

Environmental Policy and Administration

POLS 759

Spring, 2017

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Office Hours: 1-2 T & W or by appointment

Course Objectives

The main purpose of this course is to examine the relationships between institutional decisions, administrative processes and the implementation of environmental policies in the United States using examples drawn from natural resources, energy and pollution control programs.

Key learning objectives include the consideration of:

- Various models of policy design, implementation and change.
- Roles played by policy actors or networks and political institutions such as courts, the chief executive, staff agency or legislatures in shaping the decisions of agency decision-makers.
- Alternative ways of structuring administrative decisions. Whether agencies choose to undertake or not undertake a particular course of action may depend upon considerations such as cost, perceived risks, and the role of science or scientists.
- How decisions are affected by specifying the form of governmental intervention (e.g., regulation), the appropriate level of government for the assumption of program management responsibilities (e.g., federalism), or by integrating sustainable policy concerns within non-environmental policy arenas.
- How policy indicators can help us understand program value.

There are three contact hours per week and it is expected that each student will be responsible for twelve hours of outside work for the same period of time.

Course Format

The format of this course is largely based on readings and discussion. Supplemental lectures will occasionally be presented on a particular topic or as a means of setting the discussion agenda.

For each session, several students will be designated as discussion leaders and will bear the responsibility for discussing at least one of the suggested readings. Each discussion leader is expected to make a 15-20 minute presentation of the key points and issues raised by the author(s) of the readings, including a critical analysis of how well the objectives of the research are carried out. A one page precis should be completed with copies for everyone. Please present your

analysis in a conversational manner; i.e., do not read your precis. A brief period of time will be allocated for questions and discussion after each presentation.

Course Requirements

Students will be evaluated on the basis of their performance on two exams (a midterm and a final), a term paper and class participation (25% each). The latter activity is based on attendance plus quality of your commentary plus article analyses.

This course adheres to the Academic Integrity Policy of the Colorado State University General Catalog and the Student Conduct Code. Colorado State University has long upheld values of academic and scholastic integrity. The General Catalog's "Policies and Guiding Principles" asserts that CSU "expects students to maintain standards of personal integrity that are in harmony with the educational goals of the institution" - citing "principles of academic honesty" as the first example. (1.6 Page 1).

Term Paper Assignment

One of the objectives of this course is to encourage you to write a paper of sufficient quality to warrant its presentation at a professional conference. Accordingly, you will be asked to submit a paper proposal by **February 15**. A draft or detailed outline is due **March 22** and a completed project should be turned in on or **April 5**. Everyone will offer a 12-15 minute presentation of her/his project on **April 26**.

Let us begin with the proposal. It should be relatively brief (no more than 2-3 pages) and should identify the research problem, the purpose of the research and how you intend to do it. The research problem is often based on the critical examination of a conceptual framework, theory or model, an effort to resolve or reconcile competing arguments or, in some cases, the lack of information about a particular topic. For example, the model's usefulness is contingent upon its ability to explain or predict political events or decisions. An examination of a controversy or the analysis of data may reveal that a particular facet of the model is useful or irrelevant (e.g., the importance of agency staffing levels in the implementation of air quality programs).

Another example is a research focus on a topic which evokes disagreement from differing analysts such as the usefulness of cost/benefit analysis as a means of justifying a given project or course of action by a governmental agency. Finally, there are certain topics such as the state regulation of organic agriculture that have not received attention from political scientists; thus, a synthesis of research from disparate sources (e.g., other social science journals such as rural sociology; government documents; dissertation abstracts; news magazines; and, on occasion, newspaper sources such as the New York Times, Washington Post, Wall Street Journal or High Country News) is appropriate.

