

Educating for the New Public Service: Implications of the ‘Transformation of Governance’

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Abstract

In a world where the very nature of public service is undergoing radical change, how are schools of public affairs to respond? The ‘transformation of governance’ identified by the National Academy of Public Administration provides an important framework. The transformation in public service students provides another. Using our experience at the University of North Carolina at Chapel Hill, this article identifies implications of these two transformations for public affairs education, and illustrates ways in which responses to them can be woven into a public affairs curriculum.

In 1999, the National Academy of Public Administration established a Priority Issues Task Force to identify the critical issues in public administration over the next three to five years. After examining dozens of issues, the Task Force concluded that “Governance, in the United States and around the world, is undergoing a fundamental transformation, in an ever-evolving number of ways” (NAPA, 2000, p. 3).

Within the context of a rapidly changing public sector, the Task Force identified three key elements of this transformation in governance: (1) the growing complexity of relationships between government and civil society, in the pursuit of public purposes; (2) the shifting of national responsibilities both in the direction of international bodies and systems and in the direction of states, localities, and community-based institutions; and (3) the need for greater capacity to manage these relationships.

Public affairs students are also undergoing a transformation. Like previous generations, they believe in helping people, building a sense of community, and contributing to society. But more than previous students, many in this generation of MPA students see public organizations and administrators as serving their own ends rather than the greater public good. Many of these

students are idealistic about public service but cynical about public bureaucracies (Marshall and Reed, 1999). Thus, many students who want to serve the public are skeptical about whether they can really do so through government.

Today's challenge for public affairs education, posed by both these transformations, is to prepare students for what Paul Light (1999) calls "The New Public Service." In this paper we explore that challenge. We illustrate how it can be addressed by examining how one faculty (our own) has begun to redesign the MPA core curriculum. We conclude by reflecting on that experience: what we are learning from it and what others might draw from it, as well.

THE TRANSFORMATION IN GOVERNANCE HAS TRANSFORMED THE PUBLIC SERVICE

The transformation of governance in the United States involves changes in how governments, businesses, and nonprofits operate, and how each sector contributes to the public interest. Government is still the only institution with formal authority to act for all the people, but increasingly government discharges much of that responsibility through nonprofits or businesses. One consequence of this transformation is that roles and responsibilities of the three sectors overlap. This can increase tensions among the three sectors, but also increase opportunities for collaboration (The Conference Board *et al.*, 2000). For example, instead of delivering services or conducting research, government officials are increasingly responsible for working with and through business or nonprofits to accomplish public purposes. Issues of responsibility and accountability take on new dimensions when government seeks to accomplish public purposes through nonpublic means. Thus, one consequence of the transformation of governance for public service education is that "government at all levels has found itself with new responsibilities but without the capacity to manage them effectively" (Kettl, 2000, p. 488).

The NAPA Task Force explicitly noted the implications of this transformation in governance for public service education. Recognizing that future public service professionals are likely to pursue the public interest both within and outside government, the Task Force suggests that these students might require a different kind of public affairs education:

The Task Force believes that NAPA could play an important role in stimulating debate and convening debate in the two leading organizations – the Association for Public Policy Analysis and Management, and the National Association of Schools of Public Affairs and Administration – about these important transformations. Where will future

public servants work, and what will they do? What training do they need to do their jobs well? (6)

And those conversations have already begun. In 1999 the national conference of the Association for Public Policy Analysis and Management included a panel on “The Changing Public Policy Curriculum.” A central theme of this panel was that “the exogenous forces shaping public policy training are changing and the public policy curriculum must change with it” (Lynn, 2001, p. 162). This is not just an issue for the APPAM schools, however. Recommendations for making public policy education more effective and relevant can be applied to the broader educational mission of public affairs. All kinds of public affairs programs can provide students with multiple frameworks and tools for understanding the context of public problems and to help students better understand the policies designed to solve those problems (Deleon and Steelman, 2000).

