

USM BOR Workgroup Report
Civic Learning and Democratic Engagement

Presented to:
Board of Regents
Education Policy and Student Life Committee
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Submitted by:
USM Board of Regents Workgroup
Civic Education and Civic Engagement

Executive Summary

The Board of Regents Civic Education Workgroup was charged to make recommendations for system-wide initiatives to help our students graduate as more active and effective citizens. The group's mission was focused on civic education, civic engagement, and civic responsibility.

The work of the group was guided by foundational definitions of the three inter-related but different areas of emphasis in the group's charge. USM's goal is to graduate civically-literate students, who are prepared to accept their responsibilities as citizens in a complex and global interdependent world:

$$\boxed{\text{Civic Education}} + \boxed{\text{Civic Engagement}} \Rightarrow \boxed{\text{Civic Responsibility}}$$

Further, the work was grounded in research on national models from higher education associations and best practices across states, systems, and institutions. The work also drew on the considerable expertise of the workgroup members and USM faculty and staff who are recognized leaders in civic education and civic engagement. In addition, USM conducted a survey of all USM institutions to collect information about current practice and ongoing initiatives, and to gain a better understanding of the work, accomplishments, and challenges facing USM institutions as they deliver on the promise of graduating educated and engaged citizens for a changing world.

Summary of Recommendations

1. *Foster an ethos of civic engagement and participation across all parts of all institutions and throughout the educational culture.*
 - Encourage Carnegie *Community Engagement* classification for all institutions in USM. Consider offering incentives through partnership grants for institutions to help each other (those that have earned classification can help institutions that are on the path).
 - Encourage voting by using the National Study of Learning, Voting and Engagement (NSLVE) data to document and assess progress toward higher voter participation from each institution. Share reports with USM office.
 - Consider the development of a "badge" to designate student level competencies in civic learning and democratic engagement.
2. *Identify civic literacy as a core expectation for all students.*
 - Expand opportunities for service/action learning for undergraduate students in all majors to engage in real world applications of their learning through coursework and through community leadership programs.
 - Expand opportunities for civic learning and engagement for graduate students as it applies to their programs of study.
 - Align civic learning and democratic engagement goals with Carnegie *Community Engagement* standards, and have institutions report progress toward agreed upon goals.
 - Establish the *Civic Learning and Democratic Engagement Workgroup* as an ongoing USM workgroup with responsibility for defining goals (in collaboration with

institutions), developing and analyzing a System-wide survey, and overseeing the progress toward goals.

- Consider establishing a Regents' "designated priorities" fund, similar to the USM "Course Redesign" project, for awarding seed grants to institutions to implement the civic learning and civic engagement recommendations.

**University System of Maryland Board of Regents
Education Policy and Student Life Committee
Civic Education Workgroup**

February 2018

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Introduction

In April 2017, the University of Maryland, Baltimore hosted the *Langenberg Lecture and Symposium: Civic Education, Civic Engagement, and Civic Responsibility: Foundations of a Democratic Society*.¹ The event was sponsored by the University System of Maryland and the USM Foundation in collaboration with Maryland Association of Community Colleges, the Maryland Higher Education Commission, the Maryland Independent College and University Association, and the Maryland State Department of Education. The Honorable Barbara Mikulski presented the keynote lecture, and the day-long symposium featured breakout sessions for practitioners from across the P-20 (Pre-school through graduate school and workforce) spectrum to engage in discussions about the role of higher education in democracy.

Momentum around this issue has grown steadily, and USM has remained at the forefront. In June 2017, the Education Policy and Student Life Committee of the Board of Regents established a Civic Education Workgroup:

to make recommendations for system-wide initiatives to help our students graduate as more active and effective citizens. The group's three-part mission is focused on civic education, civic engagement, and civic responsibility.

This is not the first time that the Board of Regents of the University System of Maryland has considered and emphatically endorsed a System-wide commitment to civic education. In the 2010 strategic plan, *Powering Maryland Forward*, the USM Board of Regents adopted a goal to develop and implement a “Maryland Compact for Student Learning, Leadership Development, and Civic Engagement” specifying what the Board of Regents and institutions expect all USM graduates to know and be able to do.² The key question asked then, offers a starting place for the current work: How should the BOR develop, articulate, and monitor appropriate System-wide expectations for student learning and preparation in such critical areas as global, cultural, and environmental awareness; information technology literacy; and the exercise of civic responsibility and ethical leadership?

Chancellor Robert Caret focused his keynote address to the American Association of State Colleges and Universities (AASCU) annual meeting (October 2017, see Appendix A) on this very challenge. Quoting Franklin Delano Roosevelt, Chancellor Caret challenged the assembly: “Democracy cannot succeed unless those who express their choice are prepared to choose wisely. The real safeguard of democracy, therefore, is education.” He continued his remarks raising the alarm for public higher education:

I believe there is a new sense of urgency on this front. Given the current cultural landscape of divisiveness and polarization, and the troubling trends in America’s overall civic health, we face what has been called a “crucible moment” that demands action from the higher education community. And when you consider that approximately 75 percent of students in college attend a state college or university, it will be *public* higher education that drives this effort, with a nationwide, state-by-state commitment.

¹ <http://www.usmd.edu/usm/academicaffairs/civic-engagement/>

² *Powering Maryland Forward: USM's 2020 Plan for More Degrees, A Stronger Innovation Economy, A Higher Quality of Life*, Adopted by The University System of Maryland Board of Regents 12.3.10, p. 19.

The USM BOR Civic Education Workgroup met throughout the fall 2017 and into spring 2018. The workgroup researched national models from higher education associations; looked for best practices across states, systems, and institutions; and drew on the considerable expertise of the workgroup members and USM faculty and staff who are recognized leaders in civic education and civic engagement. In addition, USM conducted a survey of all USM institutions to collect information about current practice and ongoing initiatives, and to gain a better understanding of the work, the accomplishments, and the challenges facing USM institutions as they deliver on the promise of graduating educated and engaged citizens for a changing world.

