



Political Science 2295G | Cities in the Federation

Huron University College

Winter Term 2023

Mondays, 6:30-9:30pm

Dr. Kate Graham

Email: kgraha@uwo.ca

Office Hours: Email for appointment or [book a time here](#)

Prerequisite(s): Political Science 1020E, or permission of the Department

Course Description

Canada is an urban nation, with more than 80% of the population now living in cities. Canada's cities provide a high quality of life, fuel the nation's economic growth, and sustain critical services and amenities accessed by millions of Canadians every day. However, Canada's cities are also the places where many of the nation's greatest social, economic, environmental and political challenges are most concentrated. Are Canada's cities equipped to deal with these challenges? Do they have the power they need to meet the needs and expectations of their residents – including during times of crisis, such as responding to COVID-19?

This course provides students with an opportunity to learn about the politics of Canada's cities, situated within a broad multilevel context of Canadian federalism. Students will learn about how the power of cities is defined and has been shaped over time - including through recent developments including the City Charters in Alberta, the 2018 Municipal Elections in the City of Toronto, and most recently the introduction of strong mayor powers in Toronto and Ottawa– and examine the ongoing negotiations across Canada's provinces and territories to empower cities.

This course will also provide students with a unique opportunity to engage in contemporary urban public policy challenges through a series of practically-oriented case studies. Students will emerge with new expertise on the urban policy topic of their choice, with an understanding of how that issue is being addressed in a sample of Canadian cities.

If you are interested in cities, mayors and local leaders, public policy, and political power – and if you care about the challenges facing Canada's cities today – this course is for you.

Course Learning Objectives

By the end of the course, students should be able to:

- Understand the contemporary landscape of cities in Canada, and their place and power within Canada's unique federalism;
- Identify and analyze local dimensions of national economic, social, environmental and political urban issues;
- Articulate clearly how and why the local interventions on various urban policy issues vary in cities across Canada;
- Develop critical and creative thinking skills, expressed through both individual and collective work projects; and
- Become more active and engaged citizens.

Course Outline

The course progresses through a series of topical modules:

1. **Introduction to Cities in Canada (Class 1 & 2)** – the course begins with a broad overview of cities in Canada, including a discussion on their historical evolution, their place within Canadian federalism, and the features which make local governments unique among governments in Canada.
2. **Governance & Power (Class 3 & 4)** – the second module examines the governance and power dynamics in cities in Canada. It begins with a broad picture of the current legal and institutional landscape across provinces and territories, including an examination of efforts to adapt provincial-municipal relationships over time – as well as define federal-municipal and First Nations-municipal relationships. Students will learn about the politics of cities, including the range of governance arrangements across Canada. This module also includes a practical dimension, with an examination of incidents where provincial-municipal relations in Canada were put to the test.
3. **Leading Canada's Cities (Class 5 & 6)** – the third module builds on the previous week's discussion on governance and power by taking a much closer look at the role and authority of local leaders across Canadian cities and beyond, with a special focus on mayoral powers. Students will write case studies on mayoral power in a city of their choice, and participate in a comparative discussion on their findings during Week 6.
4. **Policy Challenges (Classes 7 through 10)** – the course then turns towards a critical examination of some of the most pressing social, economic, environmental and political challenges in Canada concentrated in cities. Students will engage with the policy challenge of their choice and examine how it has been addressed in three Canadian

cities. This module also includes an entire class focused on the urban response to COVID-19, including a series of guest speakers.

5. **Making Progress (Classes 11 & 12)** – are Canada’s cities equipped to address Canada’s greatest social, economic, environmental and political challenges? Should cities have more power, and if so, what would that entail? The course concludes by tackling important and central questions on the topic of cities in the federation.

Textbooks and Other Required Resources

This course draws on two textbooks for lecture preparation and case study activities:

Sancton, Andrew. 2020. *Canadian Local Government: An Urban Perspective, Third Edition* (Don Mills, Ontario: Oxford University Press).

Spicer, Zachary, Joseph Lyons and Kate Graham. 2020. *Local Government in Practice: Cases in Governance, Planning and Policy* (Emond Publishing).