The challenges of educating for the new public service go beyond incorporating courses on nonprofit management and governance into the curriculum or incorporating service learning into public affairs education. Students need to see how their own work for the public well-being — whether in government, nonprofits, or business – will involve working with and through each of the other sectors. They need to understand and appreciate the basic features and interplay of these institutional settings, the social and economic dynamics encountered in each, and their own personal values.

THE TRANSFORMATION IN POPULAR VIEWS OF GOVERNMENT HAS TRANSFORMED MPA STUDENTS

In *Politics for People*, David Mathews (1994) suggests that the most significant moment in our history may have been when Americans stopped saying ‘We, the People’ and began saying ‘They, the Government.’ An indication of just how mainstream this sentiment has become is provided in the title of *Government Is Us: Public Administration in an Anti-Government Era*, a well-received book on the current problem of citizen disaffection with government (King, Stivers, *et al.*, 1998). *Government Is Us* addresses the principal challenge facing schools of public policy and public affairs today: educating a new generation of leaders whose commitment to public service is greater than their faith in public organizations.

The current generation of MPA students developed their sense of public service in an “anti-government” era. They distrust government, but want to help

improve their communities. This apparent paradox becomes clearer when we examine more closely the beliefs and values of these MPA students. Using Dryzek’s (1996) model of democratic discourse to help students examine their beliefs, our experience suggests that many of today’s MPA students aren’t so much torn between liberalism and conservatism as they are caught between the generational “pull” of individualism and the normative “pull” of seeking community.

One result of this generational tension is that students are less likely to believe that the public sector offers significant opportunities for personal or professional fulfillment. As recent research shows, government is no longer the sole or even primary destination of choice for graduates of the top public affairs schools (Light, 1999). Many students with an interest in public service believe their future lies in nonprofit or for-profit organizations. Public affairs students are increasingly going to work for consulting firms, and even some business school students see working for management consulting firms as a way to launch careers in charitable organizations. It’s the idea of “public life as the most exciting, central, vital place to be, the place where you can, as they say in application essays, ‘make a difference,’ that just didn’t seem to have crossed their minds” (Lemann, 1999, p. 216).

As part of the UNC-CH MPA admissions process, we ask applicants to describe their public service experience. Prior to entering graduate school, our students are as likely to have had experience in nonprofit/faith-based, or business organizations, as in government. As Table 1 shows, our most recent students bring a multi-sector view of public service with them when they enter our MPA program (several students are double-counted because they had significant experience in more than one sector).

Table 1: Pre-MPA Student Work Experience for Classes Entering 2000 and 2001

Year Admitted	Government	Nonprofit	Business
2000	11	12	3
2001	10	10	8
Totals	21	22	11

Based on their public service experience both within and outside government, our MPA students accept and endorse the diversity of “the new public service.” As one student explains,

“I think, overall, that MPA students at UNC want to make a difference in the world; however, the ways they want to go about it are vast and different. Some classmates have no doubt that government is their calling. Others see nonprofits as the only way to achieve their life purpose. There are also some who want to do public service in the private sector. All of these avenues are legitimate and I have no doubt that our class will make a difference in the world as we embark upon our careers.”

Our own experience teaching in a “full-time” MPA program supports and even extends Light’s conclusions. Increasingly, our students are more likely to have whetted their appetite for public service in private organizations than in public ones. A substantial number of them are more likely to believe that true public service can be best achieved outside government. They are less likely to identify government in general, and particularly the Federal government, as the sector that best serves the public interest. And while they are deeply committed to helping others, many are likely to feel that this is a personal rather than a public calling. As one student observes,

“I have learned that all of us are committed to working toward the common good of society, but our reasons for wanting to do so vary tremendously. Unlike myself, many of my classmates are compelled to this field of work for religious reasons.”

TO CHANGE OR NOT TO CHANGE? DECIDING WHETHER TO TRANSFORM THE CORE MPA CURRICULUM

Changing the MPA core curriculum requires faculty to redefine their goals. The transformation of the UNC-CH core MPA curriculum came about only after extended faculty discussion about the MPA Program’s mission. Our faculty were agreed that we “Prepare students for public service leadership.” But we had differing views of what constitutes “public service.” Traditionally, the MPA Program at the University of North Carolina at Chapel Hill, like most MPA programs, had focused on preparing students for careers in government. In our case, that has meant a particular emphasis on local government management, especially in North Carolina. Many faculty members were strongly attached to that traditional focus of our work.

