

**Bringing the public into the public good:
A new model for public affairs education**

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The Public Affairs discipline is generally understood to deal with affairs that impact the public. Originally in the discipline “public” referred to government, but increasingly “public” is understood to encompass non-governmental and private sector affairs. The *Journal of Public Affairs* highlights the array of areas covered by the discipline; the journal addresses “themes such as government relations and lobbying, issues management, community relations, corporate social responsibility and political strategy and marketing” targeted at “public affairs professionals in private and public sector organizations and academic observers in universities and business schools” (Wiley, 2007). Career prospects for graduates of Public Affairs are vast, as evidenced by the wide range of issues falling under the guise of the discipline. While most students continue to find work within the government, a growing percentage of students are choosing careers in the nonprofit or private sectors. Advancing the public good is no longer entrusted only to government; nonprofits and some private sector firms also pursue this mission.

Public affairs programs in the U.S. are structurally similar. Degree programs are generally two years and students focus on a particular area of interest, such as social or global policy. All students are expected to complete core courses with subject matter consisting of statistics, economics, management, and policy analysis. These courses lay the foundation for training students to advance the “public” good. As the discipline has moved away from the public referring only to the government, many institutions have replaced “public” with “common” implying that the wider public is the focus of study. Yet, the “public” is absent from core courses and many electives. Certain courses have an expectation of interaction with an organization or a firm, but few have an expectation of interaction with the public served by the government and nonprofits. A silent message

woven through Public Affairs programs is that working with the public is not necessary for making decisions on behalf of them; instead the “common good” can be understood through theory, data analysis, and working with intermediaries. Public Affairs graduates exit as trained public servants who have never met their clients.

In this paper, I argue that the common good cannot be furthered through Public Affairs training if the public is absent. I came to this conclusion through engaging with multiple publics throughout my academic career in Public Affairs. These experiences have led me to believe that incorporating aspects of public engagement using a service learning pedagogy will enhance the Public Affairs discipline, its application for students of the discipline, and increase the effectiveness of public servants.

Bringing the public into the public good first requires understanding the history of Public Affairs. The first section of this paper explains the ideology of the discipline and reveals that the public was never implicated. Public Affairs was constructed as an expert/elite discipline. The following section looks at Public Affairs curricula today and how some programs are attempting to integrate civic learning, but it has yet to be done within the discipline as a whole. The third section focuses on disengagement in American society and a lack of trust in institutions. This is possibly an outcome of institutions, particularly the government, omitting the public from decision making. Academic institutions also are beginning to realize their role in disenfranchising the public and are attempting to counteract these affects. One such effort is incorporating service learning into higher education classrooms.

The fourth section explores the history and research of the service learning pedagogy, and how it can help Public Affairs resurrect the public that has long been absent. To add

depth to the argument, the fifth section captures aspects and lessons of my civic engagement work. I will show how the current Public Affairs curriculum was in many ways ill-suited to assist me through the challenges I faced in engaging with the larger community. The concluding section presents recommendations for how to incorporate the public into Public Affairs courses. The primary recommendation is a year long community-student engaged course. The focus of this paper is on the Humphrey Institute of Public Affairs at the University of Minnesota and the neighborhood adjacent, but I am confident that other institutions can use the recommendations to advance their programs.

While I could present an argument without discussing my experience, it would only serve to support the current format of learning where personal experience is not as valuable as data. Service learning, an alternative pedagogy, stresses the importance of experience and the emotional and social intelligence it calls upon and enhances. “I” is used in this paper to affirm experience, reveal bias, and add depth to the argument.

History of Public Affairs

Throughout the development of the Public Affairs discipline the term “public” has evolved. Originally the “public” referred to the government. The field of Public Affairs was first introduced by Woodrow Wilson and was understood in academic and intellectual settings as public administration or government management. Since then it has come to include public policy and public management, specialties that are today applicable to careers outside of the government. Today, the study of public administration, public management, and public policy are under the umbrella of Public Affairs.

At the turn of the nineteenth century rampant political patronage was a norm in government. Politicians rewarded supporters with government jobs, and those individuals would do the bidding of the politician. Government reform was a popular topic among business men, political leaders, and academics. Those in favor of ending the system of patronage were known as reformers. Reformers wanted a stronger executive office and checks on an unruly Congress. Discussions focused on how to amend government so that it was less prone to political abuse and more representative of citizens (Stillman, 1973). In the midst of this debate, Woodrow Wilson began his study of government and administration at Johns Hopkins University. Wilson's dissertation *Congressional Government* (1886) is reflective of the reformist environment and alludes to the concept of public administration as a way to create a more effective government (ibid). One year later, Wilson introduced the field of public administration in a speech to the Historical and Political Science Association at Cornell University (Wilson, 1887).

In his speech, *The Study of Administration* (1887), Wilson presents public administration as the solution to the government reform debate. Wilson believed that the study of administration would “rescue executive methods from the confusion and costliness of empirical experiment and set them upon foundations laid deep in stable principles” (p.210). Scholars today debate whether Wilson was arguing for democratic and administrative functions to be separate or whether he believed them to be dependent on one another. Stillman (1973) argues that Wilson never was definitive in either direction, and further never explicitly laid out what the study of administration was. Wilson explained that the study of administration is a method to revive the morality in government through trained

civil servants who would be neutral and effective in the execution of their work. Wilson's treatise laid the foundation for the field of public administration.

During the government reform debate, there was an intellectual movement taking place in the U.S., primarily in the city (Bender, 1993). Railroads were expanding across the country, leading to increased connection between cities and rural areas. Up until the railroads were laid, intellectual life, according to Bender (1993), was not a big city phenomenon, but a common facet of rural America. Small towns had common spaces like libraries for social gathering and residents often participated in associations and societies. Residents in these towns engaged in politics and were active in debate. But once the railroads were laid, a door opened for those seeking the excitement and stimulation of the city. The city, however, was not fit for citizen conversation largely because of its size and diversity. Intellectual debate soon became sequestered within universities and colleges. "The fabric of urban public culture was riven by the end of the nineteenth century," explains Bender. "Knowledge and competence increasingly developed out of the internal dynamics of esoteric disciplines rather than within the context of shared perceptions of public need" (p.10). As a consequence, the public was no longer actively participating in "public" discussions.

A culture of professionalism emerged in this new urban environment (Bender, 1993). Knowledge became more specialized and disciplines diverged. Decisions regarding the public began to occur in small professional circles comprised of elites far removed from an engaged populace. "[Elite's] contributions to society began to flow from their own self-definitions," argues Bender (1993), "rather than from a reciprocal engagement with general

public discourse” (p.10). This culture of professionalism evolved as it came to affect public affairs from two intellectual movements: public administration and scientific management.

Both the scientific management and public administration movements were propelled by the desire to invigorate the concerns of humans with objective methods (Waldo, 1948). Scientific management, or Taylorism after its founder F.W. Taylor (1911), focused on the economic production aspects of life, while public administration sought to establish scientific basis for understanding political relationships. Each discipline sought to eliminate any metaphysical aspect and replace it with a measurable metric. “Until measurement is possible research is of dubious merit and even of questionable legitimacy,” argues Waldo, “...in the spirit of the scientific maxim, ‘When we can measure, then we know,’ the assumption is made that measurement ‘solves problems’” (1948, p.58). Methods from science provided the objective foundation for government that Wilson was calling for in 1887.

Scientific management, as Frederic Taylor conceived it, was focused on business management, not necessarily government management (Waldo, 1948). H.S. Person, a proponent of scientific management, made the distinction between management and administration claiming that administration involved judgments that implicated social, political or moral decision-making and scientific management could not necessarily solve such dilemmas (Waldo, 1948). Still, major figures in public administration, such as F.A. Cleveland and Charles A. Beard, promoted incorporating the techniques of scientific management into the study of public administration, as did others in the early twentieth century (ibid). And the advocates won; today scientific management theories are laced through Public Affairs curricula. Economics, statistics, survey methods and other

quantitative subjects reflect science's influence on the study of policy. In the study of Public Affairs, just as in scientific management

One stands 'outside' his material and contemplates it objectively. He discovers thus the true nature of what he regards, he discovers its laws. And he builds his system upon these laws. When this is done it is not man, nor caprice, nor will, that rules: it is the System (Waldo, 1948, p. 50).

The objectivity is important for policies that impact large segments of the public. A government that is effective needs to have neutral and efficient policies.

At the beginning of the twentieth century there was lively debate regarding how scientific management principles could be integrated into the study of public administration in order that "right" and "efficient" answers be produced (Lynn, 1996). One outcome of the discussion was the creation of federal, departmental, personnel offices and a civil service examination for non-technical administrative positions (ibid). These offices helped to create a demand for trained civil servants, and the tests ensured that only those capable of thinking objectively would work for the government.