Having isolated the research problem, you will then state the purpose of the research (e.g., the purpose of this paper is to assess the validity of social science indices used in the preparation of environmental impact statements by the U.S. Department of Energy). This can be done very succinctly, depending on how you choose to define the boundaries of the research problem. It is

easy to say that water quality concerns will be examined but it is also necessary to think in terms of problem type (point source vs. nonpoint source), who (urban vs. rural users), when (the analysis of water quality before and after the abatement program is in place), and level of government (local, district, county, state, regional or national). In short, the research questions one wishes to address are to be included in this section.

Finally, the question of how these issues will be addressed should be included. Usually this means that a particular mode of analysis is employed; e.g., a survey of the literature, documents research, participant observation, or the analysis of data (usually surveys or government statistics). To the extent that more than one type of analysis is performed, so much the better - as long as you remain consistent in the research focus or theme under examination. If the paper is data based, an additional sentence or two describing the techniques to be used is appropriate.

Course Readings

Christopher Klyza and David Sousa, *American Environmental Policy: Beyond Gridlock*, 2nd ed. Cambridge, MA: MIT Press, 2013.

Douglas McAdam and Hilary Boudet. *Putting Social Movements in their Place: Explaining Opposition to Energy Projects in the United States, 2000–2005*. New York: Cambridge University Press, 2012.

Daniel Press, *American Environmental Policy: The Failures of Compliance, Abatement and Mitigation*. Northampton, MA: Edward Elgar, 2016.

Toddi Steelman, *Implementing Innovation: Fostering Enduring Change in Environmental and Natural Resource Governance*. Washington, DC: Georgetown University Press, 2010.

Norman Vig and Michael Kraft, eds., *Environmental Policy*, 9e. Washington, D.C.: CQ Press, 2016.

Course Outline

Date Topic

1/18 Approaches to the Design and Implementation of Environmental Programs

Required Readings

Press, Ch 1; Steelman Ch 1

Meredith Niles and Mark Lubell, “Integrative Frontiers in Environmental Policy Theory and Research,” *Policy Studies Journal*, V40 SI (2012), pp. 41-55.

Suggested Readings

Tomas Koontz and J. Newig. "From Planning to Implementation: Top-Down and Bottom-Up Approaches for Collaborative Watershed Management," *Policy Studies Journal*, V42 (August, 2014), pp. 416–442.

Megan Mullin, "A Conditional Theory of Specialized Governance." Ch 2 in her book, *Governing the Tap* (MIT Press, 2009).

Evan Ringquist, "Political Control and Policy Impact in EPA's Office of Water Quality," *American Journal of Political Science* (May, 1995).

Martin Nie, "The Underappreciated Role of Regulatory Enforcement in Natural Resource Conservation," *Policy Sciences* (April, 2008).

1/25 The Institutional Context of Environmental Policy Decisions

Required Readings

VK, Ch 4,5,6 & 7; KS, Ch 2, 3 & 5

Suggested Readings

Wendy Espeland, "The New Guard: Agents of Rationality, Arbiters of Democracy." Ch. 4 in her *The Struggle for Water*. Chicago, IL: University of Chicago Press, 1998.

Rick Kurtz, "Oil Spill Causation and the Deepwater Horizon Spill." *Review of Policy Research* (July, 2013).

David Shafie, "Managing the Commons [Public Lands]." Chapter 3 in his book *Presidential Administration and the Environment*. New York, Routledge, 2013.

Brian Ellison, "Bureaucratic Politics, the Bureau of Reclamation, and the Animas-La Plata Project," *Natural Resources Journal* (Spring, 2009).

Derek Reiners, "Institutional Effects on Decision-Making on Public Lands: An Interagency Examination of Wildfire Management," *Public Administration Review* (March/April, 2012).

2/1 Environmental Policy Implementation and Change

Required Readings

Steelman, Ch 2-6

Frank Baumgartner and Bryan Jones, "Federalism as a System of Political Venues." Chapter 11 in their *Agendas and Instability in American Politics*, 2nd ed. University of Chicago Press, 2009.

Suggested Readings:

Tomas M Koontz and Jens Newig. "From Planning to Implementation: Top-Down and Bottom-Up Approaches for Collaborative Watershed Management." *Policy Studies Journal* 42, no. 3 (2014): 416-442.

