University of Montana  
Public Administration 505: Public Budgeting and Finance  
Three (3) Credit Hours  
Spring 2019  
Wednesdays 4:30-6:50pm

Instructor: Christina Barsky  
Classroom: Law 161 (Pope Room)  
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E-mail is the most reliable way to reach me. Please include PUAD 505 in the subject line of your message.

Office: LAW 149  
Office Telephone: 406/243-2871  
Office Hours: Tuesday/Thursday(10:30-11:30am); Wednesday (1:30-2:30); or by appointment

Course Description

This course provides an introduction to public budgeting and finance. The budgetary process is, perhaps, the most important and fundamental component of the public policy process and democratic governance. Funding for public programs is inseparable from their operation (and existence). Furthermore, the sources of revenue for public programs can play an important role in the design of government spending. Since the budgetary process is inherently political we can understand it as both a political document and a management tool. Simply put, budgets are an expression of societal values. It is necessary, therefore, for public managers to possess the knowledge and skills required to understand the key principles of public budgeting and finance.

Importantly, this course is an experimental course that will utilize a hybrid format (in-person and online). Moreover, the second half of the course is focused on a simulation exercise. As students, you play an important and active role in this class. Significant academic research (Bernstein, Scherrhorn, and Ritter, 2002; Endersby and Webber, 1995; McKeachie, 1994; Smith and Boyer, 1996) establishes that simulations which offer students the chance to actively participate in decision-making and problem solving are more effective than traditional lectures focused on the rules and procedures (of budgeting). Importantly, this literature finds that simulations convey the dynamic and strategic aspects of political processes central to public finance and budgeting. Wedig (2010) affirms that role-playing simulations reinforce class content, improve learning outcomes, and place students in a “real world” context. In sum, the format of this course uses “a realistic context [which] helps students build a bridge between budgeting theory and the real-world decisions that they will have to make as administrators” (Mallinson, 2018, p. 111).

Expectations for Student Learning for this Course & the University of Montana’s MPA Program

1. Know, understand, and apply basic principles of public budgeting
2. Analyze the political, economic, and organizational factors on budgetary decision-making
3. Explore how governments pursue policy goals through the budget cycle
4. Demonstrate graduate-level writing, critical thinking, research, analytical, and public speaking skills

Required Course Materials

Books and Readings:
City on the line: How Baltimore transformed its budget to beat the Great Recession and deliver outcomes.
Lanham: Rowman and Littlefield.
- Moodle required readings (noted with an asterisk in the course schedule)
- Journal articles (for students to download via the Mansfield Library)
Additional Materials:
- Podcasts (posted in Moodle)
- Budget simulators (hyperlinked in syllabus/posted in Moodle)
- Guest speakers (watch for syllabus update)
- Wifi connection on campus

For students interested in lowering their costs, I encourage you to consider using the University’s inter-library loan (ILL) program. You can request books via the Mansfield Library inter-library loan for the semester and renew as necessary throughout the semester. Contact the Mansfield Library for assistance.

Course Expectations

Classroom Preparation and Participation:
This course is designed to provide graduate students the foundations for understanding both budget theories and the practical application of these theories by administration professionals. This can only be accomplished by engaging the material inside and outside of class. During class, this means participation is necessary. Everyone – students and the instructor – can and should learn from one another. Learning is a process that is enhanced by dialogue. Additionally, engaging the material requires that students have rigorously read the assignments so that they are prepared to thoughtfully and productively contribute to the class. Moreover, dedication to the coursework allows for a more holistic engagement with our topic, and it is anticipated that students and the instructor will find and share linkages between the course material and current, timely examples (e.g., podcasts, popular media, news stories) from their daily lives.

Attendance and Tardiness:
In graduate coursework, attendance is critical. Absence and/or tardiness not only short changes you as a student, but also your peers who lose out on the opportunity to benefit from your knowledge and insight. Since this course meets just once a week, students are allotted one absence for the semester for any reason. Upon a second absence, a student must meet with the instructor to determine what extra assignments need to be submitted to make up for the additional absence. Any more than two absences during the semester will merit a serious consideration of whether the course should be dropped and attempted in the future. Students who are frequently late to class or who leave early should also expect to have their overall grade reduced. Students are expected to get to class on time and stay for the duration of the class.