Students are also expected to engage with an eclectic array of materials including academic journals, media reports, podcasts and videos. All readings are posted in the schedule below, and when possible will be made available in OWL. Weekly readings may change or be added, as events develop (eg. relevant media articles about current events in Canadian cities will be added throughout the course).

Method of Evaluation

- **Class Participation (20%)** – students are expected to attend and actively participate in all class discussions and will be evaluated based on their in-class contributions. Given the smaller class size, participation is particularly important (and weighted accordingly). Contributions during class discussions on the case studies used throughout the course will be reflected in the marks. Grades will be provided at the mid-point and conclusion of the course (10% on February 13, 2023 and 10% on April 10, 2023).
- **Group Presentation (15%)** – in small groups, students will examine one of four recent high-profile examples of the ongoing negotiation about the place and power of Canada’s cities. More details on the assignment will be provided in class. Presentations will be made during Class #4 (Monday, January 30, 2023). Copies of the presentation deck should be submitted via OWL.
- **Mayoral Power Case Studies (15%)** - students will select one province or territory of their choice, and examine how cities are structured, empowered and operated in that

jurisdiction. A specific list of questions to be covered will be provided in class. Students will submit a written (6-7 page) analysis on their chosen case before class on Week 6 (February 13, 2023 at 12pm).

- **Midterm Exam (20%)** – on Monday, March 13, 2023 students will complete an open book take home midterm exam based on the materials covered during the course to this point. More details will be provided in class.
- **Urban Policy Paper (30%)** – students will engage with an urban policy challenge of their choice and examine how it has been addressed in three Canadian cities. The purpose of the paper is to assess (1) what variation exists, (2) why it exists, and (3) what it reveals about the capacity of cities in Canada to address pressing challenges. This 10-page (maximum) paper is due on Monday, April 10, 2023 @ 5pm.

Class Schedule

Module 1: Introduction to Cities in Canada	
<p>Class #1</p> <p>Monday, January 9, 2023 @ 6:30-9:30pm</p>	<p>Welcome & Topic Overview</p> <ol style="list-style-type: none"> 1. Introductions 2. Course Overview 3. Urban Landscape – definitions and conceptualizations of “the city” over time; overview of Canada’s urban landscape in a global context 4. Class Exercise <p>Readings:</p> <ul style="list-style-type: none"> • Please review the course outline in detail, as well as the OWL site. • If you have any issues accessing either, please contact Dr. Graham immediately.
<p>Class #2</p> <p>Monday, January 16, 2023 @ 6:30-9:30pm</p>	<p>Cities and Canadian Federalism</p> <ol style="list-style-type: none"> 1. Canada’s Cities – an overview of Canada’s urban landscape and the historical overview of the evolution of cities; and, an introductory discussion on the ongoing negotiation about role and power of cities in Canadian federalism 2. Federalism – overview of budget content and process; summary of plans for next class and assignment due on January 22, 2020

	<p>Readings:</p> <ul style="list-style-type: none"> • Spicer, Lyons and Graham textbook, “A Brief Introduction to Local Government in Canada” (pgs. 2-28). • TVO’s <i>The Agenda</i>, “Should Cities Have More Power?” online; link provided in OWL • Neil Bradford, “Part 1: Global Transformations – Economy, Society and Polity” in “Why Cities Matter: Policy Research Perspectives for Canada, CPRN Discussion Paper No. F23, June 2002
Module 2: Governance & Power	
<p>Class #3</p> <p>Monday, January 23, 2023 @ 6:30-9:30pm</p>	<p>Power & Politics</p> <ol style="list-style-type: none"> 1. Governance of Cities – a summary of how urban governance is organized and operates, reflecting the diversity of Canadian cities 2. Politics of Cities – an examination of how and why politics at the local level is unique 3. Provincial & Territorial Presentations – organizing presentations for next week <p>Readings:</p> <ul style="list-style-type: none"> • Sancton textbook, “Chapter 1: What is local government?” and “Chapter 2: Why local government?” • Spicer, Lyons and Graham textbook, “Part IV Intergovernmental Relations Introduction” (pgs. 192-198). • Meric S. Gertler, “Flows of People, Capital and Ideas,” ISUMA, Autumn 2001. Available on OWL • John Michael McGrath, “Cities say they want more money and more power,” TVO Blog, February 2017
<p>Class #4</p> <p>Monday, January 30, 2023 @ 6:30-9:30pm</p>	<p>Negotiating Boundaries</p> <ol style="list-style-type: none"> 1. Power Struggles - a discussion on the ongoing negotiation about role and power of cities in Canadian federalism, including the Charter Cities movement 2. Group Presentations– in small groups, students will examine one of four recent high-profile examples of the ongoing negotiation about the place and power of Canada’s cities. More details on the assignment will be provided in class. Worth 15% of course grade. 3. Overview of Provincial and Territorial Case Study Assignment – instructions to be provided in class. Worth 15% of course grade. Due on February 14, 2022.

