

# *POLI 307: Environmental Policy*

*College of Charleston*

*Spring 2015*

*Time* TR 12:15–1:30 p.m.

*Place* Maybank 307

*Instructor* Professor Matthew C. Nowlin

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*Office Hours* Wednesdays, 1:00–3:00 p.m., 114 Wentworth Office

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*Course Website* <http://mnowlin.github.io/poli307/>

## *Course Description*

### **Catalog course description**

This course is an advanced undergraduate course. We will examine the central dimensions of environmental politics and policy in the United States.

The course will provide an overview of the development of environmental policy issues, including a brief history on the development of environmental politics in the U.S. In addition, the course will also provide a theoretical base for understanding policy changes in the U.S. Major portions of the course will be devoted to examining the fundamental beliefs and attitudes that have shaped environmental policies; the major political institutions in the U.S. that conceive, design, implement, and revise environmental policies; the role of science and risk assessment in environmental policy; and the application of economic principles to environmental issues.

This course will be structured as a seminar, meaning that classes will be discussion based rather than lecture based. This requires you to come to class prepared by having done the assigned readings prior to class. In addition, you should be prepared to participate in class by asking questions and making informed comments that add to the class discussion. *Cell phones must be put away during class and the use of laptops for note-taking is STRONGLY DISCOURAGED.*

## *Course Goals and Learning Objectives*

The goals for this course are to:

- Develop an understanding of the evolution of environmental policy and politics in the U.S.
- Develop an understanding of the major policymaking institutions including the Congress, the President, Executive Agencies, the

Courts, and their role in environmental policymaking.

- Develop an understanding of the process of policymaking in the U.S. with regard to environmental issues.
- Develop an understanding of how science is used (or not) in the environmental policy making process.
- Develop an understanding of how basic principles of economics can be used in the design of policies to address environmental issues.
- Develop in-depth knowledge about a particular topic within the broad field of environmental policy.

### *Course Requirements and Grading*

Performance in this course will be evaluated on the basis of three papers, a mid-term exam, final exam (presentation), and your participation in the course.

Points will be distributed as follows:

- Readings Quizzes: (5 @20 pts each) 100 points
- Paper 1: 75 points
- Paper 2: 75 points
- Paper 3: 150 points
- Mid-Term Exam: 100 points
- Final Exam (presentation): 100 points
- Participation: 100 points
- *Total: 700 points*

### *Assignments*

**Reading Quizzes:** There will be five “pop” reading quizzes throughout the semester. These quizzes will be given in class at random with no prior announcement. They will cover the assigned reading for the week (see the schedule below) and can only be taken in class. **No make-up quizzes will be possible.**

**Papers:** The paper(s) requirement for this course is a detailed policy history or case study about an area of environmental policy. The focus can be at any level of government including local, state, nation, or international. The paper will be split into three separate papers and these papers are expected to be the equivalent of 3–4 double spaced pages, with 1" margins, and 12-point Times New Roman font. Because the papers are short, I will expect well organized, clear, concise, and professional quality writing. Full and appropriate citations

are expected, with any citation style (e.g., MLA, APA, Chicago) you prefer. Consider making use of the [Writing Lab](#) available on campus. More information about the requirements, including due date, for each paper are under the Assignments tab on the course homepage. Note that the final paper, paper 3, will include papers 1 and 2. **No late papers will be accepted.**

*Mid-term:* The mid-term exam will be given on **February 26th**. All material from the readings, lectures, media articles, and in-class discussions are fair game for the mid-term exam.

*Final Exam:* The final exam will consist of a presentation of the topic you explored for your papers. The presentations will be given during the scheduled time for the final exam. You will only have 5 minutes for your presentation, so it needs to be concise and informative. **The final exam period is Tuesday May 5th from 12:00 to 3:00pm.**

*Participation:* The participation portion of your grade is based on in-class participation, participation (attendance) in on-campus lectures/events related to environmental policy broadly defined, and class attendance.

