PUAD 635  
Emergency Preparedness: Interagency Coordination and Communication  
ONLINE FALL 2017

Department of Public and International Affairs  
George Mason University  
Dr. Sheldon Edner  
Fall Semester, 2017

ONLINE ACCESS INFORMATION:

This is an online class (no face to face meetings, all course work is completed through internet based teaching technology, and students progress individually through assignments). To login to the Blackboard system you will have to activate your GMU login and email account. Upon admission to the university instructions will be or were sent to you on how to do this.

GMU’s online teaching system is Blackboard, which is accessed through the GMU main webpage (GMU.edu). On the webpage in the top right hand corner you will see a list of subject topics starting with “Students” and ending with “People Finder”. The one just above “People Finder” is “My Mason”. Clicking on this link will take you to the “My Mason” Portal, which will link directly to Blackboard. In the center of the Portal welcome screen there is a secure Mason Login box which will take you to the primary information screen for the Portal. After logging in click on the “Courses” tab in the upper right hand quadrant of the screen. This will take you to your course listing for the current term. Clicking on the listing for this course (PUAD 635) will take you to the home page for the course. Please access http://coursessupport.gmu.edu should you need assistance with or have any further questions about Blackboard. This website will connect you with the Online Learning Resources Team.

INSTRUCTOR INFORMATION:

Cell Phone – (202) 491-8340  
E-mail: sedner@gmu.edu

Office Hours: By appointment

The instructor will return all email and phone contacts within 24 hours or less. More immediate responses are available through my virtual office hours which are scheduled by appointment.

Important Dates

- Last day to add classes: Tuesday September 5, 2017
- Last day to drop class with no tuition penalty: Friday September 29, 2017

Student Engagement:

Students are expected to maintain active engagement in the course. At a minimum, students shall visit the course site at least three times per week during the course and read their Mason email
daily. Additionally, students are expected to read all weekly announcements and submit contributions to discussion boards, journals and blogs on time. Meeting these standards constitutes will make a significant contribution to your overall grade.

Course Description/Overview:

This course considers complex relationships within governments and across sectors and levels of government for effective emergency response and infrastructure protection through inventory, planning, response, recovery, and mitigation. The course explores intergovernmental management and network management theories and research to understand the nature of interorganizational problems and potential models for collaboration. Examples from the world of infrastructure protection and emergency response are employed to help the student apply the more general material from interorganizational and intergovernmental relations to the world of homeland security and emergency response. There are no pre-requisites for the course.

The course considers both critical infrastructure protection and emergency response materials. In some senses the two topics are Siamese twins in that critical infrastructure and key resources are the focal points of protection and prevention while emergency response represents the response to crises both natural and man made affecting critical attributes of human settlements and systems. Infrastructure protection identifies the attributes of tangible social structures and production systems, including information and human social networks, that need protective consideration in anticipation of disasters and terrorist acts. Organizations in both contexts must collaborate and share information in anticipation, response and recovery. The scholarly literature is richer in emergency response and critical infrastructure protection can draw from it.

Managers with responsibilities for critical infrastructure protection are familiar with the concept of managing risk. Yet this requires more than just technical expertise especially in a multi-agency, multi-sector context. It requires collaborative and/or regulatory relationships with multiple organizations, owners, managers and/or operators, which control critical infrastructure and/or have responsibilities in emergency response. For the public, impacted by damage inflicted upon infrastructure, the subtlety of diffuse ownership and management gets lost in system breakdowns during crises. Effective management and oversight of infrastructure requires a recognition of and accounting for the reality of multi-sector ownership and control. Accomplishing objectives through indirect means requires strategic collaborative effort prior to, during and post-incident.

In the context of intergovernmental and interorganizational relations and networks, effectiveness and efficiency of accomplishing joint responsibilities and tasks, are driven heavily by communication and strategic coordination between and among agencies. Breakdowns are often attributable to poor and incomplete transmission of information and to an unwillingness to communicate or develop communication capabilities. The application of network analysis and tools to organizations involved with infrastructure protection and emergency response affords multiple opportunities to improve effectiveness and success in these critical areas.

The federal government may, and often must, collaborate with state and local governments, not-
for-profit organizations and private firms to address common problems and shared responsibilities for public safety and infrastructure development. Such collaboration is often based on federal legislative and regulatory directive and spending. However, legislative and regulatory frameworks in the world of infrastructure and emergencies are not all encompassing. In many cases, they are minimal in terms of authorizing and structuring intergovernmental and interorganizational collaboration.