It quickly became apparent that politics were getting in the way of objectivity. Some areas of government, such as social welfare, were not as objective as others, and made separating politics and administration nearly impossible (Lynn, 1996). But, scientific management's theories still left an impact. One of the results was specialization and siloed decision-making, which allowed for less ambiguity and targeted research. Schuyler C. Wallace, a prominent figure in public administration and assistant to the President's Committee on Administrative Management, criticized public administration and its specialists as neglecting "the reciprocal interactions of the parts and the whole" and making generalizations removed from a social context (Lynn, 1996, p.31). Practitioners argued that

fusing politics with administration would create more comprehensive solutions. In the late 1940s, academics in the field ceded that politics was an indispensable facet of public administration (Sayre, 1958).

Following the move to incorporate politics in the study of administration, there was a demand within government for techniques that could measure the effectiveness of policies (Stokes, 1996). During the early 1960s the U.S. was churning with political and social activism beginning with the Civil Rights Movement, the Vietnam War, and Johnson's Great Society. The government was enacting policies in response to the public's demands. Government needed trained civil servants who could analyze the content of policy and determine the effectiveness once implemented (Stokes, 1996). At the time many of the civil servants had not been trained in public administration programs; instead they were practitioners from other careers entering government (Fleishman, 1990).

In a frenzy to get budgets straightened out during the war, the Bureau of the Budget contracted the RAND Corporation to implement a system of analysis (Fleishman, 1990). The system carefully laid out the costs and benefits of proposed programs and projected costs into the future. The framework incorporated principles from economics, math, and statistics. This analytical method, known today as public policy analysis, was soon co-opted by Public Affairs institutions that wanted to invigorate their programs. In 1967 scholars from nine different institutions gathered to design a new Public Affairs curriculum that focused on training students for decision-making in the public sector (ibid). Soon after, these institutions established masters and doctoral programs. Many of the most prominent Public Affairs institutions today began during this movement in the early 1970s.

In sum, Public Affairs has never meant the wider public. The discipline is based on measurable, quantifiable, and objective data analysis and decision-making. And government has been the central focus.

Public Affairs pedagogy

Rather than look at the subfields in Public Affairs specifically (e.g. public management), I will focus on the pedagogy of the core curriculum and capstone option, which is meant to prepare students, for Public Affairs in general. The core generally consists of statistics and economics, which teach basic principles and theories; management, which teaches theories of group dynamics and organizational analysis; and political science, which focuses on government and institutions. The pedagogy in the core curriculum is based on an expert model, where the professor and literature are the experts, and the students the receivers. In capstones, students become the expert and deliver a service to an external client. This is in stark contrast to a service learning pedagogy where students and the community or client are co-creators and both have expertise. Students in Public Affairs are trained to be experts and in general are not trained to respect and appreciate the expertise of the public whom they are preparing to serve. To be fair, there are faculty who work against this model, but Public Affairs is part of the larger academy which uses an expert model as the main pedagogy.

In Public Affairs programs the lecture style is the predominant teaching mechanism, which is structured in an expert, non-expert format. Professor's present information and students ingest it, later to integrate it in a memo or a paper. Richard Elmore, the President of the Association for Public Policy Analysis and Management commented on this pedagogy in

a 1991 address to the Association. He stressed that because Public Affairs faculty are now teaching a more diverse student body, one with substantial experience, teaching methods would need to change. Elmore (1991) argues that professors need to incorporate the wisdom and knowledge that so many students have. The professor is no longer the only expert in the room. There are also heuristic reasons why the lecture style is inadequate.

There is evidence that many students do not retain much information through lecture. “Cognitive scientists found students rarely transferred knowledge and principles learned in classroom instruction to new problems; even students who had been presented with information about solving a problem directly analogous to a new problem often failed to apply it” (Bransford, 1993). Many students need direct application and practice in order to apply what they have learned. Students are found to learn better when they can connect passion to the subject. In researching student’s reactions to undergraduate service learning experiences, Eyler and Giles (1999) found that

Students value the connection of their passion to their learning; when the personal and intellectual are connected, they can go beyond cramming for tests to acquiring information that has meaning to them and stays with them. Because they are learning and applying information in real-world contexts, they believe that the quality of their understanding has increased (p.2).

Graduate students in professional programs, like Public Affairs, are no different. Application reinforces the lessons the professor wants students to learn, while at the same time students invest in the learning.

Another common pedagogical tool used in Public Affairs courses is the case study. These “action-centered” cases were modeled after cases used in business schools and are used to get students to learn from multi-dimensional real world situations (Chetkovich & Kirp, 2001). Case studies are used because they are grounded in real life situations, they

engage students, and require active participation (Barnes et al., 1994). Students must decide on a course of action for the protagonist and use principles learned in class to make the argument. Because case studies are so commonly employed, Chetkovich and Kirp (2001) take the top ten best-selling cases to determine the types of messages students are receiving. The authors find that the cases are almost always about top ranking officials who are male; protagonists make decisions alone rather in group; history and social aspects are rarely incorporated; and the public is rarely involved in the decision-making process. The outcome of such cases if students fully absorb the messages is that policy making is about “heroic leadership” rather than “modest stewardship” (2001, p. 306). “The hero-centered model of social and organizational change,” argue the authors, “...invites aspiring practitioners to conclude that analysts and managers, not politicians and the polity, embody the truest sources of policy wisdom” (p.307).

This hero-centered model has been criticized by other scholars as well. Kenney (2001) uses case studies based on women as one way to augment the dominant political paradigm. Case studies if done well can be a powerful learning tool, according to Kenney. In a case study class taught at the Humphrey Institute, Professor Sally Kenney asks students to write case studies based on women in public affairs. The Center on Women and Public Policy at the Humphrey Institute is compiling the best of these case studies in a database¹. Boyte (2007) argues against the expert professional model taught not only in Public Affairs courses, but in the academy as well. Instead he believes professionals should be “on tap, not on top.” This model is known as the citizen professional, where professionals are co-creators with the communities they serve, rather than the lone creator.

¹ For more information see http://www.hhh.umn.edu/centers/wpp/case_studies.html.

The arguments against the expert model are based in American history where policies have been created at the top, without the input of citizens, and have in many ways failed. One poignant example deals with academics in Arizona who wanted to expand the economic development opportunities of a local American Indian tribe. For ten years academics studied the possibility of the tribe growing Christmas trees. At the end of the study and after the 1000-page report was published, no Christmas tree was ever planted. The tribe had not been included in the decision making and the academics did not consult and work with them to determine the best course of action (Lynch, 2002). This example is not uncommon in the U.S. history of policy making. And the model has yet to be extinguished from Public Affairs schools.

Equally troubling is the omission of ethics and history from case studies, argues Ferguson (2001). Lost from the conversation is any discussion of race, gender, and class, especially when the dominant case study protagonist is a white male. The omission is in part due to the educational background of Public Affairs faculty. Most professors in Public Affairs programs have degrees in economics or political science (Nelson, 1999). Neither of these disciplines has historically dealt with race, gender, or class. Thus, Nelson argues, faculty are often ill-equipped to integrate these subjects into their Public Affairs classrooms. The impact on students is a limited understanding of policy, which is arguably dangerous to the larger society because it reinforces an elite/expert centered model of policy making where many voices get excluded.

