

San José State University

POLS/MPA Program

PADM 218, Public Budgeting, Fall 2019

Course and Contact Information

Professor:	Leonard L. Lira
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Office Hours:	Tue & Thurs. @ 4:30 – 5:45 PM, or by Appointment
Class Days/Time:	Tuesdays, 6-8:45 pm
Classroom:	DMH 149A
Prerequisites:	Pols 114 or PADM 210, Econ 1A (or equivalent), and spreadsheet competency.

Course Format

In-Class; Seminar Style; Technology Intensive; Access to Adobe, Microsoft Office Word, Excel, and PowerPoint, Zoom, and Canvas required

Faculty Web Page and MYSJSU Messaging

Course materials such as syllabus, handouts, notes, assignment instructions, etc. can be found on [Canvas Learning Management System course login website](#) at <http://sjsu.instructure.com>. You are responsible for regularly checking with the messaging system through [MySJSU](#) at <http://my.sjsu.edu> (or other communication system as indicated by the instructor) to learn of any updates. **It is required that you set your Canvas email to the email you use so that you do not miss any updates or announcements.**

Course Description

This course will examine current theory, techniques, and practice of public budgeting for political decision making, planning, and management. This course will also examine the budget process in the executive and legislative branches and reform efforts; public choice analysis; and financial processes and the role of accounting.

Public Budgeting reflects organization's strategy of resource allocation for policy making and implementation. Since government determines how much of the society's resources will be used for the public purpose, budgeting shapes the macro economy. Budgeting is also about assigning responsibility to implement policy. The purpose of this course is to help students understand the budget process; obtain practical knowledge of budget reading; provide the analytic skills used in preparing budget report reflecting policy priorities by identifying and employing alternative sources of funding including grants, taxes and fees; understand the role of the modern budget in determination of policy, administrative integration, control of government operations and intergovernmental relations, and in relation to private economy. Due to the local focus in the mission statement of the SJSU MPA program, this course will focus its examples primarily on local governments, nonprofits, & communities.

Course Goals

To educate public administration and non-profit professionals about current budgeting theory, techniques, and practice of public budgeting for political decision making, planning, and management. Through the material in this course students will build capacity to achieve the National Association of Schools of Public Administration and Affairs Core Competencies.

University Learning Goals (ULGs), Program Learning Outcomes (PLOs) & Course Learning Outcomes (CLOs)

The overall course goal is to educate public administration and non-profit professionals in public budgeting, theory, processes, and procedures so they achieve the SJSU University Learning Goals (ULGs) and demonstrate mastery of the NASPAA/SJSU MPA program learning outcomes. Upon graduation, San José State University students will have developed:

- ULG 1:** Social and Global Responsibilities
- ULG 2:** Specialized Knowledge
- ULG 3:** Intellectual Skills
- ULG 4:** Integrative Knowledge and Skills
- ULG 5:** Applied Knowledge

Upon completion of the Master of Public Administration program, the student will be able to:

- PLO 1:** Lead and manage in public governance;
- PLO 2:** Participate in and contribute to the policy process;
- PLO 3:** Analyze, synthesize, think critically, solve problems, and make decisions;
- PLO 4:** Articulate and apply a public service perspective;
- PLO 5:** Communicate and interact productively with a diverse and changing workforce and citizenry.

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

- CLO1:** Explain and assess key elements of government budgeting processes while demonstrating an understanding of the professional ethics and a public service attitude required to enact those processes;
- CLO2:** Understand the political, social, economic, and cultural contexts of the US public budgeting systems at the federal, state and local levels and thereby be able to design and produce a flexible budget for a public organization using alternative sources of funding, including grants, taxes and fees and reflecting policy priorities;
- CLO3:** Provide strategic analysis, based on critical thinking, of the core budgetary issues faced by the US governments and other public organizations and provide a critical assessment of the strengths and limitations of different citizen engagement tools in the budgetary process and utilize various analytical tools of financial management, including forecasting models, performance-based budgeting, discounting, and financial statement ratio analysis;
- CLO4:** Demonstrate team work and conflict resolution skills that utilize a public service perspective;
- CLO5:** Provide written and verbal communication that express their own ideas of innovative budgetary practices in a manner that supervisors and subordinates in public organizations can implement.