But two observations led some faculty to begin arguing for a broader definition of public service. First, many of our strongest applicants were particularly interested in nonprofit management. Second, many of the faculty were seeing evidence of the transformation of governance in our own research and consulting. We faced several questions.

Should we limit the number of students with nonprofit interests we admit? Should we encourage even more applicants with those interests? Should we modify our core courses to reflect the blurring and interacting of sectors? We were not agreed. Committees of faculty and students deliberated. We contacted alumni for their views. The topic dominated MPA faculty meetings and retreats for several years.

Some individual faculty began revising their courses to reflect growing non-governmental engagement in governance, as faculty discussions continued. Finally, in 1999, we agreed that “public service” includes not only work in government, but rather all work for betterment of the public, including that done through nonprofit or business organizations. We decided to strengthen our elective courses in nonprofit management to help attract applicants who identified those interests and to better serve those who decide to make that their area of specialization. More importantly, we also decided to revise our core curriculum so that *all* our students would learn more about the nonprofit and business sectors and how they are involved, with government, in contemporary governance.

TRANSFORMING THE CORE MPA CURRICULUM

What should a new curriculum include in order to prepare today’s students for the new public service? Answering that question depends on the answers to two others: What knowledge, values, and skills do students need? How can faculty best convey them? Each MPA program may want to develop its own answers to those questions because programs differ in terms of the students they serve and the career opportunities/public service markets their students face. The Chapel Hill example may provide useful guidance in developing those answers, however.

At UNC-CH, the MPA program aims to help students prepare for public service leadership. Our core curriculum is designed to help students learn the knowledge, skills, and values they will need as they work with others to make their communities better. We believe that democratic governments, obligated as they are to represent the entire community, are central institutions in defining the public interest. For that reason, government remains a major focus of our core curriculum. However, we also know that many of our students will work in nonprofit or for-profit organizations or, if in government, still work with and through nonprofits and businesses. Governance extends beyond government. Our core curriculum now seeks to prepare students for that broader world of public service.

Table 2 outlines the major areas of knowledge, values, and skills UNC-CH faculty now expect our students to learn. This list is similar to its predecessor, when the program was focused more narrowly on preparation for service in government, but it differs in important ways.

Table 2: Core Knowledge/Values/Skills for the UNC-CH MPA Program

We want our students to be able to understand, appreciate, and use appropriately:
1. Basic values (liberty, equality, security, prosperity), institutions (governments, nonprofit organizations, businesses), and roles (citizens, officials, administrators, volunteers, donors, clients, customers, employees, owners) involved in democratic governance in the United States
2. Alternative orientations (vocational, professional, legal, bureaucratic, scientific, profit/loss, competitive, neutrality, advocacy, entrepreneurial) for approaching work
3. Their own values in the above contexts
4. Alternative explanations for analyzing organizations and for restructuring how people work together in organizations
5. Group dynamics and effective interpersonal relations and decision-making
6. Effective written and oral communication in a variety of professional contexts
7. Planning, monitoring, and evaluating work
8. Their own strengths and weaknesses as leaders
9. Qualitative and quantitative research methods for policy analysis and program evaluation
10. Laws, procedures, and practices for personnel management both inside and outside government
11. Taxes and other alternatives for funding government expenditures
12. Various budgeting models and processes, especially those used by governments
13. Fundamentals of financial reporting for government and nonprofit accounts
14. Ways to use computers and information technology to support the above
15. Opportunities for life-long learning

The changes have been incremental yet re-orienting. We now expect all our students to learn more about nonprofit organizations and how they work. We also expect them to be more knowledgeable concerning for-profit organizations and how they differ from governments and nonprofits. We expect our students to know how each of the three sectors participates in democratic governance. We expect our students to understand and appreciate the alternative values and approaches they will encounter across all three sectors. We expect them to develop skills for working effectively in and across those various institutional settings.