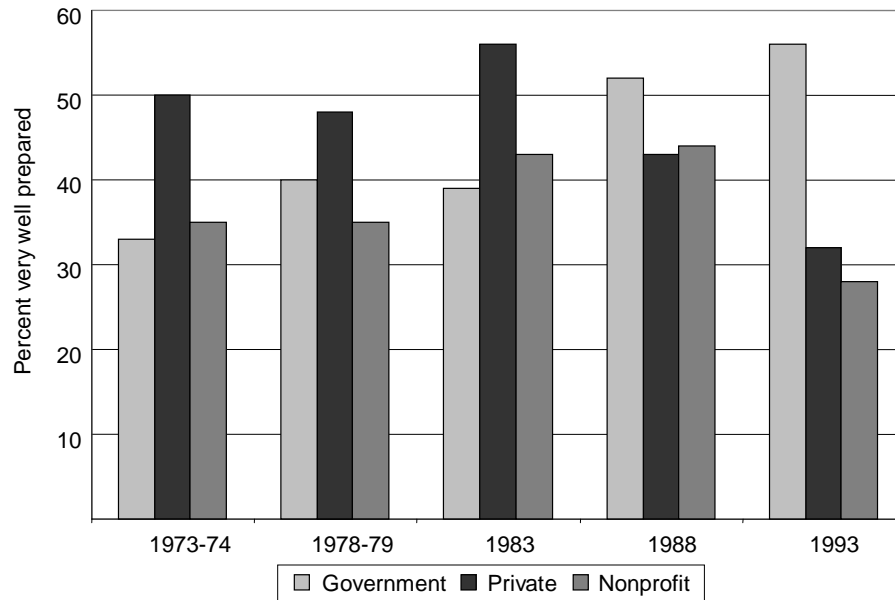
Another common pedagogical aspect of Public Affairs programs is experiential learning through a capstone or practicum. These courses are project-focused and completed on behalf of an external client. Capstones, however, are not based in service learning

pedagogy because they do not necessarily have a reflection component and students are not expected to work out in the community. Some professors do incorporate reflection into their capstones, but it is not a built in component of the traditional format. The Humphrey Institute offers the external University community the opportunity to create a capstone with a faculty member. Many nonprofits see free graduate student research as a wonderful asset and many students look forward to the experience. The arrangement between external organizations and the Humphrey benefits both parties, and is a key component to the Humphrey Institute's mission to serve the larger community. Yet, the wider public is still not engaged.

A changing focus in Public Affairs

While Public Affairs programs are still primarily focused on government, Public Affairs students are increasingly choosing non-governmental career paths. Light's (1999) survey of graduates revealed that a smaller percentage of 1993 graduates than 1973 graduates entered the government sector. Graduates in 1993 who pursued a non-government career considered themselves less well-prepared for their particular job than those who chose a career in government (Fig. 1). Only 33 percent of graduates in 1993 who did not choose a government career were very satisfied with their Public Affairs education. As a result of these findings, Light argues for a change in Public Affairs education. He argues that students need softer skills, such as leadership and ethics, and less focus on government operations. Respondents to a Humphrey Institute alumni survey (2005) echo these demands. Alumni thought the Institute could strengthen curriculum by emphasizing ethics, real world experience, critical thinking, and conflict management, and reduce the focus on statistics and

Figure 1. Preparation for public service, by class and current job



Source: Light, 1999

theory.

Scholars of Public Affairs are realizing that students are demanding more transferable skills and application. The President of the Association for Public Policy Analysis and Management, Richard Elmore (1991) admitted that the knowledge in the Public Affairs discipline has little relationship to how things work in the real world. The curriculum is slow to change, however. The discipline is firmly grounded in a history based on measurable, quantifiable data. Adapting the model to incorporate softer skills, like leadership, while possible, is difficult because measuring leadership is neither objective nor quantifiable. Similarly, engaging the public, as I argue is necessary, is outside the boundaries of Public Affairs as it was first conceived. There is no precedent and thus movement in this direction will be slow. The American public, however, is already tiring and disengaging from the

process. They have been kept out of decision-making for so long that few actively participate, which is leading to a disenfranchised, segregated society.

Ramifications of an expert model in larger society

Trust is hard to come by in the U.S., despite attempts by companies to win the confidence of consumers, media outlets to gain an audience, and political parties to sway voters. According to a 2005 Harris Poll, 70 percent of Americans tend not to trust big companies, 62 percent tend not to trust the press, and 77 percent tend not to trust political parties. Americans are also less likely to trust the government or believe that their participation makes any difference. The American Political Science Association Task Force (2004) found that “between 1964 and 1994 the proportion of Americans who only trusted the federal government ‘some’ or ‘none of the time’ more than tripled from 22 percent to 78 percent” (p.655). A 1993 Princeton Survey Research Poll (as cited in APSA, 2004) explained part of this distrust; six out of ten respondents believed that special interests have too much power in government. High levels of distrust are also found at the individual level.

Americans have a certain amount of distrust for other Americans, but this varies by socio-economic groups. A recent Pew Research Center (2007) study on social trust found that “people with higher family incomes are more trusting than those with lower family incomes.” Further, “whites are more trusting than blacks and Hispanics...The married are more trusting than the unmarried. The middle-aged and the elderly are more trusting than the young. People who live in rural areas are more trusting than those who live in cities” (ibid). When asked “Generally speaking, would you say that most people can be trusted or that you

can't be too careful in dealing with people?" 50 percent of those polled said the latter (ibid). Place in society has a large impact on an individual's level of trust in other individuals.

One conclusion that can be drawn from the studies is that decisions which are said to be for the common good may not be accepted as such. Minorities and less financially-stable individuals are more likely than whites and financially-stable individuals to distrust the motives and predicted outcomes of a government policy if they already perceive the institution to be working in the interest of wealthy, white Americans. Munro and Ditto (1997) argue "preexisting beliefs strongly influence the filtering of new information" (as cited in Leach & Sabatier, 2005, p.494). The implication of such varying degrees of trust is that the system is not working fairly, and those within the system, delivering goods and services are doing so in an inequitable manner. Yet, those who are untrusting are the least likely to get involved and demand change.

While there are many institutions impacting the lives of Americans, the government is theoretically thought to be impartial and responsive to citizen demand; at least that's what high school civics classes teach. Certain groups, however, are far less involved than others. A 1990 Citizen Participation Survey (as cited in APSA Task Force, 2004, p.655) revealed that individuals with income below \$15,000 were far less likely to vote, be involved in campaigns, contribute to a campaign, and contact their representative than individuals earning \$75,000 or more. The American Political Science Association Task Force concludes that "trends in...citizen voice, government decision making, and public policy, may together be amplifying the influence of the few and promoting government unresponsiveness to the values and needs of the many" (p.655). The majority of America is unwilling to participate

because they perceive that the government is no longer working for them. In other words, the common good no longer pertains to the commons, it pertains to the elite.

Evident from the aforementioned studies is that the institutions that are expected to work for the public are not meeting the expectations the general public has. This is not a new phenomenon. In 1980, Miller, Miller, and Schneider revealed that Americans were losing confidence that the government was working on behalf of the common good. In 1964 only 29 percent of Americans believed that government was run for a few big interests, but by 1980, 70 percent believed this to be true (Miller, 1999). Self interest at the public's expense was almost a theme of the 1980s.

In 1983, Donald Schön argued that there was a “crisis of the professional.” Professional, at the time, was understood as civic occupations, such as doctors, lawyers, and public servants who were carrying out policy. Many of these professionals were not following through on the public side of the bargain, and instead were looking out for their own interests. Schön attested this failure to the basic mentality imparted on professionals in their academic training. He refers to the mentality as technical rationality—a framework based on specialization, objectivity, and standardization (p.23), which is a relic of the scientific management influence on the academy. While professionals left academia with a specialty, they were not necessarily equipped to deal with social problems. Technical rationality does not help solve social problems which are rarely firmly bounded, cannot necessarily be handled with objectivity, and require more than one specialty. Despite a highly educated class of professionals and government employees, decisions impacting the public appeared to be in the best interest of a few, rather than society. This “crisis” did not escape

individuals in the academy. It became increasingly apparent that the crisis originated within the walls of the ivory tower, and the change would have to start there.

Service Learning

The change in the academy began at the undergraduate level as service learning. The service learning movement is working to make the academy and the students it trains more accountable to the larger public. The service learning pedagogy was implemented only as recently as the early 1990s, but has foundations as old as the early 1900s. Before embarking on the history of service learning it's important to understand what it is and what it is not.

In 1979, educator and service learning proponent, Robert Sigmon defined service learning as an “experiential education approach that is premised on ‘reciprocal learning.’” Since that time many programs have co-opted the phrase, but many of these programs, internships for example, have different goals than service learning. In 1994, Sigmon created a simple typology to better understand service learning as originally intended. They are as follows:

- **Service-LEARNING:** Learning goals primary; service outcomes secondary.
- **SERVICE-Learning:** Service outcomes primary; learning goals secondary.
- **service-learning:** Service and learning goals completely separate.
- **SERVICE-LEARNING:** Service and learning goals of equal weight and each enhances the other for all participants.

The service and learning components are enriched by a third silent aspect: reflection. The reflection component is distinct and fundamental to the process (Berman, 2006). Using Sigmon's typology, a graduate school practicum would not be considered a pure form of service learning, even though a client/professional relationship exists. The emphasis of a practicum is learning, not service. Also, reflection in the form of journal writing and class

discussion is not necessarily a component of a capstone workshop (practicum). Another distinction that is important in relation to the effectiveness of the project is that those being served control the services provided and through the process are empowered to provide for themselves (Stanton et al., 1999). A successful service learning project eventually eliminates the need for the project to be done again. The goal is not only to further the educational goals of the student but also to better the community. These clarifications are the result of practice, teaching, and research, all based on the foundation laid by progressive education advocates in the 1900s.