	<p>Readings:</p> <ul style="list-style-type: none"> • Sancton textbook, “Chapter 3: Central Governments and Local Governments” • Listen to Spacing Radio 034 Podcast, “Provincial Creatures” available via OWL
Module 3: Leading Canada’s Cities	
<p>Class #5</p> <p>Monday, February 6, 2023 @ 6:30-9:30pm</p>	<p>Mayors, Councils and Local Leadership</p> <ol style="list-style-type: none"> 1. Pan-Canada Survey of Urban Powers – a comparative examination of how cities are empowered across provinces and territories, including scope of jurisdiction and responsibilities 2. Case Study Exercise: Meeting with the Premier <p>Readings:</p> <ul style="list-style-type: none"> • Sancton textbook, “Chapter 9: Municipal Politics, Councils and Elections” and “Chapter 11: Mayors and Local Political Leadership” • Spicer, Lyons and Graham textbook, “Chapter 16: Meeting with the Premier” (pgs. 201-207).
<p>Class #6</p> <p>Monday, February 13, 2023 @ 6:30-9:30pm</p>	<p>Special Comparative Discussion: Mayoral Powers</p> <ol style="list-style-type: none"> 1. Discussion on Mayoral Power Case Studies (15%) - students will share what they learned 2. Special Guest(s) – TBD – conversation <p>Readings:</p> <ul style="list-style-type: none"> • John Mascarin and Jennifer Bilas, “Canada: Strong Mayors – Shifting the Municipal Governance Model,” Aird & Berlis LLP analysis • Kate Graham, “Does Canada have a weak mayors?” Paper presented to the Canadian Political Science Association Conference • Bios on special guest(s) – TBD <p>Notes:</p> <ul style="list-style-type: none"> • First half participation marks will be posted on OWL (10%) • Mayoral Power case studies due (15%)
<p>Reading Week – February 20-24, 2023 – No Class</p>	

Module 4: Urban Policy Challenges	
<p>Class #7</p> <p>Monday, February 27, 2023 @ 6:30-9:30pm</p>	<p>Making Policy at the Local Level</p> <ol style="list-style-type: none"> 1. The policy process – stages of the policy process; the uniqueness of decision making processes at the local level in Canada 2. Contemporary policy issues – scan of major economic, social, environmental and political policy challenges 3. Case Study Exercise: Dealing with Police Salaries 4. Instructions for Urban Policy Papers assignment - worth 25% of course grade) due on Monday, March 14, 2022 <p>Readings:</p> <ul style="list-style-type: none"> • Sancton textbook, “Chapter 12: Policy-Making and “Chapter 4: Special Purpose Bodies” • Spicer, Lyons and Graham textbook, “Chapter 7: Dealing with Police Salaries” (pgs. 107-113).
<p>Class #8</p> <p>Monday, March 6, 2023 @ 6:30-9:30pm</p>	<p>Practical Policy Challenges</p> <ol style="list-style-type: none"> 1. Vertical & horizontal policy making – challenges of multilevel governance in practice 2. Case Study: Regulating Private Transportation Companies <p>Readings:</p> <ol style="list-style-type: none"> 3. Spicer, Lyons and Graham textbook, “Chapter 25: Regulating Private Transportation Companies” (pgs. 287-293). 4. More readings to be assigned closer to date (will focus on contemporary reports and/or media articles)
<p>Class #9</p> <p>Monday, March 13, 2022 @ 6:30-9:30pm</p>	<p>Midterm Exam – Administered During Class Time</p> <p>This will be an open book take-home exam, made available on OWL. The exam is worth 20% of the course grade.</p> <p>Readings:</p> <ul style="list-style-type: none"> • None
<p>Monday, March 20, 2023</p>	<p>No Class This Week</p>