Laptop Computers and Cell Phones:
It is imperative that class discussions are conducted in an appropriate manner that benefits students, the MPA program, and the broader university environment. Debate is encouraged so long as it is managed with respect and civility. Courtesy in class discussion extends to making sure that mobile phones are silenced and not accessed during class. As well, laptops and tablets often detract and distract. Laptops and tablets are only permitted in the classroom if their use complements rather than detracts from the educational environment.

Recording and Photography:
Students may not record (audio, video, or still photography) in this class except in accordance with ADA accommodations. Any recordings made in connection with a disability accommodation are for the student’s personal academic use and may not be distributed in any manner to any other individual, group, or entity. If you have questions or requests, please contact the instructor.

Using Moodle:
Although this class meets in-person, we will utilize Moodle for accessing articles, sharing resources, and additional copies of the course syllabus. Moodle can be accessed from: http://umonline.umt.edu.
Robot:
If you are taking this course via robot, please ensure you have a strong wifi connection and are positioned near your modem/router. You must have a webcam and microphone that work. Students participating via robot are expected to coordinate with their partner/group for assignments.

Writing Center:
The University of Montana Writing and Public Speaking Center offers students in all disciplines, including graduate students, free support as they write or prepare presentations for any course. The writing center is a great resource to review written assignments and readily available to best meet the needs for online and in-person students. Use this link to set up an appointment in advance for staff to review your work before assignments are due.

Course Grading:
As your professor, I strive to return your assignments quickly, with actionable and useful feedback. This being said, please allow for up to seven (7) full business days after the due date to receive a grade. All grades will be recorded via Moodle’s gradebook. Students can locate the gradebook by clicking on the “tools” icon at the top of the screen. Students are invited to submit drafts of assignments via email to the professor before turning in any assignments this semester – ideally, students should utilize the UM Writing Center before doing so. Drafts must be sent at least 72 hours in advance of the due date. Since this is a graduate level course, I will only review one draft per assignment.

Help with Technology:
Please make sure that your Internet browser settings meet the requirements to be Moodle compatible. Call UM Online by phone, 406/243.4999 or email umonline-help@umontana.edu if technological problems arise. There is no on-call assistance during nights or weekends. For a total Moodle system failure, students will be sent an email by the University of Montana. Your professor cannot provide IT support, so please contact the appropriate University staff if an issue arises.

Guidelines for all Written Work:
- Students are expected to practice graduate-level writing and will be evaluated on content, organization, writing/grammar, and following assignment instructions
- Work must be typed, double-spaced, utilize 12-point font, and have one-inch margins
- Students are required to utilize proper and appropriate citations (APA is preferred, but any academic style guide is acceptable since public administration is multi-disciplinary)
- Assignments are due on the date/time listed in the course schedule
- All assignments must be turned in electronically on Moodle in Microsoft Word (.doc or .docx files)

MPA Portfolio:
Students enrolled as MPA students are required to complete a portfolio in their final semester of the program. The portfolio asks students to provide three (3) examples of research and one (1) example of working with a colleague/teammate from throughout their coursework. Additionally, students should include the grade received for these assignments. Since coursework is graded via Moodle, be sure to take a screenshot using your computer’s snipping tool if you plan to utilize any work in your portfolio. My recommendation is to snap and save all of your graded work and feedback throughout the program. This way, you will have options when compiling your portfolio. If you have questions, contact the professor.
Assessment of Student Learning Outcomes

Students are evaluated according to their performance in the following areas:

Fiscal Ship Assignment (15 points possible) (Due January 30 at 4:30pm Mountain)
Play the Fiscal Ship game (link in Moodle) and summarize your results.

The broad purpose of the Fiscal Ship game is to confront the burgeoning federal debt. To complete this assignment, choose two-to-three broad governing goals and select from various policy options. There is no right or wrong way to play the Fiscal Ship – the goal here is to make decisions about public values and select what you see as the best path to their achievement while making decisions regarding the federal budget in the public interest.

Then, in two double-spaced pages:
- List the governing goals you selected
- Explain in a short paragraph explain why you choose these goals
- Explore whether or not your goals work in concert with one another to achieve your objectives. Do you think you were able to balance revenues and expenditures in a way that put the country on a sustainable fiscal path?
- Comment on any inherent contradictions in your chosen goals. Are they at odds with one another? What about when you think about your personal and/or societal values?

Budget Methods Article Outline (10 points possible) (Due February 6 at 4:30pm Mountain)
During Week 3 students will sign up to read an article(s) pertaining to a specific public budgeting method. The purpose of this assignment is to synthesize the article, distill pertinent information, and share with your colleagues.

