

## **PADP 8840 SEMINAR IN METROPOLITAN FISCAL PROBLEMS**

**Thursdays @ 18:30-21:15 (FALL 2018)**

Department of Public Administration & Policy

School of Public & International Affairs

The University of Georgia

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**Professor:** Tima T. Moldogaziev, Ph.D.

**Office #:** Baldwin Hall 280B

**Course Materials:** Posted on eLC

**E-mail:** [timatm@uga.edu](mailto:timatm@uga.edu) or via eLC

**Office Hours:** F 09:30-10:30; or  
by appointment.

**Classroom:** Candler Hall 214

**Course #:** 38736

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### **Course Description & Objectives:**

**Metropolitan Fiscal Problems** is a graduate level *theory and practice seminar on issues of metropolitan fiscal governance*. The target unit of focus is a city, in all of its forms and manifestations, with both internal and external complexities surrounding contemporary environments of urban service provision. The course is specifically designed for doctorate and upper-level MPA students specializing in the fields of *Public Finance & Budgeting* or *Local Government Management*.

The course introduces students to fundamental concepts of metropolitan government and governance, urban economics and urban policy, the functions of cities in an increasingly complex and volatile fiscal (as well as non-fiscal) environment, and various solutions that city managers may employ to deliver day-to-day public services. The seminar also requires that students collect data from public sources, conduct univariate and multivariate inferential research that informs urban policy and practice through evidence-based and data-driven analysis, and develop skills to effectively and efficiently communicate empirical findings to all relevant stakeholders. Therefore, the course demands a persistent and consistent effort from all students to: 1) complete weekly readings and article critiques in time; 2) engage in data collection, conduct analyses and collaborate with peers; 3) craft a final research paper (and present it), consisting of an independent literature review of existing theoretical and empirical scholarly work as well as an inferential evaluation of important relationships pertinent to the field of metropolitan fiscal governance.

By the end of this course, a) students will master the concepts and theories used in urban governance and management; b) students will have robust skills to evaluate urban administrative and fiscal structures; c) students will come to understand the functions & processes of/within metropolitan governments and recognize the roles of relevant stakeholders; d) students will come to understand current issues/challenges in urban policy and management; e) students will have the skills to generate important urban research and policy questions, describe fiscal relationships using relevant theoretical frameworks, and build testable hypotheses that they develop from these frameworks; e) students will have the skills to collect administrative and financial data on city governments and undertake univariate and multivariate analyses; f) students will have the skills to generate and communicate relevant evidence-based solutions to urban policy researchers and practitioners.

### **Required Reading Materials, Skills, & Tools:**

1) Textbooks:

England, Robert E., John P. Pelissero, and David R. Morgan. 2017. *Managing Urban America*. 8<sup>th</sup> edition. Thousand Oaks, CA: CQPRESS, Sage Publications, Inc.

Stephens, G. Ross, and Nelson Wikstrom. 2000. *Metropolitan Government and Governance*. New York, NY: Oxford University Press.

Cheshire, Paul C., Max Nathan, and Henry G. Overman. 2014. *Urban Economics and Urban Policy*. Cheltenham, the UK: Edward Elgar.

- 2) Extra articles and book chapters ALL available on eLC in the **Readings** directory (you should also be able to find the journal articles through UGA's electronic library access system).
- 3) Access to a computer station that has a range of necessary work applications (Word, Excel, Powerpoint, etc.). **Expertise with EXCEL is REQUIRED. Major home assignments will require the use of Excel.**
- 4) Access to a basic data analysis application (e.g., Stata, SPSS, R or others) and familiarity with descriptive and quantitative approaches (e.g., univariate statistics, multiple regression methods, and hypothesis testing) is expected. It is **highly encouraged** that students enroll in this seminar after Data Applications in Public Administration (PADP 7120).
- 5) PhD students: please see the course instructor for additional and/or alternative assignments & arrangements.