Core Courses

The UNC-CH core MPA curriculum consists of course work conducted both within and outside the classroom, a professional work experience, and a capstone project. (In addition to these shared experiences, accounting for 39 semester hours of required credits, all our MPA students also complete 15 semester hours of elective courses in their areas of individual specialization.) The core curriculum, and particularly the core courses, provide faculty the opportunity to help students develop knowledge, values, and skills for the new public service.

The core courses include governance and policy processes, professional communications, organization theory and behavior, management and leadership, personnel law and administration, accounting, finance and budgeting, program evaluation, policy analysis, and ethics. (Full syllabi for the core courses are available on the web at <http://www.iog.unc.edu/uncmpa/faculty/courses.html>.) Some of these courses focus on distinctive features of the government, nonprofit, and business sectors. Others emphasize similarities across sectors. While no single course deals primarily with relationships among the sectors, this is an important subtheme in several courses.

Differences Across Sectors

The new curriculum leads students to explore and appreciate key differences across sectors - differences in authority, in accountability, in resources and funding, in law, in organizational practices, and in culture, values, and approaches to work. In the first semester, the core course on public policy and administrative process introduces students to some of these sectoral differences and to the complexities of governance in the United States. As the syllabus explains:

By the end of the course, you should have a working knowledge of the political context within which government, business, and civil society operate; how the "art" of political decision making interacts with the "science" of rational administration; how administrators can help build citizenship and community in everyday life; and how the very nature of public service and administrative practice are being redefined to meet the emerging needs of America in the 21st century.

Major readings for this course include King and Stivers' Government is Us, Light's The New Public Service, O'Connell's Civil Society, and Stone's Policy Paradox. While the differences across sectors are an important theme in this course, the interrelationships among these ways of understanding and organizing collective action are also stressed. Students are encouraged to understand the differences in order to appreciate the connections.

Core courses in personnel, finance and budget, and accounting focus primarily on governments, but also include comparisons with businesses and nonprofits. Thus, while the personnel law and administration course covers those laws which apply to all organizations as they recruit, select, compensate, or discipline employees, it also focuses on specific differences in the laws regulating how governments carry out these personnel actions. Similarly, the course compares and contrasts the formal personnel systems traditionally used in government agencies with those often used in small nonprofits.

The finance and budgeting course focuses mostly on federal and local government theory and practice. The instructor, Dr. William C. Rivenbark notes: “I do focus some on nonprofit organizations where policies, procedures, and internal controls tend to be limited, especially in smaller nonprofit organizations. I discuss what to look for and how to write effective policies and procedures.”

Our accounting course focuses on fund accounting, so the initial distinction drawn is between accounting for businesses and accounting for government and nonprofit organizations. The text is Freeman and Shoulders’s Government and Nonprofit Accounting. The course introduces fund accounting by focusing on governmental accounting, but it also includes specific consideration of the different practices and standards applied in nonprofit accounting.

There are also some important differences in organization theory, management, and leadership across sectors. While these differences are not the major focus of these courses, we encourage our students to explore them. For example, to address critical differences in accountability and governing arrangements, they read Mintzberg’s “Managing Government/Governing Management” and Kushner and Poole’s “Exploring Structure-Effectiveness Relationships in Nonprofit Arts Organizations” among others. To explore distinctive public service management and motivation issues, they read articles like Vinzant’s “Where Values Collide: Motivation and Role Conflict in Child and Adult Protective Services” and Harris’s “Doing It Their Way: Organizational Challenges for Voluntary Associations.” Exploration of public leadership tools includes Haass’s The Power to Persuade and Walsh’s Building Citizen Involvement.

In our ethics course, students focus a great deal on issues of values and responsibility in the context of public service. As the syllabus explains:

This course focuses on a number of questions, such as: How shall we live? What are the moral dimensions of public service? Can a successful public service leader avoid morally "dirty hands?" Is there a difference between "private morality" and "public morality"? How relevant is individual moral character to one's suitability for public service? What do we owe to those with whom we share a particular public life? Does membership in a political community create special demands of distributive justice? What kinds of conduct and character help to build a sense of community?

