

LEGACY OF LEADERSHIP



Profiles of the Presidents of the American
Association of Community Colleges

1958–2010

Edited by Bernard J. Luskin

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W.K. Kellogg Foundation, Battle Creek, Michigan

American Association of Community Colleges, Washington, DC

W.K. Kellogg Foundation, established in 1930, supports children, families, and communities as they strengthen and create conditions that propel vulnerable children to achieve success as individuals and as contributors to the larger community and society. Grants are concentrated in the United States, Latin America and the Caribbean, and southern Africa. Information about the Kellogg Foundation can be found at www.wkkf.org.

The American Association of Community Colleges (AACC) is the primary advocacy organization for the nation's community colleges. The association represents more than 1,200 two-year, associate degree-granting institutions and more than 12 million students. AACC promotes community colleges through five strategic action areas: recognition and advocacy for community colleges; student access, learning, and success; community college leadership development; economic and workforce development; and global and intercultural education. Information about AACC and community colleges can be found at www.aacc.nche.edu.



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FOREWORD

The significant growth of the community college movement and the role played by the American Association of Community Colleges (AACC) are intertwined with the association's extraordinary relationship with W.K. Kellogg Foundation, a relationship that began in 1958 and still thrives today. To appreciate how and why this relationship was formed, it is necessary to understand the philosophy of Will Keith Kellogg and the vision and values embedded in the foundation he created.

Kellogg was a remarkable success as a business entrepreneur in a highly competitive field—the production and marketing of ready-to-eat cereals and other grain-based foods. As he began to develop his personal philanthropy in the 1920s, he proved to be a social entrepreneur. He was especially interested in mobilizing and modifying organizations, systems, and institutions to more effectively serve their intended purposes and benefit society as a whole.

In 1930, Kellogg—age 70 at the time—established W.K. Kellogg Foundation and ultimately committed his ownership share of the Kellogg Company in a trust to fund the foundation. The initial mission of the foundation was to promote the health, education, and welfare of humankind, but principally of children and youth, directly or indirectly. Kellogg felt a particular concern for rural youth because they lacked adequate health care and educational opportunities compared with youngsters living in cities. Accordingly, the foundation's early efforts involved working with rural Michigan counties to consolidate rural schools, establish departments of public health, build hospitals, and strengthen school and public libraries.

At the end of its first decade, the foundation decided to shift its focus to a grant-making style of philanthropy and to broaden its reach beyond Michigan. Its emphasis was on supporting education from early childhood and continuing throughout life, for the purpose of creating careers and promoting civic engagement, and on supporting educational institutions that could make that happen. To that end, for about 15 years after World War II, the foundation concentrated on issues in three broad program areas: health, education, and agriculture.

As the foundation's efforts were maturing and interest in creating sustainable models increased, trustees grew increasingly focused on expanding

educational opportunities beyond high school at low cost for people desiring to obtain job skills and credentials or to complete the first 2 years toward a bachelor's degree within their own communities. The foundation was aware of the growing concept of the "people's colleges" and had assisted the Battle Creek School Board in launching a community college when it could not gain countywide support.

In the late 1950s, the Kellogg Foundation's director of nursing programs was working with national professional nursing groups to develop associate degree in nursing programs. The goal was to move nursing preparation from hospital-based diploma programs to academic settings in community colleges. In concluding a planning meeting with the American Association of Junior Colleges (AAJC, the predecessor to AACC), she suggested that association management might want to discuss its ideas and needs with the foundation. Shortly thereafter, the executive director of AAJC and a colleague were traveling by train through the area and, on impulse, stopped by the Kellogg Foundation headquarters in Battle Creek, hoping to meet with Emory W. Morris, the foundation president. An hour later, Morris welcomed the visitors to his office. The collaboration that was borne of that fortuitous event is described in chapter 1 of this book. It is a collaboration that has had a profound impact on the development of community colleges and has appreciably furthered the Kellogg Foundation's mission.

W.K. Kellogg Foundation and AACC have worked together for more than half a century to enhance the role of community colleges locally and nationally. Through this long collaboration, community colleges have become established as key players in helping people from all walks of life achieve their goals through higher education. In this way, AACC has played an ongoing role in the foundation's mission of supporting children, families, and communities.

