San José State University MPA Program

PADM 219: Public Financial Administration, Spring 2016

Course and Contact Information

Instructors: David Persselin Tim Tung

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Office Location: Clark Hall, Room 404B

Office Hours: Wednesdays, 3:30 - 5:30 pm by appointment only

Class Days/Time: Wednesdays, 6:00 – 8:45 pm; February 3 through May 18

Classroom: Dudley Moorhead Hall 161

Course Format

Generally, we will allocate some time at the beginning of each class for a discussion of relevant current events followed by a lecture on the topic for the week as identified in the course schedule. We will then discuss the readings and then engage in an in-class practical exercise (individual writing assignment, team discussion and presentation, whole class exercise). Outside speakers may be asked to join the class when determined to be appropriate by the instructor.

Course Description

An overview of public agency financial administration including: microeconomic foundations of public-sector services and regulation; financial analysis tools and techniques; expenditure categories and program costing; revenue sources and forecasting methods; finance department functions, organization, and systems; internal controls and risk management; and governmental accounting and financial reporting.

Topic areas appear in the tentative class schedule below. Throughout the course we will use practical situations to demonstrate course theories in practice.

Course Goal and Learning Outcomes

Goal

To educate public agency and non-profit professionals on the concepts, activities, and tools used to administer the financial affairs of public agencies.

Course Learning Outcomes (CLO)

Upon successful completion of this course, students will be able to:

- CLO 1: Use microeconomic analysis to explain why certain types of services and regulation might be provided by governmental agencies
- CLO 2: Identify the main categories of governmental expenditures, the associated cost drivers, and advantages and limitations of alternative service delivery models
- CLO 3: Identify common types of revenue sources available to governmental agencies, recognizing any restrictions that apply and considerations for their use
- CLO 4: Apply analytic tools commonly used to forecast revenues and expenditures, develop cost estimates, and conduct financial analyses
- CLO 5: Discuss a typical finance department organizational structure, its primary functions, and the various systems that facilitate internal control
- CLO 6: Understand basic financial accounting concepts and how a governmental agency's financial status and activities are reported in its financial statements

Required Texts/Readings

Required readings from the textbooks are identified in the Course Schedule below. Supplemental readings may be identified as the course progresses.

Textbooks to Purchase

Michel, Gregory R., Cost Analysis and Activity-Based Costing for Government. (GFOA, 2004).

Multari, Michael, Coleman, Michael, Hampian, Kenneth, and Statler, Bill (2012), *Guide to Local Government Finance in California*, Solano Press Books, Point Arena.

*** Please note that this book is also held as a course reserve at the King Library. ***

Readings Provided by Instructor

Casey, Joseph P. and Mucha, Michael J., Ed., Capital Project Planning and Evaluation. (GFOA, 2007).

Gautier, Stephen J., Evaluating Internal Controls. (GFOA, 1996).

Government Finance Officers Association, *An Introduction to Treasury Management Practices*. (GFOA, 1997).

Textbooks and Readings Available Online

Chase, Bruce W. and Phillips, Robert H. (2004), "GASB 34 and Government Financial Condition: An Analytical Toolbox," Government Finance Review, Vol. 20, No. 2, April, pp. 26-31. http://search.proquest.com.libaccess.sjlibrary.org/docview/229716244?accountid=10361

City of San Jose (2010), Pension Sustainability: Rising Pension Costs Threaten The City's Ability To Maintain Service Levels - Alternatives For A Sustainable Future, San Jose. http://www.sanjoseca.gov/DocumentCenter/View/3208

City of San Jose (2015), Comprehensive Annual Financial Report for the Fiscal Year ended June 30, 2015. http://sanjoseca.gov/DocumentCenter/View/48227

Gauthier, Stephen J., "Interpreting Local Government Financial Statements," GFOA (2007). http://www.gfoa.org/downloads/InterpFinStatementsGFR_jun07.pdf.