Among the exercises in the course, students are asked to assess and compare the ethical climate of a business, a government agency, and a nonprofit organization. Of course, there are also many similarities in issues of ethical conduct in any organization, regardless of sector. We help students explore those, too. Students participate in a simulation in which they must make decisions about how to manage a complex system. In this simulation, rational decisions made within a framework of market values conflict with the goals of the polis. Students must struggle to design ways of reconciling political and economic values.

Similarities Across Sectors

We have begun to emphasize the similarities across sectors in some core courses: the knowledge and skills that can be applied in government, nonprofit or business settings. We approach the professional communications, organization theory and leadership/management, and research and quantitative analysis courses largely from this generic perspective, while noting the differing values and approaches that can shape the work. For example, Dr. Cassie Kircher, who teaches our communications course notes:

"I try to balance the course equally between non-profits and government agencies. . . . in the examples I use in class, the class discussions I initiate, the readings I assign and the assignments I give. To be honest, I don't think a lot about whether students are interested in non-profits or government. I assume that the writing and speaking skills they are learning can be applied to either one."

Several communications assignments allow students to choose topics through which they further explore their individual interests in nonprofit or government organizations. These same skills are useful in business, of course, but Dr. Kircher focuses on the primary fields of student interest and does not emphasize business examples.

In contrast, many of the theories, examples, and case materials in our two-course sequence in organization theory and management skills come from

business, as well as from government and nonprofit settings. We use generic textbooks like Bolman and Deal's Reframing Organizations, Covey's The 7 Habits of Highly Successful People, Ury's Getting Past No, and a wide selection of articles by scholars and practitioners who take a generic approach to understanding and shaping human behavior in organizations. We ask students to conduct organizational analyses of government and nonprofit organizations and negotiate and carry out consulting projects for government and nonprofit clients.

While the policy analysis and research methods we teach are also generic, we rely primarily on government and nonprofit examples to illustrate application of the methods and to give students practice in using the methods for themselves. Major texts include O'Sullivan and Rassel's Research Methods for Public Administration, Rossi, Freeman, and Lipsey's Evaluation, Weimer and Vining's Policy Analysis, and Munger's Analyzing Policy: Choices, Conflicts, and Practices. These are supplemented with a rich selection of shorter methods texts and applied research reports. Our interest is in showing students how to use analytic techniques to explore public problems, to assess program alternatives, to design and monitor program operations, and to evaluate program outcomes and impacts.

Although many of these methods are generic, important aspects of their use involve issues of accountability to multiple stakeholders and of measurement that are particularly relevant to public policy issues and to government and nonprofit organizations. These concerns are integrated into class readings, lectures, and discussions, as well as into the projects students select for each of the three courses in this sequence. Student projects focus on public policy or government/nonprofit management issues. In one course, students complete a team project for a government or nonprofit client.

Independent Projects

In addition to the core courses, two individual independent projects are also integral parts of our MPA core curriculum. Each MPA student completes ten weeks of Professional Work Experience (PWE) during the summer between the first and second on-campus years of the program. Each student also prepares and presents a Capstone Paper. While these projects provide each student opportunities to apply and integrate his or her own knowledge and skills, we also help students share their individual insights from these projects. We organize presentations and discussions that permit students to further enrich their

understanding of how government, nonprofit, and business organizations work and how they relate to each other in pursuit of the public interest.

Before they begin their internships, students map the kinds of relationships they expect to have with people and organizations they may encounter there - both those “inside” (supervisors, coworkers, supervisees) and those “outside” (clients, constituents, contractors, competitors and others) the organization. Discussion of these relationships and ways to conduct them effectively help students prepare for the summer and also underline for all the complexity of public service. Typically, these relationships require students to cross many organizational and sectoral boundaries.