Required Texts/Readings

Textbooks

Morgan, Douglas, Kent S. Robinson, Dennis Strachota. *Budgeting for Local Governments and Communities*. Taylor & Francis. ISBN:9780765627803—eBook is available at the SJSU Bookstore

Required Online Texts:

Local Governments-

Oregon State local government practitioners: Oregon Department of Revenue. (2012, May). *Local Budgeting Manual*. Property Tax Division. Manual 150-504-420. Retrieved from http://www.oregon.gov/DOR/forms/FormsPubs/local-budgeting-manual_504-420.pdf

Bailey, M. & Gjertsen, G. (2002, July). *Budgeting for Cities and Towns in Washington State*. Association of Washington Cities and the Washington Finance Officers Association. Retrieve from: <https://wacities.org/docs/default-source/resources/budgetworkbook10web.pdf?sfvrsn=2>

Washington Municipal Resource and Service Center (MRSC) webpage: <http://mrsc.org/Home/Explore-Topics/Finance/Budgets/Budgeting.aspx>

Health administration:

Aiena, Cindy. (2011, October) *Budgeting Basics 101: The Nuts and Bolts of Budget Planning*. Massachusetts General Hospital. <https://facultydevelopment.massgeneral.org/cfd/pdf/20111006BudgetingBasics.pdf>

Dredge, Robert. (2004, September). Hospital Global Budgeting. Health, Nutrition and Population (HNP), World Bank Human Development Network. <http://www.who.int/management/facility/hospital/Hospital%20Global%20Bugeting.pdf>

Oregon Revised Statutes (ORS) Chapter 440—Health Districts; Port Hospitals. https://www.oregonlegislature.gov/bills_laws/ors/ors440.html

McGinnis, P.B., Howk, S. Ong, E. and Simeon, J. (2016, December). Health Districts in Oregon. Office of Rural Health, OHSU. Accessed on July 23, 2018 from <https://www.ohsu.edu/xd/outreach/oregon-rural-health/data/publications/upload/2016-Health-District-White-Paper.pdf>

Other required assigned readings provided on Canvas.

Recommended Text/Readings:

Mikesell, John L. *Fiscal Administration: Analysis and Application for the Public Sector* 10th Edition. Cengage. ISBN: 9781305953680—eBook is available at the SJSU Bookstore

Dropkin, Murray, Jim Haplin, Bill LaTouche. (2007). *The Budget-Building Book for Nonprofits: A Step-by-Step Guide for Managers and Boards*. (2nd ed.). San Francisco: Jossey-Bass/ John Wiley & Sons, Ltd.

Forsythe, Dall W. and Donald J. Boyd. (2012) *Memos to the governor: An introduction to state budgeting* (3rd ed.). Washington D.C.: Georgetown Univ. Press.

Lazenby, Scott D. (2013). *The Human Side of Budgeting: Budget Games & How to End Them*. Sandy, Oregon: Erehwon Press. Can purchase on Amazon directly.

Useful Web Sites:

- Association of Budgeting and Financial Management (ABFM), available at <http://www.abfm.org/>.
- California Department of Finance Budget and Budget Resources, available at <http://www.dof.ca.gov/Budget/> ; http://www.dof.ca.gov/budget/Resources_for_Departments/
- California Legislative Analyst's Office (LAO), available at <http://www.lao.ca.gov/laoapp/main.aspx>.
- California Local Financial Almanac, available at <http://www.californiacityfinance.com/>
- Congressional Budget Office (CBO), available at <http://www.cbo.gov/>.

- National Conference of State Legislatures (NCSL), available at <http://www.ncsl.org/>.
- Institute for Local Government, available at <http://www.ca-ilg.org/budgeting-finance>
- U.S. Government Accountability Office (GAO), available at <http://www.gao.gov/>.
- Government Finance Officers Association (GFOA), available at <http://www.gfoa.org/>.
- Federal, State, and Local Governments (U.S. Census Bureau), available at <http://www.census.gov/govs/www/>.
- Public Policy Institute of California, San Francisco, available at <http://www.ppic.org/main/home.asp>.
- Rockefeller Institute of Government, Albany, New York, available at <http://www.rockinst.org/>.
- National Association for State Budget Officers (NASBO), available at <http://www.nasbo.org/>.
- Budgeting for Local Governments & Communities Book Website, <https://www.pdx.edu/cps/budget-book>

Academic Journals:

Public Budgeting & Finance
 National Tax Journal
 Public Finance Review
 Public Administration Review
 State Tax Notes

Course Requirements and Assignments

Contribution to Learning:

Students learn at least as much from one another as from their instructors in a collaborative learning community. I will probably learn as much, if not more from you. I consider each student's contribution to be a critical component of every course, so it also is a critical component of your grade. Students will contribute to learning via discussion and other in-class activities over the course of the semester. Attendance is not the primary method of measuring participation. But if students are not in class, they are not participating. Student participation in online discussion boards will count.

There is no "recipe" for conducting or evaluating class contribution, but we can isolate some of the characteristics of successful or unsuccessful performances in this category. There will be a rubric attached to this assignment in Canvas. It provides a profile, or composite of characteristics within graded performances in class contribution. Not all must be uniformly present in a given class member or across every class session and conduct of individual participants over the weeks of a term frequently will combine attributes from multiple performance profiles. Therefore, while these profiles begin to speak to criteria at work in evaluating class contribution, they are not offered here as definitive benchmarks (hence not made to coincide exactly with numerical scales or grade equivalents) and are furnished only to dramatize some nuances in-class contribution behaviors, as well as distinctions made in assessing performances.

