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ENST 367W.01: Environmental Politics and Policies

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ENST 367W
ENVIRONMENTAL POLITICS AND POLICIES
Tu/Th 11:10 am – 12:30 pm
Jeannette Rankin Hall 203
Fall 2013

Instructor

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Course Description

This course is intended to be an upper division course for junior and seniors. It fulfills UM's Upper Division Writing Requirement.

In this course, students learn how to analyze and research environmental and natural resource policy issues, and how to advise policy actors on political strategies to advance their interests. The goal is for students to develop an understanding of the complex dynamics of policy making as preparation for being an active, engaged citizen and pursuing policy-related careers. The focus is on current domestic environmental policy issues. A fundamental objective is for students to understand the workings of governmental policy-making institutions, political processes by which government decisions are made and the ways that various policy actors attempt to influence those decisions.

In the beginning of the course, students are introduced to the *Policy Process Framework*, the stages of moving from environmental problem to policy solution. Thus, we examine how environmental problems become recognized, develop into public issues, thereby gain the attention of government, and result in public policies being formulated, adopted, implemented and evaluated, and in some cases changed or terminated.

Later in the course, students conduct investigations and analyses of the political processes of current policy issues with the goal of predicting outcomes and identifying strategies and tactics that various policy actors can employ to influence outcomes of policy decisions in their favor.

The class uses the *Government Politics Model* to analyze current natural resource and environmental policy issues. Models are tools to help us better see the various components of complex systems – in our case the political system – and understand the relationships among various policy actors and their behaviors. Models not only help us explain current policy debates, but also help us predict their outcomes and identify ways that various policy actors can tweak the outcome in their favor. To be successful in the course, students will demonstrate mastery in applying the *Government Politics Model* and understanding government institutions.

In learning to apply the *Government Politics Model* students begin by identifying key *stakeholders* and *decision makers*. Students also examine decision making processes of governmental institutions, which we refer to as the *Rules of the Game*, such as those used by Congress, federal agencies, and the courts. Next, students identify the *political interests* and *stakes* of the *policy actors*, their underlying values, and their ability to influence the decision makers at different stages of the decision making process. In evaluating the relative power of these actors, we consider their *political access* to decision makers and other policy actors, *political resources*, and *tactics or strategies*. Thus, to master the *Government Politics Model* students must understand and be able to apply these key concepts in analyzing current policy issues.

Learning Outcomes

By the end of the course students will:

- Understand the basic organization, decision making processes, and interrelationships among federal policy making institutions, including Congress, the president, executive branch agencies, and the courts.
- Understand and appreciate the influence of interest groups, scientists, the media, public opinion and other factors in governmental decision making.
- Be able to research and analyze current policy debates, predict outcomes, and strategically advise policy actors by using the *Government Politics Model* (i.e., by identifying decision makers, ascertaining the *Rules of the Game*, assessing the relative influence of policy actors by analyzing actors' interests, resources, tactics, and access to decision makers).
- Have improved skills and confidence in analytic writing, public speaking, and civic debate.
- Attain knowledge of and interest in how to effectively participate in current environmental policy decisions, i.e., citizenship skills and sensibilities.

Class Structure

The class is highly interactive and will include a combination of lecture, discussion, and a variety of activities such as small group discussions, guest speakers, videos, etc. Considerable class time will also be devoted researching current policy issues and improving writing skills.

Grades, Grading Policy, and Policy on Late Assignment

Course grades are based on total of 1000 possible points for the following components:

- Class Attendance and Participation – 100 points (10%)
- Policy Process Homework – 50 points (5%)
- Quizzes – 75 points (7.5%)
- Case Study Analysis – 200 points (20%)
- Current Issue Identification Homework – 25 points (2.5%)
- Current Issue Background Assignment – 100 points (10%)
- Interview Guide Homework – 50 points (5%)
- Current Issue Presentation – 100 points (10%)
- Current Issue Investigation Policy Research Paper – 300 points (30%)

Course grades will be assigned as follows:

<u>Points</u>	<u>Grade</u>	<u>Points</u>	<u>Grade</u>	<u>Points</u>	<u>Grade</u>
925-1000	A	800-824	B-	675-699	D+
900-924	A-	775-799	C+	625-674	D
875-899	B+	725-774	C	0-624	F
825-874	B	700-724	C-		

In-Class Quizzes will test of knowledge and understanding of reading and lecture materials, and will consist of multiple choice questions and short-answer question. The first quiz will be on Thursday, September 12. Other quizzes will be announced in class previous to the class during which they are given. Make-up assignments for missed quizzes will be allowed only if arranged in advance with the instructor.