Genito, Michael A. (2013), "Back to Basics: An Overview of Governmental Accounting and Financial Reporting," Government Finance Review, Vol. 29, No. 1, February, pp. 48-51. http://libaccess.sjlibrary.org/login?url=http://search.ebscohost.com/login.aspx?direct=true&db=ofm&AN=85322926&site=ehost-live

Hammond, John S., Keeney, Ralph L., and Raifa, Howard. "The Hidden Traps in Decision Making." Harvard Business Review (2006). http://libaccess.sjlibrary.org/login?url=http://search.ebscohost.com/login.aspx?direct=true&db=ofm&AN=504130674&site=ehost-live

Kavanaugh, Shayne, and Iglehart, Charles (2012), "Structuring the Revenue Forecasting Process," Government Finance Review, Vol. 28, No. 5, October, pp. 8-16. http://www.gfoa.org/sites/default/files/GFR_OCT_12_8.pdf

Kavanaugh, Shayne, and Swanson, Christopher (2009), "Tactical Financial Management: Cash Flow and Budgetary Variance Analysis," Government Finance Review, Vol. 25, No. 5, October, pp. 8-16. http://www.gfoa.org/downloads/GFROct09coverarticle.pdf

Kavanaugh, Shayne, and Williams, Daniel (2014), "Making the Best Use of Judgmental Forecasting," Government Finance Review, Vol. 30, No. 6, December, pp. 8-16. http://www.gfoa.org/sites/default/files/GFR61508.pdf

Larkin, Richard F., DiTommaso, Marie, and Ruppel, Warren. "Wiley Not-for-Profit GAAP 2015" Wiley (2015). http://discover.sjlibrary.org/iii/encore_sjsu/record/C__Rb4931463

McCrary, Stuart A. (2010), Mastering Corporate Finance Essentials: The Critical Quantitative Methods and Tools in Finance, Hoboken, NJ. http://catalog.sjlibrary.org/record=b4093965~S1

Rivenbark, William C., Roenigk, Dale J., and Allison Gregory S., "Communicating Financial Condition to Elected Officials in Local Government," Popular Government. Vol. 75, No.1, pp. 4-13. http://sogpubs.unc.edu/electronicversions/pg/pgfal09/article1.pdf

State of California, "California Debt Issuance Primer Handbook", CDIAC No. 05-06. http://www.treasurer.ca.gov/cdiac/debtpubs/handbook.pdf.

Walkenbach, John (2013). *Microsoft Excel 2013 Bible*. Somerset, NJ. http://discover.sjlibrary.org/iii/encore_sjsu/record/C__Rb4451569

Periodicals Available Online

The Bond Buyer. http://discover.sjlibrary.org/iii/encore_sjsu/record/C__Rb2633414?lang=eng.

Online Resources

Online Software Training. http://learn.customguide.com/login/SanJosePublicLibrary

Additional References

Berner, Maureen, Statistics for Public Administration, 2nd Edition, (ICMA, 2013).

Blom, Barry and Guajardo, Salomon A., Revenue Analysis and Forecasting. (GFOA, 2001).

Bland, Robert L, A Budgeting Guide for Local Government. (ICMA, 2013).

Bland, Robert L, A Revenue Guide for Local Government. (ICMA, 2005).

Government Finance Officers Association, *Best Practices*. http://www.gfoa.org/index.php?option=com_content&task=view&id=118&Itemid=130

Institute for Local Government (2008), *Understanding the Basics of County and City Revenues*, Sacramento. http://www.ca-ilg.org/sites/main/files/file-attachments/2008 - county and city revenues 0.pdf

Kavanaugh, Shayne and Williams, Wright Anderson, *Financial Policies: Design and Implementation*. (GFOA, 2004).

Michel, Gregory R., Decision Tools for Budgetary Analysis. (GFOA, 2001).

Nicholl, Kim (2013), "Public-Sector Pension Plans: Major Challenges & Common Sense Solutions," Government Finance Review, Vol. 29, No. 2, April, pp. 8-13. http://www.gfoa.org/downloads/GFOAGFRApril13PensionPlanChallengesandSolutions.pdf

State of California, "California Debt Issuance Primer", CDIAC No. 06-04. http://www.treasurer.ca.gov/cdiac/debtpubs/primer.pdf.

State of California, "California Public Fund Investment Primer", CDIAC No. 09-02. http://www.treasurer.ca.gov/cdiac/invest/primer.pdf.

Taylor, Mac (2012), *Understanding California's Property Taxes*, Legislative Analyst's Office, Sacramento. http://lao.ca.gov/reports/2012/tax/property-tax-primer-112912.pdf

Other equipment / material requirements

Students are required to have an internet-connected laptop for each class session. We will be using laptops during class times for interactive class polling and for financial modeling activities.

The software standard we will be using is Microsoft Office 2003 or later (Word, Excel, PowerPoint) and Adobe Acrobat Reader. If you do not already have a licensed copy of

Microsoft Office, you can access this software for free through SJSU Information Technology Services: http://its.sjsu.edu/services/software/.