To complete this assignment, in no more than one single-spaced page:
- Explain the central claim, thesis, or argument in one sentence
- Identify and explain key terms (one sentence per term)
- Comment on how the approach is used
  - What are its strengths?
  - What are its weaknesses?
- Explain how this method relates to other types of budgeting

Fiscal Condition Analysis (25 points possible) (Due March 6 at 4:30 Mountain)
To complete this assignment students will utilize Kenneth Brown’s 10-point test (posted in Moodle) to evaluate the fiscal condition of a government entity.

First, students must choose a state, local/municipal, or tribal governmental entity.

*IMPORTANT*
Be certain that you can access information about the entity’s revenues, expenditures, and debts. These are (generally) available in the CAFR (Comprehensive Annual Financial Report).

Complete the 10-point test for your municipality and summarize your findings in a memorandum addressed to the chief executive (mayor, governor, etc.) of your government entity.

More details provided in class
Simulation (180 points possible)
For the second half of this course students will engage in an applied simulation exercise. More information regarding the assignments below will be distributed in class and posted in Moodle. The following is a breakdown of the assignments.

In this simulation, students will adopt roles of a individuals involved in the budget process in a given municipality. Students will be graded on the following assignments:
- Individual Fiscal Issue Brief (50 points possible) (Due March 20 at 4:30pm)
- Draft Group Position Memo (35 points possible) (Due April 10 at 4:30pm)
- Group Presentation (30 points possible) (Due April 24 at 4:30pm, presentation in class)
- Final Group Position Memo (50 points possible) (Due April 26 at 4:30pm)
- Self and Peer Evaluation (15 points possible) (completed in class April 24)

Total Points for the Course:

<table>
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<th>Points</th>
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<tr>
<td>Fiscal Ship Assignment</td>
<td>15</td>
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<tr>
<td>Budget Methods Outline</td>
<td>10</td>
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<td>Fiscal Condition Analysis</td>
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<td>Simulation</td>
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<td><strong>Total</strong></td>
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Grading Scale:
The University of Montana uses a plus/minus grading system and a credit/no credit system (the CR/NCR replaces the pass/fail system used in the past). *General education courses must be taken using the traditional letter grade to count toward one’s general education requirements.* To accommodate the plus/minus system, the grading scale shown below will be used:

<table>
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<th>Grade</th>
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<td>93-100</td>
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<td>A-</td>
<td>90-92</td>
<td>3 points</td>
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<tr>
<td>B+</td>
<td>87-89</td>
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<tr>
<td>B</td>
<td>83-86</td>
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<tr>
<td>B-</td>
<td>80-82</td>
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<tr>
<td>C+</td>
<td>77-79</td>
<td>3 points</td>
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<tr>
<td>C</td>
<td>73-76</td>
<td>4 points</td>
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<tr>
<td>C-</td>
<td>70-72</td>
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<tr>
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<td>67-69</td>
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<td>60-62</td>
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Course Schedule
You must stay up with the course readings and assignments in order to maximize your online classroom experience. Although this is a general outline of readings, the schedule is subject to change as the semester proceeds. Students will be notified of any changes or modifications to the course schedule.

The readings marked with an asterisk (*) are available on Moodle, required, and organized by week. I encourage you to download readings at the beginning of the semester.
THE BUILDING BLOCKS

Week 1: January 16
Welcome and Overview

Required Readings:
- Cleveland (1915) *Evolution of the budget idea in the United States* (p. 1-10)*
- Key (1940) *The lack of a budgetary theory*
- Drucker (1980) *The deadly sins in public administration*
- Tyler & Willard (1997) *Public budgeting in America: A Twentieth Century retrospective* (Online, link in Week 1 on Moodle)

Week 2: January 23
Budgeting as Policymaking – Budgeting Goals, Cycles, and Policy Tools
*Bring laptop, tablet, or smart phone to class*

Required Readings:
- Lee, Johnson, & Joyce (2013) p. 47-91; 117-130*
- NASBO *Budgeting in the States* (p. 3-15; skim 16-38)*
- Lindblom (1959) *The science of muddling through*
- Ebdon & Franklin (2006) *Citizen participation in budgeting theory*

Assignments:
- Be prepared to finalize the fiscal issue for simulation (in class)

Week 3: January 30
Budget Concepts, Introduction to Processes, Actors, & Economic Theory

