

**Environmental Sciences 698-3 and Forestry 605**  
**Natural Resources Policy Analysis**  
FALL 2007 3 units FOR Seq. 4490 ENV Seq. 11545  
W 9:10-12:20 Room 34  
School of Forestry

**Instructor:** David Ostergren, Associate Professor  
**Office Hours:** W 12:45 – 1:45 in FOR (Bdlg 82) 232  
Or if you ask nice, by appointment almost anywhere.  
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**Course Description:**

The course is an investigation into natural resource policy analysis and the policies designed to protect and sustain natural resources throughout the world. After a review of the policy process and strategies for policy analysis, we will investigate the social/political/natural conditions that created several national and international policies. Topics covered include; 1. endangered species, 2) forest management, 3) protected natural areas (e.g. parks, preserves, sanctuaries, biosphere reserves, wilderness areas, marine refuges), 4) relations between indigenous people and natural resource agencies, and 5) collaborative planning.

**Course Objectives:**

Upon completion of the course students will be able to:

1. Describe fundamentals of natural resource policy analysis.
2. Describe and compare natural resource policies and how they are culturally interpreted, adapted and implemented.
3. Describe and evaluate agency policies and strategies in the United States.
4. Describe and evaluate biodiversity policies and how they are culturally interpreted, adapted and implemented.
5. Describe and evaluate forest policy.
6. Evaluate and solve range policy conflict.
7. Design and execute a policy analysis with secondary data.
8. Express all of the above in coherent written and oral presentations.

The first question you will ask and which I must try to answer is this, “what is the use of climbing Mount Everest?” And my answer must at once be "it is no use". Oh, we may learn a little about the behavior of the human body at high altitudes, where there is only a third the atmosphere' and there is a possibility medical men may turn our observation to some account for the purposes of aviation. But otherwise, nothing will come of it. We shall not bring back a single bit of gold or silver, not a gem or any coal or iron. We shall not find a foot of earth that can be planted with crops to raise food. It is no use.

So, if you can not understand there is something in people which responds to the challenge of this mountain and goes out to meet it, that the struggle is the struggle of life itself upward and forever upward, then you won't see why we go. What we get from the adventure is lust, sheer joy. And joy is, after all, the end of life. We do not live to eat and make money. We eat and make money to be able to enjoy life. That is what life means and what life is for.

George Mallory

### Course Structure:

I utilize a “no-holds barred” teaching strategy. Class meetings will include lectures, group discussion, multi-media, individual presentations, individual papers, and thinking on your feet. All students will be expected to be active participants and contribute to the evaluation and discussion of course concepts. Participation is part of your grade. My expectations for your performance are very high, but my general approach is merciful.

Post-positivism, truth is relative (or why natural scientists hate policy analysis).



### Books

- Callicott, J. Bair and Michael P. Nelson 1998. *Great New Wilderness Debate*. University of Georgia Press ISBN 0820319848
- Brunner, R. D., T. A. Steelman, L. Coe-Juell, C.M. Cromley, C. M. Edwards, & D. W. Tucker 2005. *Adaptive Governance: integrating science, policy, and decision making*. New York, Columbian University Press. ISBN 0231136250
- Clark, T. W. 2002. *The Policy Process: a practical guide for natural resource professionals*. New Haven, Yale University Press. ISBN 10300090129
- Donahue, D. L. 1999. *The western range revisited: removing livestock from public lands to conserve native biodiversity*. Norman, Oklahoma University Press. 0806132981
- Mutz, Kathryn M. et al. 2002. *Justice & Natural Resources*, Island Press ISBN1559638982
- Switzer, Jacqueline and Hanna J. Cortner. 2005. *George W. Bush's Healthy Forests*. The University Press of Colorado. ISBN 0870818201.

### Recommended (especially if you are relatively inexperienced in policy analysis).

- Birkland, Thomas A. 2001. *An introduction to the policy process: theories, concepts, and models of public policy making*. Armonk, New York. M. E. Sharpe, Inc.