Course Requirements and Assignments

Success in this course is based on the expectation that students will spend, for each unit of credit, a minimum of forty-five hours over the length of the course (normally 3 hours per unit per week, with 3 of the hours used for lecture in a 3 unit course) for instruction or preparation/studying or course related activities including, but not limited to, small group consultations, meeting attendance, or other practical applications of student learning as described in the syllabus.

The tentative course calendar is included in this syllabus, including assignment due dates, exam dates, dates of student presentations, and expected topics for each class. This schedule is subject to change with reasonable notice.

<u>University policy F69-24</u> at http://www.sjsu.edu/senate/docs/F69-24.pdf states that "Students should attend all meetings of their classes, not only because they are responsible for material discussed therein, but because active participation is frequently essential to insure maximum benefit for all members of the class. Attendance per se shall not be used as a criterion for grading."

Grading Policy

Student performance will be based on the following criteria:

- Class Participation (10%)
- In-class Current Event Presentation (5%)
- Homework Assignments (85%)
 - o Assignment #1: Excel Exercises (5%)
 - o Assignment #2: Optimum Project Selection Exercises (10%)
 - o Assignment #3: Program Design Project (30%)
 - o Assignment #4: Capital Finance Project (30%)
 - o Assignment #5: Financial Reporting Exercise (10%)

Grades will be assigned according to the following scale:

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A+ 98 and above C 75-79
A 92-97 D 70-74
A- 90-91 F 69 and below
B+ 88-89
B 82-87
B- 80-81
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All students have the right, within a reasonable time, to know their academic scores, to review their grade-dependent work, and to be provided with explanations for the determination of their course grades. See <u>University Policy F13-1</u> at http://www.sjsu.edu/senate/docs/F13-1.pdf for more details.

Participation

Students may be called upon by name to address concepts from the readings. Students should take the time and effort to read the materials when they are assigned, and be prepared to actively participate in discussion of the topics, using both citations of the readings and their own defended views. Small group discussions during class will only enhance learning if each participant is prepared to contribute to the group's learning. Regular attendance is expected and will enhance your grade simply because you will have knowledge necessary to complete assignments that might not otherwise be available except from class discussion.

In-Class Current Event Presentation

Each student will be required to present a recent news article involving some aspect of public agency financial management that is likely to be of interest to the class. The article will need to be circulated prior to the beginning of the class session in which it is being presented. The presentation will involve summarizing the article and highlighting the points that are particularly relevant to the class material. Ideally, the article will provoke thought and discussion, and help the class gain a deeper understanding of public agency financial management.

Homework Assignments

All homework assignments should be submitted to the course e-mail address; no hard copy papers will be accepted. Homework assignments are <u>due before class begins on the date</u> <u>indicated in the course schedule</u>.

Note that this is a GREEN class. All papers will be submitted electronically through the sjsupadm219@gmail.com address only. No hard copies accepted!

Make-up Policy

Serious personal or dependent family illness that can be documented is the only acceptable excuse for not turning in work on time. If you are ill, you will be given a reasonable extension for submission of missing work. *There are no make-ups for missed presentations or in-class case work*. Incompletes are discouraged.

No Extra Credit

Final grades will be determined using the criteria described above. No extra credit is available for this course.

Classroom Protocol

It is expected that when you come to class you will give the material your undivided attention. Please ensure that communications devices are on vibrate and quietly leave the learning space if you need to take a call during class. Do not engage in any behavior that will detract from a positive learning environment for other students.

University Policies

General Expectations, Rights and Responsibilities of the Student

As members of the academic community, students accept both the rights and responsibilities incumbent upon all members of the institution. Students are encouraged to familiarize themselves with SJSU's policies and practices pertaining to the procedures to follow if and when questions or concerns about a class arises. See University Policy S90-5 at http://www.sjsu.edu/senate/docs/S90-5.pdf. More detailed information on a variety of related topics is available in the SJSU catalog, at http://info.sjsu.edu/web-dbgen/narr/catalog/rec-12234.12506.html. In general, it is recommended that students begin by seeking clarification or discussing concerns with their instructor. If such conversation is not possible, or if it does not serve to address the issue, it is recommended that the student contact the Department Chair as a next step.

Dropping and Adding

Students are responsible for understanding the policies and procedures about add/drop, grade forgiveness, etc. Refer to the current semester's Catalog Policies section at http://info.sjsu.edu/static/catalog/policies.html. Add/drop deadlines can be found on the current academic year calendars document on the Academic Calendars webpage at http://www.sjsu.edu/provost/services/academic_calendars/. The Late Drop Policy is available at http://www.sjsu.edu/aars/policies/latedrops/policy/. Students should be aware of the current deadlines and penalties for dropping classes.