Table 3: MPA Professional Work Experience Agencies, 2000 and 2001

<i>Government</i>	<i>Nonprofit/Business</i>
<u>Municipal and County</u> <ul style="list-style-type: none"> • City of Rocky Mount • City of Asheville • Wake County • Charlotte-Mecklenburg Utilities • City of Greensboro • Town of Chapel Hill • City of Fayetteville • Orange County • City of Greensboro 	<u>Local/Regional</u> <ul style="list-style-type: none"> • Handmade in America (Asheville, NC) • American Museum of Natural History (New York) • Real, Inc. (Durham, NC) • Pines of Carolina Girl Scout Council (Raleigh, NC)
<u>State</u> <ul style="list-style-type: none"> • UNC General Administration • UNC-Chapel Hill • North Carolina General Assembly 	<u>Statewide</u> <ul style="list-style-type: none"> • North Carolina Center for Nonprofits • Food Bank of North Carolina • Prevent Child Abuse (Raleigh, NC) • North Carolina Education Research Council
<u>Federal</u> <ul style="list-style-type: none"> • U.S. Department of Education • U.S. Commercial Service • U.S. General Accounting Office • U.S. Environmental Protection Agency • White House Office of Faith-based and Community Initiatives 	<u>National</u> <ul style="list-style-type: none"> • National Council of Negro Women, Inc. (Washington, DC) • Pew Charitable Trusts (Philadelphia) • Price Waterhouse Coopers LLP (Arlington, VA) • The Urban Institute (Washington, DC)

PWEs involve a rich mix of organizations. Table 3 displays the list for 2000 and 2001. As soon as students return to campus to begin the second year of MPA course work, we spend a day on retreat, debriefing their Professional Work Experiences. The students themselves have already reflected on what they have learned and have discussed some of these reflections with the faculty member

who visited their work site and met with their supervisor. At the retreat, students share these reflections and discuss their implications with each other. Frequently issues related to sectoral differences and to interrelationships across sectors figure large in these discussions.

Students' second major independent project is their Capstone Paper. Many of these papers are based on a project the student began during the PWE, but that is not a requirement. The Capstone Paper may address any public policy or management issue of interest to its student author. The topics for the 2001 Capstone Papers are presented in Table 4. Each year topics include subjects of interest to those in nonprofit and government organizations and typically professionals from both sectors attend the MPA Capstone Conference at which students present and defend their research publicly.

Table 4: MPA Capstone Papers – 2001

<i>Government</i>	<i>Private/Nonprofit</i>
<ul style="list-style-type: none"> • <i>Floodplain Leftovers: A Guide to Productive Uses for Acquired Floodplain Properties</i> • <i>Do Voluntary Early Retirement Programs Work? The Asheville, NC Experience</i> • <i>Water Wars, Sewer Skirmishes, and Family Feuds: The Relationship of Science and Technology to Cultural Values in Assessing and Redesigning Stakeholder Processes in the Catawba River Basin</i> • <i>It's Not Whether You Win or Lose, It's How You Manage the Competition: An Analysis of the Long-Term Impacts of Managed Competition in Six U.S. Cities</i> • <i>The Truth About Cats and Dogs: Using Rabies Records to Maximize Revenues from Pet Licensure</i> • <i>Performance-Based Budgeting: Application and Adaptation in Four City Departments</i> • <i>Designer Models in the Classroom: The Effect of Whole-School Reform Model Implementation on Improved Student Achievement</i> • <i>Maximizing School Safety While Respecting Students' Rights: Are Random Car Searches as Good a Method of Keeping Schools Safe as Other Widely</i> 	<ul style="list-style-type: none"> • <i>Expectation Versus Reality: Determining Capacity-Building Needs of Pew Fund Grantees</i> • <i>Charting the Uncharted Path: Suggestions for How Small Nonprofits Can Use the Internet to Maximize Fundraising</i> • <i>Building Communities by Strengthening Youth: Critical Factors for Institutionalizing a Youth Asset Building Initiative</i> • <i>Tracking the Invisible: Performance Measurement in Emergency Homeless Shelters</i> • <i>Faith-Based Social Service Organizations: Applications for Grassroots and Bureaucratic Structures</i> • <i>Who Banks for the Unbanked? An Analysis of NC Financial Institutions Offering Electronic Transfer Accounts</i> • <i>Welfare Reform, Food Stamps, and the Food Bank of North Carolina's Member Emergency Food Providers: An Analysis of Food Substitution Effects</i>

