

UNIVERSITY OF NORTH TEXAS™
Department of Public Administration
Fall 2021

PADM 5430.001

Financial Accountability in Government

Thursday 6:00 – 8:50 pm

Office hours: TR 4:00 – 5:00

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COVID-19 PROTOCOL

- The university encourages everyone to wear a face mask while on campus.
- Cleaning and disinfecting supplies are available in the classroom for your use.
- If you need to leave during class, please do so by keeping a safe distance from others.
- If you need to meet with me after class, please allow me to get on a face mask and then we can visit.
- If you have any symptoms, please do not come to campus. Attendance is not required although expected if you are not ill.
- If you are experiencing any symptoms of COVID-19, please seek medical attention from the Student Health and Wellness Center (940-565-2333 or askSHWC@unt.edu) or your health care provider PRIOR to coming to campus. UNT also requires that you contact the UNT COVID Team at COVID@unt.edu for guidance on actions to take due to symptoms, pending or positive test results, or potential exposure.
- COVID-19 contingency: Remote instruction may be necessary if community health conditions change or if we need to self-isolate or quarantine due to COVID-19. Those will be announced in advance of the class. Students will need access to a computer with internet and Zoom access to participate fully in remote portions of the class.

SYLLABUS PhD version

Few have heard of Fra Luca Pacioli, the inventor of double entry bookkeeping, but he probably had much more influence on human life than has Dante or Michael Angelo.

Herbert Muller (historian)

Course description

This course is an introduction to public financial management with particular emphasis on state and local government and nonprofits. The first portion of the course examines the municipal bond market, from acquiring to repaying debt. The focus then shifts to treasury management, from collection to investment to disbursement. This is followed by a discussion of financial control, including the elements of fund accounting, financial reporting, and internal and external auditing. A course calendar is attached with the expected dates and topics to be covered in each class session.

This course covers topics that managers in most public and nonprofit organizations will confront in their daily duties. The word among alumni is that this was a useful course in their professional careers. The course moves rather quickly through the topics and becomes progressively more challenging. The exercises are used as instructional tools and thus many of the concepts and methods must be mastered before being covered in class. In other words, the exercises will require grappling with the solutions, much like the problems confronted by a

public manager. *Most of the learning occurs outside the classroom.* Class meetings are used as a forum for clarifying and expanding on the readings and exercises.

Here are some tips for making the course more enjoyable: (1) devote adequate time to completing the readings and exercises; (2) find a study partner to help in preparing the exercises (some exercises are time consuming and difficult); and (3) don't miss class.

Essential competencies

- understand the dynamics of the municipal bond market, determinants of the interest cost of municipal bonds, and the methods for evaluating the credit worthiness of issuers;
- explain the management of working capital including cash management, investment of idle cash, and accounts receivable management;
- understand basic accounting methods for recording, reporting and reconciling financial information and how to interpret financial reports;
- understand the purpose and operation of internal controls, internal auditing, and external auditing.

CLASS PROCEEDINGS

1. Class begins at 6:00 pm. We will take a 10 minute break around 7:30 and adjourn at 8:50 pm.
2. An outline of class topics will be emailed to your preferred address on Tuesday afternoon before class. These are for your reference or note taking on a laptop during class. Hardcopies will be available for those who prefer them.
3. Please email assignments by the deadline to the TA. Late assignments are subject to a grade penalty unless late submission was pre-approved.

CLASSROOM CONDUCT

Students should conduct themselves with professional courtesy, which includes (but is not limited to) the following:

- Respect for fellow students and the instructor; do not carry on side conversations
- Promptness; please do not be tardy to class
- Please do not bring any food into the classroom; you may bring drinks
- DO NOT ACCESS CELL PHONES EXCEPT IN AN EMERGENCY
- Please do not leave the classroom once class has started. If a break is needed, please ask and we will take a break. Normally, breaks are taken at 7:30pm.

STATEMENT ON INCLUSION AND DIVERSITY

The Department of Public Administration believes in the fundamental principles of life, liberty, equality, equity, and in doing good to all people as we serve students and the public interest.

