University Service-Learning Partnership with a Foreign Government: A Case Study

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The purpose of this research is to assess the process of establishing, implementing, and evaluating an international service-learning (ISL) partnership between an American university and a foreign government. The partnership is between North Carolina Central University and the Civil Service Agency of Liberia. In order to facilitate an in-depth examination of the program, a case study methodology was employed. Many Liberian government agencies have benefited from the services that students have provided through ISL. A reflection of this ISL partnership shows that the partnership impacts teaching by providing real-world examples or cases, as well as demonstrating the nexus between theory and practice. The services students provide can also serve as a source of research for faculty and students. The career outlook of student participants is also broadened beyond the national level to international affairs. Moreover, while many ISL programs focus on one broad field of study, such as nursing, the university-government ISL partnership assigns students to different government agencies with different policy foci, such as health policy and government budgeting. As such, students can be placed in diverse agencies which in turn can provide diverse experiences, when shared among themselves, can further broaden their global perspectives and enrich teaching, research, and service at institutions participating in ISL.

Keywords: global, government, international service-learning, Liberia, partnership, reflection

International Service Learning (ISL)

More than two decades ago, there was a proliferation in calls for community-engaged pedagogy that would enhance the civic education of American college students (Crabtree, 2011). Berry and Chisholm (1999) had observed the increasing trend in ISL much earlier and described it as follows:

Something previously unnoticed is taking place in higher education. The search for a way to teach values, including those relating to caring for the world, its people, societies, and environment, and the search for ways to make learning active and applicable—both are of highest concern to educators (p. 81).

Now, an increasing number of colleges and universities are participating in service-learning with a major focus on international service-learning (Nichols, Rothenberg, Moshi, & Tetloff, 2013; Crabtree, 2011). In the 2012-2013 academic year, nearly 290,000 American students studied abroad for academic credits, an increase of 2% (IIE, 2014). The number of students has more than doubled in the past 15 years, from about 130,000 students in 1998-1999 (IIE, 2014). In the 2012-2013 academic year, 15,089 students undertook non-credit work, internships, and volunteering abroad, an

increase of 18.3% from the previous academic year. Over the same academic periods, the number of institutions that provided these programs increased from 213 to 309, an increase of 45%.

It is believed the main goal of the increasing participation of institutions of higher learning in ISL is to prepare students in various fields of study while cultivating intercultural competencies to serve and live in a global world (Green, 2013). The increase also reflects the growing interest of educators who seem to share a strong conviction that international experience promotes responsible citizenship, moral leadership, critical reflection, and professional preparation for life in a global and interdependent world (Hartman & Roberts, 2000). The trend may also reflect the sharp rise in students' interest to explore other parts of the world through study abroad programs (Crabtree, 2008). These and other goals of ISL are summed up in its definition as follows:

A structured academic experience in another country in which students (a) participate in an organized service activity that addresses identified community needs; (b) learn from direct interaction and cross-cultural dialogue with others; and (c) reflect on the experience in such a way as to gain further understanding of course content, a deeper understanding of global and intercultural issues, a broader appreciation of the host country and the discipline, and an enhanced sense of their own responsibilities as citizens, locally and globally. (Bringle & Hatcher, 2011, p. 19).

With the proliferation of ISL at American colleges and universities a growing body of literature on the subject has emerged. A unique distinguishing feature of ISL from other service-learning programs, such as international education, study abroad, and community service, is that ISL involves reflection, which educators agree is a necessary part of service-learning (Nichols, Rothenberg, Moshi, & Tetloff, 2013). Studies suggest that reflection is based on the pedagogical principle that learning and development do not automatically happen as a consequence of experience, but emerge from the reflective processes that accompany the experience, which are deliberately designed to foster learning and development (Jacoby, 1996; Sullivan, 1999). The process of reflection also helps students connect the service they are providing with the topics they are studying. In other words, reflection helps students make connections between theoretical perspectives, observations, and plausible interpretations and practices (Nichols, Rothenberg, Moshi, & Tetloff, 2013). Moreover, reflection is particularly important in the international arena (Whitney & Clayton, 2011), because the international service component further broadens students' perspectives by providing opportunities to compare and contrast North American and international perspectives on the administration of government and nonprofit organizations. The service experience also sheds light on and provides an added dimension to the curricular component of the study abroad course (Schwartzman, 2002). This deliberative emphasis on reflective learning also distinguishes service-learning from volunteer work (Schwartzman, 2002).