Required Readings:
- Lewis (1952) *Toward a theory of budgeting*
- Grizzle (1986) *Does budget format really govern the actions of budgetmakers?*
- Rubin (2018) *Forward*
- OMB (2018) *Analytical Perspectives* (Chpt. 8; p. 75-99)*

Required Listening:
- CBO *In our estimate: Budgeting 101* (link in Moodle)*

Assignment:
- Fiscal Ship assignment due by 4:30pm Mountain on 1/30 (Moodle)
- Sign up for Week 4 reading assignments
TOOLS & APPLICATION

Week 4: February 6
Budget Methods and Format

Guest Speaker: Dale Bickell

Required Readings:
- Schick (1966) The road to PPB: The stages of budget reform*
- Ghilarducci (2018) The high cost of a broken government budget process*

Topic Readings: (students will sign up for a topic)
- Line-Item Budgeting
  - Wildavsky (1978) A budget for all seasons? Why the traditional budget lasts*
- Program Budgeting
  - Novick (1968) The origin and history of program budgeting*
- PPBS Budgeting
  - DonVito/RAND (1969) The essentials of a planning-programming-budgeting system*
  - Hunter/GAO (1984) The DOD planning, program, and budgeting system (p. 17-22)*
- Performance-Based Budgeting
- Zero-Base Budgeting
  - Taylor
- Priority-Based Budgeting
  - Johnson & Fabian (2012) Seeing things differently*
  - Kavanagh, Johnson, & Fabian (2012) Anatomy of a priority-based budget process*

Additional Resources:
- Mikesell (2018). “Chapter 6: Budget system reforms: Trying to make better choices” in Fiscal administration: Analysis and applications for the public sector*

Assignments:
- Questions for Dale in class 2/6
- Budget Methods Outline due by 4:30pm Mountain on 2/6 (Moodle)

Week 5: February 13
Expenditure

Required Readings:
- Lee, Johnson, & Joyce (2013). Chapter 7*
- Wildavsky & Caiden (2004). Chapter 7: Entitlements*
- Mini-case in class: Breaking Promises, Public Servants, & the Bluegrass State

Required Watching:
- Frontline The Pension Gamble (part of mini-case) (link in Moodle)

Additional Resources:
- Urban Institute State and local expenditures (link on Moodle)

Assignments:
- Research and select municipality for Fiscal Condition assignment (week 8)

Week 6: February 20
Revenue

Guest Speaker: Chuck Stearns

Required Readings:
- Lee, Johnson, & Joyce (2013). Chapter 5, Chapter 6 (p. 133-182)*
- Morrison (2002). Improving revenue projections: 10 questions – and answers*
- Kavanagh & Ingelhart (2012). Structuring the revenue forecasting process*
- Mini-case: States Budgeting on Sports Betting (in class)*

Additional Resources:
- Urban Institute State and local revenues (link on Moodle)

Assignments:
- Questions for Chuck Stearns (in class)

Week 7: February 27
U.S. and Montana Budgets

Tentative Guest Speaker: Tara Jensen

Required Readings:
- Amy Carlson/LFD (2018) 2021 Biennium Outlook General Fund Budget*
- Montana Budget and Policy Center (2018) 2021 budget: An opportunity to get Montana back on track and rebuild public investments*
- Kogan, Van de Water, Huang (2018) Long-term budget outlook has improved considerably since 2010 but remains challenging*

Assignments:
- Questions for Tara Jensen

PRACTICE

Week 8: March 6 (remote)
Municipalities and Fiscal Health

Readings:
- TBA
- Osborne & Hutchinson (2004) The price of government: Getting the results we need in an age of permanent fiscal crisis*

**Assignments:**
- Fiscal Condition analysis due by 4:30pm Mountain on 3/6 (Moodle)

**Week 9: March 13** (remote)
An Alternative Approach

**Readings:**
- TBA
- Kleine (2018) *City on the line: How Baltimore transformed its budget to beat the Great Recession and deliver outcomes* (p. 79-173)

**Week 10: March 20** (remote)
An Alternative Approach, Cont.

**Readings:**
- TBA
- Kleine (2018) *City on the line: How Baltimore transformed its budget to beat the Great Recession and deliver outcomes* (p. 173-233)