John Dewey is often credited as laying the foundation for service learning, even though service learning today is not what Dewey imagined a century ago. Dewey was part of a larger movement known as progressive education that believed humans learned best when they are interested and actively participate (The Columbia Encyclopedia, 2004). During the scientific management movement, progressive education proponents argued that emphasis needed to be on the “importance of the emotional, artistic, and creative aspects of human development” (John Dewey Project, 2002). Dewey (1938) argued that “experiential learning so pursued transforms the individual, revises and enlarges knowledge, and alters practice. It affects the aesthetic and ethical commitments of individuals and alters their perceptions and interpretations of the world.” Experiential learning requires a reflection component. Without reflection students are not able to expand upon what they know and continue to increase their experiences (ibid). Dewey and others made a lasting impact on education, but were not able to influence public education as strongly as the scientific management movement. Instead, their work has come to life in programs outside of traditional education, and today is gaining more credibility in undergraduate and K-12 education.

The first institution to pursue service learning was Campus Compact, founded in 1985. Campus Compact is a “national nonprofit organization dedicated to promoting community service, civic engagement, and service-learning in higher education” (Campus Compact, 2007). The organization did not begin studying and advancing the service learning pedagogy until the early 1990s. The academy, led by the University of Michigan, began publishing the Michigan Journal of Community Service-Learning in 1994 to support and further the pedagogy. A few years later in 1997, the National Service Learning Clearinghouse (NSLC) was founded at the University of Minnesota. The NSLC is a “program of Learn and Serve America, [which] operates America's premier website supporting the service-learning efforts of schools, higher education institutions, communities, and tribal nations” (NSLC, 2004). Also, proving that service learning is becoming a credible pedagogy, the American Association for Higher Education has made service learning a focus at conferences (Eyler & Giles, 1999). Today, service learning opportunities are offered at thousands of colleges across the country, as well as in K-12 classrooms (Campus Compact, 2007). It is only at the master’s level, specifically in Public Affairs, that service learning has not been integrated into the curricula, at least not as unanimously as at the other levels.

Service learning is not a part of Public Affairs education likely because it is a nascent pedagogy, the influence of the scientific management movement, and its focus on youth. Service learning has been conceptualized for decades, but has been in practice for less than two. The traditional pedagogy of lecture and recite has been standard in the academy for over a century. A new pedagogy at the master’s level will require a long history of theory, substance, and results (more than a couple of decades) to break into the ivory tower. Second, the Public Affairs discipline was largely influenced by scientific management and fields like

economics and political science which do not readily incorporate the public. Rather, the expert decides what is best for the public after quantifying and measuring the data. Lastly, educational movements often begin with youth because they are more easily influenced. It is understandable that service learning advocates focus on younger students who can incorporate service learning lessons of civics throughout their lives. But, in order for this idea of an engaged citizen to continue, however, it is necessary for service learning to be integrated at the highest levels of education. Otherwise, the message is that civic engagement is not a worthwhile endeavor, at least not for those who are in the most academically rigorous professions. Research on the “success” of service learning is mixed, but there is no doubt that students are gaining as are communities.

The research on service learning is inconclusive in aggregate, at least in relation to how much students are learning (Markus, Howard, & King, 1993). There is no evidence that service learning infringes on the students learning, but there is also no evidence that students learn more in a service learning class. Studies do show that service learning enhances a student’s education in different, perhaps even deeper ways than the traditional classroom lecture format (Eyler & Giles, 1999). Students gain a number of benefits from service learning classes. Studies reveal that participating in a service learning class expands a student’s service ethic (Gray, Ondaatje, & Zakaras, 1999). Service learning increases a student’s self-confidence (Goleman, 1995) by making him/her feel needed (Billig, 2004). Students in service learning classes become bigger risk takers, develop an awareness and acceptance of others, are better leaders and team members, realize that mistakes lead to growth and learning, and develop more empathy (ibid). Students seem to remember what they learned longer and recall information from class at higher rates (Eyler, Giles, Stenston,

& Gray, 2001). Despite such results the service learning pedagogy has not convinced all researchers.

Service learning is still too “soft” for some in higher education. The classes that are most likely to employ the pedagogy are disciplines like social work and the faculty that use it tend to be the marginalized groups, such as women and minorities (Butin, 2006). For some in the academy, this discredits the pedagogy. Some faculty, according to Gray et al. (1999), believes that service learning waters down the curriculum. This is in part due to the reflection component which deals with students emotions, which are generally not relevant in higher education classrooms. Grading a reflection implies subjectivity, whereas a literature review is objectively correct or not. Higher education is grounded in scientific management and technical rationality, and neither takes emotion into account. Also, service learning has not been in practice long enough for unquestioned acceptance in higher education (Butin, 2006). Its pedagogical foundations remain largely untested and there are many variables that cannot be controlled for. Perhaps one of the most controversial aspects of service learning is the idea that it’s seen as an aspect of left wing politics. Butin (2006) sees service learning as delving into morality and social justice, which are not what higher education is about.

Despite these concerns some graduate level programs incorporating service learning pedagogy into their courses. This is especially true in the health care occupations. There is a shift in health care from institution-based to community-based care, and service learning is a useful pedagogy for this transition (Peterson, Yoekey, Twidwell, & Jorgensen, 2006).

Counseling programs have also found service learning to be beneficial (Burnet, Hamel, & Long, 2004). The Association of American Medical Colleges lists four core attributes they expect of their graduates: knowledge, skill, duty, and altruism. Duty and altruism do not

easily translate into the classroom, and service learning has served as the bridge between the classroom and the community (Brush, Markert, & Lazarus, 2006). Tulane University School of Medicine has created a program that provides extra time for students to fulfill a service requirement. Researchers analyzed the relationship between the level of service to academic and professional achievement and found that students who had high service learning hours were more likely to be in the middle to top of their class (ibid). Service learning is helping to fill gaps in traditional professional programs.

Engagement outside of the classroom in Public Affairs training

As is the case with traditional professional programs, there are also gaps in Public Affairs programs. Given the government focused history of Public Affairs, it is unlikely that the discipline currently has the tools within it to fill these gaps on its own. In my experience, I had to look outside of the classroom to find the tools I needed to engage with the public.

The gaps in Public Affairs are not obvious to a prospective student. The language used by Public Affairs programs speaks to many students who long to dedicate themselves to a career in public service, be it in the government or elsewhere. Many students at the Humphrey say their reason for wanting to come to the Institute is because they want to “make a difference,” “save the world,” or “follow in Hubert H. Humphrey’s footsteps.” There is an action component involved in these statements, and many incoming students want to start on that action immediately. Within a few weeks, students realize that graduate school academics are extremely time-consuming and challenging. Public engagement outside of class is practically ruled out. Further, the Humphrey Institute itself does not promote engagement. Certain professors and research centers are engaged outside of the

Institute, but the Institute itself is not. Students do not receive messages that external engagement is important. The career services office at the Humphrey Institute does not advise civic engagement as a way to strengthen a resume, nor do many advisors or professors encourage students to enhance their classroom learning with civic engagement. After hours spent on statistics and microeconomics homework, the public is forgotten. It is difficult to fathom how the larger public fits in at all with Public Affairs, at least in the first semester where the focus is on data analysis and quantitative techniques.

It is only by chance that I happened to become more actively involved. After my first semester, I ruled out any engagement outside of the classroom until graduate school was over, but friends convinced me to run for the Public Affairs Student Association (PASA). I was voted in as the Community Service Representative. Despite feeling that I had no time to invest, I devoted myself to doing something with the position. I refused to spend a year organizing food drives, as previous representatives had done. As far as I was concerned, a Public Affairs graduate program is not a place to learn how to better serve the homeless, for example, it is a place to learn how to eliminate homelessness. In light of my approach to Public Affairs, I chose to focus my efforts at getting the Humphrey Institute engaged in our adjacent neighborhood, Cedar-Riverside, because there were no such efforts taking place.

Cedar-Riverside is an eclectic neighborhood on the edge of the West Bank of the University of Minnesota. When I think of the neighborhood I think of Riverside Plaza, the main apartment structure, which consists of six buildings. Well-known Minnesota architect, Ralph Rapson, envisioned and designed these apartment complexes in the early 1970s. The original vision was a “utopia” of 12,500 units where middle- and upper-income families would live in close proximity. In the end, only 1,300 units were built in grey concrete towers

with painted pastel squares adorning the exterior. They house approximately 3,500 residents, who are primarily low-income immigrants. They scream poverty, so much so that they are referred to as the “crack stacks.”