- **In-class participation (30%):** This is a discussion based course and to make it work you need to have read assigned material and be prepared to participate in course discussions. Each week you will write 4 or 5 sentences on a quiz in OAKS about how you contributed to in-class discussion and these quizzes will form the basis of your in-class participation grade. Note that the professor has final say over what does or does not count as adequate participation.
- **Campus participation (30%):** For the campus participation portion you must attend three lectures/events outside of class and to submit a one page response to EACH event/lecture linking the topic of the event/lecture to a class reading/discussion. The lectures/events are **subject to instructor approval** and will be announced in class. Students may also suggest on-campus events that they feel would be appropriate, but prior approval must be obtained.
- **Attendance (30%):** Attendance will be taken for each class. You are allowed two absences without any penalty. For your third absence you will lose 50 points, for your fourth you will lose 100 points (150 pts.), and for your fifth you will lose 200 points (350 pts.). *If you miss more than five classes you will automatically receive a grade of WA.*
- **Above and Beyond (10%):** This includes but is not limited to

consistent thoughtful questions and comments; mentioning facts or current events relative to class discussion; and overall making the class discussions more thought-provoking and informative.

### *Grades*

There are **700** possible points for this course. Grades will be allocated based on your earned points and calculated as a percentage of **700**.

- A: 94 to 100%
- A-: 90 to 93%
- B+: 87 to 89%
- B: 83 to 86%
- B-: 80 to 82%
- C+: 77 to 79%
- C: 73 to 76%
- C-: 70 to 72%
- D+: 67 to 69%
- D: 63 to 67%
- D-: 60 to 62%
- F: 59% and below

### *Paper Topics*

You are able to choose any topic related to environmental policy that is of interest to you. *Approval from the instructor for your topic is required* before beginning to work on your papers. Below are some *suggested* topic areas, however your papers will be about a specific aspect of the broader topic area. Readings about each topic area are available below. Other possible environmental policy topics can be found at [CQ Researcher](#).

- [Environmental Justice](#)
- [Natural Resource Management](#)
- [Toxic and Hazardous Substances](#)
- [Energy](#)
- [Natural Disasters](#)

### *Course Outline and Schedule*

**SUBJECT TO CHANGE.** Check the [course website](#) often for updates. Journal article links are provided and book chapters will be made available on [OAKS](#).

## I. Laying the Groundwork

### JAN 13TH–15TH: INTRODUCTION AND COURSE OVERVIEW

- Layzer, Judith A. 2012. “A Policymaking Framework: Defining Problems and Portraying Solutions in U.S. Environmental Politics”, **Chapter 1** in *The Environmental Case: Translating Values into Policy*. CQ Press, Washington D.C. 3rd Ed., pgs 1–18 on [OAKS](#)

### JAN 20TH–22TH: VALUES AND VALUE CONFLICT

*Controversies in environmental policy often deal with competing values and core beliefs. What are the types of values that influence thinking about the environment?*

- Slimak, Michael W., and Thomas Dietz. 2006. “[Personal Values, Beliefs, and Ecological Risk Perception.](#)” *Risk Analysis* 26(6): 1689–1705.
- Jones, Michael D. 2011. “[Leading the Way to Compromise? Cultural Theory and Climate Change Opinion.](#)” *PS: Political Science & Politics* 44(04): 720–25.
- Kahan, Dan M., Ellen Peters, Maggie Wittlin, Paul Slovic, Lisa Larrimore Ouellette, Donald Braman, and Gregory Mandel. 2012. “[The Polarizing Impact of Science Literacy and Numeracy on Perceived Climate Change Risks.](#)” *Nature Climate Change* 2(10): 732–35. on [OAKS](#)

### JAN 27TH–29TH: EVOLUTION OF ENVIRONMENTAL POLICY IN THE UNITED STATES

*How has environmental policy evolved in the United States? What was the role of the environmental movement?*

- Kline, Benjamin. 2011. “The 1970s: The Conservation Movement Matures”, **Chapter 7** in *First Along the River: A Brief History of the U.S. Environmental Movement*. Rowman and Littlefield, Lanham, Maryland. 4th Edition., pgs 95–111 on [OAKS](#)
- Johnson, Erik W., and Scott Frickel. 2011. “[Ecological Threat and the Founding of U.S. National Environmental Movement Organizations, 1962–1998.](#)” *Social Problems* 58(3): 305–29.
- Layzer, Judith A. 2012. “Basklash: Wise Use, Property Rights, and Antienvironmental Activism in the 1990s”, **Chapter 13** in *The Environmental Case: Translating Values into Policy*. CQ Press, Washington D.C. 3rd Ed., pgs 383–414 on [OAKS](#)