Information about the latest changes and news is available at the <u>Advising Hub</u> at http://www.sjsu.edu/advising/.

Consent for Recording of Class and Public Sharing of Instructor Material

Common courtesy and professional behavior dictate that you notify someone when you are recording him or her. You must obtain the instructor's permission to make audio or video recordings in this class. Such permission allows the recordings to be used for your **private**, **study purposes only**. The recordings are the **intellectual property of the instructor**; you have not been given any rights to reproduce or distribute the material.

Likewise, you must obtain the written permission of any guest speaker and every class member if you will be recording presentations or class discussions.

Students desiring to record any part of any class must justify the need to record the material and obtain the instructor's written permission. Students with functional limitations should obtain a letter from the Accessible Education Center.

Course material developed by the instructor is the intellectual property of the instructor and cannot be shared publicly without her approval. You may not publicly share or upload instructor generated material for this course such as exam questions, lecture notes, PowerPoint shows or homework solutions without the specific written instructor consent.

Academic integrity

Your commitment, as a student, to learning is evidenced by your enrollment at San Jose State University. The <u>University Academic Integrity Policy S07-2</u> at

http://www.sjsu.edu/senate/docs/S07-2.pdf requires you to be honest in all your academic course work. Faculty members are required to report all infractions to the office of Student Conduct and Ethical Development. The <u>Student Conduct and Ethical Development website</u> is available at http://www.sjsu.edu/studentconduct/.

Instances of academic dishonesty will not be tolerated. Cheating on exams or plagiarism (presenting the work of another as your own, or the use of another person's ideas without giving proper credit) will result in a failing grade and sanctions by the University. For this class, all assignments are to be completed by the individual student unless otherwise specified. If you would like to include in your assignment any material you have submitted, or plan to submit for another class, please note that SJSU's Academic Policy F06-1 requires approval of instructors.

Campus Policy in Compliance with the American Disabilities Act

If you need course adaptations or accommodations because of a disability, or if you need to make special arrangements in case the building must be evacuated, please make an appointment with us as soon as possible, or see us during office hours. Presidential Directive 97-03 at http://www.sjsu.edu/president/docs/directives/PD_1997-03. pdf requires that students with disabilities requesting accommodations must register with the Accessible Education Center (AEC) at https://www.sjsu.edu/aec to establish a record of their disability.

Accommodation to Students' Religious Holidays

San José State University shall provide accommodation on any graded class work or activities for students wishing to observe religious holidays when such observances require students to be absent from class. It is the responsibility of the student to inform the instructor, in writing, about such holidays before the add deadline at the start of each semester. If such holidays occur before the add deadline, the student must notify the instructor, in writing, at least three days before the date that he/she will be absent. It is the responsibility of the instructor to make every reasonable effort to honor the student request without penalty, and of the student to make up the work missed. See <u>University Policy S14-7</u> at http://www.sjsu.edu/senate/docs/S14-7.pdf.

SJSU Peer Connections

Peer Connections, a campus-wide resource for mentoring and tutoring, strives to inspire students to develop their potential as independent learners while they learn to successfully navigate through their university experience. You are encouraged to take advantage of their services which include course-content based tutoring, enhanced study and time management skills, more effective critical thinking strategies, decision making and problem-solving abilities, and campus resource referrals.

In addition to offering small group, individual, and drop-in tutoring for a number of undergraduate courses, consultation with mentors is available on a drop-in or by appointment basis. Workshops are offered on a wide variety of topics including preparing for the Writing

Skills Test (WST), improving your learning and memory, alleviating procrastination, surviving your first semester at SJSU, and other related topics. A computer lab and study space are also available for student use in Room 600 of Student Services Center (SSC).

Peer Connections is located in three locations: SSC, Room 600 (10th Street Garage on the corner of 10th and San Fernando Street), at the 1st floor entrance of Clark Hall, and in the Living Learning Center (LLC) in Campus Village Housing Building B. Visit <u>Peer Connections website</u> at http://peerconnections.sjsu.edu for more information.

SJSU Writing Center

The SJSU Writing Center is located in Clark Hall, Suite 126. All Writing Specialists have gone through a rigorous hiring process, and they are well trained to assist all students at all levels within all disciplines to become better writers. In addition to one-on-one tutoring services, the Writing Center also offers workshops every semester on a variety of writing topics. To make an appointment or to refer to the numerous online resources offered through the Writing Center, visit the Writing Center website at http://www.sjsu.edu/writingcenter. For additional resources and updated information, follow the Writing Center on Twitter and become a fan of the SJSU Writing Center on Facebook. (Note: You need to have a QR Reader to scan this code.)