### Grading Scale:

A	93-100	B-	80-82	D+	67-69
A-	90-92	C+	77-79	D	63-66
B+	87-89	C	73-76	D-	60-62
B	83-86	C-	70-72	F	< 60

### Final Grading Components:

Assignment/Task	Percent of Final Grade		Total
HW 1	15%		
HW 2	15		
HW 3	15	(15%+15%+15%)	<b>45%</b>
Final Research Paper	25		
Research Paper Presentation	10		
		(25% + 10%)	<b>35</b>
Article Critiques & Discussions	20	(5% x 4)	<b>20</b>
<b>GRAND TOTAL</b>			<b>100%</b>

### Home Assignments (45%):

There are three assignments in the course. All three will involve the use of Excel and/or collection of public data. Specific details will be spelled out in the guidelines for each assignment.

### Final Research Paper (35%):

There is a final research project in this course, which consists of two parts. The actual research component: complete with developing a theoretical framework relevant for one's research question(s), completing a literature review and conducting hypothesis tests, writing sections on descriptive and inferential data analyses, and reporting of empirical findings and their policy/practical implications. The presentation component: all research papers are to be presented during the last class of the semester.

### **Article Critiques & Discussions (20%):**

Each student is responsible for 4 individual reports (reviews of a journal article) for select topics throughout the semester. These need to be completed by Wednesday @ 5pm of each week and sent out to all students. The authors of these reports then discuss their articles in the classroom for about 10-15 minutes and pose 2-3 questions to all students in the class. Of course, all other students are expected to participate in these discussions with their own reflections and critiques of the journal articles. Needless to remind you that graduate students are expected to have completed the readings before the class—regardless of whether they were assigned to lead a discussion or not.

### **Attendance & Participation:**

It is expected that the students attend all classes. Work in graduate seminars is based on student attendance and participation. It is our common ‘job’ to make sure that all of us are doing our part to teach ourselves and our peers the course materials assigned in the seminar. We must all participate, and we must do so in an ethical and respectful manner toward each other.

**Note 1:** I do understand that we all have the days when we are late. Should you be late, don’t be upset, you are very welcome to join the class. However, **chronic lateness** will be considered as negative participation and will be graded correspondingly (after a short while, it becomes obvious who is chronically late).

**Note 2:** Leaving class early (without a serious reason or prior notice; i.e. before class) is very disrespectful. If you leave in the middle of the class without any substantive justification, your action will be considered as disruptive participation.

**Note 3:** To reiterate, please participate in class discussions by using the widely expected and accepted norms of civility. Please adhere to the norms of university student conduct. If you are not sure what these are, please study the link: Office of Academic Integrity: <https://ovpi.uga.edu/academic-honesty>.

A student that accumulates 3 instances of disruptive participation will see a 10% deduction from his/her total grade.

### **Academic Honesty:**

The University of Georgia requires all members of the University community to be responsible for knowing and understanding the policy on academic honesty. In addition, every student must agree to abide by the University of Georgia’s academic honesty policy and procedures when applying for admission to the University of Georgia.

The University of Georgia defines academic honesty as “performing all academic work without plagiarism, cheating, lying, tampering, stealing, giving or receiving unauthorized assistance from any other person, or using any source of information that is not common knowledge without properly acknowledging the source.” Academic dishonesty is defined as “performing, attempting to perform, or assisting any other person in performing any academic work that does not meet this standard of academic honesty.”

According to the policy’s prohibited conduct, “No student shall perform, attempt to perform, or assist another in performing any act of dishonesty on academic work to be submitted for academic credit or advancement. A student does not have to intend to violate the honesty policy to be found in violation. For example, plagiarism, intended or unintended, is a violation of this policy.” The policy also states that, “Any behavior that constitutes academic dishonesty is prohibited.”

**ANY INSTANCE OF ACADEMIC DISHONESTY WILL NECESSARILY RESULT IN A GRADE OF F FOR THIS COURSE.** In addition, the instructor reserves the right to pursue further academic disciplinary action through all channels available in the department, school, and the

university. It is your responsibility to adhere to the University of Georgia's policies concerning academic honesty.

### **Students with Disabilities:**

Students with a disability that requires special accommodations should contact the Disability Resource Center to discuss their needs and obtain appropriate paperwork. I cannot make special accommodations for students with disabilities unless students have completed the appropriate paperwork to register with the Disability Resource Center.