Requests for reconsideration of grades you receive on an assignment must be put in writing with the reasons for the request explained. Such requests should be submitted to the instructor no later than one week after the graded assignment is returned to you.

Late assignments will receive up to a letter grade reduction for each week day and each weekend they are late. If unforeseen or special circumstances prevent you from submitting an assignment on time are anticipated or known ahead of time, you should contact the instructor in advance of due date and request an extension and also offer an explanation of your reasons.

If you are unable to contact me before the due date, it is recommended that you do so as soon as possible afterward. Being sick or stranded out of town and the like are generally not considered acceptable excuses for not emailing or calling to explain your situation before an assignment is due. Failure to contact the instructor in a timely manner about a late assignment will generally result in incurring the full late penalty (see above) or the assignment not being accepted.

Description of Major Assignments

1. **Case Study Analysis** – To help hone your analytic skills for the issue investigation research paper, you will analyze the case of the Forest Jobs Recreation Act (FJRA) using the *Policy Process Framework* and the *Government Politics Model*. Case Study Analyses are due Tues., Oct. 8.
2. **Current Issue Investigation** – The purpose of the assignment is to conduct original research and analysis on a current policy issue that is being actively debated and will soon be decided. This should involve preparing interview questions and interviewing key policy actors, and if possible decision makers, as well as gathering information through other means on actors' interests in the issue, and the resources and strategies they employ. The primary objectives is to: (1) situate the issue within the stages of the policy process; (2) explain the political processes involved with the issue up to the present time using the *Government Politics Model*; (3) predict outcomes of the policy debate; and (4) recommend strategies one or more actors can use to influence the issue. **Policy Research Workshops** will prepare students to do the necessary research to complete this assignment.

Picking Topics. An initial list of current policy issues will be provided in class along with sources to identify additional current issues that can be added to the list. From that list, students will pick several issues to investigate in small groups. During the week of Oct. 22, you will join a current issue group based on the issue preferences you submit.

There are four separate parts to the Current Issue Investigation:

- A. Current Issue Background (4-8 pages). Each group will work together to research the background of the issue, situate the issue within the policy process presented in class, identify the key policy actors, describe their involvement, and attempt to explain events to date. Although it is expected that members of your group will share information and help each other understand the issue, you will individually write the issue background paper, which you will revise based on feedback from the instructor or TA. The rewrite will help develop your analytic writing skills and fulfill *UM's General Education Writing Requirement*. **Due Tuesday, Nov. 12**
- B. Interview Guide. For this part, groups will prepare interview questions for 3 or 4 policy actors they would like to interview. An interviewing workshop will be provided to assist in developing interview questions, arranging and conducting interview, and documenting results. Students will receive feedback on their interview guides and may be asked to revise them.
- C. Current Issue Investigation Presentation. During the last two weeks of the semester, each group will prepare a 15-20 minute class presentation on their issue investigation that covers the issue background and analysis of the issue.
- D. Current Issue Investigation Paper (10-15 pages). This analytic policy research paper will represent the culmination of your current issue investigation, for which you will include a revised issue background, additional research and analysis conducted, a well-justified issue outcome prediction, and advice to one or more policy actors. **Due Tues., Dec. 10**

For this final paper students are also asked to incorporate course materials (reading and lectures) in analyzing your issue. The goal is to illustrate an in-depth understanding of policy developments for the issue. The following questions indicate the kinds of information and analyses that should be included:

- Who are the decision makers and what rules, procedures and norms they follow?
- What are the positions of the other main policy actors, and why?
- What influence have they had on the development of policy to date?
- What is the source of their influence, i.e., what resources and advantages do they have?
- What is the nature of their access to the key decision makers in the policy making process?
- How have they influenced policy in the past?
- What are the arguments, evidence and strategies they are employing now?
- How are they likely to influence future direction of the policy?
- What is the likely outcome of the current policy debate?
- Picking one policy actor, what strategies would you recommend she/he employ and why?

