

Executive Masters in Crisis and Emergency Management
Intergovernmental Affairs
ECEM 714

Professor: Dr. Christine G. Springer

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Office Hours: 2 p.m. – 5 p.m., Fridays

Course Description:

This course provides an overview and analysis of intergovernmental issues facing public administrators involved in the administrative, regulatory, and political dimensions of emergency management. It introduces concepts and provides information about the political system in which emergency managers must navigate and presents an overview of key governmental agencies and actors from all three levels of government. In addition, the course presents and discusses the problems and dilemmas attendant to managing homeland security and responding to emergencies in an intergovernmental system.

- Important points to be covered by the readings and discussions include policy issues related to intergovernmental relations, risk analysis, and planning and crisis management so participants not only analyze the political dimensions of emergency management, but also understand the linkages of representative government in the development and implementation of disaster policy. Students will examine how certain areas of public policy have devolved to the lower levels of government and will address how devolution has affected state and local government capacity, limitations of local government and cooperation between levels of government. They will become aware of the theories of federalism and how Cooperative Federalism, Coercive Federalism and Competitive Federalism often conflict. Overall, the course will provide a broad understanding of the policy making, policy implementation, and program administration processes in the American federal system.

Course Objectives:

- Identify the authority and responsibility of the three levels of government dealing with natural, intentional, and technical disasters
- Develop an understanding of the complexity of the American political system and the role of government in disasters

- Identify executive and legislative political issues in relation to disasters
- Examine the federal political system and organizational responsibilities
- Examine the state political system and organizational responsibilities
- Examine the local political system and organizational responsibilities
- Understand the relationship between policy making and policy implementation
- Discuss the intergovernmental system in terms of fiscal relations and program administration.

Objectives Measurement:

There will be two research paper assignments for this course, answers to questions for weekly readings that will be submitted via e-mail by date requested and one final exam.

Final Exam:

The final exam will ask questions about the current system's functioning in terms of mandates, grants-in-aid, interstate compacts, multi-agency coordination, as well as the role of Congress, State Legislatures, and local legislatures in formulating and implementing disaster policy now and in the future. The Final Exam will be a take-home exam distributed during the 1st in-class week. **The Final Exam will be due no later than November 29, 2007.**

Research papers:

Paper 1: Review a Disaster Case Analysis by selecting a major U.S. or international disaster that has been written about in a book, working paper, or journal, providing analysis as to what worked and what went wrong from an intergovernmental and a management perspective, why it worked or went wrong, and what steps should be taken to correct the response next time. Paper should not exceed 8-10 double-spaced, typed pages including bibliography. **Paper One will be due no later than September 30, 2007.**

Paper 2: Review and analyze an organizational case analysis by selecting a government, non-profit, or for-profit organization involved in disaster mitigation, preparedness, response and/or recovery that has been written about in a working paper, book, or journal article, providing an analysis as to what worked correctly and what failed to work correctly...why...and what steps should be taken to insure effective response the next time. Paper should not exceed 8-10 double-spaced, typed pages including bibliography. **Paper Two will be due no later than November 29, 2007 and will be presented to the class during the second on-campus session.**

Stylistic factors to remember in writing this research paper:

- 1) Papers must be 8-10 typed, double-spaced pages with 1 inch margins and 12 point fonts
- 2) Notes--endnotes will be acceptable as footnotes, although other styles such as APA and MLA are acceptable as well

- 3) A cover page (which does not count as a typewritten page) is to include the title of the paper, your name, the name of the class, the name of the instructor, and the date you are submitting the assignment
- 4) Be sure to include page numbers and/or web pages
- 5) Quotes, statistics, and paraphrased material should have notes
- 6) Academic journal articles are a very good source of information, such as the International Journal of Mass Emergencies and Disasters, Public Management, Public Administration Review, Disaster Management
- 7) The use of the Internet is acceptable, but all information supporting this paper must be gathered from sound academic sources. Web sites, in many cases, may or may not be a wise choice since it is difficult to attest or evaluate the quality of the materials presented. All sources must be verified.
- 8) Papers may be sent by email with attachments or by regular mail to the professor
- 9) Articles, working papers or books may be identified through the Natural Hazards Center at the University of Colorado at Boulder (www.colorado.edu/hazards) and through the Learning Resource Center (FEMA's library) at (www.lrc.fema.gov) and through the University of Delaware's Disaster Research Center (www.udel.edu/DRC/)