### **eLC:**

This syllabus, relevant reading materials, and homework materials will be posted on eLC. More on this will be discussed in the classroom throughout the semester.

### **Other...**

It is the student's responsibility to keep all copies of graded/returned assignments for this course. This will protect all the parties involved should any misunderstandings arise. All electronic devices must be switched off during the class time. No texting will be tolerated. Should the student need to keep such a device switched on for any important reason, the course instructor should be consulted before the start of the class. The course instructor reserves the right to define what an "important reason" constitutes. Finally, **laptops and computers can be used, but they should be used for the purposes that are directly related to students' tasks and performance in the class. At a minimum, the use of technology should not disrupt the learning process in the classroom.**

### **Class schedule: August 16<sup>th</sup> through December 6<sup>th</sup>, 2018**

(This schedule is subject to adjustments; changes will be announced in advance and/or posted on eLC.)

<b>WEEKS (DATES)</b>	<b>THEMES/READINGS/EXTRA MATERIALS Complete ALL readings PRIOR to class.</b>	<b>ASSIGNMENTS OUT/DUE</b>
<b>Week 1 (Aug 16)</b>	<b>Introduction to Metropolitan/Urban Studies</b> Syllabus England et al., Chapter 1 Stephens et al., Chapter 1	
<b>Week 2 (Aug 23)</b>	<b>Metropolitan Governance I: Urban Structure &amp; Policymaking</b> England et al., Chapters 3 & 4 Stephens et al., Chapters 2 & 3  Jabareen, Yosef Rafeq. 2006. "Sustainable Urban Forms: Their Typologies, Models, and Concepts." <i>Journal of Planning Education and Research</i> 26: 28-52. Meijer, Albert et al. 2016. "Governing the Smart City: A Review of the Literature on Smart Urban Governance." <i>International Review of Administrative Sciences</i> 82(2): 392-408. Pierre, John. 2005. "Comparative Urban Governance: Uncovering Complex Causalities." <i>Urban Affairs Review</i> 40(4): 446-462.	

<b>Week 3 (Aug 30)</b>	<b>Metropolitan Governance II: Intergovernmentalism</b> England et al., Chapter 2 Stephens et al., Chapter 8 Cheshire et al., Chapters 7 & 8  Hamilton, David K. et al. 2004. "Exploring the Horizontal and Vertical Dimensions of the Governing of Metropolitan Regions." <i>Urban Affairs Review</i> 40(2): 147-182. Healy, Patsy. 2004. "Creativity and Urban Governance." <i>Policy Studies</i> 25(2): 87-102. Ahrend, Rudiger et al. 2014. "What Makes Cities More Productive? Evidence on the Role of Urban Governance from Five OECD Countries." <i>OECD Regional Development Working Papers</i> , OECD Publishing. <a href="http://dx.doi.org/10.1787/5jz432cf2d8p-en">http://dx.doi.org/10.1787/5jz432cf2d8p-en</a> .	<u>**HW #1 Assigned—Metro Governance Structure**</u>
<b>Week 4 (Sep 6)</b>	<b>Urban Planning &amp; Economic Policy I: Introduction</b> England et al., Chapter 5 Cheshire et al., Chapters 2 & 5  Tiebout, Charles M. 1956. "A Pure Theory of Local Expenditures." <i>Journal of Political Economy</i> 64(5): 416–424. Dowding, Keith et al. 1994. "Tiebout: A Survey of the Empirical Literature." <i>Urban Studies</i> 31(4/5). Evans, Graeme. 2009. "Creative Cities, Creative Spaces and Urban Policy." <i>Urban Studies</i> 46(5/6): 1003-1040.	
<b>Week 5 (Sep 13)</b>	<b>Urban Planning &amp; Economic Policy II: Fiscal Disparities</b> Cheshire et al., Chapters 3  Jimenez, Benedict S. 2014. "Separate, Unequal, and Ignored? Interjurisdictional Competition and the Budgetary Choices of Poor and Affluent Municipalities." <i>Public Administration Review</i> 74(2): 246–257. Bahl, Roy. 1994. "Metropolitan Fiscal Disparities." <i>Cityscape</i> 1(1): 293–306. Scott, Tyler A. et al. 2018. "Drink What You Can Pay For: Financing Infrastructure in a Fragmented Water System." <i>Urban Studies</i> . Joassart-Marcelli, Pascale M. et al. 2005. "Fiscal Consequences of Concentrated Poverty in a Metropolitan Region." <i>Annals of the Association of American Geographers</i> 95(2): 336–356.	
<b>Week 6 (Sep 20)</b>	<b>"Financialization" of Urban Space</b> Halbert, Ludovic et al. 2016. "The Financialization of Urban Production Conditions Mediations and Transformations." <i>Urban Studies</i> 53(7): 1347-1361. Ashton, Philip et al. 2016. "Reconstituting the State: City Powers and Exposures in Chicago's Infrastructure Leases." <i>Urban Studies</i> 53(7): 1384-1400. Pacewicz, Josh. 2013. "Tax Increment Financing, Economic Development Professionals and the Financialization of Urban Politics." <i>Socio-Economic Review</i> 33(3): 413-440. Fields, Desiree. 2015. "Contesting the Financialization of Urban Space: Community Organizations and the Struggle to Preserve Affordable Rental Housing in New York City." <i>Journal of Urban Affairs</i> 37(2): 144-165. Weber, Rachel. 2010. "Selling City Futures: The Financialization of Urban Redevelopment Policy." <i>Economic Geography</i> 86(3): 251-274.	<u><b>**HW #1 DUE**</b></u>