**Learning Outcomes:** This course is designed to enable students to:

1. Identify and explain the range of organizational actors, institutions, and procedures across the spectrum of infrastructure protection;
2. Explain the limits to federal authority and power in dealing with infrastructure owners, operators and managers;
3. Summarize the range of critical infrastructure and homeland security issues, including transportation, nuclear power, nuclear waste disposal, cyber security, and disaster response and the role of key governmental, not-for-profit and private sector agencies;
4. Explain how to effectively develop and implement organizational networks across levels of governments and sectors;
5. Summarize the critical role of communication and coordination in accomplishing multi-sector and multi-organizational tasks;
6. Classify multi-organizational and multi-sector communication and coordination breakdowns;
7. Interpret, analyze, and evaluate organizational tools and options and make sound inferences about the potential for effective implementation;
8. Summarize differences in the organizational dynamics between different types of critical infrastructure and homeland security issues and the opportunities and challenges presented;
9. Differentiate the current organizational and functional approaches reflected in the National Infrastructure Management Framework and National Incident Management System as network strategies and explain the relative strengths and weaknesses of each; and
10. Explain the challenges and opportunities for effective interorganizational collaboration in periods of relative quiet, turmoil, crisis and rapid shifts in public opinion.

**Course Structure:**

The course will be conducted as a graduate level seminar. This requires active and informed participation by everyone in the class. All students will be expected to have read and thoughtfully considered each week's reading assignments. Effective participation in class discussion assignments will be critical to the seminar's success. In addition, students will make oral presentations of their own research and provide constructive advice to their peers using Kaltura and Blackboard Collaborate. Please contact [http://coursessupport.gmu.edu](http://coursessupport.gmu.edu) for more information on using both Kaltura and Blackboard Collaborate. Mason offers regular workshops, both online and face-to-face, that can help you bolster your skills in using these applications.
Course Requirements:

The course will be conducted over fifteen (15) weeks. The materials, assignments and readings are distributed over that period by weekly modules (one per week).

There will be one principal writing assignment required in this course. A final paper, using one of alternate formats identified at the end of the syllabus, will be submitted at the end of the term.

For week (module) 2 all students will participate in an ungraded discussion wiki to define a set of key terms. Failure to participate will adversely affect the student’s engagement grade.

For weeks (modules) 3-9 sessions will alternate between:

1. Graded discussion forums which will expect all students to choose one of three questions and provide a primary post of 300 words and two secondary comments of 150 words on the primary posts of their colleagues (you pick two other primary posts to comment on)

2. Critical reviews of current (2012 and later) scholarly literature and public sector reports/policies on emergency response and infrastructure protection that address interagency, cross sector and intergovernmental engagement.

All students will participate in the graded discussion forums. For the critical reviews, one quarter of the class will do online library research and prepare a short 3-5 page paper summarizing and critiquing 3 or more articles/documents. The paper will be uploaded to a discussion forum for that module. The remaining students will comment in their journal on at least two of the reviews for that week (module).

For weeks (modules) 10-13 the class will be broken into four groups. Each week a group will be expected to record, using Kaltura, a 20-minute video summarizing the readings for the assigned readings for that module. This video will be uploaded to Blackboard for the other students to review and will be the subject of a discussion forum for that module. Groups not involved in the video effort for that module will comment on the video in the forum. The submitted video will be graded utilizing the rubric found in the rubrics folder. Student comments to the discussion board will also be evaluated by the instructor. As noted above the Online Learning Resources Team can assist you with Kaltura questions.

During week/module 14 all students will post a summary of their draft final paper to the discussion forum for that week. All students will comment on the draft summaries of at least three of their colleagues. These comments will focus on suggestions for improving the content of the proposed papers of their colleagues. This assignment is worth 50 points.

Finally, active engagement/participation is expected of each student in each module. Such participation should be premised on a careful and thoughtful reading of all required texts. At a minimum, students shall visit the course site at least one time per week during the course. Additionally, students are expected to read all weekly announcements and submit contributions to discussion boards on time. Meeting these standards constitutes 50 points or approximately 5 percent of the overall course grade.
Course Evaluation:

The final grade for this course will be based on a total of 1000 points:

- general class engagement (50 points);
- submitted Kaltura group video assignment (100 points);
- three discussion forums which will address the Kaltura videos (50 points each for a total of 150 points);
- discussion board participation (three forums at 50 points each for a total of 150 points);
- a critical review (100 points);
- a student journal comment commenting on the critical reviews (100 points);
- comments of the draft papers submitted by at least three of your colleagues (50 points) and,
- the policy research paper/policy memorandum (250 points).