Whitney and Clayton (2011) conclude that it is now a commonly understood principle that "reflection is key to the shared learning promised by [SL] pedagogy"

(p. 149). Other studies also explain how and why reflection is the primary mechanism through which learning is generated in ISL (Bringle & Hatcher, 2011). In addition to creating and deepening learning, critical reflection documents learning and, when combined with other measures, can provide the primary data through which ISL programs and their outcomes are studied. Using this pedagogy in ISL, some scholars find that their teaching, research, and service are mutually nurtured as these components inform and resonate with each other; often the paradigmatic boundaries between these traditionally disparate categories of academic labor disappear (Crabtree, 2011).

This pedagogy has the potential to improve students' academic attainment, contribute to their personal growth, and develop civic outcomes (Center for Service & Learning, 2015). The international service experience provides opportunities for additional learning goals, activities, and relationships that are not available in a domestic service-learning course or in a traditional study abroad program. Student participants in service-learning programs often characterize their experience as transformational, as they may have experienced a fundamental shift in their world-view (e.g., beliefs and values) (Sternberger, Ford, & Hale, 2005). Other researchers note that students with international service experience may tend to become more involved in issues of international development. They may pursue academic degrees that focus on jobs in international affairs, benefiting from their ISL cross-cultural experience and language skills (Lough, McBride, & Sherraden, 2009; Sherraden, Lough, & McBride, 2008).

Bringle and Hatcher (2011) have conceptualized ISL as the intersection or combination of three domains, which consist of service-learning, study abroad, and international education. This transformation creates a new pedagogy that adds new and unique values to these features. Examining the various tangible and intangible benefits of service-learning, study abroad, and international education, Bringle and Hatcher (2011) strongly argue that "ISL is the most powerful pedagogy available to higher education" at this time (p. 23). They predict that research will demonstrate that ISL intensifies the documented outcomes and benefits from service-learning in comparison to study abroad or international education practiced alone.

Like many other development education programs, there are ethical issues that accompany ISL. Reisch (2011) concludes that ethical issues affecting the stakeholders should be taken into consideration, especially in the provision of health care services. Stakeholders include the academic program, faculty, students, host community, and recipient government entities, among others. Reisch (2011) states that academic programs, faculty, and students should resist the temptation to believe that the simple intention to provide a useful service is ethically sufficient. Good intentions do not necessarily ensure positive results. The risk of harm must be weighed against the potential benefits, and every possible step should be taken to reduce the likelihood of harm to potential beneficiaries in host countries. Although ethical issues may be involved in being beneficent, the ethical principle with which ISL participants should be most concerned about is avoiding maleficence (Reisch, 2011). For example, Reisch (2011) notes that the academic institution should make sure that the relationship with the host community is mutually beneficial and does not make the host community look inefficient.

ISL Process

This research focuses on serving-learning at the international level. More specifically, it discusses how a domestic American university can partner with a foreign government to carry out service-learning in that country. To this effect, the research is about the ISL partnership between North Carolina Central University (NCCU) in the United States and the Civil Service Agency of the Republic of Liberia. The methodology employed to examine this university-government partnership is a case study, because it facilitates the examination of a specific program of interest in some depth. The study will examine the process of establishing, implementing, and assessing the partnership including the benefits and challenges involved. A part of the assessment will include a reflection on how the partnership has impacted teaching and research and the extent to which the findings of the study, including student reflection, are consistent with the literature on ISL. While a large number of ISL placements are in a single agency of government or a single nonprofit organization that focuses on a single field of study, such as health care or nursing, the partnership under review places students in various agencies of government that require diverse disciplines. Although public administration is the students' primary field of study, the applications are quite interdisciplinary, including economics, social policy, public budgeting, and law. As such, students can be placed in diverse agencies, which in turn can provide diverse experiences, which can further broaden their global perspectives and enrich teaching, research, and service at institutions participating in ISL.