This report is organized into four sections, with an executive summary: (1) introduction, including foundational definitions of civic education, civic engagement and civic responsibility; (2) review and summary of background research drawn from national reports, and a scan of other state and system models; (3) summary of responses from the USM institutional survey; and (4) recommendations targeted to both the institutions and to the University System, and conclusion.

Foundational Definitions

The charge to this workgroup laid out three inter-related but different areas of emphasis, with the goal of graduating civically literate students, who are prepared to accept their responsibilities as citizens in a complex and global interdependent world.

$$\boxed{\text{Civic Education}} + \boxed{\text{Civic Engagement}} \Rightarrow \boxed{\text{Civic Responsibility}}$$

In January 2018, the workgroup surveyed the USM institutions to identify key priorities in the areas of civic education, civic engagement, and civic responsibility. The findings from the survey are detailed in the following section of the report, but based on the responses, we recommend adopting shared, operational definitions of civic learning and democratic engagement, many of which were reflected in the report of the *National Task Force on Civic Learning and Democratic Engagement* (2012, updated in 2016). The elements listed below characterize civic-minded institutions of higher education in the 21st century.

(1) Definition of Civic Education:

In its broadest definition, “civic education” means all the processes that affect people's beliefs, commitments, capabilities, and actions as members or prospective members of communities.³ Any definition of civic education should call out specific knowledge and skills that citizens in a democracy need to carry out their civic responsibility.

³ Stanford Encyclopedia of Philosophy, <https://plato.stanford.edu/entries/civic-education/>

The list below has been adapted from *A Crucible Moment: College Learning and Democracy's Future*,⁴ and has been reframed in terms of USM's overriding commitment to *equity, diversity, inclusion, and civic engagement*.

Civic Education Knowledge:

- Familiarity with key democratic texts, and universal democratic principles, and significant debates—in the US and in other societies—concerning their applications;
- Understanding of the historical, economic, and political contexts of the US government;
- Understanding of how to access voting and political representation systems;
- Knowledge of the political systems that frame constitutional democracies and political and social levers for influencing change;
- Knowledge of the diverse cultures, histories, values, and significant debates that have shaped US and other world societies;
- Understanding of key issues in society and how different groups are impacted by government processes and decisions;
- Exposure to multiple traditions drawing on views about religion, government, race; and,
- Understanding ethnicity, gender, education, ability, family structures and the economy from multiple intellectual traditions as well as students' own perspectives.

Civic Education Skills:

- Civility and civil discourse in both oral and written communication;
- Information and media literacy, including gathering and evaluating multiple sources of evidence and seeking and being informed by multiple perspectives;
- Ability to work across differences toward collaborative decision making; and,
- Understanding of how to work with community groups and members to identify and solve problems.

(2) Definition of Civic Engagement:

Civic engagement promotes an understanding and awareness of the world and one's role in it, helping to prepare students to become responsible citizens.

Civic engagement:

- Builds upon the knowledge and skills of civic education by providing students with opportunities to work with their communities;
- Connects students with their communities by creating access points;
- Expands their knowledge of democracy in practice through direct participation;
- Includes individual and group reflections which examine democratic institutions, policies, principles, rights, and values and reinforces civic learning;

⁴ National Task Force on Civic Learning and Democratic Engagement (2012). *A Crucible Moment: College Learning and Democracy's Future*. Washington, DC: Association of American Colleges and Universities.

- Provides context for exploring the sources of and potential solutions for problems associated with the functioning of a democracy; and,
- Develops capacities for leadership in the larger community.

(3) Definition of Civic Responsibility:

Civic responsibility is the culminating outcome of this work. Building upon civic education and civic engagement, civic responsibility incorporates democratic values and practices and leads to individual and collective action for the public good.

Values and Practices include:

- Respect for freedom and human dignity for all;
- Civil discourse and respect;
- Empathy;
- Open-mindedness, inclusion, and tolerance;
- Justice and equality;
- Ethical integrity;
- Commitment to regular community participation; and,
- Responsibility to a greater good.

Summary of National Reports and Initiatives

The Workgroup began by reviewing the findings and recommendations of the outstanding national reports that have had considerable influence across higher education over the past ten years. These reports helped inform the workgroup as it developed definitions and goals around civic education for the University System of Maryland.

A Crucible Moment: Civic Learning and Democracy's Future (2012, 2016)

In January 2012, the AACU's National Task Force on Civic Learning and Democratic Engagement (CLDE) released *A Crucible Moment: College Learning and Democracy's Future*. The National Task Force convened a series of national roundtables and circulated draft reports for broad public comment over the course of the year prior to adoption and publication. *A Crucible Moment* underscored the importance and urgency of increasing attention to what the Task Force termed "anemic US civic health" (p. 6). Some indicators included:

- U.S. ranking 139th in voter participation of 172 world democracies in 2007,
- only 10 percent of U.S. citizens contacting a public official in 2009-2010, and
- less than half of 12th graders in the U.S. studying international topics as part of their civics education.

The 2012 report called on higher education to reclaim its mission, making civic learning an expectation, not an option in college. Specifically, the report charged higher education to move aggressively to increase student knowledge about civic ethos, literacy, inquiry, and action by making learning opportunities pervasive across general education and majors throughout the college experience.

In 2016, AACU updated the original report by presenting examples of colleges and universities that implemented the recommendations in *A Crucible Moment* to advance civic commitments. Some institutions created new strategic plans and frameworks around civic engagement, others invested in faculty development institutes, while still others used the report to train student

leaders or to engage community partners. The 2016 update also highlighted the work of the Massachusetts Board of Higher Education in adopting a statewide policy on civic learning in all public colleges and universities in the state.

The American Democracy Project, AASCU

The American Association of State Colleges and Universities (AASCU) established the American Democracy Project (ADP) as a nonpartisan initiative in 2003 to equip college graduates with knowledge, skills, attitudes, and experiences necessary to be informed and engaged members of their communities. ADP works through a multi-campus network across 46 states and the District of Columbia. ADP hosts national and regional meetings, runs a national assessment project, and sponsors many crucial campus-based initiatives including voter education, curriculum revision, speaker series, and campus audits.