- [World Health Organization Statement on DDT](#)
- Major Environmental Laws: [EPA website](#)
- [National Environmental Policy Act \(NEPA\)](#)

## II. Policymaking Institutions

### FEB 3RD–5TH: INSTITUTIONS AND CONGRESS

*Institutions are defined as the “rules of the game”, how do these rules influence policymaking? How is Congress organized?*

- Binder, Sarah A. 2015. [“The Dysfunctional Congress.”](#) *Annual Review of Political Science* 18.
- Kraft, E. Michael. 2013. “Environmental Policy in Congress”, **Chapter 5** in *Environmental Policy: New Directions for the 21st Century*. eds. Michael E. Kraft and Norman J. Vig. CQ Press, Washington D.C. 8th Ed., pgs. 109–134 on [OAKS](#)
- Clean Air Act in Congress on [OAKS](#)
- [History of the Clean Air Act](#)
- [CQ Researcher: Air Pollution Conflict](#)

### FEB 10TH–12TH: CONGRESS, THE PRESIDENT, AND THE EXECUTIVE BRANCH

*How does polarization in Congress impact environmental policymaking? What is the role of the president in environmental policy?*

- Shipan, Charles R., and William R. Lowry. 2001. [“Environmental Policy and Party Divergence in Congress.”](#) *Political Research Quarterly* 54(2): 245–263.
- Rabe, Barry G. 2010. “Can Congress Govern the Climate?”, **Chapter 11** in *Greenhouse Governance: Addressing Climate Change in America*. eds. Barry G. Rabe. The Brookings Institution, Washington D.C. pgs. 260–285 on [OAKS](#)
- Vig, Norman J. 2013. “Presidential Power and Environmental Policy”, **Chapter 4** in *Environmental Policy: New Directions for the 21st Century*. eds. Michael E. Kraft and Norman J. Vig. CQ Press, Washington D.C. 8th Ed., pgs. 84–108 on [OAKS](#)

## FEB 17TH–19TH: THE BUREAUCRACY

*What is the role of the bureaucracy in environmental policy? How does the bureaucracy interact with Congress and the president when making environmental policy?*

- Rosenbaum, Walter A. 2014. "Command and Control in Action: Air and Water Pollution Regulation", **Chapter 6** in *Environmental Politics and Policy*. CQ Press, Washington D.C. 9th Ed., pgs. 197–238 on [OAKS](#)
- Rinfret, Sara R. 2011. "Frames of Influence: U.S. Environmental Rulemaking Case Studies." *Review of Policy Research* 28(3): 231–46.
- Wood, B. Dan, and Richard W. Waterman. 1993. "The Dynamics of Political-Bureaucratic Adaptation." *American Journal of Political Science* 37(2): 497–528.

## FEB 24TH–26TH: THE COURTS

*How do the courts influence environmental policy? How do they engage with other institutions?*

- O'Leary, Rosemary. 2013. "Environmental Policy in the Courts", **Chapter 6** in *Environmental Policy: New Directions for the 21st Century*. eds. Michael E. Kraft and Norman J. Vig. CQ Press, Washington D.C. 8th Ed., pgs. 135–156 on [OAKS](#)
- [Lucas v. South Carolina Coastal Council](#)
- [Massachusetts v. Environmental Protection Agency](#)

## FEB 26TH: MID-TERM EXAM

## MARCH 1ST–8TH: SPRING BREAK

## III. Policymaking System and Process

## MARCH 10TH–12TH: SYSTEM AND ACTORS: POLITICAL ECONOMY AND PUBLIC OPINION

*Policy is not made only by separate institutions, but within a system of multiple institutions and policy actors. Within the policymaking system, do interest groups influence policy? If so, how? Does public opinion influence policymaking?*

- Oates, Wallace E. and Paul R. Portney. 2003. "The Political Economy of Environmental Policy" [PDF](#), **Chapter 8** in *Handbook of Environmental Economics Volume 1*. eds. Karl-Goran Maler and Jeffrey R. Vincent. **Read pgs. 328–341.**

- Lowery, David, and Virginia Gray. 2004. "A Neopluralist Perspective on Research on Organized Interests." *Political Research Quarterly* 57(1): 163–75.
- Johnson, Martin, Paul Brace, and Kevin Arceneaux. 2005. "Public Opinion and Dynamic Representation in the American States: The Case of Environmental Attitudes." *Social Science Quarterly* 86(1): 87–108.