Module 5: Making Progress	
<p>Class #10</p> <p>Monday, March 27, 2023 @ 6:30-9:30pm</p>	<p>Making Progress</p> <ol style="list-style-type: none"> 1. Urban Nation? – contemporary debates about the power of cities in Canada; pushes to change the current legal and institutional arrangements 2. (Last!) Case Study: Opening a Safe Injection Site <p>Readings:</p> <ul style="list-style-type: none"> • Sancton textbook, “Chapter 16: Canadian Local Government in Comparative Perspective” • Spicer, Lyons and Graham textbook, “Chapter 20: Opening a Safe Injection Site,” (pgs. 233-239). • Charter City Toronto website, link in OWL
<p>Class #11</p> <p>Monday, April 3, 2023 @ 6:30-9:30pm</p>	<p>Making Progress?</p> <ol style="list-style-type: none"> 1. The Great Debate - are Canada’s cities equipped to address Canada’s greatest social, economic, environmental and political challenges? What needs to change if we want to see greater progress? <p>Readings:</p> <ul style="list-style-type: none"> • Revisit TVO’s <i>The Agenda</i>, “Should Cities Have More Power?” debate online; link provided in OWL
<p>Class #12</p> <p>Monday, April 10, 2023 @ 6:30-9:30pm</p>	<p>Cities in the Federation: Guest Speaker Panel (TBD)</p> <p>Readings:</p> <ul style="list-style-type: none"> • Speaker bios (shared via OWL closer to date) <p>Notes:</p> <ul style="list-style-type: none"> • Second half participation marks will be posted on OWL (10%) • Final assignment, Urban Policy Paper, is due on Monday, April 10, 2023 @ 5pm (30%)

ADDITIONAL NOTES

Prerequisites

Students are responsible for ensuring that they have successfully completed all course prerequisites. If you do not have the prerequisites for this course, and you do not have written

special permission from your Dean to enroll in this course, you will be removed from this course and it will be deleted from your record. This decision may not be appealed. You will receive no adjustment to your fees in the event that you are dropped from a course for failing to have the necessary prerequisites.

Late Penalties

Assignments submitted after the stated due date, without prior approval from Dr. Graham, will be deducted 5% per day for up to 10 days at which time the assignment will receive a grade of zero.

Plagiarism

Plagiarism is an academic offense and will be treated as such. Students who are in doubt as to the nature of this offence should consult their instructor, Department Chair, or Dean's Office, as well as the Huron University College Statement on Plagiarism, available at the Reference Desk in the Huron University College Library and at www.huronuc.on.ca. In addition, students may seek guidance from a variety of current style manuals available at the Reference Desk in the Huron University College Library. Information about these resources can be found at www.huronuc.on.ca/library&computing~styleguides. Plagiarism detection software may be used in this course. Students may be required to submit their work in electronic form.

Appendix to Course Outlines: Academic Policies & Regulations Fall/Winter 2022-2023

Huron will continue to follow the guidance of public health and government officials. It is anticipated that there will be no disruptions to in-person instruction. This is subject to change.

Student Code of Conduct

Membership in the community of Huron University College and Western University implies acceptance by every student of the principle of respect for the rights, responsibilities, dignity and well-being of others and a readiness to support an environment conducive to the intellectual and personal growth of all who study, work and live within it. Upon registration, students assume the responsibilities that such registration entails. While in the physical or online classroom, students are expected to behave in a manner that supports the learning environment of others. Please review the Student Code of Conduct at:

<https://huronatwestern.ca/sites/default/files/Res%20Life/Student%20Code%20of%20Conduct%20-%20Revised%20September%202019.pdf>.

Prerequisite and Antirequisite Information

Students are responsible for ensuring that they have successfully completed all course prerequisites and that they have not completed any course antirequisites. Unless you have either the requisites for this course or written special permission from your Dean to enroll in it, you may be removed from this course and it will be deleted from your record. This decision may not be appealed. You will receive no adjustment to your fees in the event that you are dropped from a course for failing to have the necessary prerequisites.