One outstanding project that is part of the ADP is the Civic Fellows Program. Civic Fellows are state college or university faculty members appointed for one-year terms to work on assessment, research, and programmatic efforts to support ADP's mission. *USM can boast that Dr. David Hoffman, Assistant Director of Student Life for Civic Agency at UMBC was a 2017 Civic Fellow. Hoffman is spearheading a project entitled Emergent Theory of Change which reconsiders our thinking about the purposes, learning outcomes, pedagogies, and strategies associated with civic learning and democratic engagement in higher education.*

Fellows work with the ADP steering committee to design and advance a number of creative and influential national initiatives:

- *Digital Polarization*: Builds student civic and information literacy in online spaces through a broad, cross-institutional effort to fact-check and provide context for emergent news stories promulgated by social media.
- *Economic Inequality*: Studies the impact of economic inequality on our democracy and functions via mini-grants given to institutions interested in developing or implementing interactive curricula along these lines. Salisbury University is a participating institution.
- *Political Engagement*: Is designed for campuses to infuse political education and engagement tactics into a variety of disciplines and courses on campus.
- *Stewardship of Public Lands*: Partners faculty from participating institutions with Yellowstone National Park to study controversies about the park's wildlife and land use. 180 faculty from 80 campuses have participated to date.

Five Maryland institutions participate with the American Democracy Project: Coppin, Frostburg, Salisbury, Towson, and UMBC. Towson and UMBC were part of the 2003 founding network.

Campus Compact Presidents' Declaration

Campus Compact is a national coalition of over 1,000 colleges and universities focused on building democracy through civic education and community development. Campus Compact was founded in 1985 by the presidents of Brown, Georgetown, and Stanford Universities along with the president of the Education Commission of the States to help colleges and universities create more robust support structures for community engagement. Specifically, offices and staff coordinated community engagement efforts; training for faculty members to integrate community work into their teaching and research, scholarships, and student incentives; and

institutional priority setting. Campus Compact shares knowledge from research and practice on high impact practices for student civic learning and support for the institutional systems, policy, and activities that reinforce learning and advance the public purposes of higher education. The three impact areas of focus are:

- Institutional Action and Partnership;
- Teaching and Research; and,
- Higher Education for Democracy.

Campus Compact hosts an annual Newman Civic Fellowship program. *2017 fellows from Campus Compact Mid-Atlantic (CCMS) included five USM students from: Frostburg, Towson, University of Maryland, College Park, UMES, and UMBC. 2018 fellows include USM students from Coppin, Frostburg, Towson, UB, UMES, and UMBC.*

The Campus Compact Mid-Atlantic (CCMA) region is formed by colleges and universities from Maryland, DC, and Delaware. Nine USM campuses (listed in Table 2 below) are a part of CCMA. Dr. Maria Thompson, president of Coppin State University recently joined the CCMA board.

In 2000, Campus Compact produced a *Presidents' Declaration on the Civic Responsibility of Higher Education*. This declaration urged all college presidents to seek recognition of civic responsibility and accreditation procedures, Carnegie classifications, and national rankings, and to work within their states to set expectations for civic engagement in public systems. The declaration envisioned robust debate on campuses, civic behaviors of students, civic engagement of faculty, and improved community life through community-institution partnerships. The call to action was made urgent by childhood poverty rates and high unemployment rates despite the general health of the economy. The call also emphasized pluralism inherent in US society and the role the higher education should play in helping students respect difference and work together for the common good.

Carnegie Classification for Community Engagement

The Carnegie Classification for Community Engagement is an elective classification for individual institutions that involves data collection and documentation of aspects of institutional mission, identity, and commitments. The evidence-based review process for the classification is one of self-assessment and quality improvement. There are 361 campuses with the elective classification, which opens for applications on a five-year cycle. The 2020 cycle opened in January 2018.

Two USM institutions have earned Carnegie Classification for Community Engagement: Towson University and the University of Baltimore. Six more are in the process of applying for the 2020 cycle: Coppin State University, Salisbury University, UMBC, and the University of Maryland Baltimore (UMB), University of Maryland, Eastern Shore.

Carnegie Classification for Community Engagement began in 2006. At that time, campuses could choose to be classified based on their curricular engagement *or* their community engagement, outreach and partnerships (or both). Beginning in 2010, there was only one

classification –community engagement – which requires substantial commitment in areas of curricular engagement and outreach and partnerships.

The Carnegie Classification defines community engagement as “collaboration between higher education institutions and their larger communities (local, regional/state, national, global) for the mutually beneficial exchange of knowledge and resources in a context of partnership and reciprocity. The purpose of community engagement is the partnership of college and university knowledge and resources with those of the public and private sectors to enrich scholarship, research, and creative activity; enhance curriculum, teaching and learning; prepare educated, engaged citizens; strengthen democratic values and civic responsibility; address critical societal issues; and contribute to the public good.” Carnegie’s “community engagement” is aligned with this report’s “civic engagement.”

The National Study of Learning, Voting, and Engagement (NSLVE)

Created in 2012, NSLVE is an initiative of the Institute for Democracy and Higher Education (IDHE) at Tufts University that was initiated in direct response to the 2012 call to action found in *A Crucible Moment*. NSLVE is a national study of student voter registration and voting rates as well as campus climate, student political learning and engagement, and correlations between specific student learning experiences and voting. Higher education institutions can participate in NSLVE for free. The IDHE coordinates between National Student Clearinghouse records and an independent agency that tracks voter registration and voting. Currently, more than 1,000 campuses, representing 8.5 million student records, across 50 states and all institutional types participate. NSLVE produces reports about national trends as well as reports for individual campuses that include voter registration and voting rates; voting methods; and each of these items by age group, program of study, enrollment status, gender, race/ethnicity, and field of study. Campus reports include comparisons to other institutions and national averages, offering a rich analysis that is useful for campus reflection and goal setting.