We believe in the importance of diversity and inclusion.

We believe in fairness and equity for all faculty and students in and out of class.

We believe in mutual respect and civility for all students and faculty.

We believe that faculty and students have a right to a redress of grievances.

We believe that students and faculty should be actively engaged in good works.

Course requirements

1. Reading Assignments: Accompanying each class session is a reading assignment from one of the four required texts or from articles distributed in class. Completion of the required reading assignment prior to class is expected.

(SIFMA) Securities Industry and Financial Markets Association, ***The Fundamentals of Municipal Bonds***, 6th edition, (New York: John Wiley & Sons, 2012).

(DM) Dean Michael Mead, **What You Should Know About Your Local Government's Finances**, 3rd edition (Norwalk, Conn: Governmental Accounting Standards Board, 2017). Order directly from GASB for \$19.95,
<https://www.gasb.org/jsp/GASB/Page/GASB/Store/SubjectPage&subjectId=20GUSR>

(readings) The additional readings are posted on Canvas.

2. Exercises and class participation: The weekly exercises reinforce comprehension of the reading material and form the basis for class discussion. In addition, students will be evaluated on class participation based on their recollection of the required readings. The exercises are in lieu of a regular research paper. PhD students will complete an annotated bibliography on a course-relevant topic mutually agreed on with the instructor. The bibliography must include 15 citations (Chicago style) with (1) a discussion of the research question(s), (2) sources of data, (3) methods used in the analyses, (4) and findings of the research.

3. Exams: There will be a midterm and final. The final will cover the material in the second half of the course only.

4. Final course grade: Final grades for the course will be based on the following weights:

Midterm exam	30%
Final Exam	30
Exercises	30
PhD: annotated bibliography	<u>10</u>
	100%

Course calendar

AUGUST 26 INTRODUCTION TO COURSE

SEPTEMBER 2, 9 MUNICIPAL BONDS
16, & 23

Guest speaker (Sept 9): Gera McGuire, Moody's Inc., Dallas.

Guest speaker (Sept 16): Jeff Leuschel, Partner, McCall, Parkhurst & Horton, LLP, Dallas.

- I. Overview of the Municipal Bond Market

SIFMA, Chaps. 1 and 2

1. Dwight Denison, Chapter 12, "Debt Management," in John R. Bartle, W. Bartley Hildreth, and Justin Marlowe, *Management Policies in Local Government Finance*, 6th edition (Washington, D.C.: International City/County Management Association, 2013): 279-295.
2. Mark B. Campbell, "A Deeper Understanding of Debt Management," *Government Finance Review*, October 2018: 20-24.

II. The Process for Issuing Municipal Bonds

SIFMA, Chaps. 3-8

3. Boyd London, "Authorized City Debt Instruments," (August 1, 2011).
4. Preliminary Official Statement, Remington Municipal Utility District No. 1.

III. Issues in Debt Management

SIFMA, Chaps. 9-10

5. Standard & Poor's, "Guide to Credit Ratings Criteria, Why Criteria are Important and How They are Applied," 2015.
6. Comparison of Moody's, Standard & Poor's, and Fitch Credit Ratings, (2012).
7. Standard & Poor's, "Top 10 Management Characteristics of Highly Rated Credits in U.S. Public Finance," July 23, 2012.
8. "U.S. Courts Bankruptcy Basics, Chapter 9."
9. Moody's Investors Service, "U.S. Municipal Bond Defaults and Recoveries, 1970 – 2015, Data Report," May 31, 2016.
10. Joseph V. Kennedy, "States of Insolvency: What Happens When (If) a State Runs Out of Money?" *Municipal Finance Journal*, Winter 2016: 39-111.
11. Liz Farmer, "This Bill Could Save Rural Governments Millions in Infrastructure Financing," August 2, 2019.

SEPTEMBER 30

CASH PLANNING AND CONTROL

OCTOBER 7, & 14

Guest speaker (September 30): Patrick Shinkle, Operations Director, Center for Public Management, UNT.

