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### PSC 505.01: Budgeting and Finance

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# PSc 505 Public Budgeting

## MASTERS OF PUBLIC ADMINISTRATION PROGRAM

**Class: LA 344 4:10-6:30 (Thursdays)**

**Semester: Spring 2003 / Professor: Jeffrey Greene / Telephone: 243-6181**

**Office: LA 356 / Office Hours: 3-3:30 p.m. (T,Th) / E-mail: [jeffrey@selway.umt.edu](mailto:jeffrey@selway.umt.edu)**

*The Spring 2003 Semester begins on Monday, January 27.*

*This class is open to graduate students from any graduate program at the University of Montana. Undergraduates must have the consent of the instructor to take this course.*

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***"A budget is a method of worrying before you spend instead of afterwards."***

### ***An Anonymous Quote***

**TEXTS: *Public Budgeting in America*, 4th Edition, by Lynch (Required)**

*Public Budgeting*, by David Nice (This is a simple overview of public budgeting. The book is not required but provides an excellent description of the budget process)

*University of Montana Annual Budget* (provided by the instructor)

*Government Budgeting: Theory, Process, and Politics*, edited by Hyde (Required)

*The Politics of the Budgetary Process*, by Aaron Wildavsky (On Reserve in the Mansfield Library)

**Handout or Reserved Reading:** Chapter 6, **Public Budgeting**, from *Public Administration: A Concise Introduction to the World of Public Management*, by Jeffrey Greene. The chapter provides a general overview of public budgeting for MPA students. This chapter is part of a public administration textbook that is currently in press. (Belmont, CA: Wadsworth/Thomson Learning, 2005).

### **COURSE DESCRIPTION**

**PSc 505** is designed to allow graduate students to develop an understanding of public budgeting and financial management. A wide variety of topics will be covered including a survey of the major literature, theories of public finance, major figures, and the politics of budgeting. The class will include a survey of the historical development of budgeting in the United States, beginning with the classical period of PA through the contemporary era. A special emphasis will be given to comparing differences between public and private sector budgeting and financial management. The political context in which budgeting occurs will also receive special attention. Although **PSc 505** is a "survey course", the course will blend theory and practice. Students will be exposed to the dynamics of the budgetary process (i.e. budget development, budget execution, etc.) and will develop skills that can be taken directly to a job. The course requirements (described below) include analyzing a government budget. The course will be

conducted using a seminar format. Thus, greater emphasis will be placed on discussions and interaction than traditional lectures.

**PSc 505** seeks to achieve three primary objectives. The *first objective* is to provide students with a general understanding of public budgeting by reading and discussing classic and contemporary literature. Students will be exposed to the basic theories, concepts, and terms associated with the budgetary process. Students' proficiency will be assessed via a comprehensive exam. The *second objective* is to enhance students' ability to write concise reports about budget subjects. This objective will be accomplished by having students write article critiques. The *final objective* involves analyzing a real government budget, writing a report, and presenting the report as a formal presentation. Students' proficiency will be assessed via the written report and formal presentation. Students are encouraged to form groups to handle this project.

Upon completion of **PSc 505**, students should be able to:

- 1). Demonstrate knowledge of the history, evolution, and development of public budgeting in the United States
- 2). Demonstrate knowledge of the fundamental terms and concepts associated with public budgeting
- 3). Demonstrate proficiency at writing concise reports that deal with complex material
- 4). Demonstrate the ability to analyze a public budget
- 5). Demonstrate the ability to make a formal, oral presentation about a public budget

### **COURSE REQUIREMENTS**

The general requirements include one exam, a research project, and participation (which includes the article summaries). The grade weights are specified below.

**Exam** ..... 45% (April 24)

**Research Project**..... 45% (Due May 15) *This grade includes the presentation grade and the written report. Papers that are turned in after May 15 will be lowered one letter grade.*

**Participation** ..... 10% (Based on Article Summaries)

The exam will consist of an objective section, terms & concepts, short problems, and an essay. The research project will involve analyzing a government budget (a county, city, or agency). The final weeks of class will be used to present these papers. Half of the grade will be based on the presentation. The details of this project will be described in detail on the first day of class. The presentations are expected to be approximately 20 to 30 minutes each. Participation in class discussions is encouraged. This is a graduate seminar and training to be public manager, communication skills are essential. Students will contribute to their participation through article reports (a brief summary of a relevant article from *Government Budgeting*).