As of February 2018, all 12 USM institutions are subscribed to NSLVE and will receive institution-level data from the November 2018 election.

Participating in NSLVE will also compliment the Maryland General Assembly “Freedom to Vote Act of 2016” requiring public institutions of higher education to provide a link to the online voter registration system on the home page of the online portal used by students to register for course work, and to report to the Maryland Higher Education Commission the number of students who clicked on the link, and any efforts the universities make to improve access to voter registration.

A National Model: Massachusetts Department of Higher Education

At the suggestion of Chancellor Caret, and the highlighted policy example in the 2016 *Crucible Moment*, the workgroup also examined the State of Massachusetts Commission on Higher Education’s policy on civic learning. In October 2013, the Massachusetts Department of Higher Education (MDHE) submitted a report: “Preparing Citizens: Report on Civic Learning and Engagement,” which contained policy recommendations for the MDHE. The workgroup invited Dr. John Reiff, leader of the civic learning initiative at the MDHE to brief our USM BOR

workgroup on the process the state of Massachusetts went through to develop guidelines and policies related to civic learning. The USM workgroup adapted Massachusetts' institutional inventory of civic learning as a model for the USM survey. The USM survey was distributed to institutions in December 2017 and results were analyzed in January 2018 and presented to the workgroup in February 2018. (Survey analysis and results can be found in the last section of this report.)

The Massachusetts case study was outstanding for several reasons. First, it established that a primary goal of higher education in the state is “preparing citizens”. The state’s education leaders identified the poor state of American civic understanding among its postsecondary students as a compelling reason to recommit and reinvest in preparing students for citizenship by making civic literacy a core expectation for all students. Second, the Massachusetts study group developed an assessment framework with strategies and indicators for building civic learning capacity through:

Institutional Support

- Practices such as alignment with institutional mission and inclusion in strategic planning and evaluation system
- Structures including designating a coordinating entity for civic learning at the institution

Faculty Support

- Professional development, inclusion of civic learning in faculty recruitment, hiring, recognition, promotion and tenure, and leadership development

Student Support

- Benchmarks for student learning outcomes and assessment, community-engaged course designation, student recognition, and funding for and development of extra/co-curricular opportunities

Community Support

- Outreach, recruitment and recognition of community partners, development of mechanisms for partner advisory role, and feedback that ensures mutual/reciprocal benefit.

Finally, the Massachusetts case study identified obstacles and shortcomings that the USM workgroup also noted as challenges:

- A lack of available data on student learning outcomes, community engagement participation, designations for qualifying civic education courses and co-curricular participation
- An absence of assessment tools and rubrics for student learning outcomes and course development
- A lack of dedicated resources for faculty development, community engagement, internships

The USM workgroup found the presentation by John Reiff and the detailed materials from the Massachusetts Higher Education Study Group on Civic Learning and Engagement to be valuable resources that informed our research and our recommendations (see Appendix B for materials).

Summary of the 2017 Survey of USM Institutions

As a result of the recommendation from, and with assistance from, Dr. John Reiff (Massachusetts), USM developed a survey to better understand how each USM institution has implemented their civic education mission within curricular and co-curricular structures (see Appendix C for complete survey). Although we did not limit responses, most of the USM institutions responded with reference to their undergraduate programs.

We recommended that the academic affairs and student affairs units at the institution collaborate to provide institution-wide answers to the survey. All 12 institutions responded, and the results suggest that as a System, USM is deeply committed to preparing students for effective civic participation; however, it was also clear that the collective impact will benefit from stronger collaborations across institutions, greater attention to curricular and co-curricular opportunities for civic learning, enhanced professional development for faculty, and dedicated resources to support these priorities.

It should be noted that the institutions provided more information than we can capture in a summary report. We hope there will be an opportunity to share the varied and diverse work from each of the institutions over time.

The survey was structured around several key questions:

1. How do institutions define and locate civic engagement?
2. What kinds of national and local partnerships and projects are institutions involved in?
3. How do institutions support or recognize civic education/civic engagement?
4. How do institutions define and assess student learning outcomes?
5. What limitations, barriers or challenges interfere with developing or further expanding civic learning opportunities for students?

As a result of USM's 2010 strategic plan, *Powering Maryland Forward*, we found that all 12 of the USM institutions have civic education or engagement embedded either in their institutional mission statements and/or vision statements, or in the mission statements of their undergraduate and/or graduate divisions.

Nine institutions have at least one dedicated civic education center or similar unit. Some are housed in Academic Affairs divisions and some within Student Affairs divisions:

Table 1: Institutional Offices with Civic Education and/or Engagement Responsibilities

Institution	Name of Center	Student Affairs	Academic Affairs	Other
Coppin	Dorothy I. Height Center for the Advancement of Social Justice		X	
	Bishop L. Robinson, Sr. Justice Institute		X	
Frostburg	Office of Civic Engagement	X		
Salisbury	Institute for Public Affairs and Civic Engagement (PACE)		X	
Towson	Office of Civic Engagement and Social Responsibility	X	X	
UB	Office of Transitions and Community Engagement	X		
	Schaeffer Center for Public Policy			X
	Jacob France Institute			X
UMB ⁵	Office of Community Engagement			VP External Relations
	Department of Interprofessional Service Learning and Student Initiatives (ISLSI)	X		
UMBC	Shriver Center		X	
	AACU TRHT Campus Center (1 of 10 nationwide, AACU initiative)			X
	Institute for Democracy and Civic Life ⁶			
UMCP ⁷	Office of Community Engagement			VP Administration & Finance
	Office of Leadership and Community Service Learning	X		
UMES	Office of University Engagement and Lifelong Learning	X		

⁵ Other UMB offices dedicated to civic engagement include: Cure Scholars Program, Center for Dispute Resolution, Maryland Public Interest Law Project, and the Social Work Outreach Service (SWCOS). A complete list of such offices can be found here: <http://cf.umaryland.edu/oce/>

⁶ This institute will launch on July 1, 2018.