In the end, I score contribution using a combination of three modes of assessment: individual assessments (a student's development and progress during the term), comparative assessments (what members of the same section, or class, demonstrate is possible), and contextual assessments (what students whose work I have evaluated over the years suggests about the full spectrum of class contribution performances). You may not agree utterly with my scoring of your performance (and I do not ask you to agree), but I want you to have clarity about how I understand the process of assessing class contribution. See the Course Canvas Assignment page for a rubric on this assignment.

Technical Exercises

Organizational Profile Essay. This assignment asks you to prepare an academic essay that integrates several subject strands. Reflecting your program of study, select for examination a local government, a medium to large nonprofit, or a medium to large health care organization. For local government, consider a city, a town, or a county outside the Portland metro area, or a special district. Nonprofit practitioners select a medium to large service delivery nonprofit or foundation. If you are in a health program, select a medium-sized community hospital, clinic organization, or county.

Use all online and available resources to analyze and describe your organization(s) relative to their budgeting process and procedures. Identify and summarize the governance structure, the official(s) responsible for budget preparation and

procedural compliance, and the other key actors in the budget process. Describe the budget process/ calendar and decision-making for your organization(s). Also, summarize the organizations' major revenue sources, financial systems, and community/ network context. What major budgeting or financial issue does each organization face? For what purposes and in what perspective does each organization prepare its budget?

Access and carefully read the Key and Lewis ejournal readings, and chapter 2 in the text. Apply **any two** of these readings to your organization(s)' practices. How well do the questions and issues raised in each reading apply to the field practices in your organization? Compare and contrast the two readings against each other.

Out of your descriptions, analysis and comparisons identify a theme or primary argument for your essay. Write to this theme throughout the essay.

Include an introduction and conclusion in your essay.¹ The introduction should include a clear issue or thesis sentence, and some form of an organization/ structure sentence.

Maximum length for your essay is about four (4) pages. Please use APA style (no cover sheet needed), double-space your work, and include citations for all sources. **Upload this assignment to the Canvas Assignments upload** We will share your learning in a small group exchange during the week 2 class. **Bring either a paper copy of your essay, an electronic version on your device, or talking notes to support your discussion.**

Budget Funds Revenue Source. Local governments and nonprofit organizations must often clearly segregate revenues from different sources. Cities, counties, and special districts may need to separate the revenue from a specific property tax levy, fee, or charge from general fund revenues. Grantors, including the federal government, may require governments and nonprofit organizations to establish separate accounting funds for grant or contract funded programs. Budget funds provide the analytic structures to make the necessary segregation. Isolating the revenues, expenditures and transactions for program to a single budget fund enhances transparency and public confidence. This exercise demonstrates how budget funds combine revenues from several different sources to fund a county department. Exercise Goal: The goal of this technical exercise is to:

- Demonstrate the variety and relative importance of the different revenue sources found in public budgeting.
- Demonstrate how budget funds organize and structure the linkage between revenues and expenditures.
- Demonstrate how the beginning fund balance contributes to fund resources.
- Demonstrate the importance of the general fund to department resources.

See <https://sites.google.com/a/pdx.edu/psu-budgeting-exercises/> for more instructions.

Technical Budget Projects:

You will have four budget assignments. The projects are designed to help students to understand the nuts and bolts of budgeting (CLO1); to identify and employ alternative sources of funding, including grants, taxes, and fees (CLO3). While this is an individual assignment, I encourage students to form study groups (**maximum member of four**) and work together on their assignments.

Take Home Exam (Budget Development Project):

Students will be required to develop a budget based on the daycare budget case. By preparing the budget, students will be able to understand how to prepare a budget reflecting policy priorities (CLO2). You should submit it individually.

Staff Budget Evaluation and Review Project (Final paper project & Presentation):

This is a group project. I expect students to allocate themselves into evenly divided groups. This final project is designed for students to understand the budgetary process of government/ nonprofit organization (CLO1). Students are also expected to learn how to work productively in teams (CLO4). In the final group presentation,

¹ For guidance on essay introductions and conclusions, consult *The Craft of Research* by Booth, Colomb and Williams. Booth, W.C., Colomb, G.G, and Williams, J.M. (2008). *The Craft of Research*. 3rd ed. Chicago, IL: Chicago. Chapt. 16.

students should present oral information accurately, clearly, concisely (CLO5). You will present a 10-minute power point presentation and submit the project. This assignment must include budget process, review of budget formats including revenue side of budget and expenditure side of budget, capital budget and debt and budget audit. (See Assignment Workbook for details).