The above list is not intended to be an exhaustive check-list. Rather it is intended to help you think about pieces of information and aspects of analysis that are necessary to gain an in-depth understanding about policy development regarding a particular issue. Thus, rather than asking yourself whether you have methodically and dutifully hit upon every point raised above, you should ask yourself whether you have covered all the main pieces that will result in in-depth understanding of the issue.

Additional instructions and guidelines for each assignment will be handed out and discussed in class.

Attendance Policy

Regular attendance is a requirement. Attendance will be taken each day of class. The instructor reserves the option to impose a full letter grade reduction in your course grade if you have five or more unexcused absences throughout the term. A limit number of excused absences may be allowed on a case-by-case basis. Students wishing to have an excused absence generally must notify the instructor in advance of a class that they will miss, or provide an acceptable reason such as illness or death in the family, and may be required to provide verification. Lateness to class is disruptive to the learning environment. Repeated lateness may also result in a course grade reduction. Students at risk of incurring a grade reduction due to poor attendance will be given advanced notification and an opportunity to improve.

Extra Credit

Several opportunities will be provided to earn extra credit (for up to a maximum of 30 points or a 3% boost in your course grade). These will typically consist of attending relevant lectures and events or volunteering and writing a short report relating the experience to the course. Students will also have the option of attending a public hearing convened by a government entity such as a legislative body, an agency, or a court, and completing a short report about it.

Attend a Public Hearing (20 points): Public hearings are an important component of democratic participation. Here is your chance to see what goes on and perhaps participate yourself. Opportunities to attend public hearings will be announced in class. You must attend in person (not watch community access cable) and provide a two page **Public Hearing Report**. Reports should identify the date, location, presiding entity, level of government, the topic or decision under consideration, a rough timeline for the decision to be made, and the law or policy the hearing pertains to. For full credit, you should also summarize and assess the nature of the comments, identify some of the speakers by name and title, identify which arguments or testimony you found more and less compelling, explain why and provide your own opinion on the issue. Finally, indicate if you provided testimony or could see yourself doing so at another such hearing.

To receive credit, extra credit reports must be turned in within 10 calendar days of the hearing or other event. **Thursday, Nov. 21 is the last day in the semester to turn in extra reports.**

Academic Dishonesty and Plagiarism

Plagiarism is a serious violation of academic integrity. All work and ideas submitted are expected to be your own or must be fully and accurately attributed to verifiable sources. The *Academic Policies and Procedures in the 2013-14 University Catalog* states:

Students who plagiarize may fail the course and may be remanded to Academic Court for possible suspension or expulsion ... Students must always be very careful to acknowledge any kind of borrowing that is included in their work. This means not only borrowed wording but also ideas. Acknowledgment of whatever is not one's own original work is the proper and honest use of sources. Failure to acknowledge whatever is not one's own original work is plagiarism.

If you have any doubts about plagiarism and citing of others' work or ideas, especially web sources, please consult the instructor.

Students with Disabilities

If you are a student with a disability and wish to discuss reasonable accommodations for this course, contact me privately to discuss the specific modifications you wish to request. Please be advised I may request that you provide a letter from Disability Services for Students verifying your right to reasonable

modifications. If you have not yet contacted Disability Services, located in Lommasson Center 154, please do so in order to verify your disability and to coordinate your reasonable modifications. For more information, visit the Disability Services website at <http://life.umt.edu/dss>.

Reading Materials

There is one required text book:

Layzer, Judith A. 2012. *The Environmental Case: Translating Values into Policy*, 3rd Ed. Washington D.C.: CQ Press.

It is available at The UM Bookstore. It is referred to **TEXT** in the Class Schedule below.

Most other reading materials will be on **Electronic Reserve (E-RES)**. Materials on E-RES can be accessed through the Mansfield Library course reserves home page: <http://eres.lib.umt.edu/eres/default.aspx> by searching for the course (ENST 367) or the instructor (Saha). The course reserve page password is "ENST367".

We will also be reading numerous articles from current issues of *High Country News*, a bi-monthly journal of issues in the West. The publishers are provided each student in the class with a free copy for the entire semester. Readings from *High Country News* will be assigned in class one or two class session ahead of time. Students who miss class a responsible for finding out about these assigned readings from a fellow classmate, the TA or the instructor.