⁷ Other UMCP programs also have dedicated offices, such as: College Park Scholars - Public Leaders, Sustainability, Maryland Extension in Riverdale; The Do Good Institute; The Maryland Food Recovery Network was incubated at UMCP; CIVICUS Living & Learning Program; Global Communities Living & Learning Program; Justice & Legal Thought Living & Learning Program; Beyond the Classroom Living & Learning Program; Law & Society Minor, Federal Semester Fellows Program; Global Semester Fellows Program; Maryland Internship Program; Campus Fabric Coalition of 80 faculty, Staff and student from 30 units on campus, Campus & Community Engagement at The Clarice Smith Performing Arts Center.

These centers are supported through different offices and institutional organizational units. For example:

- UMES's Office of UELL is funded by Title III grant funding;
- Salisbury's PACE Institute has a state-funded budget and seeks grant opportunities;
- UMBC's Shriver Center relies on institutional funding as well as contracts, grants, and gifts from non-profit and government agencies, foundations, and fundraising; and,
- CSU's Dorothy Height Center is funded through grants.

What kinds of national and local partnerships and projects are institutions involved in?

Again, almost all USM institutions are already working through national and local efforts to make civic learning and engagement meaningful, pervasive, and sustainable.

As previously noted, the Carnegie Community Engagement Classification is a highly selective and valued recognition. Achieving the classification not only requires substantial commitments to curriculum-based engagement as well as outreach and partnership, but the exercise of applying for the classification also requires a focused and unified cross-institutional effort.

Of the 12 USM institutions, eight have or are planning to apply for Carnegie Community Engagement Classification.⁸ The next application cycle for this classification is in 2020. Coppin, Frostburg, Salisbury, UMBC, UMES and UMB have indicated that they plan to apply in 2020. University of Baltimore earned Carnegie Community Engagement Classification in 2006 and is reapplying, and Towson University earned Carnegie Community Engagement Classification in 2015.

In addition, five institutions have received President's Higher Education Community Service Honor Roll recognition.⁹

Table 2 presents the broad range of local and national partnerships/projects across all institutions.

⁸ <https://www.brown.edu/swearer/carnegie>

⁹ <https://www.nationalservice.gov/special-initiatives/honor-roll>

Table 2: Civic Education Partnerships of USM Institutions

	BSU	CSU	FSU	SU	TU	UB	UMB	UMBC	UMCP	UMES	UMUC
Carnegie Classification (earned or actively pursuing)		X	X	X	X	X	X	X		X	
President's National Honor Roll			X		X	X		X	X		
AACU Bringing Theory to Practice			X		X					X	
LEAP											
Campus Compact	X	X	X		X	X	X	X	X	X	
National Study of Learning, Voting, and Engagement			X	X	X	X		X	X		
American Democracy Project		X	X	X	X			X			
NASPA Lead Initiative			X		X	X					
Andrew Goodman Foundation Vote Everywhere Initiative					X	X					
AASCU Re-Imagining the First Year				X							
Big 10 Democracy Challenge									X		
Baltimore College Coalition									X		
BUILD Baltimore								X			
Baltimore Integration Partnership					X	X	X				
The JustAdvice Project							X				
ETS HEIghten Pilot Study	X										
ACE-NASH Leadership Academy, Taking HIPs to Scale	X	X		X							
All-In Campus Democracy Challenge						X		X			
Imagining America Consortium								X			
Kettering Foundation								X			
Corporation for National and Community Service								X			
The Washington Center				X						X	
Maryland Humanities/National Humanities Alliance				X							
National Academy of Engineering Grand Challenges								X		X	
National Council on Public History								X			
US Holocaust Museum National Campus Leaders Summit								X			
Drug Free Communities										X	
Peace Corps								X		X	
International Association for Research on Service Learning and Community Engagement								X			

How are students involved in civic education and civic engagement activities?

Co-curricular civic engagement: All institutions offer some co-curricular opportunities that promote civic education and civic engagement, but that does not mean that all students have access to those opportunities. One of the challenges that was raised by several institutions is that more opportunities will increase access and participation. For example:

- Bowie offers study abroad opportunities and special speakers series and student leadership workshops.
- The Nonprofit Leadership Certification program at Salisbury and Coppin are co-curricular programs operating in cooperation with the Nonprofit Leadership Alliance (NLA). Requirements for this certification include one two-credit course, a 300-hour internship experience, and participation in a national NLA conference that includes professional development activities for students seeking to work in the nonprofit sector.
- UMB's Office of Community Engagement actively recruits students to volunteer to serve as mentors in their CURE scholars program and PTECH High School. The Interprofessional Student Learning & Services Initiatives coordinates university-wide activities, programs, and services that foster students' academic, personal, and professional development through community engagement.
- Frostburg's Beall Institute for Public Affairs provides students with paid internships on Capitol Hill and in Annapolis.
- At Coppin, each year students participate in a study abroad program through a partnership with Chonnam National University in South Korea.
- At Copping, accounting students are involved in the VITA Program through which 820 tax returns were completed for 2018 as a service to the community.
- UB's Schaefer Center for Public Policy facilitates student involvement and assistance with its annual Baltimore City Election Judge Training.

Curricular civic engagement: There are two dominant approaches to curricular civic engagement opportunities: those that cut across the institution and curriculum and those that are program-specific. All institutions which could set civic education outcomes or goals related to civic engagement dispositions, indicated that they do consider the topic in relation to student goals. Seven institutions explicitly include civic engagement outcomes in their descriptions of general education curricula: Coppin, Frostburg, Salisbury, UB, UMB, UMCP, and UMUC.

UMES has community service embedded within a First Year Experience general education course. In the survey, Bowie State University, Towson University, and UMBC indicated that student outcomes are embedded within some courses/programs and/or student affairs programming. In addition, Bowie State, as a part of the ACE-NASH Leadership program, is compiling an inventory of High Impact Practices (HIP) which includes civic engagement outcomes.