The foundation's collaboration with AACC resulted in many other significant Kellogg Foundation initiatives, which expanded and strengthened community colleges and which are detailed in the profiles of AACC's leaders, the subjects of this book. Throughout the 20th century and into the 21st century, AACC presidents have maintained close ties with the foundation, and it has been the foundation's great pleasure to see how its support of AACC has fostered the growth of strong and diverse community colleges. We are pleased to honor these leaders of the community college movement in the pages of this book.

We hope that this volume will become an archival treasure that documents the evolution of AACC as an organization that has helped community

colleges enrich the lives of countless individuals, families, and communities, fulfilling beyond measure Will Keith Kellogg's belief that "education offers the greatest opportunity for really improving one generation over another" (W.K. Kellogg Foundation, 2010).

- Russell G. Mawby
Chairman Emeritus, W.K. Kellogg Foundation
- Robert E. Kinsinger
Vice President (Retired), W.K. Kellogg Foundation
- Sterling Speirn
President and CEO, W.K. Kellogg Foundation

PREFACE

From relatively modest beginnings at the turn of the 20th century, community colleges now enroll about half of all U.S. undergraduates and are attracting attention throughout the world as colleges of opportunity and the engines of a successful economy. The remarkable growth and success of community colleges, sometimes referred to as “democracy’s colleges” or “the people’s colleges,” is the result of a social movement in the United States—the community college movement—which has opened access to higher education and training opportunities to students who would not otherwise have had a chance due to economic, mobility, and social barriers. However, the story of this significant movement, its leaders, and its supporters has been largely untold until now. The idea for this book originated with the Kellogg Community College Leadership Legacy Project (KCCLLP).

KCCLLP began in 2003 as part of the larger Leading Forward grant provided by W.K. Kellogg Foundation to the American Association of Community Colleges (AACC; described in chapter 5). Early on in the project, I, as project leader, and George Boggs, then president and CEO of AACC, who served on the project’s advisory committee, believed that future community college leaders needed to understand the unique values of community colleges and how they had been shaped by the leadership of AACC and by the support of visionary foundations, in particular, W.K. Kellogg Foundation. That belief shaped the development of the project to meet two objectives.

The first objective was to identify the Kellogg Fellows who had participated as graduate students in the community college leadership programs supported by the Kellogg Foundation, gather information on the university programs in which they participated, and report on their accomplishments since completing those programs. The second objective was to research the history of the foundation’s influence on community colleges through its support of AACC and to record the contribution of the AACC presidents. This book is the result of the latter objective.

To facilitate the research on this legacy of leadership, five fellowships were awarded to community college administrators pursuing doctorates of education at Fielding Graduate University. The fellows worked together to examine the key contributions of foundation-funded community college leader-

ship programs of the past as well as the influence of the foundation on AACC. The project also received guidance and support from a distinguished advisory board that included past presidents of AACC, former directors and professors from the community college leadership programs, and former Kellogg Foundation officers who helped cultivate the ongoing relationship between the foundation and AACC.

This book concentrates on the special role of AACC and its leaders in the dramatic creation and expansion of a new option in higher education. It describes the AACC leaders, their individual stories, and how they intersected to build a nation of learners by advancing the community college movement. This history follows the AACC presidents from 1958 through 2010 and covers a legacy of “values, vision, and vitality” (to borrow from the title of Ed Gleazer’s landmark book). Four presidents guided AACC during this 50-year period, shepherding AACC and the community colleges through the 20th century and into the 21st century.



Two major primary sources were consulted in the writing of this book: the AACC presidents themselves, through interviews and personal communications, and AACC’s historical archives (e.g., board minutes and reports). As a kindness to the reader, I have opted not to cite these sources repeatedly in the narratives, letting the presidents’ recollections speak to the reader directly in most cases. Sources are cited for all quotations and factual information obtained otherwise.

For sake of clarity, the current name, American Association of Community Colleges, is used to refer to the association throughout the book, although this name change did not occur until 1992. The reader should also note that, the Big Six higher education associations referred to in the book are AACC, the American Council on Education, the American Association of State Colleges and Universities, the National Association of Independent Colleges and Universities, the Association of American Colleges and Universities, and the Association of Public and Land Grant Universities.