ECEM 714 Assignment Schedule

Week 1 (July 2-8): Orientation Week

- **Read Syllabus and assignment requirements**
- **Weekly written assignments are to be provided via e-mail by the listed date and are to be no more than 3-4 pages in length in total.**

Week 2 (July 9-15)

Reading and writing assignments are due no later than July 15

O'Toole, Part I

Homeland Security: Effective Intergovernmental Coordination is Key to Success, Testimony Before the Subcommittee on Government Efficiency, Financial Management and Intergovernmental Relations on August 20, 2002 by Patricia A. Dalton, Director Strategic Issues, United States General Accounting Office to be posted on the website.

Questions: 1) Why is Homeland Security Defined in Intergovernmental Terms?

2) What are the Six Critical Mission Areas in Homeland Security and Give an Example of How Each Requires Intergovernmental Coordination

3) What are the Policy Tools Being Used?

Weeks 3 & 4 (July 16-27)

Reading and writing assignments are due no later than July 27

O'Toole, Part II

Managing Cutbacks at the Washington State Department of Social and Health Services, an Electronic Hallway Case Study about a state social service agency executive facing major budget cutbacks in response to President Reagan's "new federalism" who effectively uses negotiation and collaboration to build consensus for change instead of resorting primarily to direct executive authority.

Questions: 1) What are the lessons learned from this case study and how do they apply to Homeland Security and Emergency Management in terms of A. Administrators dealing with external pressures, B. Successfully responding to a highly visible event, C. The politics of taking a position on major issues, and D. Agency capacity to influence future events and the use of power in an intergovernmental setting.

Week 5 (July 29-August 3): On-Campus Session

This syllabus is a guide, not a contract. It may be revised if it seems in the best interest of the class to do so. Students will be notified promptly of any revisions.

- **Reading for Week 6 (August 6-12) with Questions to Be Answered No Later than August 19**

O'Toole, Part III

Questions: 1) What are the strengths and weaknesses of formula, project, categorical and block grant aid mechanisms? 2) In seeking financing for economic development, U.S. cities have come to rely on other levels of government. How do states and the federal government constrain and shape the development opportunities pursued by cities? 3) Changes in federal intergovernmental aid can have a more than proportionate impact on state and local spending. How does that occur and what lessons are there for Home Land Security administrators?

- **Reading for Week 8 (August 20-26) with Questions to Be Answered No Later Than September 2**

O'Toole, Part IV

Organizing the Federal System for Homeland Security: Problems, Issues and Dilemmas, by Charles R. Wise and Rania Nader, *Public Administration Review*, (September 2002) Vol. 62, p. 44-57.

Questions: 1) What changes to the Intergovernmental System do the Authors Envision in Organizing for Home Land Security? 2) Which of the complexities and dilemmas that the authors discuss do you see as most important (top one or two) and why? 3) Do the GAO Recommendations of 2002 make sense to you? How, if at all, would you change them to make them more effective? 3) How do the administrative issues raised compare to those discussed by O'Toole?

- **Readings for Week 10 (September 3 - 9) with Questions to be Answered No Later than September 16**

O'Toole, Part V

Federalism, Homeland Security and National Preparedness: A Case Study in the Development of Public Policy, Clovis, Samuel H. Jr, "Homeland Security Affairs II, no.3 (October 2006

Questions: 1) Define Cooperative, Coercive and Competitive Federalism?

2) How Do They Conflict? 3) How are they Different from Creative, New and Puppy Federalism Discussed in O'Toole?