Bradley Clark, "River Restoration in the American West: Assessing Variation in the Outcomes of Policy Change," *Society & Natural Resources*, V22 No. 5 (2009), pp. 401-416.

Samantha Mosier, "A Leader – California." Ch 6 in her dissertation, *Examining the Policy Diffusion of Organic Food and Agriculture Legislation in the U.S.: The Role of the States* (Political Science Department, Colorado State University, 2014).

Tanya Heikkila, Christopher Weible, and Jonathan Pierce, "Exploring the Policy Narratives and Politics of Hydraulic Fracturing in New York." In Michael Jones, Elizabeth Shanahan, and Mark McBeth, eds., *The Science of Stories*. New York: Palgrave Macmillan, 2013).

Sarah Anderson, Heather E. Hodges, and Terry L. Anderson. "Technical management in an age of openness: the political, public, and environmental forest ranger." *Journal of Policy Analysis and Management* 32, no. 3 (2013): 554-573.

Charles Davis, "The Politics of Grazing on Federal Lands: A Policy Change Perspective." In Robert Repetto, ed., *Punctuated Equilibrium and the Dynamics of U.S. Environmental Policy*. New Haven, CT: Yale University Press, 2006.

2/8 Science and Environmental Policy

Required Reading

Holly Doremus and Dan Tarlock, "Water Wars Become Science Wars." Ch 6 in their book, *Water War in the Klamath Basin*. Washington, DC: Island Press, 2008.

Walter Rosenbaum, "Science, Politics, and Policy at the EPA." Ch 7 in Norman Vig and Michael Kraft, eds., *Environmental Policy*, 8e. Washington, D.C.: CQ Press, 2013.

Suggested Readings

Mia Costa, Bruce Demarais, and John Hird, "Science Use in Regulatory Impact Analysis," *Review of Policy Research* V33 (May, 2016).

Jill McNew-Birren, "'All policy is local': punctuated equilibrium theory and the politics of US lead regulation." *Environmental Politics* V24, no. 5 (2015): 681-702.

Edward Weber, Thomas Leschine, and Jon Brock, "Civic Science and Salmon Recovery Planning in Puget Sound," *Policy Studies Journal* V38 (2010), 235–256

Keller, Ann C. "Credibility and relevance in environmental policy: Measuring strategies and performance among science assessment organizations." *Journal of Public Administration*

Research and Theory (2009).

Leslie Alm, Ross Burkhardt and Marc Simon, “Transcending Disciplines and Borders: Science, Canada, and the U.S.” Chapter 8 in their book, *Turmoil in American Public Policy: Science, Democracy, and the Environment*. Santa Barbara, CA: Praeger, 2010.

Sheila Jasanoff, “The Political Function of Good Science.” Ch 11 in her book, *The Fifth Branch: Science Advisors as Policymakers*. Cambridge, MA: Harvard University Press, 1990.

2/15* Environmental Regulation

Required Readings

KS, Ch 4; VK, Ch 10; Press, Ch 4 & 5

Suggested Readings:

Jeffrey Cook, “Are We There Yet? A Roadmap to Understanding National Park Service Rulemaking.” *Society & Natural Resources* (October, 2014).

David Shafie, “Greening the Administration.” Chapter 2 in his book *Presidential Administration and the Environment*. New York, Routledge, 2013.

Sheila Olmstead and Nathan Richardson, “Managing the Risks of Shale Gas Development Using Innovative Legal and Regulatory Approaches.” Discussion paper, Resources for the Future (June, 2014).

Deserai A.Crow, Elizabeth A. Albright, and Elizabeth Koebele. "Public Information and Regulatory Processes: What the Public Knows and Regulators Decide." *Review of Policy Research* 33, no. 1 (2016): 90-109.

David Konisky, “Regulator Attitudes and the Environmental Race to the Bottom Argument,” *Journal of Public Administration Research & Theory* (August, 2007).

