (SQRC), Executive Council.

Readings to be announced. Students will receive an introductory orientation to the first topic on which they will be presenting a briefing note.

**Week IX:**
**Federalism & Reconciliation?**  
March 12


Possible Alternative Reading:


**Intergovernmental Negotiations Cycle 2, Class 2**  
*march 14*

Students will use this class to advance their research on the briefing notes.

For additional insight into intergovernmental negotiations and tensions in Canada, students may wish to read:


**Week X:**  
**A Changing Federation and Accommodation**  
*march 19*


**Intergovernmental Negotiations Cycle 2, Class 3**  
*march 21*

Students will finalise the briefing note for presentation to Mme. Bergeron and will work on their powerpoint version of the written briefing note.

**Week XI:**  
**Multilevel Governance I**  
*march 26*

This class will be devoted to student group work for the presentation on Wednesday (or Monday if need be). Student groups will be required to submit their written briefing note electronically prior to the beginning of class if the presentations are on Wednesday, March 28. A paper copy should be submitted in class. The briefing note may not exceed 5 pages (1200 words) maximum. Note that if the presentations are scheduled for April 2, then the briefing notes will be due on March 28.

**Intergovernmental Negotiations Cycle 2, Class 4 March 28**

Students will present their briefing notes and answer questions (10-15 minutes total for each presentation, depending on the number of groups). Mme. Bergeron will attend either in person or by skype. At the end of the presentations, students will receive oral feedback on their work.

**Week XII: Multilevel Governance II April 2**

Please note that if Mme. Bergeron cannot attend the presentations on March 28, then the presentations will occur on this day.


Suggested Reading:

**Reforming the Federation April 4**

A guest speaker from either the west or Ontario will reflect on the need for reform in the federation.

Students will reflect on lessons learned from the cycles and readings.

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