Course Policies

LATE SUBMISSIONS: Due dates for all assignments are indicated in the syllabus! Late submissions are generally not accepted. However, upon prior arrangement with and approval of the instructor an alternative submission date may be arranged.

MAKE UP WORK: There is no make up work unless prior approval is sought from and provided by the instructor.

MAKE UP TESTS: There are no examinations for the course.

EXTRA CREDIT: There is no extra credit work for the course.

INCOMPLETES ASSIGNMENTS: All assignments must be attempted in order to get partial credit. Failure to attempt discussion boards will lead to a score of “0” (zero) credit. Failure to submit required papers will earn zero points.

INCOMPLETION OF COURSE REQUIREMENTS: Failure to submit assignments for the course will lead to a reduction in overall course grades of one full level (an “A” will be reduced to a “B”). Failure to submit multiple assignments will lead to failing the class.

FAILURE TO MAINTAIN ENGAGEMENT: Failing to access Blackboard less than three times per week on average during the term will lead to a reduction of the engagement grade to “0” points.

FAILURE TO COMPLY WITH GMU HONOR CODE: Not following the GMU Honor Code will lead to a grade of “F” for the course.
Student Expectations**

**Academic Integrity:** Students must be responsible for their own work, and students and faculty must take on the responsibility of dealing explicitly with violations. The tenet must be a foundation of our university culture. [See http://academicintegrity.gmu.edu/distance].

**Honor Code:** Students must adhere to the guidelines of the George Mason University Honor Code [See http://oai.gmu.edu/the-mason-honor-code/].

**MasonLive/Email (GMU Email):** Students are responsible for the content of university communications sent to their George Mason University email account and are required to activate their account and check it regularly. All communication from the university, college, school, and program will be sent to students solely through their Mason email account. [See https://masonlivelogin.gmu.edu].

**Patriot Pass:** Once you sign up for your Patriot Pass, your passwords will be synchronized, and you will use your Patriot Pass username and password to log in to the following systems: Blackboard, University Libraries, MasonLive, myMason, Patriot Web, Virtual Computing Lab, and WEMS. [See https://password.gmu.edu/index.jsp].

**University Policies:** Students must follow the university policies. [See http://universitypolicy.gmu.edu]. Responsible Use of Computing - Students must follow the university policy for Responsible Use of Computing. [See http://universitypolicy.gmu.edu/policies/responsible-use-of-computing ].

**University Calendar:** Details regarding the current Academic Calendar. [See http://registrar.gmu.edu/calendars/index.html].

**Students with Disabilities:** Students with disabilities who seek accommodations in a course must be registered with the George Mason University Office of Disability Services (ODS) and inform their instructor, in writing, at the beginning of the semester [See http://ods.gmu.edu].

**Students are expected to follow courteous Internet etiquette at all times; see http://www.albion.com/netiquette/corerules.html for more information regarding these expectations.**

**Religious Holidays:**

The GMU policy on the observance of religious holidays can be accessed at the following web addressed: http://registrar.gmu.edu/calendars.

Since this course does not “meet face to face” it is up to the individual student to manage their time and schedule to complete assigned course work by assigned dates. Required submissions that fall on a GMU recognized holiday may be submitted early or no later than the day after the holiday. Religious observances lasting more than a single day should be discussed with the instructor before submission deadlines to negotiate alternative submission dates.

**Student Privacy:**
Family Educational Rights and Privacy Act (FERPA): The Family Educational Rights and Privacy Act of 1974 (FERPA), also known as the "Buckley Amendment," is a federal law that gives protection to student educational records and provides students with certain rights. [See http://registrar.gmu.edu/privacy].

Student Services:

University Libraries: University Libraries provides resources for distance students. [See http://library.gmu.edu/distance and http://infoguides.gmu.edu/distance_students].