Phone Communications

Phone communications may be necessary for gathering information (conducting interviews) for the research papers, particularly for national or regional policy topics. It is recommended that each student plan for several hours of phone calls.

Class Schedule

Tues 8/27 Course Introduction

Thurs 8/29 Introduction to Environmental Politics and Policy

TEXT Ch. 1 ("A Policymaking Framework: Defining Problems and Portraying Solutions in U.S. Environmental Politics") **[Read Pp. 1-18 only]**

Tues. 9/3 Historical Periods of Natural Resource and Environmental Policy

Vaughn, Jacqueline. 2011. "A Historical Framework for Environmental Protection." Pp. 6-30 in *Environmental Politics: Domestic and Global Dimensions*, 6th ed. (Ch 1)

Thurs. 9/5 Taking Stock of Over Four Decades of Environmental Policy

Please bring Kraft reading to class

Kraft, Michael E. and Norman J. Vig. 2013. "Environment Policy over Four Decades: Achievement and New Directions." Pp. 2-29 in *Environmental Policy and Politics: New Directions for the 21st Century*. Authors, eds. New York: Pearson-Longman. **[Read Pp. 24-29 only]**

- Tues. 9/10 Policy Process Stages
 Vaughn, Jacqueline. 2011. "Introduction." Pp. 1-5 in *Environmental Politics: Domestic and Global Dimensions*, 6th ed.
 Kingdon, John W. 1995. "Agenda Setting." Pp. 105-113 in *Public Policy: The Essential Readings*. Stella Z. Theodoulou and Matthew A. Cahn, eds. Englewood
- Thurs 9/12 Love Canal Case Study
Quiz 1
Please bring reading to class
POLICY PROCESS HOMEWORK HANDED OUT
TEXT Ch. 3, p. 56-28 ("Love Canal: Hazardous Wastes and the Politics of Fear")
- Tues 9/17 Policy Process Case Studies: The Clean Air Act and Clean Water Act
Please bring reading to class
TEXT Ch. 2, p. 28-55 ("The Nation Tackles Pollution: The Environmental Protection Agency and the Clean Air and Water Acts")
- Thurs 9/19 Clean Air Act and Clean Water Act Cases Continued
Please bring 9/17 reading to class
- Tues 9/24 Government Politics Model
POLICY PROCESS HOMEWORK DUE
 Government Politics Model
 Additional reading to be announced (TBA) from *High Country News*
- Thurs 9/26 Congress and the Legislative Process
CASE STUDY ANALYSIS ASSIGNMENT HANDED OUT
 Kraft, Michael E. 2013. "Environmental Policy in Congress." Pp. 109-134 in *Environmental Policy: New Directions for the 21st Century*, 8th Ed.
 Project Vote Smart (2013) How a Bill Becomes Law http://votesmart.org/education/how-a-bill-becomes-law#.UhlJwT_pxcA
 Additional reading to be announced (TBA) from *High Country News*
- Tues 10/1 Forest Jobs and Recreation Act Case Study
 See Case Study Readings folder on E-RES
- Thurs 10/3 Case Study Analysis In-Class Workday
- Tues 10/8 Current Issues Identification Workshop
CLASS MEETS IN COMPUTER CLASSROOM, LOCATION TBA

CASE STUDY ANALYSIS DUE

CURRENT ISSUE IDENTIFICATION HOMEWORK HANDED OUT

Thurs 10/10 The President and Environmental Policy

Vig, Norman J. 2013. "Presidential Powers and Environmental Policy." Pp. 84-108 in *Environmental Policy: New Directions for the 21st Century, 8th Ed.*

Eilperin, Juliet. 2013. "In his Second Term, Obama Becomes Bolder on the Environment." *The Washington Post*. August 10.

Restuccia, Andrew. 2013, June 25. "Obama on Climate: 10 Takeaways." *Politico.com* (from Lexis-Nexis Academic).

Additional reading(s) to be announced (TBA) from *High Country News*

Tues 10/15 The Courts and Environmental Policy

CURRENT ISSUE IDENTIFICATION HOMEWORK DUE

O'Leary, Rosemary. 2013. "Environmental Policy in the Courts." Pp. 135-156 in *Environmental Policy: New Directions for the 21st Century, 8th Ed.*

Additional reading(s) TBA from *High County News*

Thurs 10/17 Administrative Decision Making and the National Environmental Policy Act (NEPA)

O'Brien, Mary. 2004. "Standing Up for This World." *Orion* (September/October) 56-62.