<b>Week 7 (Sep 27)</b>	<b>Metropolitan Fiscal Health &amp; Quality</b> S&P and Moody's Risk Criteria Reports  Palumbo, George et al. 2012. "Determinants of Municipal Bond Ratings for General-Purpose Governments: An Empirical Analysis." <i>Public Budgeting &amp; Finance</i> 32(2): 86-102. Hildreth, W. Bartley et al. 2002. "Debt and the Local Economy: Problems in Benchmarking Local Government Debt Affordability." <i>Public Budgeting &amp; Finance</i> 22(4): 99-113.	<u>**HW #2</u> <u>Assigned—Metro</u> <u>Fiscal Quality**</u>
<b>Week 8 (Oct 4)</b>	<b>OUT OF CLASS ASSIGNMENT</b> Contemporary metropolitan fiscal issues: survey peer-reviewed journals (e.g., <i>PAR, PB&amp;F, Urban Studies, JUA, UAR, etc.</i> ) for empirical articles regarding current issues in metropolitan fiscal policy and management. Write a 1-2 page review.	<u>**Current issue</u> <u>empirical article</u> <u>review**</u>  <u>**Final Paper</u> <u>Assigned**</u>
<b>Week 9 (Oct 11)</b>	<b>Assessment of Proposed Final Projects: Mini-Presentations</b> <b>Discussion of Empirical Reviews</b> —bring reviews to class	<u>**Final Paper</u> <u>Proposals:</u> <u>Discussions &amp;</u> <u>Feedback**</u>
<b>Week 10 (Oct 18)</b>	<b>Urban Infrastructure &amp; Capital Financing</b> Alm, James. 2015. "Financing Urban Infrastructure: Knowns, Unknowns, and A Way Forward." <i>Journal of Economic Surveys</i> 29(2): 230–262. Martell, Christine et al. 2006. "Development of Local Government Debt Financing Markets: Application of a Market-Based Framework." <i>Public Budgeting &amp; Finance</i> 26(1): 88-119. Hildreth, W. Bartley et al. 2002. "Debt and the Local Economy: Problems in Benchmarking Local Government Debt Affordability." <i>Public Budgeting &amp; Finance</i> 22(4): 99-113.	
<b>Week 11 (Oct 25)</b>	<b>Special Purpose Districts</b> Billings, Stephen et al. 2012. "Debrucing the Link between Tax and Expenditure Limits and Special District Governments." <i>Growth and Change</i> 43(2): 273-303. Marlow, Michael L. 1995. "The Influence of Special District Governments on Public Spending and Debt." <i>Applied Economics</i> 27(7): 569–73. Moldogaziev, Tima et al. 2017. "Organizational Dissolutions in the Public Sector: An Empirical Analysis of Municipal Utility Water Districts." Bauroth, Nicholas G. 2009. "The Strange Case of the Disappearing Special Districts: Toward a Theory of Dissolution." <i>American Review of Public Administration</i> 40(5):568–92. Billings, Stephen et al. 2009. "Examining the Logic Behind the Self-Help, Self-Taxing Movement: Business Improvement District Formation." <i>Public Budgeting &amp; Finance</i> 29(4):108–24. Bourdeaux, Carolyn. 2004. "A Question of Genesis: An Analysis of the Determinants of Public Authorities." <i>Journal of Public Administration Research and Theory</i> 15 (3): 441–62.	<u>**HW #2 DUE**</u>  <u>**HW #3</u> <u>Assigned—Metro</u> <u>Tools &amp; Solutions**</u>
<b>Week 12 (Nov 1)</b>	<b>Metropolitan PPPs</b> Stocker, Jerry. 1998. "Public-Private Partnerships and Urban Governance." In Pierre, J. Eds. <i>Partnerships in Urban Governance</i> . Palgrave Macmillan. Pierre, Jon. 1998. "Local Industrial Partnerships: Exploring the Logics of Public-Private Partnerships." In Pierre, J. Eds. <i>Partnerships in Urban Governance</i> . Palgrave Macmillan. McQuaid, Ronald W. 2007. "The Theory of Partnerships: Why Have Partnerships?" In Osbourne, S. Eds. <i>Public-Private Partnerships: Theory</i>	