Final Examination or Evaluation

This course uses the Budget Staff Report as the final Culminating evaluation. Students are expected to apply all learning objectives into the completion of this assignment. The assignment is due by the end of the period as designated for the courses final exam scheduled period, found on the Registrar’s website: <http://info.sjsu.edu/static/catalog/final-exam-schedule-fall.html>. (Thursday, December 17, 1715-1930)

Grading & Assessment

Graded Items	Grade	Due
Contribution to Class Learning (other assignments as necessary added here)	10%	
Participation in Discussion (online and in class)	100 Points	End of Sem.
Personal Profile and Canvas page set-up	100 points	3 SEP
Technical Exercises	10%	
Organizational Profile (Individual Grade)	100 Points	3 SEP
Exercise 9.1 Budget Fund Revenue Sources (Group Grade)	100 points	1 OCT
Budgeting Exercises	30%	
Budget Exercise #1: Line Item Budget	100 points	15 OCT
Budget Exercise #2: PPBS Budget	100 points	5 NOV
Budget Exercise #3: Performance Budget	100 points	19 NOV
Mid-Term Exam	20%	
Take Home Exam: Budget Preparation Exercise	100 points	22 OCT
Budget Staff Analysis Group Assignments:	30%	
Staff Budget Evaluation Presentation (Group Grade)	100 points	3 DEC
Staff Group Peer Evaluation	100 points	5 DEC
Staff Budget Evaluation Paper (Individual Grade)	100 points	17 DEC
Total	100%	

Mapping Assessments to CLOs, PLOs, & ULGs in PADM 218			
Assessment	Course Learning Outcomes	Program Learning Outcomes	University Learning Goals
Contribution to Learning	1- 5	1-5	1 & 4
Technical Exercises	1 & 3	2 & 3	2, 4, & 5
Technical Budget Exercises	1 & 3	2 & 3	2, 4, & 5
Take Home Exam: Budget Preparation Exercises	2	2, 3, 4, & 5	2, 4, & 5
Budget Assessment and	1, 4 & 5	2 -5	1, 3, & 5

Mapping Assessments to CLOs, PLOs, & ULGs in PADM 218			
Assessment	Course Learning Outcomes	Program Learning Outcomes	University Learning Goals
Review Project			

Grade Values

A plus	97 and above
A	94-96.99
A minus	90-93.99
B plus	87-89.99
B	84-86.99
B minus	80-83.99
C	75-79.99
D	70-75.99
F	69 and below

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.

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.

Classroom Protocol

It is expected that when you come to class you will give the material your undivided attention. Please ensure that communication 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. To develop a collegial working environment, students may address me by my go-by name, Len.

Required Policy Statements

Please review of the following sources and policies:

- [University Syllabus Policy S16-9](http://www.sjsu.edu/senate/docs/S16-9.pdf) at <http://www.sjsu.edu/senate/docs/S16-9.pdf>.
- Office of Graduate and Undergraduate Programs' [Syllabus Information web page](http://www.sjsu.edu/gup/syllabusinfo/) at <http://www.sjsu.edu/gup/syllabusinfo/>

The [University Policy S16-9](http://www.sjsu.edu/senate/docs/S16-9.pdf), Course Syllabi (<http://www.sjsu.edu/senate/docs/S16-9.pdf>) requires the following language to be included in the syllabus:

“Success in this course is based on the expectation that students will spend, for each unit of credit, a minimum of 45 hours over the length of the course (normally three hours per unit per week) for instruction, preparation/studying, or course related activities, including but not limited to internships, labs, and clinical practice. Other course structures will have equivalent workload expectations as described in the syllabus.”

PADM 218 Public Budgeting, Fall 2019, Course Schedule

Week	Date	Topics, Readings, Deadlines, Assignments
1	Aug 27	<p>Topic: Class Overview - Introduction to Public Budgeting (Slide Module 1A, 1B, 3A)</p> <ol style="list-style-type: none"> 1. Introductions & Review of Syllabus and Course Requirements 2. In-Class Group Case Discussion: Drastically Falling Nonprofit Revenues 3. Introductory Framing & Discussion <ol style="list-style-type: none"> A. Purposes of the Public Budget <ul style="list-style-type: none"> • Budget Process as Public Governance & Decision Making • Purposes of a Public Budget • Public Budget vs Private Budgeting Purposes • Operating and Capital Budgets B. Public Budgeting as an Expression of Community Governance <ul style="list-style-type: none"> • New Reality: Local Government Service Delivery Through Contracts, Grants & Partners • Budgeting for the Community Provider Network C. Administrative Leadership & Responsibility to the Budget Process <ul style="list-style-type: none"> • What is your role responsibility? • What is your discretion as a budget process actor? <p>Readings Due: <u>Required:</u> PADM 218, Course Syllabus; Morgan et al, Preface; Key, V.O. (1940). The Lack of a Budgetary Theory. <i>The American Political Science Review</i>, 34(6), (Dec.), pp. 1137-1144. <u>Recommended:</u> Mikesell chapter 1.; Ch. 1-3; Oregon DOR Intro; Bailey & Gjertsen pp. 1-13, or Aiena Budgeting Basics</p> <p>Deadlines: All Recommended Readings for today. Bring PADM 218 Course Syllabus and Key reading to class.</p> <p>Assign: Organization Profile Essay & Canvas Personal Profile; Discuss group assignment (Divide Keyes and Lewis articles for next week’s discussion).</p>
2	Sep 3	<p>Topic: Public Budget Theory, Budget Cycles and Actors (Slide Modules 4A, 4B, 5A, 5B)</p> <ol style="list-style-type: none"> 1. Discussion of Keys and Lewis Articles 2. Government Budgeting <ul style="list-style-type: none"> • Local Governments in Context • Forms of Local Government • State Government • Federal Government 3. Introduce Budget Cycle <ul style="list-style-type: none"> • Local Government Budget Cycles and Process Structure • Common Features with Nonprofit • Federal Budget Cycle • State of California Budget Cycle/ Process • Overlapping & Asynchronous Budget Cycles • Nonprofit Cycle (fiscal year) 4. Budget Process <ul style="list-style-type: none"> • Major Phases of Budget Cycle, • Budget Process as Governance Process