Other material will be placed on reserve with VISTA (electronic), or on my web site. You are responsible for reading these materials. We meet only once a week so stay in touch. Absences are generally unforgivable and require a letter from your coroner or the federal witness protection program.

#### WRITTEN MATERIAL FORMAT

All papers will be typed, 11-12 pt font, 1.5 or double spaced, 1 inch margins. **USE A STAPLER. NO COVERS, NO PAPER CLIPS.** I reserve the right to refuse to accept a paper that does not meet these specifications. Electronic submission is a rare event.

#### SYNTHESIS PAPER

Five synthesis papers will be required throughout the semester. These should be no longer than 2 ½ pages (1.5 spaced) and include your critique of, as well as response to, the readings. Repeat only sparse, key parts of the reading. Remember, I read it too (2-3 times in fact).

Synthesis papers are due **ON WEDNESDAY 9:10 AM, BEFORE CLASS—NO LATE PAPERS WILL BE ACCEPTED.** You are required to provide synthesis papers for the September 5<sup>th</sup> and 12<sup>th</sup> classes. After that you may choose your weeks.

#### TOPIC PAPER

The policy topic paper is intended to refine your ability to read and think critically, and to effectively communicate your understanding in journal style. Use Clark's model to conduct a policy analysis. You will use secondary literature for the most part unless you have something in the works for your MS/MA. Your paper should provide a clear statement of the issue (i.e the policy under scrutiny), background information, your analysis, and finally a recommendation for addressing the problem. There will be a literature review (30 pts.). Target length is 10-11 pages plus references (an impossibly short space).

#### PARTICIPATION

You will also be graded on participation, which includes both attendance and regularly having a coherent question or two about the readings. I ask direct questions. You will all have an opportunity and obligation to talk.

#### ORAL EXAM

This oral exam will take about two and half hours and I will provide sustenance. There will be no books and no web. It will be you, your thoughts, two colleagues and me. I will provide questions 2-3 weeks in advance. You will have about 15 minutes to answer one question I choose, and 15 more to answer one you choose. It will be graded for clarity, organization, and accuracy of content. We will schedule final exams for the last two weeks of fall semester.

#### LATE ASSIGNMENTS

This isn't an option so do not ask. And no, I do not accept attachments to email unless you have prior explicit permission that would require an extraordinary set of circumstances. To my knowledge, those circumstances have only happened once while I was surrounded by chinstrap penguins and leopard seals on Deception Island in Antarctica. Photo documentation is available upon demand.

### **Evaluation Methods and Assessment:**

In addition to the assignments as outlined below, your participation in class will be taken into consideration. The breakdown:

5 Synthesis papers on the weekly readings:	150
Literature Review	30
Topic Paper	100
Final Oral Exam	50
<u>Class Participation:</u>	<u>20</u>
Total points available:	350

### GRADING

Assume the following grading scale, though this is subject to change:

A =	350-315
B =	315-290
C =	290-

## **WEEKLY SCHEDULE, ASSIGNMENTS AND MISCELLANEOUS COMMENTARY**

### **Week 1**      **8/29/06**

In which we discuss class strategy and expectations, make introductions and have a long and tedious conversation on policy analysis.

### **Week 2**      **9/5/06**

What is policy? What are core values? READ Clark, Chapters 1-3. On Vista read 1) Sabatier on Advocacy Coalition Framework, 2) Hayes and Ostrom on Institutions, 3) Punctuated equilibrium. These reading are difficult so I expect you to understand the main points rather than every detail.

**Required** Writing Assignment: Choose any policy that you are familiar with (anything anywhere) and go through the questions in the “Social Process” table 3.1 and provide answers. Just the first question in each Category should be sufficient. Is Clark’s methodology rational? Is policy rational? Why or why not?

### **Week 3**      **9/12/06**

Read Clark Ch 4 & 5 pp 56-110. On Vista read Cronin and Ostergren 2007.