**Assignments:**
- Individual Fiscal Issue Brief due by 4:30pm Mountain on 3/20 (Moodle)

**Week 11: March 27**
SPRING BREAK – NO CLASS

**Week 12: April 3** (remote)
Setting the (Simulation) Stage

**Readings:**
- TBA

**Assignments:**
- Group Zoom meetings with Professor Barsky on 4/3 (sign-up on Moodle)

**Week 13: April 10**
Research Week

**Readings:**
- TBA

**Assignments:**
- Group DRAFT Fiscal Issue Position Memo due by 4:30pm Mountain on 4/10 (Moodle)

**Week 14: April 17**
Town Council Meeting (in-person)

This week we will run our simulation (groups will present to the town council).
Assignments:
- Group presentations turned in by 4:30pm Mountain on 4/17 (Moodle)
- In class presentation

Week 15: April 24
Town Council Meeting & Debrief (in-person)

This week we will continue our simulation and debrief. We will also reflect on the course.

Assignments:
- Group Final Fiscal Issue Position Memo due by 4:30pm Mountain on 4/26 (Moodle)
- Group and simulation evaluation

Classroom Policies
Extra Credit: Not available for this course.
Make-up Exams: There is no exam for this course.
Classroom Etiquette: A central tenet of the MPA program is professionalism and the ability to work well with others. It is the expectation that students will maintain a high level of professionalism in their conduct with me (their professor) as well as with their fellow students. This means being respectful during class discussions and in all communications. Should a student fail to act in an appropriate manner, with their peers or the professor, they will be removed from course discussions.
E-Mail Etiquette: E-mail is an effective tool and a good way for you to reach out to me with questions, but it does not replace office hours. If you have involved questions about course materials or your performance, please set up a time to meet with me in person or via virtual office hours.
Incompletes or Withdrawals (“W”) from the Course: Please see the University’s add/drop policies.
Late Assignments: Students are expected to submit all work on the date specified on the course calendar (and within Moodle). Any exceptions must be approved by the professor 72 hours before the date in question. Students must complete all assignments to receive a grade for the course.

A special note: I believe that respect is a mutually earned and offered. I understand that unexpected circumstances can arise in all of our lives that present challenges to accomplishing our tasks. Whatever the case, please reach out to me sooner rather than later should you face hurdles in this course (whatever their genesis) so we can create a plan, together, for your success. My policy is to accept one, no-questions-asked, request for an extension (with no consequence).

University Attendance Policy: Students who are registered for this course but do not attend the first two class meetings (or participate in the first two weeks of online discussions) may be required by the processor to drop the course. This rule allows for early identification of class vacancies to permit students on the course waitlist to add classes. Students not allowed to remain in the course must complete a drop form or drop the course via CyberBear to avoid receiving a failing grade. Students who know they will be absent should contact the professor in advance.
Wikipedia: The “Truth by Consensus” is not reliable (and sometimes not valid). Wikipedia should not be cited in any assignment. Rather, you should become comfortable citing scholarly research and peer-reviewed sources as a graduate student at the University of Montana.
Academic Dishonesty (Plagiarism): Students must follow the University’s policies for academic dishonesty. More information can be found in the Student Code of Conduct. All work submitted must be your own. Duplicated work (e.g., work completed for another class) will be considered self-plagiarism. Acts of academic dishonesty will result in a grade of zero (0) for the assignment. Moreover, acts of plagiarism will be reported to the Academic Court. To avoid plagiarizing, cite each reference or source (direct quotes, paraphrases, and ideas) you use and give proper credit for the ideas, opinions, and findings of others. When using the direct quotes, use quotation marks and appropriate citation (e.g., APA) that include the page number and work’s title.
Moodle: This course is supported by Moodle. Please refer to the site regularly for additional readings, supplemental material, announcements, grades, assignment submissions, or updates to the schedule. When submitting assignments on Moodle, students should attach Microsoft Word .doc or .docx files.

Sensitive Course Materials: Advanced degree programs seek to expand and challenge student assumptions, worldviews, and conceptions. Therefore, we engage with a wide range of material that do not necessarily affirm personal or broadly accepted understandings, ideas, and beliefs. Students are encouraged to discuss these matters with the professor.

Disability Assistance: The University of Montana assures equal access to instruction through collaboration between students with disabilities and instructors. For more information, visit Disability Services for Students. If you think you may have a disability adversely affecting your academic performance, and you have not already registered with Disability Services, please contact DSS in Lommasson Center 154 or call 406/243.2243. As your professor, I will work with DSS to provide an appropriate modification.