Attendance Regulations for Examinations

A student is entitled to be examined in courses in which registration is maintained, subject to the following limitations:

- 1) A student may be debarred from writing the final examination for failure to maintain satisfactory academic standing throughout the year.
- 2) Any student who, in the opinion of the instructor, is absent too frequently from class or laboratory periods in any course will be reported to the Dean of the Faculty offering the course (after due warning has been given). On the recommendation of the Department concerned, and with the permission of the Dean of that Faculty, the student will be debarred from taking the regular examination in the course. The Dean of the Faculty offering the course will communicate that decision to the Dean of the Faculty of registration.

Review the policy on Attendance Regulations for Examinations here: [Academic Calendar - Western University \(uwo.ca\)](#)

Statement on Academic Offences

Scholastic offences are taken seriously and students are directed to read the appropriate policy, specifically, the definition of what constitutes a Scholastic Offence, at the following website: [Academic Calendar - Western University \(uwo.ca\)](#). The appeals process is also outlined in this policy as well as more generally at the following website:

https://www.uwo.ca/univsec/pdf/academic_policies/appeals/appealsundergrad.pdf.

Turnitin.com

All required papers may be subject to submission for textual similarity review to the commercial plagiarism detection software under license to the University for the detection of plagiarism. All papers submitted for such checking will be included as source documents in the reference database for the purpose of detecting plagiarism of papers subsequently submitted to the system. Use of the service is subject to the licensing agreement, currently between The University of Western Ontario and Turnitin.com (<http://www.turnitin.com>).

Statement on Use of Electronic Devices

It is not appropriate to use electronic devices (such as, but not limited to, laptops, tablets, cell phones) in the classroom for non-classroom activities. Such activity is disruptive and distracting to other students and to the instructor, and can inhibit learning. Students are expected to respect the classroom environment and to refrain from inappropriate use of technology and other electronic devices in class.

Statement on Use of Personal Response Systems (“Clickers”)

Personal Response Systems (“clickers”) may be used in some classes. If clickers are to be used in a class, it is the responsibility of the student to ensure that the device is activated and functional.

Students must see their instructor if they have any concerns about whether the clicker is malfunctioning. Students must use only their own clicker. If clicker records are used to compute a portion of the course grade:

- the use of somebody else’s clicker in class constitutes a scholastic offence
- the possession of a clicker belonging to another student will be interpreted as an attempt to commit a scholastic offence.

Academic Consideration for Missed Work

All students pursuing academic consideration, regardless of type, must contact their instructors no less than 24 hours following the end of the period of absence to clarify how they will be expected to fulfill the academic responsibilities missed during their absence. **Students are reminded that they should consider carefully the implications of postponing tests or midterm exams or delaying submission of work, and are encouraged to make appropriate decisions based on their specific circumstances.**

Students who have conditions for which academic accommodation is appropriate, such as disabilities or ongoing or chronic health conditions, should work with Accessible Education Services to determine appropriate forms of accommodation. Further details concerning policies and procedures may be found at: <http://academicsupport.uwo.ca/>.

Policy on Academic Consideration for a Medical/ Non-Medical Absence

(a) Consideration on Medical Grounds for assignments worth *less than 10%* of final grade: Consult Instructor Directly and Contact Academic Advising

When seeking consideration on **medical grounds** for assignments worth *less than 10%* of the final course grade, the student should contact the instructor directly. The student need only share broad outlines of the medical situation. The instructor **may** require the student to submit documentation to the academic advisors, in which case she or he will advise the student and inform the academic advisors to expect documentation. If documentation is requested, the student will need to complete and submit the [Student Medical Certificate](#). The instructor may **not** collect medical documentation. The advisors will contact the instructor when the medical documentation is received, and will outline the severity and duration of the medical challenge as expressed on the Student Medical Certificate and in any other supporting documentation. The student will be informed that the instructor has been notified of the presence of medical documentation, and will be instructed to work as quickly as possible with the instructor on an agreement for accommodation.

b) Medical Grounds for assignments worth 10% or more of final grade: Go Directly to Academic Advising

University Senate policy, which can be found at [Academic Calendar - Western University \(uwo.ca\)](#) requires that all student requests for accommodation on medical grounds for assignments worth 10% or more of the final grade be made directly to the academic advising office of the home faculty (for Huron students, the “home faculty” is Huron), with supporting documentation in the form (minimally) of the Senate-approved Student Medical Certificate found at: https://www.uwo.ca/univsec/pdf/academic_policies/appeals/medicalform.pdf.