**Required** Writing Question: Write a policy that will guide watershed management in a region that has multiple stakeholders including a tribe. This will be a constitutive (i.e. process) policy. So you will outline both the policy, and **how** the policy will be constructed. Briefly address decision functions on Clark’s table 4.1. For instance, who will enforce your policy? Who should author such a policy? Each entity will ask “What is the resource?”

**Week 4**      **9/19/06**

No Class meeting. Finish Clark. You may now start on your topic paper. Find a policy to analyze (any country, any natural resource policy). Take time to discuss your options with another class member over coffee or tea. Write out the central policy issue and identify the values that are at stake. Failure to use this moment will make November hard, very hard.

**Week 5**      **9/26/06**

Read Switzer and Cortner all. Read Manning on VISTA 2004.

Writing Question: What purpose should policy analysis fulfill in managing natural resources? What is the authors' central point? How can the lessons from the book be applied?

**Week 6**      **10/3/06**

Read Donohue Preface through p. 160

Writing Question: using the Clark model, what are the significant changes that need to be made to change grazing policy? You do not need to go through the whole model but seek key bits that would unlock the problem.

**Week 7**      **10/10/06**

Finish Donahue.

**Literature review:** Turn in 2-3 pages that define your policy, identifies actors, identifies the points of contention and describes your position with 6-9 references (lit review).

**Week 8**      **10/17/06**

Read on Vista Harmon, David 2001. *In light of our Differences*. Washington DC, Smithsonian Institution Press. On Vista read the ESA from the Congressional Research Service.

Read Brunner et al. 2005. Preface through p. 46.

Retiring Cassandra. Redford & Sanjayan. *Conservation Biology* 2003.

Writing question: Does the ESA need to be revised? Can adaptive governance be legislated into the ESA? In your answer address how saving species is saving humanity. Or is it?

**Week 9**      **10/24/06**

Finish Brunner et al. 2005. ONLY read one of Chapters 2, 3, 4, 5, 6. and then read Ch. 7

Ostergren, D. M. & P. Jacques 2002. A Political Economy of Russian Nature Conservation

Policy: Why Scientists have Taken a Back Seat. *Global Environmental Politics*. 2(4):102-124.

Bosworth, D. & H. Brown 2007. After the Timber Wars. *Journal of Forestry* 105(5)271-275.

Writing Question: What set of conditions will contribute to adaptive governance? Are there any policies where adaptive governance will not work? Why?

**Week 10**      **10/31/06**

Read Mutz et al. 2002 Chapters Introduction – p. 86: 117-160.

Parks as Shibboleths. Redford, Robinson & Adams. *Conservation Biology* 2006.

Writing Question: What is Environmental Justice? How has natural resource management changed with Native Americans over the last decades?

**Week 11**      **11/7/06**

Mutz et al. 2002 Pages 161-186: 285-306, and 337-354.

Poirier R. & D. M. Ostergren. 2002. Evicting people from nature: indigenous land rights and national parks in Australia, Russia and the United States. *Natural Resources Journal*. Spring, 42(2):331-352. **THIS WAS HANDED OUT.**

Writing Question: Think about Clark's decision process, where has past policy failed with regard to indigenous people?

**TOPIC PAPER IS due to be edited by a colleague.** Your duties as an editor are to read the paper critically for conceptual or theoretical problems. Does the author make a logical connection from one point to the next? Is the problem clear, are Clarks main points covered? Do the recommendations address central points of the issue? Write 2-3 paragraphs citing specific areas for improvement, and throw in a complement on an area well done.

**Week 12**      **11/14/03**

Callicott and Nelson Read pages 1- 22 and pages120-153. Then any 6 articles between pages 23-119. On VISTA read Ostergren, D. M. & S. J. Hollenhorst. 1999. Convergence in protected area policy: a comparison of the Russian zapovednik and American wilderness systems. *Society and Natural Resources: an International Journal*. 12(4):293-313.

Writing Question: What is Wilderness?