Additional reading(s) TBA from *High County News*

Tues 10/22 Policy Research Workshop

CURRENT ISSUE BACKGROUND HOMEWORK HANDED OUT

SPECIAL TRAINING DAY, CLASS MEETS IN MANSFIELD LIBRARY, RM. 283

Thurs 10/24 Writing Workshop #1

Woods, Geraldine. 2010. "Polishing Your Punctuation." Pp. 92-116 in *Grammar Essentials for Dummies*. Indianapolis, IN: Wiley.

Woods, Geraldine. 2010. "Constructing Complete Sentences." Pp. 46-63 in *Grammar Essentials for Dummies*.

Woods, Geraldine. 2010. "Drawing Parallels (Without the Lines)." Pp. 64-74 in *Grammar Essentials for Dummies*.

Tues 10/29 Climate Change Policy

Rabe, Barry G. 2010. "Can Congress Govern Climate Change?" Pp. 260-285 in *Greenhouse Governance: Addressing Climate Change in America*. Author, Ed. Washington D.C.: Brookings Institution Press.

Rosenbaum, Walter. 2010. "Greenhouse Regulation: How Capable Is EPA?" Pp. 286-310 in *Greenhouse Governance*.

Additional reading(s) TBA from *High County News*

- Thurs 10/31 Alternative Energy Case Study
TEXT Ch. 11, p 308-347 (“Cape Wind: If Not Here, Where? If Not Now, When?”)
 Additional reading(s) TBA from *High County News*
- Tues 11/5 Land Use Planning Case Study
TEXT Ch. 16, p. 488-514 (“Making Tradeoffs: Urban Sprawl and the Evolving Systems of Growth Management in Portland, Oregon”)
 Additional reading(s) TBA from *High County News*
- Thurs 11/7 Wise Use Case Study
TEXT Ch. 13, p. 383-413 (“Backlash: Wise Use, Property Rights, and Antienvironmental Activism in the 1990s”)
 Additional reading(s) TBA from *High County News*
- Tues 11/12 Policy Research Workshop #2 (Interviewing)
CURRENT ISSUE BACKGROUND ASSIGNMENT DUE
INTERVIEW GUIDE ASSIGNMENT HANDED OUT
 Rouge Communications. Modules 1-7 <http://www.roguecom.com/interview/>
- Thurs 11/14 Public Lands Case Studies
LAST NAME A-K READ:
TEXT Ch. 6, p. 308-347 (“Federal Grazing Policy: Some Things Never Change”)
LAST NAME L-Z READ:
TEXT Ch. 8, p. 209-239 (“Playground or Paradise: Snowmobiles in Yellowstone National Park”)
 Additional reading(s) TBA from *High County News*
- Tues 11/19 Collaborative Natural Resource Management
INTERVIEW GUIDE ASSIGNMENT DUE
 Lubell, Mark and Brian Segee. 2013. “Conflict and Cooperation in Natural Resource Management.” Pp. 185-205 in *Environmental Policy: New Directions for the 21st Century, 8th Ed.*
 Additional reading(s) TBA from *High County News*
- Thurs 11/21 Issue Investigation Presentations
- Tues 11/26 Issue Investigation Presentations
- Thurs 11/28 Thanksgiving - No Class

Tues 12/3 Issue Investigation Presentations
 Thurs 12/5 Issue Investigation Presentations
 Tues 12/10 Finals Week – Final Class Meeting 10:10 A.M. – 12:10 P.M.

POLICY RESEARCH PAPERS DUE

Important Due Dates

<u>Assignment</u>	<u>Due Date</u>
Policy Process Homework	Tues., Sept. 24
Case Study Analysis	Tues., Oct. 8
Current Issue Identification	Tues., Oct. 15
Current Issue Background	Tues., Nov. 12
Interview Guide Assignment	Tues., Nov. 19
Extra Credit Reports (last day to turn in)	Thurs., Nov. 21
Current Issue Presentations	11/21 to 12/5
Current Issue Investigation Paper	Tues., Dec. 10