#### MARCH 17TH–19TH: AGENDA SETTING

*What is the policymaking agenda? How do environmental issues get on the agenda?*

- Clark, Brad T. 2004. "Agenda Setting and Issue Dynamics: Dam Breaching on the Lower Snake River." *Society and Natural Resources* 17(7): 599–609.
- Pralle, Sarah B. 2009. "Agenda-Setting and Climate Change." *Environmental Politics* 18(5): 781–99.
- Liu, Xincheng, Eric Lindquist, and Arnold Vedlitz. 2011. "Explaining Media and Congressional Attention to Global Climate Change, 1969–2005: An Empirical Test of Agenda-Setting Theory." *Political Research Quarterly* 64(2): 405–19.

#### MARCH 24TH–26TH: SUBSYSTEMS, COALITIONS, AND ENVIRONMENTAL POLICY

*Policy choices are made by multiple policymakers within and across multiple policy subsystems. What are policy subsystems and how is policy made within them? Who participates in policy subsystems?*

- McCool, Daniel. 1998. "The Subsystem Family of Concepts: A Critique and a Proposal." *Political Research Quarterly* 51(2): 551–70.
- Ellison, Brian A. 1998. "The Advocacy Coalition Framework and Implementation of the Endangered Species Act: A Case Study in Western Water Politics." *Policy Studies Journal* 26(1): 11–29.
- Elgin, Dallas J., and Christopher M. Weible. 2013. "A Stakeholder Analysis of Colorado Climate and Energy Issues Using Policy Analytical Capacity and the Advocacy Coalition Framework." *Review of Policy Research* 30(1): 114–33.

#### MARCH 31ST: FEDERALISM AND ENVIRONMENTAL POLICY

*How do states and the federal government interact in environmental policy?*



- Rabe, Barry G. 2013. "Racing to the Top, the Bottom, or the Middle of the Pack? The Evolving State Government Role in Environmental Protection", **Chapter 2** in *Environmental Policy: New Directions for the 21st Century*. eds. Michael E. Kraft and Norman J. Vig. CQ Press, Washington D.C. 8th Ed., pgs. 30–53 on [OAKS](#)
- Oates, Wallace E. and Paul R. Portney. 2003. "[The Political Economy of Environmental Policy](#)" PDF, **Chapter 8** in *Handbook of Environmental Economics Volume 1*. eds. Karl-Goran Maler and Jeffrey R. Vincent. **Read pgs. 341–350.**
- Rabe, Barry G. 2014. "[The New Era of Climate Federalism.](#)" *The Brookings Institution*

APRIL 2ND: NO CLASS

APRIL 7TH–9TH: SCIENCE AND ENVIRONMENTAL RISK

*What is the role of science in environmental policy? How are risks understood by experts and the public?*

- Rosenbaum, Walter A. 2014. "Common Policy Challenges: Risk Assessment and Environmental Justice", **Chapter 4** in *Environmental Politics and Policy*. CQ Press, Washington D.C. 9th Ed., pgs. 129–159 on [OAKS](#)
- Roberts, Leslie. 1990. "[Counting on Science at EPA.](#)" *Science* 249(4969): 616–18.
- Rosenbaum, Walter A. 2013. "Science, Politics, and Policy at the EPA", **Chapter 7** in *Environmental Policy: New Directions for the 21st Century*. eds. Michael E. Kraft and Norman J. Vig. CQ Press, Washington D.C. 8th Ed., pgs. 158–187 on [OAKS](#)
- Kasperson, Roger E., Ortwin Renn, Paul Slovic, Halina S. Brown, Jacque Emel, Robert Goble, Jeanne X. Kasperson, and Samuel Ratick. 1988. "[The Social Amplification of Risk: A Conceptual Framework.](#)" *Risk Analysis* 8(2): 177–87.
- Silva, Carol L., and Jenkins-Smith Hank C. 2007. "[The Precautionary Principle in Context: U.S. and E.U. Scientists' Prescriptions for Policy in the Face of Uncertainty.](#)" *Social Science Quarterly* 88(3): 640–64.