The documentation is submitted in confidence and will not be shown to instructors. The advisors will contact the instructor when the medical documentation is received, and will outline the severity and duration of the medical challenge as expressed on the Student Medical Certificate and in any other supporting documentation. The student will be informed that the instructor has been notified of the presence of medical documentation, and will be instructed to work as quickly as possible with the instructor on an agreement for accommodation. The instructor will not normally deny accommodation where appropriate medical documentation is in place and where the duration it describes aligns with the due date(s) of assignment(s). Before denying a request for accommodation on medical grounds, the instructor will consult with the Dean. The instructor’s

decision is appealable to the Dean.

c) Consideration on Non-Medical Grounds: Consult Huron Support Services/Academic Advising, or email huronsss@uwo.ca.

Students seeking academic consideration for a **non-medical** absence (e.g. varsity sports, religious, compassionate, or bereavement) will be required to provide appropriate documentation. All consideration requests must include a completed [Consideration Request Form](#). Late penalties may apply at the discretion of the instructor.

Please review the full policy on Academic Consideration for medical and non-medical absence at: [accommodation_medical.pdf \(uwo.ca\)](#). Consult [Huron Academic Advising](#) at huronsss@uwo.ca for any further questions or information.

Support Services

For advice on course selections, degree requirements, and for assistance with requests for medical accommodation, students should email an Academic Advisor in Huron's Student Support Services at huronsss@uwo.ca. An outline of the range of services offered is found on the Huron website at: <https://huronatwestern.ca/student-life/student-services/>.

Department Chairs, Program Directors and Coordinators are also able to answer questions about individual programs. Contact information can be found on the Huron website at: <https://huronatwestern.ca/contact/faculty-staff-directory/>.

If you think that you are too far behind to catch up or that your workload is not manageable, you should consult your Academic Advisor. If you are considering reducing your workload by dropping one or more courses, this must be done by the appropriate deadlines. Please refer to the Advising website, <https://huronatwestern.ca/student-life/student-services/academic-advising/> or review the list of official Sessional Dates on the Academic Calendar, available here: <http://www.westerncalendar.uwo.ca/SessionalDates.cfm>.

You should consult with the course instructor and the Academic Advisor who can help you consider alternatives to dropping one or more courses. Note that dropping a course may affect OSAP and/or Scholarship/Bursary eligibility.

Huron Student Support Services: <https://huronatwestern.ca/student-life/student-services/> Office of the Registrar: <https://registrar.uwo.ca/>
Student Quick Reference Guide: <https://huronatwestern.ca/student-life/student-services/#1> Academic Support & Engagement: <http://academic-support.uwo.ca/>
Huron University College Student Council: <https://huronatwestern.ca/student-life/beyond-classroom/hucsc/>
Western USC: <http://westernusc.ca/your-services/#studentservices>

Wellness and Health Supports at Huron and Western

University students may encounter setbacks from time to time that can impact academic performance. Huron offers a variety of services that are here to support your success and wellbeing. All Huron staff and faculty have received training on responding to disclosures of Gender-Based Sexual Violence (GBSV); students should know that the Community Safety Office is a resource for survivors, providing support and, if desired, guidance while referring them to the further supports

that they may require. Please visit <https://huronatwestern.ca/student-life-campus/student-services/wellness-safety> for more information or contact staff directly:

Wellness Services:

huronwellness@huron.uwo.ca Community

Safety Office: safety@huron.uwo.ca

Additional supports for Health and Wellness may be found and accessed at Western through, <https://www.uwo.ca/health/>.

Western Calendar - Policy Pages -

[Academic Calendar - Western University \(uwo.ca\)](#)