The neighborhood characteristics create a lively, culturally rich atmosphere. For the past twenty-plus years Cedar-Riverside has been a first stop for immigrants. Of the 7,500 residents, one third is Black (mainly Somali) or African-American (US Census, 2000). There is also a sizeable Asian population, primarily Korean and Vietnamese. Many residents warmly refer to the neighborhood as a “little United Nations.” The majority of housing is rental and contained primarily in two city blocks. In 1999, 42 percent of neighborhood residents lived below the federal poverty line (US Census, 2000), but the majority of those residents live in one of two apartment complexes, Riverside Towers or The Cedars (public housing). There is also a thriving music and theatre scene in the neighborhood, not to mention a number of excellent restaurants.

I do not know how actively I would have pursued engaging in the neighborhood if Cedar-Riverside was a wealthy white enclave of homeowners. Cedar-Riverside’s demographics appealed to me as a student of Public Affairs. Many of us at the Humphrey want to help eliminate the inequities in the world, and inequities are blatant in Cedar-Riverside. But any ideas of “missionary” involvement would not work in this neighborhood. Residents and members are very wary of outsiders, especially those of us from the University. None of my classes at the Humphrey prepared me for actively engaging in this neighborhood. This is not to say that there are not classes about engagement, but they are rare and the topic does not run through most courses at the Institute. Instead, I depended on

students, staff at the Institute, and community members to help me navigate the complexities of the neighborhood.

Cedar-Riverside, on the whole, does not trust large institutions, especially the University of Minnesota. Just as the Public Affairs discipline has excluded the public, so too has the University excluded the neighborhood. Residents and community members see the University as a self-serving entity that does not include the neighborhood in decisions which may impact it. The University has bought up land in the neighborhood and has not given anything back, according to community members. Students and staff are not encouraged to patronize the adjacent neighborhood, and instead the University provides all necessary services (e.g. post office, restaurants) within the walls of the institution. Many students and staff have never crossed Cedar Avenue, the main street in the neighborhood, even though it is one block from the West Bank of the University. This lack of trust from the community posed, and continues to pose, a challenge in my efforts to engage the Institute with the neighborhood.

Before working with the neighborhood, I tried to get a sense of what students at the Institute wanted in relation to civic engagement. I held an open meeting for the student body to discuss the Humphrey Institute and opportunities for engagement. The students who came were mainly women who I knew personally. Still, opinions varied substantially regarding what role the Institute should play in civic engagement. There was consensus, however, that the Humphrey did not present civic engagement or volunteer opportunities to students. Very few felt that it should be required because there were already enough requirements. But, everyone agreed that a Public Affairs institute should offer these opportunities and be involved. This is not to say that the Humphrey's work is sequestered within the building.

Faculty and staff are actively working on a number of issues, but the Institute as one entity does not work on an issue. Also, many students felt that if an engagement opportunity were presented that they would not know how to approach it outside of a volunteer or client-provider model.

In the months to follow I worked with another student and a staff member to create a workshop to teach citizenship/public engagement skills. The workshop was attended by over 40 participants, who ranged from University staff, law school students, undergraduates, international Humphrey fellows, and Humphrey students. During introductions participants were asked to reveal his/her self interest in attending. Nearly all of the Humphrey students said something to the equivalent of “This is what I thought the Humphrey was about and so far this is all I’ve seen.” It was evident that students demanded civic engagement skills.

As a follow up to the class I presented an initiative (Humphrey Institute Community-Building Working Initiative) I had been working on with another student and staff at the Institute. The Initiative at that time was merely a skeletal framework consisting of a mission statement and a vision, as well as possible objectives. We wanted to have something legitimate enough to offer, but not something so structured that prevented investment from new participants. We had decided not to build the Initiative with community members, at least not until there was enough buy-in from the Institute.

Following the workshop I held a meeting to present the Initiative, this time open to all faculty, staff, and students. The majority of attendees were staff and faculty. During the introductions attendees were asked to explain their self interest in relation to the meeting. Nearly all of the staff and faculty made reference to their years of service at the Institute and that they had never seen an effort like this before in relation to the neighborhood. That

meeting was the first of many now bi-monthly meetings consisting of a group of students, staff, and faculty; we are formerly known as CHANCE- Cedar Humphrey Action for Neighborhood Collaborative Engagement. Our main goal is to create an active relationship between the Institute with all its members and the neighborhood.

An enduring challenge we face is a lack of trust. When we held the skills workshop in the fall, I invited a community member to come and present on what civic engagement looked like in the community. She emailed me that she did not want to participate because she saw me, and those I was working with, as colonizers who were patronizing the residents of the neighborhood. This reaction came before anything with the neighborhood had been done. She assumed that the Institute had decided, without neighborhood input, what needed to happen inside the neighborhood. This was of course not the case, but history with the University provided a precedent for these feelings.

Members of the Humphrey student government had similar concerns. A few individuals were originally comfortable with the idea of working with the neighborhood as long as it took the form of food or clothing drives. Upon realizing that my intentions were different a special meeting was held to discuss particulars. The concern was that I, a white woman (I'm half Mexican, but my skin does not reveal this history) was leading a group of more white students into a poor immigrant neighborhood. A few PASA representatives did not trust my intentions and believed that the students I was working with saw ourselves as experts seeking to cure the ills of a poor community. After a thorough explanation of our intentions, the student government decided that the work we were pursuing was important enough to be written into the by-laws of the constitution, to ensure sustainability. The issue of race and socio-economic status weaves through many CHANCE meetings. While we

have grown to include a mix of students, male female, black and white, we continue to recognize our privilege and step lightly.

My lack of experience with race, class, and gender in public affairs left me ill-equipped to handle the conversations I was challenged with. The expert model I was being trained in provided me no tools for how to deal with the complexity of the neighborhood and the issues that would arise from my attempt to engage. I had to unlearn what I was getting in the classroom in order to work cooperatively with members of the community. Listening became the most useful skill. The community wanted to be heard, and each member had a story to tell. I showed up at community meetings dutifully to prove that the Institute had members who were willing to engage and commit. This persistence has paid off. CHANCE continues to expand connections in the neighborhood. Because we are student-led and initiated community members are willing to sit down with us and brainstorm ways to better our community. Together we are co-creating a community that works for all of us.

In the two semesters that CHANCE has been active we have created waves within the Humphrey Institute, and are being noticed by the greater University. Together we have created a year long course which will be offered beginning in the Fall of 2008 (Appendix A). It will be the first service learning course ever taught at the Humphrey Institute, and one of the only student-created courses ever offered at the Institute. We have worked with Cedar Riverside to stop a future light rail transit station from being placed at the University; the station is now set to be located closer to the neighborhood, and is still easily accessible to University students and staff. Students last year worked on a University of Minnesota task force report researching the commercial vitality of Cedar Riverside and this year students received credit in a Humphrey course for doing civic engagement work with the Cedar

Riverside community center. One of the goals of CHANCE is to integrate our work into our classes so that students receive credit for their efforts. The accomplishments this past year have led to some exciting promises in the future.

CHANCE hopes to see this work become permanent within the Humphrey Institute, and eventually spread throughout the University. With the help of the Humphrey administration I secured funding to work full-time on collaboration efforts between the Humphrey Institute, the other colleges on the West Bank, and the neighborhood. The goal at the end of the summer is to provide the funders with recommendations for infrastructure in order that the civic engagement work continues. We are hoping to position ourselves for potential legislative funding. The administration also recognizes that CHANCE's success has been a result of grass-roots student-initiated actions, and thus is allowing CHANCE members to remain in control of the effort, even though funding is coming from outside of the Humphrey Institute. CHANCE will continue to work to build strong partnerships between the University and the Cedar Riverside neighborhood, as well as other institutions impacting the neighborhood, such as Augsburg College and the City of Minneapolis. We hope to set an example for how other parts of the University can work with the communities they are in to create stronger, more communal partnerships.

Recommendations

If the Public Affairs discipline seeks to train students to advance the public/common good, then the Institutions and the curriculum must change. There are many things that can be done to bring the public into the public good.