<p><i>Used Safety Alternatives?</i></p> <ul style="list-style-type: none"> • <i>North Carolina’s Math and Science Education Network Program: What Are the Costs and Benefits Based on Estimates of Impacts on Black High School Graduates?</i> • <i>Babies Born Behind Bars: A Proposed Prison Nursery in North Carolina</i> • <i>Politics, Economics, And Morality: An Analysis of a Proposed State-Owned Lottery in North Carolina</i> • <i>New Urbanism Comes to Chapel Hill: A Case Study of Southern Village</i> 	
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Tying It All Together

We begin and end the two-year MPA course of study by asking students to focus on ways in which people work through various kinds of institutions to improve their communities. As we have noted, our introductory policy process course challenges students to think about how governments, nonprofits, and businesses relate to each other in defining and addressing public interests.

In their final semester capstone course on managing public policy, students bring together and apply their learning from throughout the MPA Program. They analyze a series of cases. A majority of the cases focus on government, but a number of other cases involve nonprofit organizations and businesses. Among the questions students address is whether it makes any difference that the case is set in a government, business, or nonprofit organization. For some of the cases, sectoral differences may have little effect on the analysis or the courses of action students propose. In other cases, sector makes a critical difference. Finally, several of the capstone course cases also ask students to reflect on interrelationships among the sectors, returning to themes originally introduced four semesters earlier, as students entered the MPA Program.

At the University of North Carolina at Chapel Hill, we have found we can help prepare our students to embrace “the brave new world” of public service. As one MPA student writes,

“Learning about ourselves seems to be one of the most challenging tasks before us, in school and throughout life. And unless there are exercises incorporated into our lives that encourage self-learning, it is easy to overlook the importance of this form of education. This said, I think the most telling self-learning I experienced this semester was coming to terms with my commitment (or un-commitment) to working in the

nonprofit sector. After learning more about the need for and opportunities in the public sector, I see myself serving the public in more ways than as a nonprofit administrator. This is not to say that I will not work in the nonprofit sector, but serving the public through government is also in line with my professional goals. I want to build relationships between communities and government to meet the real needs of citizens and communities. I have learned that I am intrigued and invigorated by the idea of providing this service in many sectors.”

Earlier in this paper we discussed the transformation in governance and the transformation in the public service. Table 5, which shows the job placements by sector of our most recent graduates, also shows evidence of a third transformation. Although students who began their MPA program with a commitment to working in government were very likely to take their first job in government, those students who entered the program expressing commitment to public service outside government became much more likely to begin their professional careers in government. (This table excludes five graduates who were full-time students in other programs or were still looking for work in August 2001.)

Table 5: Expectations and Employment of MPA Graduates, By Sector, 2000 and 2001

Employment Expectations of Entering Students	Employment of Graduating Students			
	Government	Nonprofit	Business	Totals
Government	11	1		12
Nonprofit	11	8	2	21
Totals	22	9	2	33

We believe a multi-sectored public service curriculum helps stimulate this exciting third transformation – renewing the interest and commitment of young Americans in public service through government. As an MPA Program housed within the University’s Institute of Government, we readily profess and accept our bias towards government. However, this does not mean that we wish to dissuade students from pursuing public service in sectors other than government. In fact, it is just the opposite. We embrace the idea of a multi-sector public service.

Our goals are three-fold. First, we wish to continue admitting students committed to public service regardless of whether they expect to work in government, business, or nonprofit organizations. We fully expect that future classes, like our current students, will reflect a multi-sector public service.

Second, we expect to transform students' perceptions of the role of government and the meaning of governance so that we graduate public service leaders who are ready and willing to work in government. Several students who entered our MPA program strongly critical of government developed a new view of government and even, at the end of their two years in the program, chose to work for government. As one student noted:

“Prior to this course, I could never have seen myself working in a governmental agency. I believed government work to be nothing more than working under a large, ugly system of bureaucracy, controlled by power-hungry politicians.”