Week	Date	Topics, Readings, Deadlines, Assignments
		<ul style="list-style-type: none"> • Actor Governance-Risk and Confidence • Budgeting in Context with Financial Cycle • Incrementalism from a Base Budget • Actor Behaviors: Fair Share <p>5. Budget Actors</p> <ul style="list-style-type: none"> • Organizational Budget Actors • In-class exercise Budget Actor Perspectives and Behaviors <p>6. Community Network Structures & Actors</p> <ul style="list-style-type: none"> • Network lead organizations • Network Administrative Organizations <p>Readings Due: <i>Required:</i> Morgan et al. Teaching Case: Drastically Falling Revenues, Chapter 1, 4 & 5; Lewis, Verne B. (1952). Toward a Theory of Budgeting. <i>Public Administration Review</i>, 12 (1 Winter), pp. 42-54. <i>Recommended:</i> Forsythe: Intro and Memo 1; <i>Oregon DOR CH. s 1 & 3 or Bailey & Gjertsen 1-13</i></p> <p>Deadlines: Organizational Essay Due; Completion of Canvas Personal Profile; Confirm Staff Groups Assign: N/A</p>
3	Sep 10	<p>Topic: Budget Revenue (Slide Modules 6A, 6B, 6C, 8A, 8B)</p> <ol style="list-style-type: none"> 1. Class Discussion on End of Term Budget Project 2. Discuss Organizational Profile Essays 3. Revenue Sources Define a Public Budget: <ol style="list-style-type: none"> A. Overview <ul style="list-style-type: none"> • Overview of Local Government Revenues—Multiple Sources • Taxes • Charges & Fees for Services • Permits & Licenses • Intergovernmental Revenues & Transfers • Grants and Contracts • Revenue Diversity & Sustainability • Business Cycle Context B. Sufficiency of Government Revenues <ul style="list-style-type: none"> • Anthony Downs • Public Acceptance of Taxation C. Nonprofit Revenues: Accessing Community Wealth <ul style="list-style-type: none"> • Nonprofit Revenue Sources • Funding the Community and its Provider Network • Tax Expenditures • Organizational Foundations/ Hospital Foundations (Text Exhibit 16.1) 4. In-Class Exercise: Identify Line-item Revenues 5. Introduce and In-Class Work Session Exercise 9.1 <p>Readings: <i>Required:</i> Morgan et al: Chapters 6 & 8; Oregon DOR Ch. 6 & 7; (Bailey & Gjertsen 13-17; or Aiena, Revenue Discussion) <i>Recommended:</i> Mikesell Chapters 8-12; Forsythe: Memo 2</p> <p>Deadlines: N/A Assignments: Exercise 9.1 Budget Fund Revenue Sources</p>
4	Sep 17	<p>Topic: Budget as Technical & Strategy Tool-Policy Making, Logic, Processes, & Cycles (Slide Modules 7A, 9C, 9A, 9B)</p> <ol style="list-style-type: none"> 1. In-Class Work Session: Exercise 9.1 continued. Compare Revenue Sources by Budget