SJSU Counseling Services

The SJSU Counseling Services is located on the corner of 7th Street and San Fernando Street, in Room 201, Administration Building. Professional psychologists, social workers, and counselors are available to provide consultations on issues of student mental health, campus climate or psychological and academic issues on an individual, couple, or group basis. To schedule an appointment or learn more information, visit <u>Counseling Services website</u> at http://www.sjsu.edu/counseling.

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Course Schedule

This schedule is subject to change with fair notice, provided via e-mail by the instructors.

Week	Date	Topics, Readings, Assignments, Deadlines
1	2/3	Topic: Course Introduction and Logistics; Finance Department Functions, Organization, and Systems; Microeconomic Foundation for Public Agency Provision of Goods, Services and Market Intervention Readings: • PADM 219 Class Syllabus • Finance Department Introduction and Microeconomics PowerPoint Presentations to be Distributed in Advance Assignment #1: Excel Exercises
2	2/10	
2	2/10	Topic: Excel Skills Review; Time Value of Money Readings: • Walkenbach, Ch. 2 and 10 • McCrary, Ch. 1 <i>Time Value of Money Toolbox</i> . Assignment #1 due before class begins
3	2/17	Topic: Financial Analysis Tools and Techniques Readings: • Walkenbach, pp. 793-796 • McCrary, pp. 57-64, 72-74 • Harvard Business Review, <i>The Hidden Traps in Decision Making</i> Assignment #2: Optimum Project Selection Exercise (PV, IRR)
4	2/24	Topic: Expenditure Categories and Cost Analysis (Part 1) Readings: • Expenditure Categories and Characteristics PowerPoint Presentation to be Distributed in Advance • Cost Analysis and Activity-Based Costing for Government, Ch. 1-5 Assignment #2 due before class begins

Week	Date	Topics, Readings, Assignments, Deadlines
5	3/2	Topic: Expenditure Categories and Cost Analysis (Part 2) Readings: Coleman, Ch. 8 Cost Analysis and Activity-Based Costing for Government, Ch. 8
6	3/9	Topic: Public Agency Revenues; User Charges and Rate Setting Readings: Coleman, Ch. 4, 5, and 6 Cost Analysis and Activity-Based Costing for Government, Ch. 7 Assignment #3: Program Design
7	3/16	Topic: Forecasting Considerations and Techniques (Part 1) Readings: • Government Finance Review, Structuring the Revenue Forecasting Process • Government Finance Review, Making the Best Use of Judgmental Forecasting Assignment #3 due before class begins
8	3/23	Topic: Forecasting Considerations and Techniques (Part 2) Readings: • GFOA Best Practice, Financial Forecasting in the Budget Preparation Process
9	3/30	Spring Break: No Class
10	4/6	Topic: Cash Flow Forecasting and Investment Management Readings:

Week	Date	Topics, Readings, Assignments, Deadlines
11	4/13	Topic: Capital Financing and Debt Management (Part 1) Readings: Coleman Ch. 10 Capital Project Planning and Evaluation, Ch. 5
12	4/20	Topic: Capital Financing and Debt Management (Part 2) Readings: • California Debt Issuance Primer Handbook Assignment #4: Capital Finance
13	4/27	 Topic: Financial Statements Overview; Fund Accounting (Part 1) Readings: Coleman, Ch. 3, 12 Government Finance Review, Back to Basics: An Overview of Governmental Accounting and Financial Reporting Larkin, Ch. 1-4 City of San José Fiscal Year 2015 Comprehensive Annual Financial Report Assignment #4 due before class begins
14	5/4	Topic: Fund Accounting (Part 2); Basic Financial Statement Analysis (Part 1) Readings: • Larkin, Ch. 7, 19, 21, 26 Assignment #5: Accounting Exercises (calc ratios and discuss)

Week	Date	Topics, Readings, Assignments, Deadlines
15	5/11	Topic: Basic Financial Statement Analysis (Part 2)
		Readings:
		• Government Finance Review, Interpreting Local Government Financial Statements
		Popular Government, Communicating Financial Condition to Elected Officials in Local Government
		Government Finance Review, GASB 34 and Government Financial Condition: An Analytical Toolbox
		Assignment #5 due before class begins
16	5/18	Topic: Risk Management and Internal Controls
		Readings: • Evaluating Internal Controls, Ch. 1-2.