- **First**, curriculum needs to become less expert-focused. Currently, Public Affairs curriculum is delivered in an expert, non-expert method. Professors are understood to have desirable knowledge and students are expected to absorb it. This model is not useful for learning retention or for creating an atmosphere of co-creation where both student and professor are understood to have an expertise that can be built upon. Faculty need to realize that students are entering with expertise, and that their expertise is strengthened by building on the students'. Professors could structure the format of a class to be more inclusive of students. This could take the form of allowing students to choose some of the literature or having students lead portions of class. Also, professors could more actively encourage discussion by lecturing less and pushing students to connect the course material to their Public Affairs careers and ambition, as well as student's experiences.
- **Second**, professors can incorporate service learning pedagogy techniques into the classroom, which includes active reflection on the student's part. Faculty can also find ways to make their courses applicable to a community and have students engage with the public on a real world situation, as co-creators. Working with a community requires high levels of trust and a working relationship, which many faculty likely do not have, but often there are resources for faculty. The Career and Community Learning Center at the University of Minnesota helps faculty find communities who are willing to engage in projects with students. The office also provides training for faculty who are not versed in service learning pedagogy. Also, Campus Compact and the National Service Learning Clearinghouse offer literature, trainings, and assistance

with syllabi to members. Thousands of colleges and universities in the U.S. participate with Campus Compact, thus making service learning an accessible opportunity for faculty who are unfamiliar.

As part of the civic engagement work I have done with the Humphrey Institute and the Cedar-Riverside neighborhood, I have created a year long service learning course with the help of fellow students (Appendix A). Most service learning courses are a semester in length, but we believe that for any real engagement and investment a course needs to last at least a year. The first semester of the course is focused on subjects like civic engagement, current efforts to bring the public into the public good and community-based research. Students are required to write a profile of an organization in the Cedar-Riverside neighborhood, interview residents and members of the neighborhood, write reflection papers that integrate the literature, experience in the neighborhood, and how both could apply to the student's future career in public affairs. The second semester involves actively working with a community organization or another entity in the neighborhood on a community-student decided project. This portion of the course operates like a capstone and counts as such, but continues to use the service learning framework where reflection and co-creation are integral in the process.

- **Third**, faculty should integrate race, class, gender, and history into the classroom. Race, class, gender, and history should not be courses that stand on their own; they should be integrated into all classes in Public Affairs. By omitting these subjects, students receive the message that segregation in American society and the perversely

unequal distribution of wealth and opportunity is natural, and not the result of policy and human construction. It is imperative that Public Affairs institutions teach students the history of public policies and how they have impacted groups of people differently. Faculty are not trained to incorporate these topics, and the onus is on Public Affairs administration to help their faculty in reaching this goal. There is no excuse for presenting a limited scope of Public Affairs any longer.

- **Fourth**, Public Affairs institutions need to start setting an example to students by engaging with the wider public. They set the example for not only students, but faculty and staff as well. How institutions will do this is dependent upon location and the specialties within. The Humphrey Institute, for example, is taking the work in Cedar-Riverside that students have built from the grass roots, and creating a model that can be used throughout the entire Institute. Eventually the Humphrey Institute hopes to bring the two other professional schools on the West Bank into the efforts. During the summer of 2007, the Institute secured funding for a member of CHANCE to lead the engagement efforts and continue to build trust within the Cedar-Riverside neighborhood. This student, now a program developer, is tasked with finding ways for collaborative partnerships between the Institute and the neighborhood. The Humphrey hopes to see efforts involve not only students, but staff and faculty as well.
- **Fifth**, Public Affairs programs could begin to require not only internships, but civic engagement work. The institutions should train students how to do this work effectively in a co-creator fashion before requiring students commit time. As

evidenced by my experience, Public Affairs institutions do not teach this currently. I had to work with staff and students to create a workshop to fill this gap. If the expertise is not within the institute, there are many external options for teaching students civic engagement. Practitioners could be brought in, or perhaps the university or college has faculty or staff experienced in civic engagement practices who could lead a training or a course.

Making these changes will give the discipline more credibility, enrich student's experience, create better, more effective public policies, and in the long run hopefully create a more trusting and engaged public. There are many options for Public Affairs institutions that are interested in making their programs more applicable and effective for both students and the public. Engaging with the public is not easy, and should be approached with sensitivity because there is a long history of communities being manipulated by institutions. Building trust takes time and traditional methods of analysis and evaluation are likely inappropriate for this type of work. New methods will need to be created with the help of communities to ensure that both the institutions and the public are receiving what they want.

Conclusion

Bringing the public into the public good will not be an easy feat. The wider public has never been integrated into the discipline and remains absent today. There are efforts in some programs to broaden the scope of Public Affairs and incorporate civic engagement, but the overall discipline remains focused on government. The pedagogy in Public Affairs trains students to be experts who deliver a common good to a public whom they never meet. One

of the results of this expert model is a disengaged and untrusting public. Public servants have been trained to leave the public out, and thus those left participating tend to be elites who have enough resources to get heard. The masses are left with an unresponsive government. It is time to bring the public in. The inequities in American society are human constructed and students of Public Affairs as well as the institutions training them can be part of the solution to undoing such inequities. But, it can only be done if the public is involved.

Appendix A.

DRAFT
Public Affairs 5---
Engaging the Public in Policy and Planning
Hubert H. Humphrey Institute of Public Affairs
University of Minnesota
Fall Semester, 2007

Course description

The Woodrow Wilson Foundation has identified the need for an evolving, more responsive graduate program focused around four themes: New Partnerships, New Paradigms, New Practices, and New People². This course provides a unique opportunity to develop and apply these emerging themes by actively participating with a public. Students will explore a new level of “adventurous scholarship” that crosses disciplinary boundaries to foster the kind of work necessary to address contemporary social problems³.

Students will work with their neighbors in Cedar-Riverside to bring the public into policy and planning. The class is designed to provide Humphrey students with an opportunity for praxis by connecting thought to action and theory to practice. By looking at issues of public affairs through the lens of Cedar-Riverside, students will be challenged to explore the complexities of public policy and planning within a community. Students will strengthen their skills and capacities in developing partnerships, addressing complex social issues, and building a stronger sense of democratic participation. Students will learn how to exercise leadership while sharing power and knowledge with community members, faculty and other students.

The course is a year-long endeavor, divided into fall and spring semesters. Students are required to complete the fall semester in order to take the spring semester capstone. The fall semester lays out a body of knowledge and a skill set revolving around the process of involving the public into policy and planning. During the spring semester students will apply the fall semester body of knowledge to a community-student determined capstone project. The projects will be done by small groups and will integrate policy areas such as transportation, housing, immigration, the arts, education, economic development, and the environment.

The year-long course model provides unique benefits for all participants. The duration of the class organically creates an intentional learning environment among the student cohort, as well as with the instructor(s). Students rely on each other to work in the neighborhood and they learn from each other inside and outside the classroom. Also, the extended period of time creates greater, more sustainable trust between the neighborhood and the Institute.

Fall semester outcomes

² Kezar, A.J., Chambers, T.C., and Burkhardt, J.C. (2005). *Higher education for the public good: Emerging voices from a national movement*. San Francisco: Jossey-Bass.

³ (Kezar *et al.*, 2005, p. 283)

Students will learn:

- Asset-based modeling
- Community-based research skills
- Organizing skills
- The history of Cedar-Riverside from multiple perspectives
- How to analyze policy issues from a multi-disciplinary lens
- How to address a diverse public (including race, gender, class, disability, etc)
- How to strengthen their skills and capacities in developing partnerships
- Negotiation and deep listening skills
- How to communicate across differences

Assignments and Grading

- Reflection papers (3 worth 10% each) are 30% of the final grade. See attached description. Due dates noted in topic outline and readings.
- A 5-10 page profile worth 25% of the final grade. Students choose an organization in the Cedar Riverside neighborhood to focus on. Profiles are due October 23.
- Three interviews worth 10% of the final grade. Each interview must be followed up with a 500-1000 word paper. See attached description. Due dates noted in topic outline and readings.
- A 20-page study of the demographic profile of the neighborhood worth 15% of the final grade. The profile is due December 4 and is a class project.
- Class participation is worth 20% of the final grade.

Texts

Bensen, Lee, Harkavy, Ira, and Puckett, John. (2007). *Dewey's Dream: Universities and Democracies in an Age of Education Reform*. Philadelphia: Temple University Press.

Horton, Myles and Freire, Paulo. (1991). *We Make the Road by Walking: Conversations on Education and Social Change*. Philadelphia: Temple University Press.

Dreier, Peter, Mollenkopf, John, and Swanstrom, Todd. (2004). *Place Matters: Metropolitcs for the Twenty-first Century* (2nd ed., revised). Lawrence, KS: University Press of Kansas.

Michigan Journal of Community Service-Learning: Community-Based Research, Summer 2003 (volume 9, number 3]: 5-74.

Policy on Incompletes:

Students are expected to complete all course work by the last day of class. Those who are unable to do so must negotiate an incomplete in advance of the due date and develop a written contract with the instructor that describes the work that remains to be completed and the date by which the work must be submitted to the instructor. You are advised that incomplete grades will be converted to an F grade if not completed by the end of the following semester.