I. Introduction to Treasury Management

1. Jun Peng, Chap. 13, "Cash, Investments, and Pensions," in John R. Bartle, W. Bartley Hildreth, and Justin Marlowe, *Management Policies in Local Government Finance*, 6th edition (Washington, D.C.: International City/County Management Association, 2013): 297-317.
2. Girard Miller, Chap 4, "Cash Budgeting, Cash Forecasting, and Arbitrage Investing." in *Investing Public Funds*, 2nd edition. (Chicago: Government Finance Officers Assn, 1998).

II. Managing Cash Investments

3. Dallas Morning News, "Texas Goes to Wall Street for a Short-term Loan of \$5.4 Billion," August 17, 2017.

4. Nicholas Greifer, Editor, *Banking Services: A Guide for Governments* (entire book)
5. Investopedia, "Money Market Tutorial," 2015.
6. Robert L. Bland, Julius A. Nukpezah, and Patrick Shinkle, "Determinants of Depositor Demand for the Texas Local Government Investment Pool," *Public Budgeting & Finance*, Fall 2015: 95-115.
7. GFOA, *Sample Investment Policy*, April 20, 2017.
8. Julius A. Nukpezah and Robert L. Bland, "The Impact of New Vendors on Depositor Demand and Performance of the Texas Local Government Investment Pool," *Municipal Finance Journal*, Spring 2017: 1-25.
9. Ric Panzera, "Negative Rates Inching Closer to America," February 2016.
10. PFIA Compliance Guide, 2019.

OCTOBER 21 MIDTERM EXAM (GAB 330D)

OCTOBER 28 OVERVIEW OF ACCOUNTING AND FINANCIAL REPORTING

1. Stephen J. Gauthier, *What Everyone Needs to Know About the New Fund Balance*.
2. Martin Ives, et al., Chapter 1, "Governmental and Not-for-Profit Accounting Environment and Characteristics," and Chapter 2, "The Use of Funds in Governmental Accounting," *Introduction to Governmental and Not-for-Profit Accounting*, 6th edition. Pearson/Prentice Hall Publishers, 2009, pp. 1-41.

NOVEMBER 4, A HURL-WIND INTRODUCTION TO FUND ACCOUNTING
11, & 18

1. Joan Norvelle, Chaps 3-6

Nov 15-Dec 2 Complete course evaluation (SPOT: Student Perceptions of Teaching) at my.unt.edu

NOVEMBER 25 Thanksgiving break

DECEMBER 2 FINANCIAL REPORTING AND AUDITING

PhD Annotated bibliography due.

Guest speakers: Ninette Caruso, Chief Auditor, Internal Auditing, UNT System

I. Financial Reporting

1. Dean Michael Mead, *What You Should Know About Your Local Government's Finances*, 3rd edition.
2. Michael J. Mucha, "Implementing a New ERP System?" *Government Finance Review*, February 2019.

II. Internal Auditing and Control

3. Stephen J. Gauthier, Chapter 42, "The Comprehensive Framework of Internal Control," and Chapter 43, "Monitoring and the Periodic Evaluation of Internal Control," in ***Governmental Accounting. Auditing and Financial Reporting (GAAFR)*** (Chicago: GFOA, 2012), pp. 733-759.
4. UNT Internal Audit Charter.

III. External Auditing

5. "The Sarbanes-Oxley Act and Implications for Nonprofit Organizations," 2003.
6. Stephen J. Gauthier, Chapter 44, "The Financial Statement Audit," in ***Governmental Accounting. Auditing and Financial Reporting (GAAFR)*** (Chicago: GFOA, 2012), pp. 761-777.

IV. Cybersecurity and Ransomware

7. Readings to be assigned.

November 18 to December 5: Complete SPOT course evaluation at my.unt.edu

DECEMBER 9 FINAL EXAM (GAB 330D)

UNIVERSITY OF NORTH TEXAS™

Department of Public Administration

POLICY ON CHEATING AND PLAGIARISM

Notice of this policy shall be given in all public administration classes each semester, and written copies shall be available in the public administration office.