	<p><i>and Practice</i>. Routledge.</p> <p>Klijn, Erik-Hans et al. 2003. "Institutional and Strategic Barriers to Public—Private Partnership: An Analysis of Dutch Cases." <i>Public Money &amp; Management</i> 23(3): 137-146.</p> <p>Grimsey, Darrin et al. 2002. "Evaluating the Risks of Public Private Partnerships for Infrastructure Projects." <i>International Journal of Project Management</i> 20: 107-118.</p> <p>Koppenjan, Joop et al. 2002. "Public-Private Partnerships in Urban Infrastructures: Reconciling Private Sector Participation and Sustainability." <i>Public Administration Review</i> 69(2): 284-296.</p>	
<b>Week 13 (Nov 8)</b>	<b>OUT OF CLASS ASSIGNMENT</b> Contemporary	
<b>Week 14 (Nov 15)</b>	<p><b>Managing the Metropolitan Future</b></p> <p>England et al., Chapter 11</p> <p>Stephens et al., Chapter 9</p> <p>Hohn, Uta et al. 2006. "New Urban Governance: Institutional Change and Consequences for Urban Development." <i>European Planning Studies</i> 14(3): 291–298.</p> <p>Breheny, Michael. 1996. "Centrists, Decentrists and Compromisers: Views on the Future of Urban Form." In Jenks, M. et al. eds., <i>The Compact City: A Sustainable Urban Form?</i> London, the UK: E &amp; FN Spon.</p>	
<b>Week 15 (Nov 22)</b>	<b>NO CLASS: HAPPY THANKSGIVING!</b>	
<b>Week 16 (Nov 29)</b>	<b>Course Wrap-up &amp; Research Presentations</b>	<b>**HW #3 DUE**</b> <b>**Presentations**</b>
<b>Week 17 (Dec 6)</b>	<p><b>THIS IS A FINAL EXAM WEEK</b></p> <p><b>Submit an electronic copy of your research paper by <u>December 6, 2018</u> (<u>Thursday</u>) @ <u>6PM on eLC</u>.</b></p>	<b>**Research Papers DUE**</b>
<b>Grades Available:</b>	The course grades will be submitted to the Registrar's Office on or before the date determined by the university.	<b>You are all done here. Good luck elsewhere!</b>