And third, we hope to prepare public service leaders who, regardless of the sector they join, can work effectively with other sectors for the public good. We have learned that, whatever the organizational setting in which they choose to pursue public service, our graduates find that they need the understanding and skills to work effectively with those in other sorts of organizations.

These goals become critically important in view of Light's advice to future graduates: “beware the choice of first job” (1999, p. 132). As he notes, a graduate's choice of first job influenced subsequent choices. This was particularly true for government, where graduates who started their careers outside government tended to stay outside. Students may enter our program interested in a career in government or only in nonprofit work, but if we prepare them to work only in that sector, we do a disservice to them and to public service. We believe that, as a school of public affairs, we have an obligation to not only admit students with diverse public service interests, but also an obligation to prepare all our students to work in and with an increasingly diverse public service.

In a world of rapidly changing public service, public affairs education should help students acquire the knowledge and skills to manage the web of organizational, intergovernmental, and intersectoral relationships required by the transformation of governance. Students entering the new public service need to know and understand the roles and responsibilities of public service leadership, regardless of the organizations for which they work. Public service students must also acquire the capacity for reflective action - to think and act to promote the underlying and enduring values of a free and democratic society. These three elements -- relationships, responsibilities, and capacity -- provide a framework for crafting a viable public service education for the new public service. Taken together, they can help create public service leaders through a process that Robert Coles calls “being as a consequence of doing” (1993, p. 256).

CONCLUSION

We believe the increasing likelihood of MPA applicants to contemplate public service in the nonprofit or business sectors rather than in government is partly a consequence of the tensions they feel between their desire for personal autonomy and their commitment to the greater public good. Nonprofits and businesses represent greater freedom and individuality to these applicants than does government. They see nonprofits as doing more to help people and build community than government. And they believe they can satisfy their desire to serve the public as well, if not better, through private organizations than through public ones.

If we are correct, then a critical part of the challenge of educating the new public service is to help students find ways to reconcile these tensions between individualism and community. That this struggle is at the same time both personal and pedagogical is illustrated by this student, who writes:

“I learned that perhaps I have been retreating from my duties as a citizen and reflect some of the attitudes displayed by millions of Americans who take the time and energy to do volunteer work. Most importantly, I found out that I do truly care about the public and made the right decision in coming back to school to pursue a degree in a field called Public Administration.”

As public service educators, we believe we can help students reconcile this tension by preparing them to participate in the process of governance, regardless of whether or not they answer the call of public service from a government telephone. Building on NAPA's conclusions about the transformation of governance, we suggest that public service education should help students understand the growing complexity of relationships among government, business, and civil society; encourage students to challenge and articulate the roles and responsibilities of public and private institutions at the national, state, and local level; and help them develop the knowledge, skills, and values needed to participate in a multi-sector system of governance.

The new UNC-CH MPA curriculum has been in place only two years. Although we had been moving in this direction for several years before that, we have graduated only one class that began study after the curriculum-wide changes. As a faculty, we are continuing to learn. As we listen to our students and their employers, as we hear from our alumni and our clients, as we read and reflect, we continue to revise what we teach and how we teach. Even at this early juncture, however, our students' comments and their success in projects, field experiences,

and employment leads us to conclude that our curriculum changes are in the right direction. We are doing a better job helping today's students think creatively about how they serve the public and of preparing them to work effectively in the new public service.

What might we do better? Is our admitted bias toward government, particularly local government, unduly shaping the core curriculum? Are we devoting enough attention to economics, markets, and the business sector? Should we recruit more students with business backgrounds? Students interested in nonprofit education and careers often have different expectations and interests compared to students interested in government. Should we treat students who are interested in nonprofit careers as a separate track? Many of our students enter our program with some international experience. Should we pay more attention to governance and public service on an international level?

We're not sure how we will answer these questions, or whether our answers will work for other schools. Individual schools, with their own particular set of circumstances, may choose to answer such questions quite differently from us. We do believe that questions like these, arising from the transformation of governance, are important for schools to consider. The challenge facing schools of public affairs, including our own, will be to create a core curriculum that fully reflects and integrates a multi-sectored approach to public service.

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