Definitions

The UNT Code of Student Conduct and Discipline defines cheating and plagiarism “as the use of unauthorized books, notes, or otherwise securing help in a test; copying other’s tests, assignments, reports, or term papers; representing the work of another as one’s own; collaborating without authority with another student during an examination or in preparing academic work; or otherwise practicing scholastic dishonesty.”

Penalties Normally, the minimum penalty for cheating or plagiarism is a grade of “F” in the course. In the case of graduate departmental exams, the minimum penalty shall be failure of all fields of the exam. Determination of cheating or plagiarism shall be made by the instructor in the course, or by the departmental faculty in the case of departmental exams.

Cases of cheating or plagiarism on graduate departmental exams, papers, theses, or dissertations shall automatically be referred to the departmental Curriculum and Degree Programs Committee. Cases of cheating or plagiarism in ordinary course work may, at the discretion of the instructor, be referred to the Curriculum and Degree Programs Committee in the case of either graduate or undergraduate students. This committee, acting as an agent of the Department, shall impose further penalties, or recommend further penalties to the Dean of Students, if they determine that the case warrants it. In all cases, the Dean of Students shall be informed in writing of the case.

Appeals

Students may appeal and decision under this policy by following the procedure laid down in the UNT Code of Student Conduct and Discipline.

POLICY ON DISABILITY ACCOMMODATION

The Department of Public Administration, in cooperation with the Office of Disability Accommodation, complies with the Americans with Disabilities Act in making reasonable accommodations for qualified students with disabilities. Please present your written accommodation request during regular office hours before the 12th class day of regular semesters (4th class day of summer sessions).

POLICY ON LAPTOPS AND CELL PHONES IN THE CLASSROOM

The classroom setting at an institution of higher learning is intended to serve as a venue that permits the transfer of knowledge and facilitates the sharing of ideas. As such, it is imperative that any distractions from these stated objectives be avoided and kept to a minimum. Potential disruptions include modern electronic devices such as laptop computers and cell phones.

Students are allowed to take notes on personal laptop computers to enhance the learning process, but they should not activate their internet browsers during class or use computers for non-academic purposes (as this diverts attention from the lecture/discussion for both the student using it and others nearby). Students should also avoid using cell phones to search the Internet or text while class is in session.

Exceptions to this policy will be at the discretion of the faculty only and may occur if searching the Internet is necessary to find additional information or facts related to the subject being covered on that particular day.

POLICY ON STUDENT BEHAVIOR IN THE CLASSROOM

Student behavior that interferes with an instructor’s ability to conduct a class or other students’ opportunity to learn is unacceptable and disruptive and will not be tolerated in any instructional forum at UNT. Students engaging in unacceptable behavior will be directed to leave the classroom and the instructor may refer the student to the Center for Student Rights and Responsibilities to consider whether the student’s conduct violated the Code of Student Conduct. The university’s expectations for student conduct apply to all instructional forums, including university and electronic classroom, labs, discussion groups, field trips, etc. The Code of Student Conduct can be found at www.unt.edu/csrr.

SEXUAL DISCRIMINATION, HARRASSMENT, & ASSAULT

UNT is committed to providing an environment free of all forms of discrimination and sexual harassment, including sexual assault, domestic violence, dating violence, and stalking. If you (or someone you know) has experienced or experiences any of these acts of aggression, please know that you are not alone. The federal Title IX law makes it clear that violence and harassment based on sex and gender are Civil Rights offenses. UNT has staff members trained to support you in navigating campus life, accessing health and counseling services, providing academic and housing accommodations, helping with legal protective orders, and more.

UNT's Dean of Students' website offers a range of on-campus and off-campus resources to help support survivors, depending on their unique needs: <http://deanofstudents.unt.edu/resources>. UNT's Student Advocate can be reached through e-mail at SurvivorAdvocate@unt.edu or by calling the Dean of Students' office at 940-565-2648. You are not alone. We are here to help.