Fisk, Jonathan M. “The Right to Know? State Politics of Fracking Disclosure.” *Review of Policy Research*, V30 (March, 2013).

2/22 Industry Compliance with Environmental Policies

Required Readings

VK, Ch 11

Dorothy Thornton, Robert A. Kagan, Neil Gunningham, “Compliance costs, regulation,

*Paper proposal is due

and environmental performance: Controlling truck emissions in the US,” *Regulation and Governance* (September, 2008).

Suggested Readings:

Graeme Auld and Lars H. Gulbrandsen. "Diversifying Nature Protection: Evaluating the Changing Tools for Forest Protection in Canada and Norway." *Review of Policy Research* 32, no. 6 (2015): 699-722.

Jennifer Howard-Grenville, Jennifer Nash, and Cary Coglianese, “Constructing the License to Operate: Internal Factors and Their Influence on Corporate Environmental Decisions,” *Law and Policy* (January, 2008).

Potoski, Matthew, and Aseem Prakash. "Do voluntary programs reduce pollution? Examining ISO 14001's effectiveness across countries." *Policy Studies Journal* 41, no. 2 (2013): 273-294.

Lars H. Gulbrandsen, “Dynamic Governance Interactions: Evolutionary Effects of State Responses to Non-state Certification Programs,” *Regulation & Governance* V8 (2014).

Lily Hueh and Aseem Prakash. “Incentivizing Self-Regulation: Federal vs. State –Level Voluntary Programs in U.S. Climate Change Policies,” *Regulation & Governance* V6 (2012), pp. 445-73.

Matthew Potoski and Aseem Prakash. "Green Clubs: Collective Action and Voluntary Environmental Programs." *Annual Review of Political Science* 16 (2013): 399-419.

3/1 Collaborative Decision-making

Required Readings

KS, Ch 6

Tomas M. Koontz, Craig W. Thomas, “What Do We Know and Need to Know about the Environmental Outcomes of Collaborative Management?” *Public Administration Review* V66 (December, 2006).

Suggested Readings

Joseph Campbell, Tomas Koontz & Joseph Bonnell, “Does Collaboration Promote Grass-Roots Behavior Change? Farmer Adoption of Best Management Practices in Two Watersheds,” *Society & Natural Resources* V24, No. 11 (2011), 1127-1141

Mattor, Katherine M., and Antony S. Cheng. "Contextual Factors Influencing Collaboration Levels and Outcomes in National Forest Stewardship Contracting." *Review of Policy Research* 32, no. 6 (2015): 723-744.

William E. Fleeger, "Collaborating for success: community wildfire protection planning in the Arizona White Mountains." *Journal of Forestry* 106, no. 2 (2008): 78-82.

Daniel Sherman, "Contamination, Collaboration, Remediation, and Restoration: Lessons on First-and Next-Generation Environmental Policy Approaches from the St. Paul Waterway Superfund Site in Tacoma, Washington." *Society and Natural Resources* 24, no. 3 (2011),

Andrea K. Gerlak and Tanya Heikkila, "Building a Theory of Learning in Collaboratives: Evidence from the Everglades Restoration Program," *Journal of Public Administration Research and Theory* 21 (October, 2011)

3/8 EXAM

3/15 Spring Break

3/22 Environmental Federalism

Required Readings

McAdam & Boudet (all)

David Konisky and Neal D. Woods. "Environmental Policy, Federalism, and the Obama Presidency." *Publius: The Journal of Federalism* (Summer, 2016).

Suggested Readings

Barry Rabe. 2014. Shale play politics: The intergovernmental odyssey of American shale governance. *Environmental Science & Technology* V48, Issue 15 (August, 2014).

Neil Woods and Matthew Potoski, "Environmental Federalism Revisited: Second-Order Devolution in Air Quality Regulation," *Review of Policy Research*, 27 (November, 2010), 721-739.