The rest of the paper begins with the background on the establishment of an ISL partnership between North Carolina Central University and the Liberia Civil Service Agency. There is a discussion of pre-departure planning, which is necessary to correctly frame student expectations, followed by a discussion of reflections on pre-preparation planning and arrival. How the partnership has impacted teaching and research is also discussed. A reflection by students as stakeholders is assessed to determine the extent to which ISL experience has impacted them. The paper concludes with some recommendations on effectively organizing and carrying out an ISL program, as well as minimizing the challenges involved.

Establishing the ISL Partnership with a Foreign Government

North Carolina Central University is one of the sixteen constituent institutions of the University of North Carolina System. In addition to the traditional Master of Public Administration (MPA) program, where classes are offered usually during weekdays, the Department of Public Administration at NCCU offers an eighteenmonth Mid-Career Executive MPA program with classes offered on weekends. The program is designed to enhance the knowledge and skills of established professionals who are looking to move up in their public service careers or transition from the private sector to leadership positions in the public or nonprofit sectors. Applicants usually have at least five years of full-time relevant professional work experience. A unique feature of the program is that a student must provide at least two weeks of service in a government agency or a nonprofit organization in a developing country.

This is designed to educate the students on the growing trend in global linkages and an interdependent world with its implications for the United States.

Liberia was the first country selected to participate in this program, followed by Ghana. The ISL program is alternated between the two countries. One MPA class goes to Liberia during the summer of one academic year, and another class goes to Ghana during the summer of the next academic year. The cost of travel, which includes airfare, room and board, and local transportation, is included in the tuition for the program. During the trip, the student is only responsible for the cost of personal expenses.

The focus of this study is on the program in Liberia. In 2006, prior to establishing the partnership, NCCU had a few of its students in the traditional MPA program to participate in a study abroad program at a Liberian university. This experience of NCCU in Liberia facilitated the selection of the country for the ISL partnership. Moreover, the author of this research had previously served in the Government of Liberia, and his experience and contacts further contributed to establishing the partnership. In this regard, the Executive MPA program, in collaboration with the Office of International Affairs at NCCU, entered into an Agreement for Educational Partnership with the Civil Service Agency of Liberia in order to facilitate an internship program for the NCCU Executive MPA students at the Civil Service Agency—the central government agency responsible for the recruitment, examination, classification, certification, and placement of civil servants in the government. The key elements of the partnership agreement include:

- Promoting and facilitating an international internship for NCCU students at the Liberian Civil Service Agency.
- Collaboration between NCCU and the Liberian Civil Service Agency for research and professional training of faculty, students, and staff.

The partnership is intended to benefit both parties. The Liberian Government would provide the students the opportunity to gain valuable experience in development administration, especially as students of public administration. In return, the university would provide research and community services to Liberian Government agencies. After undergoing fourteen years of civil war (1989-2003) that killed a quarter million people and destroyed the nation's economic infrastructures, Liberia has a critical shortage of skilled manpower. Even though the students are there for a very short period of time, the government appreciates the services that they provide.

Preparing before Departure and Reflecting

A successful ISL program begins with a well-organized pre-departure preparation. According to Lough (2009), preparation is necessary to correctly frame students'expectations. Research on expectancy theory predicts that if expectations are not met, students will not be satisfied with their experience, and may perceive the practicum experience as negative (Hoff, 2008; Sanchez, Formertino, & Zhang, 2006). The need for adequate pre-preparation to facilitate student learning in international service cannot be overemphasized.