Paper One Due No Later Than September 30

- **Readings for Week 12 (September 17-23) with Questions to be Answered No Later than September 30.**

O'Toole, Pages 357-361

Kettl, Pages 1 – 18

Stanton, Pages 293-311

Questions: 1) What features of the intergovernmental system make it difficult to generate coordination? 2) Are there benefits to maintaining some degree of uncoordinated action? 3) How has Homeland Security transformed intergovernmental management? 4) You have been appointed special assistant for intergovernmental relations in the U.S. Department of Homeland Security. What would you tell the new Secretary in your effort to apprise him about the most pressing intergovernmental challenges of the department's job?

- **Readings for Week 14 (October 1 - 7) with Questions to Be Answered No Later Than October 14, 2007.**

Kettl, Pages 19-61

***The Worst is Yet to Come: Lessons from September 11 and Hurricane Katrina*, Donald F. Kettl (September 2005) Fels Government Research Service Report 05-01.**

Questions: 1) How did the intergovernmental system fail the stress test according to the 2005 article? 2) What lessons are there for federal, state and local officials? 3) How does Kettl suggest in his book that bureaucracy be reshaped to learn from those lessons?

- **Readings for Week 16 (October 15-21) with Questions to Be Answered No Later Than October 28, 2007.**

Kettl, Page 82-123

Stanton, Page 315-331

***The Response to Hurricane Katrina: A Practitioner-Academic Exchange*, Nancy Roberts, Editor, (November-December 2006) Public Administration Review, Page 799-812**

Questions: 1) Given what you have read and discussed so far, list the pluses and minuses of Dwight Ink's Alternative Approach? 2) According to Don Mentzel, was it a failure of federalism or leadership? 3) Any lessons learned according to the authors and how do those lessons learned compare to Kettl's? 4) What is the Stakeholder Council Model and why does Stanton suggest that it might be useful to effective management of the domestic security state?

- **Readings for Week 18 (October 29-November 4) with Questions to Be Answered No Later Than November 11, 2007.**

Ketttl, Page 123-138

Stanton, Page 1 - 119

Questions: 1) What does Kettl mean by “backsliding” as an issue and why are four forces important to effective response ? 2) What are policy windows and why are they important? 3) What 6 general responsibilities does Stanton suggest would help the federal government restore its strategic organization and management capabilities? 4) Define the domestic security state that is emerging Post 911 and its central purpose according to James Carroll. 5) What are three approaches to organizing for more effective government and why do they make sense according to the Stanton book? 6) Why is Kettl optimistic about the American government making progress even despite challenges?

- Paper Two Due No Later Than November 29, 2007.
- Readings for Week 20 (November 12-18) with Questions to Be Answered No Later Than November 25, 2007

Stanton, Page 155-292

Questions: 1) Assuming that reorganization at the federal level is necessary to more effectively manage a domestic security state, compare Comarow’s and Ink’s keys for success 2) What are GPRA and PART and why are they important? 3) What are the Political and Civil Service Cultures of Government and why are they important to effectively managing a domestic security state? 4) How does contracting out challenge American governance?

Books:

System Under Stress: Homeland Security and American Politics: 2nd Edition, Donald F. Kettl, CQPress, 2006 (ISBN 0-87289-324-3)

American Intergovernmental Relations, Laurence J. O’Toole, CQPress, 2007, (ISBN 1-56802-405-3)

Meeting the Challenge of 9/11: Blueprints for More Effective Government, Thomas H. Stanton, Editor, M.E. Sharpe, Inc. 2006 (ISBN –13:978-0-7656-1758-3).

Grade Determination:

In-Class Participation	15%
Web-Based Participation	15%
Timely Answers to Reading Questions	10%
Paper 1	20%
Paper 2	20%
Presentation of Paper	10%
Final Exam	10%

Miscellaneous:

- Grades: Grades will not be posted publicly nor given telephonically. Course grades can be obtained directly from the professor, or if the student desires the grade prior to official reports being mailed, leave a self-addressed, stamped envelope with the professor and the grade will be mailed.

University Policies:

- Disabilities: If you have a documented disability that requires assistance, you will need to contact the Disability Resource Center (DRC) for coordination in your academic accommodations. The DRC is located in the Reynolds Student Services Center, room 137, phone (702) 895-0866.

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