**Week 13**      **11/21/06**

Callicott and Nelson. Pages 154-206: 293-324: 337-386.

How does Wilderness make us human? Can we live without wilderness? Should we export the Wilderness ideal through international conventions and agency actions?

**Week 14**      **11/28/06**

Callicott and Nelson. Pages 387-407: 471-567: 595-627.

Writing Question: Is the Wilderness Act, National Park Organic Act or any act that protects natural areas sufficient to capture what we need? Where are we headed with Wilderness?

**Topic Paper due by Friday 11/30/07.**

**Week 15**      **12/5/06**

Final Oral Exam TBA

**Week 16**      **12/12/06**

Final Oral Exam TBA

## **COURSE POLICIES:**

### **Respect**

There will be much discussion in this class. Individual ideologies differ as will interpretations of the issues that we cover. We will maintain an open forum where a diversity of perspectives will be welcome. Personal attacks will not be tolerated. **Respect yourself and others.**

### **Honesty**

I reward honesty. Keep me informed. If you have a scheduling problem, personal problem, or conflict--talk to me (either in general terms or specifics). You may not get everything you want, but politics is the art of compromise and I will do the best I can to accommodate your needs.

### ***SOCIAL JUSTICE STATEMENT***

*Northern Arizona University is committed to social justice. I concur with that commitment and expect to maintain a positive learning environment based upon open communication, mutual respect, and non-discrimination. Our University does not discriminate on the basis of race, sex, age, disability, veteran status, religion, sexual orientation, color or national origin. Any suggestions as to how to further such a positive and open environment in this class will be appreciated and given serious consideration.*

### **Disabilities**

If you are a person with a disability and anticipate needing any kind of accommodation in order to participate in this class, please advise me and make appropriate arrangements with Counseling and Testing Center (523-2261). If the Counseling and Testing Center verifies your eligibility for special services, you should consult with me during the first week of classes so appropriate arrangements can be made. Concerns related to noncompliance with appropriate provisions should be directed to the Disability Support Services coordinator in the Counseling and Testing Center. At any time, I encourage you to come to me for help in understanding the readings, lecture-discussions, writing assignments, or for other course-related assistance.

### **Academic Integrity**

As members of the academic community, NAU's administration, faculty, staff, and students are dedicated to promoting an atmosphere of honesty and are committed to maintaining the academic integrity essential to the educational process. Inherent in this commitment is the belief that academic dishonesty in all forms violates the basic principles of integrity and impedes learning. Students are therefore responsible for conducting themselves in an academically honest manner. Individual students and faculty members are responsible for identifying instances of academic dishonesty. Faculty members then recommend penalties to the department chair or college dean in keeping with the severity of the violation. The complete policy on academic integrity is in Appendix F of NAU's Student Handbook. Cheating is failing.

### **Safe Environment Policy**

NAU's Safe Working and Learning Environment Policy seeks to prohibit discrimination and promote the safety of all individuals within the university. The goal of this policy is to prevent the occurrence of discrimination on the basis of sex, race, color, age, national origin, religion, sexual orientation, disability, or veteran status and to prevent sexual harassment, sexual assault, or retaliation by anyone at this university. You may obtain a copy of this policy from the college dean's office. If you have concerns about this policy, it is important that you contact the department chair, dean's office, the Office of Student Life (523-5181), the academic ombudsperson (523-9368), or NAU's Office of Affirmative Action.

### **Classroom Management**

Membership in the academic community places a special obligation on all members to preserve an atmosphere conducive to a safe and positive learning environment. Part of that obligation implies the responsibility of each member of the NAU community to maintain an environment in which the behavior of any individual is not disruptive. Each student is responsible to behave in a manner that does not disrupt or interrupt the instructional environment. The instructor has the responsibility to determine what behavior is, or is not appropriate in the classroom. At a minimum, the student will be warned when behavior is deemed disruptive by the instructor. Significant or continued disruptive behavior by a student (as determined by the instructor) may warrant suspension or academic expulsion from the classroom, the college or the University.