Kurt Cline, "Working Relationships in the National Superfund Program: The State Administrators' Perspective," *Journal of Public Administration Theory and Research* (January, 2010).

Edella Schlager and Tanya Heikkila, "Resolving Water Conflicts: A Comparative Analysis of Interstate River Compacts," *Policy Studies Journal*, No. 3 (2009).

Denise Scheberle, "Implementing Safe Drinking Water Regulations." Chapter 5 in her book, *Federalism and Environmental Policy*, 2nd ed. Washington, DC: Georgetown University Press, 2004.

NOTE: I'll circulate a sign-up sheet for consultation times

3/29 Term Project Consultation

4/5* Shaping State and Local Policies

Required Readings

VK, Ch 2 & 12; KS, Ch 7

Suggested Readings

Joshua Weiner and Tomas Koontz, "Shifting Winds: Explaining Variation in State Policies to Promote Small Scale Wind Energy," *Policy Studies Journal* 38, No. 4 (2010).

Jonathan M. Fisk, "Fractured Relationships Exploring Municipal Defiance in Colorado, Texas, and Ohio." *State and Local Government Review* (June, 2016).

Sunjo Park, "State renewable energy governance: Policy instruments, markets, or citizens." *Review of Policy Research* 32, no. 3 (2015): 273-296.

Kent E. Portney and Jeffrey M. Berry. "The Impact of Local Environmental Advocacy Groups on City Sustainability Policies and Programs." *Policy Studies Journal* 44, No. 2 (2015).

Megan Mullin, "Fighting over Land and Water." Ch 6 in her book, *Governing the Tap* (MIT Press, 2009).

4/12 WPSA Conference – no class

4/19 Some Pathways to Improved Environmental Governance

Required Readings

Press, Ch 6

Walter Rosenbaum, "Capacity for Governance: Innovation and the Challenge of the Third Era." In Sheldon Kamieniecki and Michael Kraft, eds., *The Oxford handbook of U.S. environmental policy*. New York: Oxford University Press, 2013.

Suggested Readings

Richard Margerum, "Sustaining Collaboratives." Chapter 6 in his book, *Beyond Consensus*. Cambridge, MA: MIT Press, 2011.

Katherine Konschnik and Mark Boling, "Shale Gas Development: A Smart Regulation Framework," *Environmental Science & Technology* V48, No. 15 (August, 2014).

*Final version of the term paper is due.

Adam Wellstead, Jeremy Rayner, and Michael Howlett, "Beyond the Black Box: Forest Sector Vulnerability Assessments and Adaptation to Climate Change in North America." *Environmental Science and Policy* (2014), pp. 109-116.

Elinor Ostrom, "A Multi-Scale Approach to Coping with Climate Change and Other Collective Action Problems," *Solutions* V1, No. 2 (2010), pp. 27-36.

Robert J. Duffy, "Integrating Climate, Energy, and Air Pollution Policies in the Obama Administration," Energy Policy Research Conference Paper, Santa Fe, New Mexico, September 8-9, 2016.

4/26 Presentation of Student Project Reports

5/3* Indicators of Environmental Quality: Have Policies Made a Difference?

Required Reading

Press, Ch 2; VK, Ch 16

Suggested Readings

Wurtzebach, Zachary, and Courtney Schultz. "Measuring Ecological Integrity: History, Practical Applications, and Research Opportunities." *BioScience* 66, no. 6 (2016): 446-457.

Robin O'Malley, Kent Cavender-Bares, and William Clark, "Providing 'Better Data': Not as Simple as It Might Seem," *Environment* (May, 2003).

David Konisky and Neil Woods, "Measuring State Environmental Policy," *Review of Policy Research* 29 (July, 2012), pp. 544-569.

Susan Iott, "Policy Sciences and Congressional Research: Making Sense of the Research Question," *Policy Sciences* (April, 2010).

*Take home exam will be distributed. It is due by 2 PM on Wednesday, May 10.