Policy on accommodation of students with disabilities:

The instructors will provide reasonable accommodations to persons with documented disabilities to give them an equal opportunity to achieve success in their graduate education. Students seeking accommodations must work with the University of Minnesota's Office of Disability Services. This office determines eligibility and makes recommendations for reasonable accommodations.

Topic outline and readings

9/4 Introduction

Kegan's Framework for Knowing: Organizations in Cedar Riverside will be identified by class and professor for profiles, using Randy Stoecker's Network model

Students will take a tour of the Cedar Riverside neighborhood: Quartiles [1 hour]
Gather for dinner at Tam Tams: What can you learn in one hour? [see exercise]

9/11 Deep Listening & Collaboration

We Make the Road by Walking, Horton and Freire

Learning Circles with John Wallace [Philosophy and Highlander]
Critical questions that community leaders and members are asking

9/18 Education and engagement

*** *Students confirm the organization they are profiling* ***

*** First reflection paper due on *Dewey's Dream****

Portions of Dewey, John. (1944). *Democracy and education: An introduction to the philosophy of education*. New York : Free Press.

Bensen, Lee, Harkavy, Ira, and Puckett, John. (2007). *Dewey's Dream: Universities and Democracies in an Age of Education Reform*. Philadelphia: Temple University Press.

Presentations by Leaders of officially elected organizations WBCC, WBNRP, WBCDC, Cedar Riverside Business Association
"Letterman Lists": 10 most important aspects; 10 most important issues & Research they would like to have help doing

9/25 C-R History: Snooze Blvd, Immigrant Gateway and New Town-In-Town Meet at Coyle Center

Portions of Martin, Judith A. 1977. *Recycling the Central City: The Development of a New Town-In Town*. Minneapolis: Center for Urban and Regional Affairs, UMN.

Perhaps Markle, David. (2001). "Dania hall..."; *Bohemian Flats*, et al.

Reflections by representatives of Immigrant groups
“Letterman Lists”: 10 most important aspects; 10 most important issues
[& Research they would like to have help doing]

10/2 Current Studies/Overview by the Agencies and Scholars

Davis, L., Ouédraogo, G., Sweetland, T. (2005). *Cedar Riverside Business Association (CRBA) Recruitment Study*. Minneapolis: University of Minnesota, Humphrey Institute of Public Affairs, PA 8203 Neighborhood Revitalization.

Stoecker (2005); Small Area Preliminary Plan; Website Searches [see worksheet]
Continue to research your organization

Reflections by professionals and representatives of key organizations, e.g., Fairview, U of M, CPED, Coyle, Charter School

10/9 Race, Class, Gender and Policy

Kettering/NIF: *Racial and Ethnic Tensions*; selections from Dreier

Selected portions from Obama, Barak. (2004). *Dreams of My Father: A Story of Race and Inheritance*. New York: Three Rivers Press.

Rubin, Lilian. (1994). *Families on the fault line: America's working class speaks about the family, the economy, race, and ethnicity*. New York: HarperCollins.

National Issues Forum Deliberation: Content and Process [1 & half hours+]
Report on Somali youth in Minneapolis: presentation/discussion

10/16 Service-Learning as Community Based Research

Michigan Journal of Community Service Learning, volume on CBR
Doug Porpora. (1999). Action Research: The Highest Stage of Service-Learning. In *Sociological imagination: Concepts and models for service-learning in sociology*.

Garry Hesser, "Examining Communities and Urban Change: Service-Learning as Collaborative Research". In *Sociological imagination: Concepts and models for service-learning in sociology*.

Martinez, Andie. (2007). Bringing the public into the public good: A curriculum change in public affairs institutions. Minneapolis: Hubert H. Humphrey School of Public Affairs, University of Minnesota.

Students are expected to report on the research they have done on their chosen organization. This includes website, organizational charts, list of board members, and all other available information. Students will educate each other on the organizations they are profiling. Students may choose their method of presenting (e.g. power point).

10/23 Public Policy: Impact of Past Federal and State Policies

*** *First interview and paper due* ***

Selected readings from Dreier, Peter, Mollenkopf, John, and Swanstrom, Todd. (2004). *Place Matters: Metropolitcs for the Twenty-first Century* (2nd ed., revised). Lawrence, KS: University Press of Kansas.

Students are expected to report on the research they have done on their chosen organization. This includes website, organizational charts, list of board members, and all other available information. Students will educate each other on the organizations they are profiling. Students may choose their method of presenting (e.g. power point).

Potential guest speaker: Dennis Donovan, Research Fellow, Center for Democracy and Citizenship

10/30 Place Matters: How have public policies impacted and continue to impact local communities and place?

*** *Second interview and paper due* ***

Bradford, Neil. (2005). *Place-Based Public Policy: Towards a New Urban and Community Agenda for Canada*. Ottawa: Canadian Policy Research Network. March. <http://www.cprn.com/en/doc.cfm?doc=1186>

Selected readings from Dreier, Peter, Mollenkopf, John, and Swanstrom, Todd. (2004). *Place Matters: Metropolitcs for the Twenty-first Century* (2nd ed., revised). Lawrence, KS: University Press of Kansas.

Metropolitan Design Workshop. (2004). *Expanding Horizons in Cedar-Riverside: Opportunities for Walking, Biking, Open Space, and Community and Economic Development*. Minneapolis: University of Minnesota, Department of Landscape Architecture.

11/6 Contemporary efforts to put the public into policy and planning, part I

*** *Organization profiles due* ***

Review Horton, Myles and Freire, Paulo. (1991). *We Make the Road by Walking: Conversations on Education and Social Change*. Philadelphia: Temple University Press.

Smith, Bruce L. (2003). Public Policy and Public Participation: Engaging Citizens and the Community in the Development of Public Policy. *Halifax: Health Canada, Atlantic Region*. September. http://www.phac-aspc.gc.ca/canada/regions/atlantic/pdf/pub_policy_partic_e.pdf

Selected publications from the Kettering Foundation and David Matthews

Selected readings on Citizens League in MN

Selected articles from the Bridge.

Potential guest speaker: Sean Kershaw, Executive Director, Citizens League

11/13 Contemporary efforts to put the public into policy and planning, part II

Dodd, Julie Devon and Michelle Hébert Boyd. (2000). *Capacity Building: Linking Community Experience to Public Policy*. Halifax: Health Canada, Atlantic Region. October. http://www.phac-aspc.gc.ca/canada/regions/atlantic/pdf/capacity_building_e.pdf

Goetz, Anne Marie and John Gaventa. (2001). *Bringing Citizen Voice and Client Focus into Service Delivery*. Brighton, England: Institute of Development Studies. <http://www.ids.ac.uk/ids/bookshop/wp/wp138.pdf>

Selected readings on public achievement, Boyte

Organization profiles

11/20 Community assets

*** *Third interview and paper due* ***

Selected portions from Kretzmann, John P., and McKnight, John L. (1993). *Building Communities from the Inside Out: A Path Toward Finding and Mobilizing a Community's Assets*. Evanston, IL: Institute for Policy Research.

Banks, S., Luke, M., Gadow, B., Hicks, G., Martinez, A., and Peterson, S. (2006). *University Commercial Vitality: Stadium Village, Dinkytown, and Cedar Riverside Business Districts*. Minneapolis: University of Minnesota, Humphrey Institute of Public Affairs, PA 8203 Neighborhood Revitalization. (Focus on Cedar-Riverside section, skim rest).

11/27 Facilitation

Selected readings from Slim, Hugo, and Thompson, Paul. (1995). *Listening for a change: Oral testimony and community development*. Philadelphia: New Society Publishers.

Application: What have we learned and what CBR are we hearing needs attention “cutting to the chase and deciding how and who will negotiate research options for Spring Semester”

12/4 Negotiation

*** *Cedar-Riverside profile due* ***

12/11 Wrap-Up

*** *Third reflection paper due* ***

Planning for second semester- students identify topics and skills they foresee needing for projects identified with community partners.

Interviews

Students are expected to interview three people who have a stake in the Cedar-Riverside neighborhood. One of the interviews must be with staff of the organization the student is profiling. If the organization has capacity, students may do their second interview with another staff member from the same organization. The third interview can be with any other stakeholder, including individuals from Fairview Hospital, Augsburg College, the City of Minneapolis, or the University of Minnesota; neighborhood residents; or other non-profit staff. The organizational interviews should focus on learning about the organization in context with the neighborhood. The stakeholder interview should focus on learning about the neighborhood through the perspective of the stakeholder organization/affiliation. All interviews must be followed up with a 500-1000 word paper summarizing the new knowledge.