### **Article Critique Guidelines**

Articles will be assigned to individual students on the first day of class. Each student is responsible to

have thoroughly read their article, be prepared to present an overview of the article, and be prepared to respond to questions from the instructor and the class. The total time of the presentation should be no longer than 5 minutes. A summary should be prepared to hand out to the class. A summary is a brief overview of the article. It briefly outlines the article's key themes, major points, and conclusions. There are some specific questions one should consider while reading the article and developing a summary. *Students are responsible for reading all of the articles prior to class but only have to prepare a written summary for their pre-assigned article. [Click here for a sample article summary.](#)*

1. What is the major subject and theme of the article?
2. What is the major question the author addresses?
3. What techniques, tools of analysis, or methods are employed to answer the question?
4. What major points does the author make?
5. What do the author conclude? What suggestions are made?
6. What is the relevance of the article to theory or practice? (What does it mean?)

### **Budget Analysis Paper**

This project involves selecting a budget and writing a 10-12-page analysis. The purpose of the project is to provide an opportunity for students to analyze a "real" government budget. Examples of past budget analysis papers are on reserve in the library. Students should select a government budget of personal interest and perform an analysis using some of the tools and methods covered in the class. Typically, papers contain an analysis of sources of funding (revenues) and expenditures. Additionally, papers often contain a description of the politics of the budget. Students are encouraged to examine the folder of past papers on reserve in the library. Students will formally present their papers (as a presentation) during the final weeks of class.

### **Budget Presentations**

Budget analysis papers will be presented, as formal presentations, during the final weeks of class. The presentation is a separate grade based on the criteria described below. Students should consider these criteria when preparing their presentations. The Department has a high-quality projector that can be used with laptops. This has been a popular way for using PowerPoint presentations or other software-based presentations. There will be an overhead projector in the classroom for anyone who prefers using transparencies.

### **Evaluation Criteria**

#### 1. Quality of Oral Presentation

- a. Diction/articulateness: words carefully chosen and articulated so that points are expressed clearly.
- b. Volume/tone: the voice is projected so that all can hear; and volume and tone are varied to achieve desired timing and emphasis

## 2. Quality of Physical Presentation

- a. Eye contact: presenter maintains eye contact, regularly shifting attention to all segments of the audience.
- b. Gestures/movement/mannerisms: presenter moves and uses gestures effectively while avoiding distracting mannerisms and too much reliance on notes.
- c. Appearance/demeanor: presenter is dressed appropriately and maintains a confident, professional demeanor.

## 3. Content of Presentation

- a. Organization and logical sequencing: the presentation demonstrates a well- developed introduction, body, and conclusion, transition appropriately from one point to the next, and uses examples to clarify or support key claims.
- b. Quality of content: content is accurate and well researched.

## 4. Use of Graphics/Visual aids

- a. Visual aids are easily read by the audience, are of professional quality, and are well chosen to illustrate key points.

## **ATTENDANCE**

Students are encouraged to make every effort to attend classes. Although no specific policy will be used in this class, excessive absenteeism may have an adverse impact on one's final grade.

## **DROPPING CLASSES OR CHANGING GRADE OPTION**

The last day that students can drop a class or change a grading option is Monday, March 10.

## **READING ASSIGNMENTS and CLASS OUTLINE**

Session 1 **Introduction** (No readings January 30)

Session 2 **The Context of Public Budgeting: Politics and Economics** (February 6)

Lynch: Chapter 1

Session 3 **History and Development of Public Budgeting** (February 13)

Lynch: Chapter 2

Hyde:

"Evolution of the Budget Idea" by Cleveland (#1) \_\_\_\_\_

"The Lack of a Budgetary Theory" by Key (#3) \_\_\_\_\_

"Political Implications of Budgetary Reform" by Wildavsky (#5) \_\_\_\_\_

"Budget Theory and Budget Practice" by Rubin (#9) \_\_\_\_\_

**Session 4 Budget Behavior** (February 20)

Lynch: Chapter 3

Hyde:

"Why the Government Budget is Too Small in a Democracy" by Downs (#19) \_\_\_\_\_

"Why Does Government Grow" by Buchanan (#20) \_\_\_\_\_

"Participatory Democracy and Budgeting: The Effects \_\_\_\_\_

of Proposition 13" by McCaffery and Bowman (#21) \_\_\_\_\_

"The Growing Fiscal and Economic Importance of State and Local Governments" by Bahl (#22)  
\_\_\_\_\_

"The Line Item Veto in the State:" by Abney and Lauth (#24) \_\_\_\_\_

**Session 5 Tentative: No Assignments -- Guest Speaker** (February 27)

This class is tentative. If the guest speaker cannot meet with the class on this night, there will be a special assignment made on February 20 or we will adjust the schedule.

**Session 6 Budget Formats & Preparation** (March 6)

Lynch: Chapter 4

Hyde:

"Performance Budgeting in Government" by Seckler-Hudson (#28) \_\_\_\_\_

"What Program Budgeting Is and Is Not" by Novick (#29) \_\_\_\_\_

"Planning and Budgeting: Who's on First?" by Howard (#30) \_\_\_\_\_

"Introduction to Zero-Based Budgeting" by Taylor (#31) \_\_\_\_\_

"The Executive Budget -- An Idea..." by Pitsvada (#16) \_\_\_\_\_

**Session 7 Analysis Applied to Budgeting and Analytical Processes** (March 13)

Lynch: Chapters 5 & 6

Hyde:

"Government Budgeting and Productivity" by Premchand (#35) \_\_\_\_\_

**Session 8 Operating Budgets & Accounting, Capital Budgeting & Debt (March 21)**

Lynch: Chapters 7,8

Hyde:

"Standards and Issues in Governmental Accounting and Financial Reporting" by Chan (#33)  
\_\_\_\_\_

"Government Financial Management at the Crossroads" by Bowsheer (#34) \_\_\_\_\_

**Session 9 No Class -- Spring Break (March 27)**

*NOTE: 2003 Annual Meeting of the Western Political Science Association Friday, March 28 to Sunday, March 30 in Denver, Colorado. I will be presenting an analysis of the Montana State Budget. This is an "exciting way to spend spring break.*

**Session 10 Revenue Systems (April 3)**

Lynch: Chapter 9

**Session 11 The Federal Budget (April 10)**

**ASSIGNED TO CLASS**

Hyde: "The Federal Budget as a Second Language" by Collender (Appendix A) \_\_\_\_\_

"The Power of the Purse" by Ippolito (#10) \_\_\_\_\_

"The Crisis in Federal Budgeting" by Stockman (#14) \_\_\_\_\_

"The Politics of Budget Reform" by Wildavsky (#38) \_\_\_\_\_

"Incremental Budgeting in a Decremental Age" by Schick (#37) \_\_\_\_\_

"Theoretical Analysis of the Case for a Balanced Budget Amendment" by Keech (#23)  
\_\_\_\_\_

"Do Budget Reforms Make a Difference?" by Axelrod (#36) \_\_\_\_\_

**Session 12 Review Session (April 17)**

**Session 13 Exam -- April 24**

**Session 14 Presentations (May 1)**

Session 15 Presentations (May 8)

Session 16 Presentations (if needed) and Budget Papers Due (May 15)

*Papers that are turned in after May 15 will be lowered one letter grade*

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Study Guide

Budget Terms

Additional Budget Terms

Link to the Office of Management and Budget

Budget Presentation Schedule

Link to Montana State Executive Budget

Link to Montana State Legislative Fiscal Division (*Budget Reports and Analysis*)

Link to Take Home Library Project (*This is part of the final exam*)

Take Home Library Project in Adobe Format (*This is a printer friendly version*)

Link to History of Federal Budgeting (*This is on the U. S. Senate's website*)

Tax Foundation (*This site contains information about taxes and revenues*)

Tax Sites (*This site contains links to numerous sites about taxation and budgeting*)

*This is a preliminary syllabus that was posted on November 17, 2002. Some adjustments are likely to be made before the class begins. A syllabus will be provided on the first night of class.*

*PSc 505 Spring 2003*

*University of Montana*

Back to Professor Greene's Home Page