IV. *Environmental Economics*

APRIL 14TH–16TH: BENEFIT-COST ANALYSIS

*What is benefit-cost analysis? How is it used in environmental policymaking?*

- Rosenbaum, Walter A. 2014. “More Choice: The Battle over Regulatory Economics”, **Chapter 5** in *Environmental Politics and Policy*. CQ Press, Washington D.C. 9th Ed., pgs. 165–193 on [OAKS](#)
- Keohane, Nathaniel O. and Shelia M. Olmstead. 2007. “Economic Efficiency and Environmental Protection”, **Chapter 2** in *Markets and the Environment*. Island Press, Washington D.C. pgs. 11–30 on [OAKS](#)
- Keohane, Nathaniel O. and Shelia M. Olmstead. 2007. “The Benefits and Costs of Environmental Protection”, **Chapter 3** in *Markets and the Environment*. Island Press, Washington D.C. pgs. 31–52 on [OAKS](#)
- Stavins, Robert. 2009. “[Is Benefit-Cost Analysis Helpful for Environmental Regulation?](#)”

#### APRIL 21ST–23RD: MARKET-BASED POLICY INSTRUMENTS

*What are market-based policy instruments? How do they differ from command-and-control regulation?*

- Keohane, Nathaniel O. and Shelia M. Olmstead. 2007. “The Efficiency of Markets”, **Chapter 4** in *Markets and the Environment*. Island Press, Washington D.C. pgs. 54–63 on [OAKS](#)
- Keohane, Nathaniel O. and Shelia M. Olmstead. 2007. “Market Failures in the Environmental Realm”, **Chapter 5** in *Markets and the Environment*. Island Press, Washington D.C. pgs. 65–81 on [OAKS](#)
- Keohane, Nathaniel O. and Shelia M. Olmstead. 2007. “Principles of Market-Based Environmental Policy”, **Chapter 8** in *Markets and the Environment*. Island Press, Washington D.C. pgs. 125–151 on [OAKS](#)
- Layzer, Judith A. 2012. “Market-Based Solutions: Acid Rain and the Clean Air Act Amendments of 1990”, **Chapter 14** in *The Environmental Case: Translating Values into Policy*. CQ Press, Washington D.C. 3rd Ed., pgs 414–446 on [OAKS](#)
- [CQ Researcher: Acid Rain: New Approach to Old Problem](#)

#### *Center for Student Learning*

I encourage you to utilize the Center for Student Learning’s (CSL) academic support services for assistance in study strategies and course content. They offer tutoring, Supplemental Instruction, study skills appointments, and workshops. Students of all abilities have

become more successful using these programs throughout their academic career and the services are available to you at no additional cost. For more information regarding these services please visit the CSL [website](#) or call (843)953-5635.

#### *Students with Disabilities:*

The College will make reasonable accommodations for persons with documented disabilities. Students should apply at the [Center for Disability Services](#) located on the first floor of the Lightsey Center, Suite 104. Students approved for accommodations are responsible for notifying me as soon as possible and for contacting me at least one week before any accommodation is needed.

#### *Cheating or Plagiarism:*

A grade of zero will be given to anyone cheating on any exam, homework assignment or committing plagiarism in a paper. As commonly defined, plagiarism consists of passing off as one's own ideas, the words, writings, music, graphs/charts, etc that were created by another. In accordance with this definition, you are committing plagiarism if you copy the work of another person and turn it in as your own, even if you have the permission of that person. It does not matter from where the material is borrowed—a book, article, material off the web, another student's paper—all constitute plagiarism unless the source of the work is fully identified and credited. Plagiarism is cheating and a violation of academic and personal integrity and will not be tolerated. It carries extremely serious consequences. To avoid plagiarism it is necessary when using a phrase, a distinctive idea, concept or sentence from another source to reference that source in your text, a footnote, or end-note. Please contact me if you need assistance in citing a source.

#### *Religious Holiday Policy:*

It is the policy of the College to excuse absences of students that result from religious observances and to provide without penalty for the rescheduling of examinations and additional required class work that may fall on religious holidays. Please see me immediately if you will need to miss class any time during this semester.