

Syllabus
Public Forest and Lands Policy ENR 5325
Spring 2014

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Course meets T R 2:20 to 3:40, Kottman 245

Course Description and Objectives

Overview:

Explores fundamental and leading-edge concepts in U.S. public forest and lands policy. Emphasizes political, legal, and administrative issues of federal and state lands, especially forests.

Rationale for offering this course:

Public forests and lands are at the forefront of natural resource policy debates in the United States. The acquisition, disposition, and use of public lands has important implications for communities and the environment across the country. Like other land management agencies, the USDA Forest Service has undergone a paradigm shift in management direction, with reductions in traditionally strong commodity programs, increasing demands for citizen participation, growing accountability to multiple stakeholders, and a diversifying workforce. The National Park Service continues to struggle with its two competing mandates, to preserve lands and to promote the use of these lands by the public. Meanwhile, many states continue to manage a substantial quantity of public forests and lands. With different legal mandates than the USDA Forest Service, state forest managers are nevertheless greatly affected by their political environment and varying public demands. Thus public forest and lands policy across jurisdictions is a timely and important topic. This course presents a natural resource policy area in which we will explore concepts related to history, law, politics, and public administration.

Instructional Objective:

Foster understanding of fundamental concepts in public forest and lands policy.

Student Performance Objectives:

As a consequence of this course, the participant will demonstrate the ability to

1. Explain important laws affecting national forest management and the USDA Forest Service's role.
2. Trace the evolution of the USDA Forest Service as a land management organization.
3. Explain theories of environmental policy making through examples of land managing agencies
4. Compare and contrast federal and state public forest policy issues.
5. Apply knowledge to participate meaningfully in debates surrounding public lands.
6. Identify leading-edge issues involving public forest and lands policy.

Methods of Instruction and Course Requirements

Classroom time will be spent primarily in discussion. Readings and written work completed outside of class will facilitate the in-class work.

In order to gain a fuller understanding of course concepts, each student will be expected to actively participate in the course. This involves (1) reading and thinking about the readings before the date on which they will be discussed, (2) keeping abreast of current national and state policy debates as they apply to course material, and (3) participating, and listening carefully, in classroom discussions, and (4). This course enrolls undergraduate and graduate students. The graduate students have an additional assignment related to state forests, as described below.

The instructor will provide a structure for the course as well as a way to logically proceed through key concepts in public forest and lands policy. The instructor will facilitate discussion to help clarify ideas and help students fit together concepts from the readings. Outside of class, the instructor will be available, by appointment, to meet with students.

Textbook

There is no textbook to buy. Required readings for this course are posted on the course Carmen website <https://carmen.osu.edu/>.

Grading

Course grades are determined by points. A total of 250 points are available for undergraduate students, 275 points for graduate students, as described below. The minimum point percentages to achieve a given grade are as follows:

		87	B+	77	C+	67	D+
93 %	A	83	B	73	C+	63	D
90	A-	80	B-	70	C-	60	D-

Opportunities to earn points are as follows:

1. Required of all students

Participation (possible 50 points)

Mid-Term Exam (possible 100 points)

State forest case study (possible 50 points) (in pairs)

Final Exam (possible 100 points)

2. Required of graduate students

Current Topic Paper/Presentation (possible 25 points)

Participation scores will be based on participation in classroom discussion. Regular attendance is a necessary, but not sufficient, condition for meaningful participation. Throughout the term, students will have opportunities to add to class discussions in small groups as well as in the whole class. Contributions include answering questions, responding to other students' ideas, asking questions, and otherwise contributing to a culture of discussion in the classroom. Reading and thinking about the assigned reading before class are critical for classroom participation.

The state forest case study will involve students in pairs choosing a different state to profile. Students should prepare a written profile and give a presentation to the class.

The final exam will be cumulative and take-home. Each student must do his or her own work on the exam, without discussing any of its questions or answers with others. Course readings and the student's own notes may be used in completing the exam.

The current topic paper/presentation allows each graduate student to pursue a topic of interest related to course material. It involves gathering information beyond course readings to describe a current policy-relevant question related to public forest and lands. For students planning to conduct research, this may take the form of a literature review describing what is known empirically about your area of interest, related to public forests and lands policy. This 7-8 page (double spaced) paper will be presented to the class on the class date on or following the session in which the topic was discussed. Students must arrange the topic and presentation date with the instructor by Session 4.