Institutions that include civic engagement in their general education curriculum do so in different ways. Coppin embeds civic engagement in its general education curriculum via community engagement infused as a student learning outcome: Social Awareness, Reflective Practice, and Responsive Citizenship. This outcome emphasizes "understanding self and to embrace their responsibilities as engaged citizens and informed leaders in service within the community."

UMCP embeds outcomes that reflect the goals of civic education in various general education requirement categories. In the History and Social Sciences general education category, at least three outcomes reflect the goals of civic education:

1. Explain how culture, social structure, diversity, or other key elements of historical context have an impact on individual perception, action, and values.
2. Articulate how historical change shapes ideas and social and political structures.
3. Explain how history or social science can be used to analyze contemporary issues and to develop policies for social change.

UMCP reports that the Foxworth Creative Enterprise Initiative in the College of Arts and Humanities provides seed money for faculty to plan courses in which students design community outreach programs to tackle problems like poverty, racism, and gender inequality. Some of these courses may be approved as General Education courses.

At Salisbury University, one of the dispositions listed in the Student Learning Principles and goals is Social Responsibility: “tolerance and respect for diverse groups of people and a disposition toward responsible citizenship and a connection to the community.” And UB integrates experiential learning throughout general education and the majors to help students achieve the undergraduate learning goals. An example of this is that all UB College of Public Affairs undergraduate programs require students to complete an internship and/or field placement. UB also provides opportunities and some support for students to participate in:

- community engagement,
- undergraduate research,
- study abroad, and
- problem-based learning in applied settings.

Frostburg’s General Education Program states “[students] will develop the foundational skills necessary to critically explore, evaluate, and define your values and become responsible citizens in a complex and changing society, [and] exhibit civic responsibility and leadership.” Further, Frostburg’s Strategic Plan of the Division of Student Affairs includes a commitment to civic engagement, which is reflected in the Division's programs, services, and resource allocations.

UMB is committed to integrating civic education and civility across all aspects of the university. One example is the definition of civic engagement learning outcomes in the Office of Academic Affairs Campus Life Services.

The responses to the survey indicated that those institutions that do not already have broad learning outcomes associated with civic learning and civic engagement are enthusiastic and committed to defining such learning outcomes within their missions, and those institutions already working with civic learning outcomes are equally enthusiastic about incorporating new pedagogical approaches to civic learning.

Inclusive civic education and engagement: Five institutions reported that all students have an opportunity to take at least one course that has a service learning component. At some institutions, service learning is broadened into “action learning.” In both cases, however, institutions pointed out an important gap between opportunity for service/action learning and

participation in service/action learning, because there is a fiscal impact for making such access universal. The survey responses converged on the concern about resources. The greatest challenge to having all students involved in service learning is a lack of resources. UMBC, for example, reported that if all students opted to take a service learning course, as is technically available to them, significantly more resources would be required than currently exist. The institution's new strategic plan has UMBC studying participation rates and characteristics of students who do not participate in these opportunities. In another case, UMB's Dr. Lori Edwards offers a 1-credit course entitled *Social Justice and Our Community* which is open to all students once a year. Within the course, students get hands-on professional experience with community health programs by working with community partners surrounding the UMB campus. And UB reported plans to explore the development of course-embedded service learning opportunities for all students via their new strategic plan, but again, cited resources as a challenge to universal access. CSU has courses in their nursing program which include service learning experience helping community agencies address caregiver support, stress management and other community health issues.

Those USM institutions which do not currently have such opportunities for all students, reported interest in creating such opportunities, if appropriate resources could be made available.

How are USM institutional leaders effecting change?

Much of the information gathered in the campus surveys focused on undergraduate curricular and co-curricular programs and opportunities, but it would be a mistake to assume that a campus commitment to civic engagement is limited to undergraduates. There are many opportunities to involve graduate students and faculty in "the spirit of public-mindedness that influences the goals of the institution and its engagement with local and global communities." (*A Crucible Moment*, 2012, p. 15).

UMCES cited activities that fall under the service aspects of their mission. For them, civic engagement comes through the application of science to real world environmental problems, providing advice to government agencies charged with developing and implementing environmental policy, and communicating science to the public. Their mission, to teach and practice environmental awareness, defines who they are.

UMB, Towson, and UB are involved in the *Baltimore Integration Project* (BIP). BIP has received national recognition as a way to strengthen "anchor institution" engagement by hiring and purchasing locally. The BIP "anchor institution" idea has received support from the highest leadership levels at every higher education institution in Baltimore City. BIP approaches its work through a racial equity lens. Anchor institutions have raised issues of structural racism, and by introducing changes at the top, have begun to address this decades-old problem in Baltimore. The leaders of the USM institutions in Baltimore are leading by example.

Student Opportunities and Outcomes: Accountability and Reporting

Seven of the 12 institutions already have a method of identifying courses or programs that support civic engagement: Coppin, Salisbury, Towson, UB, UMBC, UMES, and UMUC.

This is a promising development, since lack of data posed a significant challenge to the implementation of the Massachusetts policy recommendations. Being able to flag civic learning opportunities gives institutional research offices a way of measuring access and success in these courses and programs. However, on the survey, many institutions recognized that even with the designations on courses and programs, the research offices do not always have a way of capturing civic engagement activity and learning that occurs outside of the academic sphere.

UB and UMES offer two examples of how institutions track civic learning opportunities and outcomes. UB has an undergraduate learning goal mapped to their General Education and graduation requirements student learning outcomes. UMES's Office of University Engagement and Lifelong Learning tracks civic learning and engagement by type, and by cost-savings to the state associated with student volunteer hours.

The "Campus Fabric Coalition" at UMCP, an informal, grass-roots organization of 80 faculty, staff, and students from 30 units, has begun to develop a comprehensive list of projects currently underway that have been initiated by students, faculty and staff from various units across the institution.