Week	Date	Topics, Readings, Deadlines, Assignments
		<p>Funds</p> <p>2. Revenue and Financial Forecasting</p> <ul style="list-style-type: none"> • Financial Planning & Sustainable Budgeting • Financial Forecasts for Revenues & Expenditures <p>3. Sidebar: Revenue Forecasting in California: Revenues will be short: https://www.sacbee.com/news/politics-government/capitol-alert/article77469787.html Revenues exceeded expectations: https://www.sacbee.com/news/politics-government/capitol-alert/article224239660.html</p> <p>4. Review and Discussion: Accounting Roots of Budgeting: Basic Terms and Concepts</p> <ul style="list-style-type: none"> • Budget and Accounting Funds • Fiscal Year and Biennium Defined • Opening and Closing Fund Balances • Budget Fund Types and Codes • Departmental Unit Fund Structures • General Funds & Dedicated Funds • Accounting connections—modified accrual government accounting; cash budgeting • Find examples • Compare to GFOA recommended practices <p>5. Financial Policies</p> <ul style="list-style-type: none"> • Locate financial policy examples • Compare to GFOA guidance <p>6. Organizational Plans and Budgets</p> <ul style="list-style-type: none"> • Strategic Planning Context • Basics Forms of Organizational Strategic Planning • Public and Private Budget Purposes to Express Strategy • Annual Goal Setting; Council or Board Goals <p>Readings Due: <i>Required:</i> Morgan et al, Chs. 9 and 10; Brettschneider & Gorr 1998 – Practical Methods for Projecting Revenues; Bailey & Gjertsen 23, Aiena Budget Approaches; <i>Recommended:</i> Forsythe: page 103; Mikesell Chapter 2 & 3; Morgan et al. Chapter 3; “Pricing public services” Needs and Caggiano Chapter 18 in <i>Budgeting: Formulation and Execution</i>, edited by Jack Rabin, W. Bartley Hildreth, and Gerald Miller. Athens, GA: Carl Vinson Institute of Government; Howard Fleeter and L. Lee Walker “Revenue Forecasting” in <i>Case Studies in Public Budgeting and Finance</i> .209-224</p> <p>GFOA: Best Practice: Fund Accounting: http://www.gfoa.com/using-fund-accounting-effectively</p> <p>Financial Forecasting: http://www.gfoa.org/financial-forecasting-budget-preparation-process</p> <p>Budget & Financial Policies: GFOA: http://www.gfoa.com/adopting-financial-policies GFOA Examples: http://www.gfoa.com/financial-policy-examples-budget City of Beaverton. Comprehensive Plan 2035. http://www.beavertonoregon.gov/index.aspx?nid=1325 City of Beaverton. 2014. Community Vision. http://www.beavertonoregon.gov/index.aspx?NID=218</p>

Week	Date	Topics, Readings, Deadlines, Assignments
		City of Beaverton. Budget Committee. http://www.beavertonoregon.gov/index.aspx?NID=281 Deadlines: N/A Assignments: Exercise 9.1 Budget Fund Revenue Sources N/A
5	Sep 24	Topic: Federal Governmental Structures & Institutions 1. Class exercise- Please bring your laptop Fix the Federal Budget: Today, you're in charge of the nation's finances. Some of your options have more short-term savings and some have more long-term savings. When you have closed the budget gaps for both 2015 and 2030, you are done. http://www.nytimes.com/interactive/2010/11/13/weekinreview/deficits-graphic.html Readings Due: <i>Required:</i> Yourish, Karen, and Stanton, Laura. "A guide to the federal budget process." The Washington Post, February 2010. http://www.washingtonpost.com/wp-srv/special/politics/federal-budget-process/budgetprocess.pdf ; Meyers, Roy and Irene Rubin. 2011. The Executive Budget and the Federal Government: The First Century and Beyond. <i>Public Administration Review</i> 71(3): 334-44; Roy Meyers. 1999. "Legislatures and Budgeting;" White, Joseph. 1998. Entitlement Budgeting vs. Bureau Budgeting. <i>Public Administration Review</i> 58:6:510-521. <i>Recommended:</i> Mikesell Chapter 4 and Chapter 5; Deadlines: N/A Assignments: N/A
6	Oct 1	Topic: Budget Preparation, How to Read a Budget, & Line Item Budgets (Slide Modules 10A, 11A, 11B, 11C, 11D) 1. Executive's Program: Preparing the Community to Budget <ul style="list-style-type: none"> • Listening Sessions • Citizen Involvement 2. Executive's Program: Budget Process Planning and Instructions <ul style="list-style-type: none"> • Process Planning • Executive Control & Budget Instructions • Agency and Department Budget Preparation and Actors • Financial Controls: Fraud and internal controls • Management Controls: Waste and Inefficiency 3. Introduce Expenditure Formats Operating and Capital Budgets <ul style="list-style-type: none"> • Formats Focus and Structure the Budget Analysis and Debate 4. Expenditure Formats: Line-item/ Object Code Basic Template <ul style="list-style-type: none"> • Review and Develop Line-item Budget Format • Materials and Services line-items • Contracted Professional Services and Services • FTEs as Budget Control 5. Introduce Exercise 11.2 & Short Work Session <ul style="list-style-type: none"> • Line-item Budget Exercise 11.2 Readings Due: <i>Required:</i> Morgan et al: chapters 11; Aiena, Expense Discussion; Lindblom, C. E. (1959). The science of "muddling through." <i>Public Administration Review</i> , (Spring 1959), pp. 79-88.; Carney & Schoenfeld. 1996. "How to Read a Budget," in Budgeting: Formulation and Execution. (Athens, GA: Carl Vincent Institute of Government); Rogers & Brown 1998, —Preparing Agency Budgets, I (excerpt, pp441-449) in Handbook of Government Budgeting