Reflection Papers

Each reflection paper is to be no longer than 750 words. Students must complete 3 reflection papers throughout the course of the semester. Students will read each other's reflection papers at the beginning of class and discuss them in group.

The first two reflections should include 3 numbered sections:

- 1) a one to two paragraph succinct summary statement of the message of the author(s) [what you would tell a colleague about the "punchline", i.e., the material's major point/thesis usually found in to the preface/intro/conclusion];
- 2) connections to each previous reading, i.e., similarities and differences, as well as any synthesis and "dialogue" among the authors [this section may be the most important section and "takes the place" of midterm and final exams; and
- 3) make specific applications/connections of the reading to:
 - a) what you are learning about Cedar Riverside
 - b) your future or current career in public affairs (1-2 applications), and
 - c) your personal/family journeys (1-2)-[1 paragraph each]

The last reflection does not need to include any readings, so instead focus on point (3) above as well as explain how what you have learned in the first semester has laid the groundwork for the second semester and discuss challenges/opportunities for second semester.

Assessment & Evaluation Criteria

Consistent use of "higher learning"/critical thinking:

- conceptualization, i.e., use of concepts & theories
- ability to generalize and transfer ideas
- analysis, i.e., identifying key parts/elements
- synthesis, i.e., putting it all back together

- evaluation, i.e., sizing up alternatives and making the best decisions on best information available
- application/assessment

Organization profile

Each student will choose an organization with a physical presence in Cedar Riverside. The profile, 5-10 pages, not including maps, tables and references, will draw on diverse sources, including secondary data that places the organization in its "industry" or peer group context, historical and organizational literature, journalistic accounts, and interviews with one or more informants from different perspectives. The entire profile including the description of the organization, its location, its industry and peer group setting, and its origins, is due on October 23.

Cedar Riverside Demographic Profile

The class will work together, using individual organizational profiles and broader neighborhood sources, to compile a profile of the Cedar-Riverside neighborhood. The final product should include a demographic profile and identify key assets, landmarks, and businesses/organizations; historical aspects; and major efforts in the neighborhood. The following are resources that may prove helpful:

- 1) <http://www.npcr.org/Neighborhoods> [Census/reports]
- 2) <http://www.nrp.org/R2/Neighborhoods/default.html> [NRP data and information on nhd]
- 3) <http://www.ci.minneapolis.mn.us/citywork/planning/census2000/> ["By nhd"; '90<->'00]
- 4) *Nhd/"Community"* information, pp. 1-48 *State of the City*, 2001 [Reserve/on line @ <http://www.ci.minneapolis.mn.us/planning/soc01/>
<http://www.ci.minneapolis.mn.us/citywork/planning/soc03/>
- 5) *Nhd/"Community"* info, pp. 49-135 in *State of the City*, 2001 [Reserve/on line; see #4]
- 6) <http://www.crcworks.org/doorway/minneapolis.html> [explore links to Mpls nhds]
- 7) <http://www.nrp.org/R2/Neighborhoods/Orgs/CDR.html>
- 8) http://www.ci.minneapolis.mn.us/neighborhoods/cedarriverside_profile_home.asp
- 9) <http://www.ci.minneapolis.mn.us/citywork/planning/cedar-riverside.asp>
Cedar-Riverside Small Area Plan
- 10) <http://www.ci.minneapolis.mn.us/citywork/planning/mplsplan.asp> [Minneapolis Master Plan and related documents]
- 11) http://www.ci.minneapolis.mn.us/citywork/planning/comp_plan_update.asp
- 12) <http://www.westbankcc.org/> [West Bank Community Coalition website]
- 13) <http://comm-org.wisc.edu/cr/> [Report written by Randy Stoecker on Cedar-Riverside]
- 14) Randy Stoecker, *Defending Community: The Struggle for Alternative Redevelopment in Cedar-Riverside*, Temple University Press, 1994.
[-http://en.wikipedia.org/wiki/Cedar-Riverside,_Minneapolis](http://en.wikipedia.org/wiki/Cedar-Riverside,_Minneapolis)

DRAFT
Public Affairs 8081, section XX
Engaging the Public in Policy and Planning
Hubert H. Humphrey Institute of Public Affairs
University of Minnesota
Spring Semester, 2008

Course description

This course is a workshop practicum, designed as a capstone experience for students completing their Master's degrees in Public Policy (MPP), Public Affairs (MPA), and Urban Planning (MURP). As such, it will push you to apply the analytical and practical skills you have developed in your academic training and showcase your abilities in grappling with "real world" problems. The course is designed to help you learn reflective practice, which takes foundational knowledge and applies it to practical situations after deliberation.

By exploring opportunities to partner with residents, businesses, and non-profit organizations in Cedar Riverside neighborhood, students will strengthen their skills and capacities in developing partnerships, addressing complex social issues, and building a stronger sense of democratic participation. Students will learn how to exercise leadership while sharing power and knowledge with community members, faculty and other students. The semester will be committed to working on a community-based project identified by students and community organizations in the previous fall semester. The projects will be done by small groups and can have multiple dimensions. Students will have the opportunity to integrate policy areas such as transportation, housing, immigration, the arts, education, economic development, and the environment.

Students will use the foundational knowledge gained in the fall semester and enhance it by working in a team on an intensive analytical project with a community-based partner. In class sessions, we will work to better understand the experience through group discussion and coaching sessions with the professor. We also will be attending to the opportunities and challenges involved in working with a peer group to create a research-based professional product. As such, the course will function as a laboratory and you will be pushed to experiment rigorously so that you experience, first hand, how to carry out reflective, professional practice. Throughout, the professor will play a supportive role as a coach and co-learner.

This course will be most useful and interesting to students who plan to spend their careers in public affairs, where first hand public and community involvement is essential. In taking this capstone you will gain the following knowledge and competencies:

- Experience in conceptualizing and implementing field-based research in complex environments;
- Reflection and evaluation 'in real time' about complex problems that demand leadership and management skills to solve;

- Creation of a professional product that aids the community partner and communicates effectively to inspire action.

Projects

Students and community partners will determine and lay out projects at the end of the fall semester.

Given that the completion of this professional product fulfills your requirements for the Master's in Public Policy or Public Affairs degrees, there may be costs that you incur in the creation of a professional-quality product for your client.

Assignments

For this course, there are both individual and group assignments. Course grades will be assessed by student performance on the assignments and weighted as described below. Each student is required to complete the following:

Participate in classroom activities. This includes preparing for class sessions, contributing to discussions and substantive learning, and engaging in case analysis and other exercises. Participation comprises 10% of the course grade.

Study & Reflection Questionnaires: Throughout the semester, you will complete 4 written reflections on specific questions designed to deepen your learning and sophistication in reflective practice. Each should comply with the time and length parameters specified in each assignment and posted on the appropriate places on the course Web CT for others to read and comment upon. Each assignment comprises 10% of the overall course grade, for a total of 40 %.

Complete a *Professional Project*. Each student team will work with a community partner on a community identified project. While the specifics of each project will vary, all will include in-depth research, analysis, and the creation of a professional product. Student teams will be expected to develop an appropriate presentation of this product to the relevant stakeholders. Overall, the Professional Project will comprise 50% of the course grade. This grade will be calculated in the following way: 60% will be determined by the instructor's evaluation of the quality and professionalism of the product and presentation. 40% will be determined by the student's team members' evaluation of his/her role in the group.

Course Resources

There are a number of resources that have been developed to support your learning in this course.

- A Web CT site with discussion portals for your teams, reference materials, and assignments;

- A U of M library web page has been created. This resource pulls together U of MN library resources that are particularly relevant to better understanding the nature of nonprofit and government management and operations.
- A one-credit course (PA 8190 – Project Planning Workshop) offered on January 19th and 20th will provide some of the tools to help us all have a productive workshop experience.

Course Readings

Assigned as necessary

Policy on Incompletes:

Students are expected to complete all course work by the last day of class. Those who are unable to do so must negotiate an incomplete in advance of the due date and develop a written contract with the instructor that describes the work that remains to be completed and the date by which the work must be submitted to the instructor. You are advised that incomplete grades will be converted to an F grade if not completed by the end of the following semester.

Policy on accommodation of students with disabilities:

The instructors will provide reasonable accommodations to persons with documented disabilities to give them an equal opportunity to achieve success in their graduate education. Students seeking accommodations must work with the University of Minnesota's Office of Disability Services. This office determines eligibility and makes recommendations for reasonable accommodations.

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