Writing Center: The George Mason University Writing Center staff provides a variety of resources and services (e.g., tutoring, workshops, writing guides, handbooks) intended to support students as they work to construct and share knowledge through writing. [See http://writingcenter.gmu.edu]. You can now sign up for an Online Writing Lab (OWL) session just like you sign up for a face-to-face session in the Writing Center, which means YOU set the date and time of the appointment! Learn more about the Online Writing Lab (OWL).

Counseling and Psychological Services: The George Mason University Counseling and Psychological Services (CAPS) staff consists of professional counseling and clinical psychologists, social workers, and counselors who offer a wide range of services (e.g., individual and group counseling, workshops and outreach programs) to enhance students' personal experience and academic performance [See http://caps.gmu.edu].

Technology Requirements

Hardware: You will need access to a Windows or Macintosh computer with at least 2 GB of RAM and to a fast and reliable broadband internet connection (e.g., cable, DSL). A larger screen is recommended for better visibility of course material. You will need speakers or headphones to hear recorded content and a headset with a microphone is recommended for the best experience. For the amount of Hard Disk Space required to take a distance education course consider and allow for the storage amount needed to install any additional software and space to store work that you will do for the course. If you are considering the purchase of a new computer, please go to http://compstore.gmu.edu/pdfs/TechGuide.pdf to see recommendations.

Software: You will need a browser and operating system that are listed compatible or certified with the Blackboard version available on the myMason Portal. See supported browsers and operating systems. Log in to myMason to access your registered courses. Online courses typically use Acrobat Reader, Flash, Java, and Windows Media Player, QuickTime and/or Real Media Player. Your computer should be capable of running current versions of those applications. Also, make sure your computer is protected from viruses by downloading the latest version of Symantec Endpoint Protection/Anti-Virus software for free at http://antivirus.gmu.edu. Students owning Macs or Linux should be aware that some courses may use software that only runs on Windows. You can set up a Mac computer with Boot Camp or virtualization software so Windows will also run on it. Watch http://support.apple.com/kb/V154?viewlocale=en_US about using Windows on a
Mac. Computers running Linux can also be configured with virtualization software or configured to dual boot with Windows. Note: If you are using an employer-provided computer or corporate office for class attendance, please verify with your systems administrators that you will be able to install the necessary applications and that system or corporate firewalls do not block access to any sites or media types.

Course-specific Hardware/Software: Check the syllabus for your course or contact the instructor prior to the start of the course to find out about specific technical requirements for your class. Hardware or software required for your course or program may be available for purchase at Patriot Computers (the University’s computer store that offers educational discounts and special deals).

There are no specific technical software requirements for this course beyond standard word processing software.

Required Readings:

The following books are available for purchase and will be supplemented by additional articles and chapters relevant to each class topic.

Don Kettl, System Under Stress, 3rd ed. (CQ Press, 2013)

Arnold Howitt and Herman B. Leonard, Managing Crisis Response to Large Scale Emergencies, (CQ Press, 2009).

Recommended Readings:


Christopher Koliba, et. al., Governance Networks in Public Administration and Public Policy (New York: CRC Press, 2011)
Public Administration 635
Final Paper
Topics, Format, and Requirements

You have a choice of two formats in which to prepare your final paper: traditional research paper or policy memorandum. There is no preferred option. The choice is entirely yours to make. For those without much formal work experience, the research paper may be more “comfortable”. For those with substantial work experience, the policy memo format may be more “comfortable”. In either case the core function is the same, a research effort to sustain a strategy for dealing with a real world problem in the form of a 20 - 25 page research paper (or, under option 2, a policy memorandum). You choose the format, the problem and do the research to sustain the final strategy you develop. The substantive focus of the research paper option analyzes and compares two of the 18 critical infrastructure sectors in terms of existing collaborative strategies and networks and recommends an approach for improving collaborative infrastructure protection. The substantive focus of the policy memorandum is a real world, multi-organizational problem

RESEARCH PAPER REQUIREMENTS (option #1)

Each paper should trace and analyze the existing collaborative context of infrastructure protection or emergency response in two of the 18 infrastructure protection sectors. The discussion should frame the nature of existing organizational relations across governments and sectors and assess the existing state of collaboration. Barriers to and opportunities for improving collaboration should be identified. A strategy for implementing improved collaboration in the two sectors will be developed and presented by the author.