Week	Date	Topics, Readings, Deadlines, Assignments
		<p><i>Recommended:</i> Mikesell Chapter 6</p> <p>GFOA Balanced Budget: Incremental or New Trend? http://www.gfoa.com/balanced-budget-its-not-just-about-cuts</p> <p>GFOA Budgeting for Salaries & Wages: http://www.gfoa.com/effective-budgeting-salary-and-wages</p> <p>Deadlines: Exercise 9.1 Budget Funds Revenue Sources</p> <p>Assignments: <i>Technical Budget Exercise #1</i> -Line Item Budgeting Exercise 11.2 Line-item CSB with Packages</p>
7	Oct 8	<p>Topic: PPB Budgeting (Slide Modules 12A)</p> <ol style="list-style-type: none"> 1. Return Graded Exercise 9.1-Discuss 2. Discuss Line Item budgets 3. In-Class Exercise Work Session <ul style="list-style-type: none"> • Discuss Line-item Budget Example and Exercise 11.2 4. Current Services Base (CSB) <ul style="list-style-type: none"> • Current Services Base Computation 5. Sidebar: PERS Status and Implications 6. Discussion - limited revenues/ forecast 7. Incrementalism and Constrained Decision Space <ul style="list-style-type: none"> • Muddling Through—Branch Decision Making • Personnel Position Listing and Personnel Costing • Total Employer Compensation Costs • Public Personnel Benefits Costs • Labor Contracts Establish Relatively Static Costs • Purchasing Contracted Services 8. Expenditure Formats: PPBS/Program Budget Format <ul style="list-style-type: none"> • PPBS Budget History & Concepts • Integration with Organizational Strategic and Operational Planning • In-Class Exercise: TVF&R PPBS • Extending PPBS to the Community Level and Network • Schick Reading <p>Examples for discussion City of Camas: http://www.ci.camamas.wa.us/index.php/financereporting/budget#bud20152016 Tualatin Valley Fire & Rescue: http://www.tvfr.com/index.aspx?nid=176</p> <p>Compare the 2015-16 to the 2009-2010 (p. 34) for how the mission, goals and objectives are folded into the budget.</p> <p>Readings Due: Required: Morgan et al 12; Schick, A. (1966). The road to PPB: The stages of budget reform. <i>Public Administration Review</i>, 26(4), (December 1966), pp. 243-258. Recommended: Joyce, Philip. 2011. The Obama Administration and PBB: Building on the Legacy of Federal Performance-Informed Budgeting. <i>Public Administration Review</i>. 71 (3): 356-367.; GFOA Priority Based Budgeting: http://www.gfoa.com/sites/default/files/GFR_APR_10_8.pdf GFOA Best Practice: Budgeting for Results and Outcomes: http://www.gfoa.com/budgeting-results-and-outcomes</p> <p>Recommended: Forsythe: Memo 3</p> <p>Deadlines: N/A</p> <p>Assignments: <i>Issue Assignment #2- PPBS Based Budgeting; Exercise 12.1 PPBS</i></p>

Week	Date	Topics, Readings, Deadlines, Assignments
8	Oct 15	<p>TOPIC: Performance Budgeting (Slide Modules 13A, 13B)</p> <ol style="list-style-type: none"> Professional Practitioner Guest Speaker Panel In-Class Work Session: Issues with Exercise 12.1 Expenditure Formats: Performance Budgeting Performance Budgeting Mechanics <ul style="list-style-type: none"> Performance budgeting vs. traditional line-item budgeting Inputs, outputs and outcomes What's easy: (inputs and outputs and aggregate data) What's difficult (outcomes, specific case data) Performance Measurement Criteria Criteria and indicators as uncertain variables Review fixed, variable and incremental costs Direct cost/ Indirect Costs Levels of service and unit cost Multipliers Levels of quality Case load forecasts Unit costs and uses (benchmarking, fee setting, decisions to outsource) <p>Readings Due: <i>Required:</i> Morgan et al: chapter 13; Yilin et al 2011 “State Performance-Based Budgeting in Boom and Bust Years: An Analytical Framework and Survey of the States;” Gilmour and Lewis 2006, “Does Performance Budgets work?”; Example from City of Portland http://eastpdxnews.com/general-news-features/city-brings-budget-session-to-outer-east-portland/ <i>Recommended:</i> Lazenby: chapters 1-4; Bailey and Gjertsen: pp. 17-20 OR Aiena: all, especially <i>Types of Costs, Cost Behavior, Expense Types, Performance Improvement and Dredge</i> GFOA Best Practice: Performance Management: http://www.gfoa.com/systematic-approach-managing-performance Examples: City of Bellevue, WA. 2015-2016 Preliminary Budget. http://www.ci.bellevue.wa.us/budgets.htm City of Bellevue, WA. 2013 Annual Performance Report. http://www.ci.bellevue.wa.us/pdf/Finance/2013 Annual Performance Report.pdf City of Camas: http://www.ci.camas.wa.us/index.php/financereporting/budget#bud20152016 GASB website on performance reporting: www.seagov.org Deadline: Exercise 11.2 Line-item CSB w/ Packages Assignment: Issue Mid Term Exam</p>
9	Oct 22	No Class -Midterm Exam Submission Due by midnight
10	Oct 29	<p>Topic: Performance and Zero-base Budgeting (Slide Modules 13C, 14)</p> <ol style="list-style-type: none"> Questions on Exercise 12.1 PPBS Performance Budgeting Examples: <ul style="list-style-type: none"> Sunnyvale < https://youtu.be/6lp4L8ycg78> Expenditure Formats: Zero-base Budgeting for Innovation and Reductions <ul style="list-style-type: none"> History and Concepts of Zero-base Budgeting (ZBB) Format < https://youtu.be/MXYtqbHnaLo> California State Assembly Applies “Zero-Based Budgeting” to the University of California System < https://youtu.be/ITBmUIWU8MM> Fixed Ceiling Budgeting Percent Package Reductions