What to include in pre-departure planning may vary from program to program. The composition of a pre-departure planning can depend on factors such as the extent

of familiarity with host country's language, culture, educational system, and government structure, among others. Whatever the case may be, students and faculty should become educated about the country and the community in which services will be provided well in advance of each trip. Education can take the form of meetings, written materials, and speaker forums. In this partnership, the author has provided the information needed on the culture and structure of the government. The University Office of International Affairs also has provided a list of the required documents for international travel and information on health issues, including advice from the U.S. State Department on travelling to any region in general or to a particular country. A question-and-answer brochure has also been prepared about the program.

Language preparation is an indispensable component of having a successful ISL program. It must be addressed in planning an ISL program and during the pre-departure preparation stage. To facilitate communication in the host country, participants should have a practical understanding of the host country language. In the case of the ISL partnership between NCCU and the Civil Service Agency, language preparation is not necessary, because both Liberia and the United States are English-speaking countries. It is interesting to note that the majority of Liberians with graduate education have pursued their studies at American universities and colleges.

Another aspect of pre-departure planning can be characterized as the legal requirements of international travel, and the necessary and personal needs associated with it. While it may be obvious, one legal requirement is to have a passport for travel. Any participant without a passport should apply for one at least six months prior to departure. About three months later, participants should contact their healthcare providers for the required and necessary vaccinations and medications for the host country. The types of vaccinations will depend on the country to which one is travelling. There are also medications that must be taken for a certain period of time before departure in order to provide the necessary immunity or protection against the illnesses which they are intended to prevent.

To facilitate placement in the appropriate agencies, students are required to prepare resumes indicating their areas of interest. About six weeks before departure, these resumes are sent to the Liberian Civil Service Agency for the placement of students within agencies whose needs match the interests of the students. Three weeks later, the Agency sends out placement letters to the students along with information about the contact persons or host-country representatives in their respective agencies. Students are encouraged to communicate with their contact persons, because some students may need to begin work before leaving. Students and their host-country representatives are also expected to discuss their respective expectations before departure or immediately upon arrival. When a student's expectation is not being met at the place of assignment, the student is to inform a faculty advisor soon.

Providing Service and Reflecting

The number of students that have gone on a trip has ranged from 10 to 22, with females being in the majority. Two or three faculty advisors and a staff member usually accompanied them. On the day of arrival or the day after, there is a meet-and-greet

session where students and their respective host counterparts are introduced. The next day students are driven to their respective assigned agencies accompanied by one of the faculty members or a staff member. In some cases, the host counterpart also accompanies the students to the assigned agencies. Work begins right away! At the end of the first day, a reflection session takes place after dinner, where students share their experiences on the first day and whether there are any concerns that need to be addressed. In most cases, there are hardly any problems; if any exists, they usually involve clarification of assignments and minor cultural issues. The next day another reflection session is conducted, and thereafter it is done informally at dinner time or on a case by case basis. Upon returning, some reflection sessions also take place when the students write their research papers or answer survey questions.

Students have served in a wide range of government ministries and agencies, such as: Ministry of Commerce, Ministry of Gender, Ministry of Internal Affairs, Ministry of Youth and Sports, John F. Kennedy Medical Center (the largest government hospital), Legislative Subcommittee on Budget, Liberia Electricity Corporation, Liberia Water and Sewer Corporation, National Bank of Liberia, and National Investment Commission.

The Liberian Government has benefitted from the variety of services that students have provided. These include: drafting the pension plan and procedures for the Liberian Government; reviewing the auditing procedures and providing recommendations for improving the auditing department in the government electricity corporation; reviewing the national budget before its submission to the Legislative Subcommittee on Budgeting; reviewing petroleum pricing on the international market to assist the Ministry of Commerce in determining the domestic price for gasoline; developing and conducting workshops for female students at vocational schools with a focus on customer service, self-esteem, and reproductive health; and developing a communication plan for the Ministry of Youth and Sports to better communicate with the surrounding communities.

Because of the short duration of their assignments, students can be quite busy working late into the night. By the middle of the second week, students are producing drafts of their reports for submission to their agencies. Depending on the nature of the assignment, some students complete their reports before departure, while others complete and submit theirs after returning. In some agencies, students also make oral presentations of their work to agency staff and the accompanying faculty and staff before leaving. At these presentations, the agency staff usually highlights the contributions of the students and some of the challenges involved. After returning, students also make presentations to faculty, students, and staff in and outside of the academic department.