As an alternative to tracking classes or co-curricular activities with designated civic education curricular outcomes, some institutions use national surveys of students or participate in national studies to find out about student engagement levels and attitudes. Two such studies, NSSE (National Survey of Student Engagement) and NSLVE (National Study of Learning, Voting and Engagement) provide both internal data to institutions and national comparative data in their reports. NSSE surveys college freshmen and seniors to gauge their participation in programs and activities.¹⁰ NSLVE provides data for 2012, 2014, 2016, and future election years and informs institutions of student voter registration/voting rates and of their campus climate with regard to political learning and engagement.¹¹ Unlike NSSE, NSLVE is not a survey; the data is collected via the National Student Clearinghouse and publicly available voter registration records.

What does this mean for faculty?

To our credit as a System, all institutions reported that they support faculty in incorporating a diversity of opinions in and out of the classroom, but they indicated that they are well aware of the complexities of managing difficult conversations in and out of classrooms.

To say that the First Amendment applies to public-university campuses begins but does not end the discussion. Given the high stakes on this issue, our institutions see a need for thoughtful re-evaluation, discussion, and improved planning to find reasonable ways to sustain free speech and also protect campus constituencies. This challenge is being met on several campuses in different ways. For example:

¹⁰ <http://nsse.indiana.edu/html/about.cfm>

¹¹ See the NSLVE website for sample reports available to participating institutions: <https://idhe.tufts.edu/nslve>

- UMCP's Teaching and Learning Transformation Center runs workshops on managing sensitive topics in the classroom, and the Office of Faculty Affairs has hosted workshops on Academic Freedom and Free Speech. The Office of Diversity and Inclusion also answers requests from academic units and faculty seeking guidance on incorporating a diversity of opinions in and out of the classroom.
- UMES recently hosted an Innovations in Teaching and Learning Conference which included a thematic track dedicated to Diversity and the Inclusive Classroom.
- Frostburg has a chapter of the National Coalition Building Institute, which provides programs and workshops for students, faculty, and staff to address diversity and inclusion issues.
- Bowie offers faculty professional development before each fall and spring semester; topics include cultural diversity in the classroom.

The two options mentioned most often in the survey responses were (1) professional development offered through a teaching and learning center or (2) financial support for faculty to seek training outside the university through external programs and national conferences.

Three institutions reported they offer stipends, two offer grant support for civic engagement related projects, three incorporate civic engagement in faculty awards, and four consider or are considering civic engagement in promotion and tenure practices. UMBC and Salisbury offer two examples of how faculty recognition and support are embedded within their institutions. UMBC has been investing close to \$40,000 a year in *BreakingGround* grants to faculty to support the creation of courses and community projects in which students can develop and practice civic agency. More than 30 courses and 25 community projects have been launched or redesigned with this support since its beginning in 2013.

In 1999, Salisbury University launched PACE, The Institute for Public Affairs and Civic Engagement, to reinvigorate the idea of a state university as a place where civic and political involvement could be developed and where students' spirits of generosity and intellectual curiosity could foster engagement. PACE is a nonpartisan institute committed to civic learning, engaged citizenship, and community involvement that sparks interest in public affairs and civic life for the students and the communities of Maryland's Eastern Shore. SU defines civic engagement in broad terms, encompassing a wide range of activities through which citizens work together to improve the quality of life in their communities—locally, nationally, or even internationally. SU's mission states that democratic citizenship is embodied whenever people come together to define the public good, determine the processes by which they will seek this good, or reform policies and institutions that do not serve this good.

PACE maintains a variety of direct student learning opportunities including Presidential Citizen Scholars and the Informed and Engaged lecture series. In addition, PACE offers a 1-credit, interdisciplinary elective course that explores rotating topics, and a series of faculty development programs, including a 10-week intensive seminar that aids faculty in embedding civic engagement experiences in existing or planned coursework. The Faculty Fellows program provides research and pedagogical support for faculty wishing to examine or further embed civic engagement experiences in their classes.

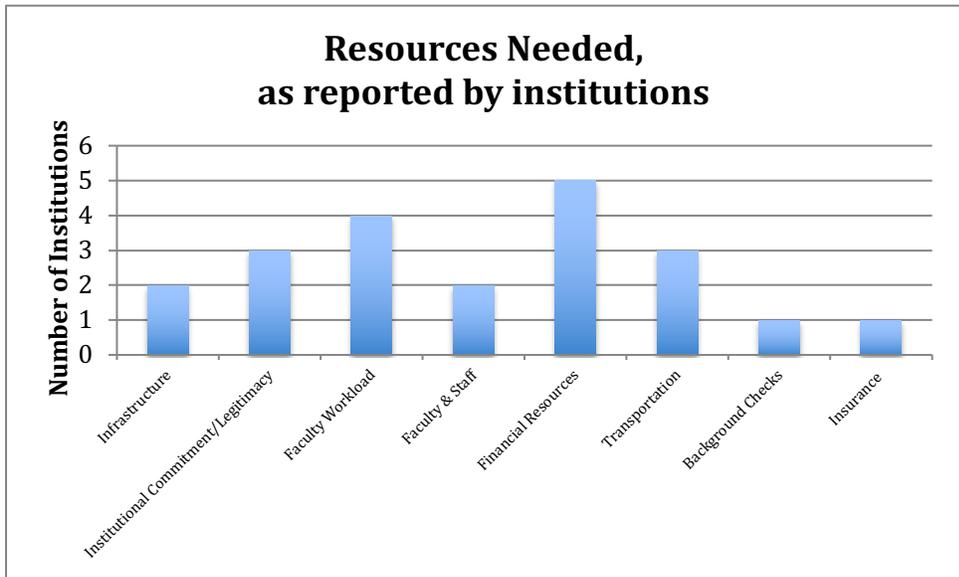
What do institutions report they need, and what do they want?

The institutions had a range of responses when it came to describing the challenges and impediments to establishing and/or growing the civic education and civic engagement programs on their campuses. While many institutions referenced resource constraints as a major challenge, the responses were all nuanced, and merit deeper analysis.