Absences

Because your participation is an integral part of the course, both for you and your classmates, absences are strongly discouraged. In the event that an absence is unavoidable, you'll need to do the readings and view the discussion questions ahead of time, and write a 1-page (single spaced) summary of your thoughts about key points in the readings and post it to the Carmen class website prior to the class you'll be missing. If you miss a class due to unexpected illness or family emergency, complete the 1-page summary when you return to class.

Availability of Accommodations

If you need an accommodation based on the impact of a disability, you should contact me to arrange an appointment as soon as possible – we will work through the Office of Disability Services.

Course Content – Overview

The first unit of the course provides an introduction to public ownership of forest land. It examines circumstances surrounding creation of the national forests, including early legislation, presidential actions, and societal influences. It includes current Federal ownership patterns and agencies responsible for land administration, and long standing debates over the role of public ownership.

The second unit focuses on legal aspects of public forest management. It covers key legislation including the MUSYA, NEPA, ESA, and NFMA, highlighting legal perspectives and impacts.

The third unit addresses the USDA Forest Service, a key public land agency. After a look at the agency's historical evolution and organization, it examines organizational change and factors that influence decision-making by agency officials.

The fourth unit explores public forest policy at the state level. It includes the trust mandate in western states, state forest policy in the federal context, and aspects of Ohio state forest policy.

The final unit emphasizes leading-edge issues that will continue to drive public forest policy in the 21st century.

Course Outline

UNIT 1: HISTORY AND EARLY LAWS OF FEDERAL LAND OWNERSHIP

Jan. 7: SNOW DAY (classes cancelled)

Jan. 9, Session 1: Introduction to the course
Welcome

Jan. 14, Session 2: The Federal government as land owner: the public domain
(Cubbage et. al., 1993, *Forest Resource Policy*, NY: John Wiley & Sons, pp. 283-307, 313-316, 319)

Read only the following:

pp. 283-291: history of public domain

Jan. 16, Session 3: The Federal government as land owner
(Cubbage et. al., 1993, *Forest Resource Policy*, NY: John Wiley & Sons, pp. 292-307)

Jan. 21, Session 4: National Parks Establishment and Management
(Clarke and McCool pp. 69-91) * Longer Reading Alert*
* Grad students notify instructor of their current topic paper and presentation date

UNIT 2: LEGAL ASPECTS OF NATIONAL FOREST MANAGEMENT

Jan. 23, Session 5: Legal Overview & Multiple Use Sustained Yield Act
(Davis, Charles. 2001. "Introduction: The Context of Public Lands Policy Change," in Charles Davis (ed.), *Western Public Lands and Environmental Politics*, Boulder, CO: Westview Press: 1-8)
(Cubbage et. al., pp. 327-332)
(Coggins et. al., 2001, *Federal Public Land and Resources Law* 4th edition, New York: Foundation Press, pp. 655-661)

Jan 28, Session 6: National Environmental Policy Act
(Coggins et. al., pp. 346-349, 360-71)
(CEQ excerpt, Sax essay)

Jan. 30, Session 7: Endangered Species Act
(Cubbage et. al., pp. 408-416)
(National Audubon Society article)
(2 short readings about polar bears)

Feb 4, Session 8: Engangered Species Act Case – Grizzlies in the Bitterroot Ecosystem?
(Wang, "The Bear Facts")
(<http://www.igbconline.org/index.php/who-we-are/igbc-membership/ecosystem-subcommittees/bitterroot>)
(<http://www.igbconline.org/index.php/who-we-are/about-the-igbc>)
(http://missoulian.com/news/local/article_9dd378a2-032b-11df-8285-001cc4c002e0.html)

Feb 6, Session 9: National Forest Management Act and Forest Planning
(Cubbage et. al., pp. 34-36, 332-347)
(Columbus Dispatch articles -- 5/19/98, 5/31/05)

*Feb 11, Session 10: In-class exam

UNIT 3: POLICY CHANGE

Feb. 13, Session 11: The four major federal land management agencies
(Clarke, Jeanne, and Kurt Angersbach. 2001. "The Federal Four: Change and Continuity in the BLM, FWS, FS, and NPS, 1970-2000," in Charles Davis (ed.), *Western Public Lands and Environmental Politics*, Boulder, CO: Westview Press: 35-51.)

Feb 18, Session 12: Policy change comes to USFS but not to BLM
Wood, Robert S. "The dynamics of incrementalism: Subsystems, politics, and public lands."
Policy Studies Journal 34.1 (2006): 1-16.