Impacts of ISL

Reflecting on Teaching and Research

The ISL program has had an impact on NCCU faculty teaching and research. One area where the teaching has been impacted is in the policy analysis course involving topics such as cost-benefit and ethical analyses. For example, assigning a

real monetary value to all costs and benefits is difficult. As an example, it is difficult to estimate the value of a human life. What is a life worth? It is convenient to say that life is priceless. Some religious groups also do not approve assigning value to lives. In practice, decisions are made that deprive some people of their lives even when that loss of life is preventable. Despite the universal acceptance of this value as an ethical criterion, conflicts do arise over its application in real-world decision-making situations. The ethical question then is which lives to preserve, which illustrates the broader problem of being forced to choose among lives. The experience of one of the students clearly attests to this.

A student experienced the ethical question of which lives to save while participating in one of the ISL programs. The student was assigned to the Liberia's largest public hospital, which is located in the nation's capital, Monrovia. Some of the hospital staff informed the student about the difficult situation they faced at the hospital during the fourteen-year Liberia Civil War. The war started in Northeast Liberia and moved to the capital city, where the hospital is located. As the war got closer and closer to the city, the nurses and other hospital workers had to move the patients to another location for safety. However, the transportation available could not hold all of the patients. Thus, some of the patients had to be left behind to die. The question that faced the nurses and other workers was: Who would live and who would die?

The hospital staff was being forced to choose among lives. What criteria can be applied in making such a choice? One might be the conventional utilitarian criterion: The individuals who will contribute most to the community, especially economically, should be allowed to live. Another criterion might be longevity: The youngest person should be allowed to be transported, thus saving the greatest number of person-years of life. Another criterion might be autonomy: The individuals who have the greatest probability of returning to active and useful lives after treatment. Another criterion might be whether or not the disease requiring the treatment is self-inflicted, for example, from smoking. These are just some of the criteria, among many, that could be used to justify the choice under this classical model of decision. Other models or theories of decision, perhaps, could produce different results.

During our reflection sessions, the student was deeply moved as she described her feelings about what the hospital staff had to undergo. This example illustrates some of the challenges involved in decision making in administrative organizations. In my policy analysis class, students come to appreciate that real world situations exist and choices have to be made. They need to understand that ethical issues, for example about saving lives, are not just abstract concepts. Questions have arisen in the real world in the debate over allocation of the limited resources among potential recipients, where the need exceeds the ability to provide.

These questions indicate the importance of considering the ethical implications of ISL as suggested in the literature. Research indicates that significant ethical challenges, as well as more sensitivity to ethical issues, can arise in service provision in ISL (Bringle & Hatcher, 2011; Reisch, 2011) irrespective of the length of the period in the field. Using the case of academic health care programs, Reisch (2011) emphasized the importance of such programs taking into account the ethical implications for all stakeholders in ISL learning experiences.

Reporting under Time Constraints

The students spend two weeks in the host country performing their international service. Before returning, each student submits a short written report of their work, to be followed by a more detailed report after returning. Although the length of time may appear too short to carry out the ISL assignments, such a short time period is applicable not only to such projects, but also to other professional employment situations. In my public policy course, I include cases that students are to analyze and submit under a time constraint. Although there may be a set of systematic procedures or policy analysis methods for analyzing contemporary policy problems, Patton, Sawicki and Clark (2013) note that a subset of these methods, called quick, basic policy analysis, yields quick results and serves as theoretically sound aids to making good policy decisions and completing a short-term assignment. Policy analysts are often required to give advice to policy makers in incredibly short periods of time, and the quick, basic policy analysis can be useful when there is not time for researched analysis. This analysis must be selected for its ability to address the client's problem in the time available without obfuscation (Patton, Sawicki & Clark, 2013).