Week	Date	Topics, Readings, Deadlines, Assignments
		<p>Readings Due: <i>Required:</i> Morgan et al: Part III Summary & chapter 14; Levine, Charles H. (1978). Organizational Decline and Cutback Management. <i>Public Administration Review</i> 38(4): 316-325.; GFOA ZBB Research Report: <http://www.gfoa.com/zero-base-budgeting> <i>Recommended:</i> Lazenby: chapters 5 & 6; Forsythe: Memos 4, 5 & 6 Deadlines: N/A Assignment: <i>Issue Assignment #3 13.1 Performance Based Budget</i></p>
11	Nov 5	<p>Topic: Capital Budgeting and Capital Improvement Plan (Slide Module 16A) 1. Discuss PPBS Budget 2. Capital Budgeting Overview <ul style="list-style-type: none"> • Government Infrastructure • Nonprofit and Medical Infrastructure Readings Due: <i>Required:</i> Morgan et al Chapter 16; Patricia Wingfall and Thomas D. Lynch: Capital budgeting practices in local government: Comparative Study of Two States in <i>Case Studies in Public Budgeting and Finance</i>. 241-254; Johnson and Mikesell 1996 “The Orange County Debacle: Where the irresponsible cash and debt management practices collide <i>Recommended:</i> Mikesell Chapter 7; Deadlines: Exercise 12.1 PPBS/ Program Budgeting by Midnight Assignment: N/A</p>
12	Nov 12	<p>Topic: Planning, Adoption, Execution, Assessment (Slide Modules 15A, 15B, 15C) 1. Preparation of Department Request <ul style="list-style-type: none"> • General Fund Supplement • Matching of Revenues and Expenditure by Fund • Integration of Multiple Revenue Funds into Common Program (Multi-Fund) • Department Internal Service Charge Contributions • Department Inter-departmental Charges • Transfers • Budget Notes & Explanations 2. In-Class Exercise: Deconstruct Budget Transmittal Letters Readings Due: <i>Required:</i> Morgan et al: chapter 15, 16; Stene 1957 Seven Letters: Reading will be available in the Canvas <i>Recommend:</i> Lazenby: chapters 7 & 8; Forsythe: Memo 7, 8 & Final Words Deadlines: N/A Assignment: N/A</p>
13	Nov 19	<p>Topic: Local Budgeting for the Common Good (Slide Modules review 3A) 1. Executive and CFO Decisions for a Proposed Budget: lecture/slides <ul style="list-style-type: none"> • Technical Requirements (Modules 15A and 15B) <ul style="list-style-type: none"> • Reserves/ contingencies, • Ensuring mid-to long-term structural balance • Uncontrolled health care and PERS costs • Recurring/ non-recurring revenues • Executive Deliberations and Organization-Level Integration • Executive Policy & Program Priorities • Strategy: Financial Compliance and Sustainability v. Program Expansion (Conservative v. Expansive) </p>

Week	Date	Topics, Readings, Deadlines, Assignments
		<ul style="list-style-type: none"> • Executive Deliberations and Community Network Resources <p>2. Discussion: Return to the Purpose of Public Budgeting</p> <ul style="list-style-type: none"> • Questions/ issues of administrative strategy: For what purpose do we budget? • GFOA archetypal purposes • Morgan text: Budget process as governance for organization and polity • Lazenby: organization management and leadership—leading the Theory Y organization. • Strategic purposes <p>3. Break & Course Evaluation</p> <p>4. Course Closing: Final Words</p> <p>Readings Due: <i>Required:</i> Morgan et al. Chapter 19 <i>Recommended:</i> Lazenby: chapters 9 & 10, appendix; Oregon DOR ch: & 11; Bailey and Gjertsen pp. 21-28, 28-33; Aiena: Financial Perform and Performance Evaluation</p> <p>Deadlines: 13.1 Performance Based Budget Due Assignment: Confirm order of Presentation</p>
14	Nov 26	Non-Instructional Day – Thanksgiving Break Preparations Assignment catchup.
15	Dec 3	Staff Paper Presentation
Finals	Dec 17	Staff Paper Submission (by 11:59 pm)