Feb. 20, Session 13: Changing personnel and administration
(Brown, Greg, Trevor Squirrel, and Charles Harris, 2010, "Growing Organizational Challenges for the US Forest Service: Results of a Longitudinal Study in a Period of Major Environmental Change."
Journal of Forestry, 108 (2): 77-85.)

Feb. 25, Session 14: How USFS balances technical expertise, politics, and public demands

Anderson, Sarah E., Heather E. Hodges, Terry L. Anderson. 2013. Technical Management in an Age of Openness: The Political, Public, and Environmental Forest Ranger. *Journal of Policy Analysis and Management* 32(3):554-573.

UNIT 4: STATE FOREST MANAGEMENT

Feb 27, Session 15: Comparing state and national forest management

(Koontz, Tomas M. 2007. "Federal and State Public Forest Administration in the New Millennium: Revisiting Herbert Kaufman's *The Forest Ranger*," *Public Administration Review* 67 (1): 152-164).

March 4, Session 16: Diversity of state public lands

(Davis, Steven, 2008, "Preservation, Resource Extraction, and Recreation on Public Lands: A View from the States.") [Note: this reading is from a law journal so it is long, but a lot of the pages are taken up by tables and footnotes. You should read for main ideas and key trends.]

March 6: no class meeting – work on your state forest reports

[Spring Break March 10-14]

March 18, Session 17: State Forests and Certification

(Hansen, Eric, Rick Fletcher, Ben Cashore, and Constance McDermott. 2006. "Forest Certification in North America." Oregon State University Extension Service.
<http://www.woodworks.org/files/PDF/keyIssues/ForestCertificationinNorthAmerica.pdf>)
(Lister, Jane, 2010, "The Certification of U.S. State Forests: Enhanced State Forest Governance Capacity," pp. 1-32. Excerpt from *Corporate Social Responsibility and the State: International Approaches to Forest co-Regulation*, Vancouver: UBC Press.)

March 20, Session 18: Ohio state forests

(ODNR web page: "History of Ohio's State Forests")
(Selected Sections of ORC Pertaining to State Forest Management)
(Division of Forestry Mission Statement)
(DoF News Releases)

March 25, Session 19: Case studies of other state forests

*Students report to the class

March 27, Session 20: Case studies of other state forests

*Students report to the class

UNIT 5: MANAGEMENT and CURRENT ISSUES

April 1, Session 21: National Parks Policy Making – Snowmobiles in Yellowstone
(Layzer pp. 223-246)

April 3, Session 22: Hydraulic fracturing on federal public lands

(Hydraulic Fracturing on Public Lands Forum, Bismarck ND, April 20, 2011.)
(two news articles about BLM regulations for fracing)

April 8, Session 23: Fire policy

(Steelman, Toddi and Caitlin Burke. 2007. "Is Wildfire Policy in the United States Sustainable?" *Journal of Forestry*, 105(2), 67-72.)

(Fleeger, William, 2008. "Collaborating for Success: Community Wildfire Protection Planning in the Arizona White Mountains." *Journal of Forestry* March 2008.)

April 10, Session 24: Collaboration and Forest Management

(Schultz, Courtney A., Theresa Jedd, and Ryan D. Beam. "The Collaborative Forest Landscape Restoration Program: a history and overview of the first projects." *Journal of Forestry* 110.7 (2012): 381-391.)

April 15, Session 25: Climate Change and public lands

(Powledge, Fred, 2008, "Climate Change and Public Lands" *BioScience* 58(10):912-918.)

(Smith, Joel and William Travis. 2010. "Adapation to Climate Change in Public Lands Management" Issue Brief 10-04, Resources for the Future.

http://sciencepolicy.colorado.edu/admin/publication_files/resource-2814-2010.12.pdf)

*Final exam take-home distributed in class; due final exam slot Wednesday Apr 23, 3:45pm

April 17: class does not meet (instructor out of town)

April 22: Reading Day (no class)

Final exam slot: Wednesday, April 23, 3:45 pm = turn in take-home exam (class does not meet)

Academic Misconduct: Submitting plagiarized work to meet academic requirements, including the representation of another's works or ideas as one's own; the unacknowledged use and/or paraphrasing of another person's work; and/or the inappropriate unacknowledged use of another person's ideas; and/or the falsification, fabrication, or dishonesty in reporting research results, shall be grounds for charges of academic misconduct.