Papers should be 20-25 typed, double-spaced pages in length. They should be based upon a variety of sources, including government documents (congressional hearings, reports, floor debates, presidential messages, agency reports and studies, etc.), articles in National Journal and Congressional Quarterly, policy specific newsletters and websites (Government Executive, PHMSA.dot.gov), and scholarly journals and publications (Policy Studies Journal, Journal of Homeland Security and Emergency Management, etc.).

Your paper will count for 30% of your grade for this course. A two page proposal, identifying your sectors and key research questions, and a preliminary but substantial bibliography, will be due by the fifth week of classes. A summary draft of the paper is due for posting for the entire class by week 14. Your colleagues will be reading this summary and offering suggestions for revision and improvement during week 14. A revised final paper is due one week later.

Final papers should be fully referenced with a complete bibliography with accurate citations. Please use parenthetical (APA) citations with a full list of sources. Remember as well that there are many knowledgeable people available to interview, subject to approval by the University’s procedures for informed consent.
POLICY MEMORANDUM REQUIREMENTS (option #2)

Congratulations! You have been appointed to serve as an unpaid Policy Consultant to: a.) the Department of Homeland Security, b.) the Department of Energy, or c.) the Senate Committee on Homeland Security and Governmental Affairs [pick one]. Your task is to investigate critical infrastructure issue within the national context of existing policy and regulations and make policy recommendations to Congress or Departmental executives to improve collaboration across public, private and/or not-for-profit sectors. The overall length of your paper is 20-25 pages and your selected topic may be one that is currently under consideration by the Department or the U.S. Congress, or one, which you believe, should be or will be considered in the near future.

Your memorandum should be written in two parts: 1.) a detailed background memorandum, with sources, intended to brief the Chairman’s or Secretary's senior staff responsible for this policy issue, and 2.) a brief, two page summary to be read by the Secretary or Senator personally.

Your memorandum should cover each of the following:

- background concerning the nature of the problem and why this issue is or should be addressed;
- the principal organizational actors that must be considered.
- the principal challenges or difficulties that must be overcome to ensure effective infrastructure protection and/or emergency response;
- your proposed recommendation;
- an analysis of the political and technical ramifications of your recommendation—including, as appropriate, anticipated responses from stakeholders, major political allies of the administration, key interest groups, the White House, and other members of Congress;
- your judgment as to the likelihood of your proposal’s success.

Your memorandum will count for 30% of your grade for this course. It should be 20-25 typed, double spaced pages, with complete and proper notes and bibliography. A two page proposal, identifying your policy issue and key research questions, and a preliminary but substantial bibliography, will be due by the fifth week of classes. A summary of the paper is due for presentation in class by week 14. Your class colleagues will read your summary and offer suggestions for revision and improvement. A revised final memorandum is due one week later.

Memoranda should be fully referenced with a complete bibliography and accurate cited. Please use parenthetical (APA) citations with a full list of sources.

Expect to use a variety of available sources, including government documents (congressional hearings, reports, presidential messages and proposals, task force studies, etc.); specialized periodicals such as Congressional Quarterly and National Journal; and professional journals (Journal or Homeland Security and Emergency Management, Public Administration Review, etc.). Remember as well that there are many knowledgeable people available to interview, subject to approval by the University’s procedures for informed consent.
HONOR CODE POLICY

The Honor Code policy endorsed by the members of the Department of Public and International Affairs relative to the types of academic work indicated below is set out in the appropriate paragraphs:

- Quizzes, tests and examinations. No help may be given or received by students when taking quizzes, tests, or examinations, whatever the type or wherever taken, unless the instructor specifically permits deviation from this standard.

- Course Requirements: All work submitted to fulfill course requirements is to be solely the product of the individual(s) whose name(s) appears on it. Except with permission of the instructor, no recourse is to be had to projects, papers, lab reports or any other written work previously prepared by another student, and except with permission of the instructor no paper or work of any type submitted in partial fulfillment of the requirements of another course may be used a second time to satisfy a requirement of any course in the Department of Public and International Affairs. No assistance is to be obtained from commercial organizations which sell or lease research help or written papers. With respect to all written work as appropriate, proper footnotes and attribution are required.

DISABILITIES

If you have a documented learning disability or other condition that may affect academic performance you should: 1) make sure this documentation is on file with Office of Disability Services (SUB I, Rm. 4205; 993-2474;http://ods.gmu.edu) to determine the accommodations you need; and 2) talk with me to discuss your accommodation needs.