When asked what barriers exist to making civic engagement pervasive, institutions reported that it is challenging to connect the ideas and initiatives that may occur across a single institution. Two institutions cited a need for infrastructure that would track programs, manage logistics, and develop guidelines and standards. Specifically, institutions that do not already have a center or a point-person expressed a desire for a unit within academic or student affairs to provide leadership, oversight, and tracking of civic learning activities. To that end, some institutions reported that while a unit within academic affairs or student affairs can provide leadership and oversight, the typical organization of the university makes it difficult to create sustainable collaboration. Some institutions also cited a lack of clarity on the priority level of civic education and civic engagement due to competing university and departmental priorities. One institution pointed out the difficulty of achieving buy-in for initiatives that are not directly tied to faculty disciplinary specialties or departmental and college reward structures.

Other barriers which require consideration and resources included transportation, background checks, and faculty workload considerations. Transportation is required if students are to engage in community partnerships, and criminal background checks (which cost) are required when projects involve working with children. Depending on the project and location, insurance is sometimes required, which posed an additional financial consideration.

Finally, one institution pointed out how valuable it would be if students who have acquired certain civic skills and knowledge could demonstrate their proficiency to potential employers or graduate school admissions offices through a “badge,” or transcript designation. The Kirwan Center for Academic Innovation has started working on badging initiatives in some areas, and is looking into the possibility of badging civic competencies. The Carnegie Classification for Community Engagement recommends students receive such a designation, and the Workgroup urges USM to consider such a badging opportunity.



Several institutions pointed to a more fundamental, organizational challenge. They indicated that they had limited campus-level know-how or leadership around civic learning and engagement. This finding suggests that USM is poised to use our “system-ness” to build capacity across multiple institutions, similar to the USM approach to implementing academic innovation through the “Course Redesign” initiative. since we clearly have some national leaders as local resources.

A final concern raised in the survey responses might become a consideration for the Inclusion & Diversity Council, as well: how can we find ways to include and involve students who, for many different reasons, are left out, or are less likely to participate in curricular and co-curricular civic learning and democratic engagement opportunities across the institution?

Recommendations and Conclusion

Understanding democratic rights and responsibilities, having an appreciation for the diversity in the world that surrounds us, receptivity to hearing alternative points of view, and an inclination to treat others with empathy and respect, are the foundations of a functional community and a sustainable democratic government.

The purpose of this report and recommendations is to ensure that all graduates of USM institutions understand the national, global, and cultural contexts of our democracy and are prepared through both curricular and co-curricular learning experiences to contribute to and foster a civil society. USM institutions should create an environment where civic learning and democratic engagement are expected for every student. USM should model inclusion and civil discourse, particularly in a political environment dominated by caustic language and an unwillingness to compromise.

Recommendations

One of the essential take-aways from the USM survey is the mutual and integrated responsibilities of student affairs and academic affairs to develop and implement civic learning

and democratic engagement goals and strategies at each of the institutions. To continue supporting and deepen USM institutions' capacities to achieve these goals and enact these strategies, resources from USM are essential.

Based on the research of national models, and analysis of the USM institutional survey, the Civic Education Workgroup makes the following recommendations:

Recommendations for USM Institutions:

1. *Create a mechanism, such as a "Civic Investment Plan"¹² that captures and sets forth plans to strengthen significant institutional commitment to civic learning and civic engagement and details resources being used and resources needed:*
 - Multiple incentives for embracing public purposes and greater civic involvement;
 - Learning outcomes explicitly defined in courses and curricula;
 - Incentives for student affairs to develop public-oriented leadership programs and activities;
 - Training and support for faculty to create civic engagement courses and collaborations and offer opportunities on how to approach difficult conversations with students inside and outside of the classroom
 - Recognition and rewards for faculty who develop and implement innovative civic engagement and education pedagogies in their courses and who invest time in community-based teaching, research and service.

Recommendations for USM:

1. *Foster an ethos of civic engagement and participation across all parts of all institutions and throughout the educational culture.*
 - Encourage Carnegie *Community Engagement* classification for all institutions in USM. Consider offering incentives through partnership grants for institutions to help each other (those that have earned classification can help institutions that are on the path).
 - Encourage voting by using the National Study of Learning, Voting and Engagement (NSLVE) data to document and assess progress toward higher voter participation from each institution. Share reports with USM office.
 - Consider the development of a "badge" to designate student level competencies in civic learning and democratic engagement.
2. *Identify civic literacy as a core expectation for all students.*
 - Expand opportunities for service/action learning for undergraduate students in all majors to engage in real world applications of their learning through coursework and through community leadership programs.
 - Expand opportunities for civic learning and engagement for graduate students as it applies to their programs of study.
 - Align civic learning and democratic engagement goals with Carnegie *Community Engagement* standards, and have institutions report progress toward agreed upon goals.
 - Establish the *Civic Learning and Democratic Engagement Workgroup* as an ongoing USM workgroup with responsibility for defining goals (in collaboration with

¹² A Crucible Moment, p. 55.

institutions), developing and analyzing a System-wide survey, and overseeing the progress toward goals.

- Consider establishing a Regents’ “designated priorities” fund, similar to the USM Course Redesign project, for awarding seed grants to institutions to implement the civic learning and civic engagement recommendations.

Conclusion

In his keynote address to the Annual meeting of the American Association of State Colleges and Universities, Chancellor Robert Caret challenged the assembly:

Leaders of institutions of higher education must not shy away from the challenges. This is where leadership matters, and I recall a famous story: As Benjamin Franklin was leaving Independence Hall at the close of the Constitutional Convention of 1787, he was asked if we now have a republic or a monarchy. Franklin replied, “a republic . . . if you can keep it.”

Education, particularly public higher education, is a vital part of—and has a significant responsibility to—the republic. We must make it part of our mission to educate men and women who will keep it. The fact that so many aspects of our civic life have become dysfunctional, makes this effort all the more important and imperative. If we are committed, it can be our efforts that help move us from civic dysfunction to civic enlightenment.

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