Using the Research Class

After completing the ISL assignments, the students take a required research course in which they use their ISL projects to develop and write their research papers. An important aspect of this course is to establish a nexus between the various parts of a research paper and their ISL assignments. Some students will end the semester with only a research proposal, because some of the information needed for a complete research paper may not be available.

The nature of the ISL program has certainly had an impact on my teaching, especially regarding the sequencing of courses. Based on my reflection, at least a quick overview of research methods should be provided to the students prior to leaving. Instead of taking the research methods course after their ISL experience, the student should take it before, or at the very least, have an overview of what is needed to complete successful service-learning assignments and research papers.

Examining Students' Reflections on ISL

A growing number of colleges and universities are participating in service-learning, with an increasing focus on ISL. These trends reflect the growing interest of educators who appear to share a growing conviction that international experiences promote responsible citizenship, moral leadership, and the professional preparation for life in a global, interdependent world (Hartman and Roberts, 2000). Others note that students returning from international service placements may tend to invest more heavily in international affairs or pursue degrees that support international work in situations that take advantage of their cross-cultural expertise and language skills (Lough, et al., 2009; Sherraden et al., 2008).

The impact of ISL and the effect it has on students as characterized by the literature was tested in the Liberian case. In a survey of students who participated in

the ISL in 2014, they were asked to write a short statement reflecting on their ISL experience. Their responses are as follows:

- 1. I would like to return...because I have a passion for international development. I desire to stimulate change by offering the knowledge that I possess to those who sit in positions to foster change within the country.
- 2. International service turns students of public administration into practitioners, prepared to work in a global contest.
- 3. I no longer look at life in the United States as the ultimate pinnacle of how a society should operate. Professionally, the experience allowed me to gauge the needs of the country in relation to my skills, and I was able to find many areas where I could be of service.
- 4. As an intern, I did not get the chance to leave an impact on the country.
- 5. International service-learning provides students the opportunity to demonstrate the knowledge they have obtained and to see the global implication of public policy and administration in action.
- 6. My return would provide an opportunity to continue my passionate value of community—being able to say I contributed towards changing something in the world, and in the lives of others.
- 7. International service-learning broadened my perspective on global community support. I've always volunteered locally but before this experience, I was unaware of how much I could contribute abroad.
- 8. International service-learning allows one to explore and appreciate the cultures of other countries.

The students' responses attest to the objectives of ISL. In summary, the objectives of ISL are to enable students to develop cross-cultural, global, and diversity awareness; skills of self and the rest of the world; and encourage critical reflection. The students are interested in international development with the desire to promote change in the world and in the lives of others. Whatever change they want to bring about, their emphasis is on the global community. ISL has had an impact on these students by broadening their interests outside of their country. Students do not only have domestic concerns, but also have concerns for the welfare of people in other countries. The general theme from their responses is that ISL has expanded their knowledge of the world and has motivated them in desiring to make the world better. It also has impacted their aspirations and their perspective in the world. Thus, in addition to the research, policy analysis, and other important skills students acquire, the ISL provides an added dimension to their learning, career, and world view.

Conclusion

Studies show that ISL programs are proliferating in American institutions of higher learning. This research reviews the process of establishing and implementing an ISL partnership with host government agencies and provides some reflections on the process. The partnership under review is the case of North Carolina Central University (NCCU) and the Civil Service Agency of Liberia. Many Liberian government agencies have benefited from the services that students have provided through ISL.

The reflection of this case analysis indicates that ISL provides case studies that can be used to enhance and enrich faculty teaching and research, as well as student research. An ISL partnership also provides students real world experiences, which enhance their understanding of the nexus between theory and practice. These experiences further prepare students to transition smoothly from the classroom to the work place. Students' interest in global affairs is broadened and increased, which can serve as a motivation for them to participate in bringing about positive change in the global community. Students' experience and skills will further enhance their interests to work in international affairs, where their ISL background could be an advantage. These findings suggest that ISL can be an important part of a university academic program that can contribute to the major goals of institutions of higher learning: teaching, research, and service at all levels in society.

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