ACKNOWLEDGMENTS

I would like to extend special thanks to the staff of W.K. Kellogg Foundation and the members of the W.K. Kellogg Community College Leadership Legacy Project Advisory Board for their support and encouragement. The board included past AACC presidents Edmund G. Gleazer, Jr.; Dale P. Parnell; David R. Pierce; and George R. Boggs, as well as James Wattenbarger, former director of the community college leadership program at the University of Florida; Arthur Cohen, UCLA community college leadership program professor; and Robert Kinsinger, W.K. Kellogg Foundation vice president for education.

In addition to the advisory board, the participation of the following people was vital to the development of this book, and I extend my deepest gratitude and appreciation to them all: Walter G. Bumphus, Ted Chen, Arlon Elser, Russell Mawby, Gail McClure, William Richardson, Paula Sammons, Sterling Speirn, Ali Webb, and Angelo Williams. Heather Bruce and Gladys Sawyer of HGF, Inc.; Caroline Polk of Polk Editorial Services; and Norma Kent and Deanna D’Errico of AACC provided extensive guidance and editorial assistance.

In addition, this book would not have been possible without the support of Touro College and University, Fielding Graduate University, and the Fielding Graduate University Kellogg Fellows, each of whom contributed to this project. The fellows were Crystal Bacon, Michael Gregoryk, Vangie Meneses, Ramiro Sanchez, and Jianping Wang.

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INTRODUCTION

THE KELLOGG FOUNDATION COMMITMENT TO COMMUNITY COLLEGES

We seek to organize community colleges to create stronger educational linkages between high schools and employers, while serving as a community resource and engagement center for low-income youth and families.

—W.K. Kellogg Foundation (2011b)

Helping people help themselves: This theme has always driven the work of W.K. Kellogg Foundation. As a result, since its inception, the foundation has supported continuing education in multiple forms. Although the primary purpose of this book is to chronicle and honor the achievements of the four men who have so successfully led the American Association of Community Colleges (AACC), as was stated in the foreword, that success story is one that is intertwined with that of the Kellogg Foundation's mission. Thus, this book begins by explaining how the foundation became interested in the community college mission and describing some of the major programs and initiatives that it has supported during its long relationship with AACC.

EVOLUTION OF A PHILANTHROPIST

In 1906, Will Keith Kellogg demonstrated his entrepreneurial skills by creating the Kellogg Company, which became a premier producer of ready-to-eat breakfast cereals. Two decades later, he began to shape his skills as a social

entrepreneur, first in his personal philanthropy and then through the W.K. Kellogg Foundation, chartered in 1930. After surveying local needs and interests, the foundation's trustees decided to focus on the health, agriculture, and education sectors. One of the foundation's first projects was the Michigan Community Health Project (MCHP), which served seven rural counties surrounding Kellogg's hometown of Battle Creek, Michigan, to establish departments of public health, build hospitals, and create high school education opportunities for rural youth.

After a decade of MCHP experience, the foundation moved from operating programs to making grants to fund the "practical application of knowledge." Still focused on helping people help themselves, the foundation had two areas of emphasis in its grantmaking: (1) education from early childhood and continuing throughout life and (2) leadership. The foundation wanted to encourage individual professional development, but even more, it wanted to foster civic engagement and leadership.

The foundation identified societal issues of concern and then worked with institutions, organizations, and communities that shared those concerns. A problem the foundation tackled early on was the apparent inability of rural Michigan physicians to diagnose tuberculosis in its early stages, a problem that could be prevented with refresher courses for practitioners. The foundation's efforts to address that concern ultimately led to continuing education becoming a programming priority for the foundation (W.K. Kellogg Foundation, 1979). The foundation used lessons from MCHP to assist in developing schools of public health, which nurtured the professions of health services administration and educational administration. It also promoted the concept of university-based residential centers for continuing education and lifelong learning.

Just after World War II, the transformation and growth of American 2-year colleges became evident. Junior colleges were expanding their role in increasing low-cost educational opportunities beyond high school for people desiring to obtain job skills, to gain credentials for specific jobs, or to complete the first 2 years toward a bachelor's degree. In June 1955, the foundation sponsored a conference, "A Look to the Future," in Battle Creek. Representatives from leading universities and state and national agencies attended, and several innovative foundation programs in health and agriculture emerged. In education, the foundation decided that community colleges, with their host of 2-year vocational programs, were an important focus for its efforts.

Since the "Look to the Future" conference, the foundation has invested more than \$61 million in programs for community colleges and has developed

a long-lasting relationship with AACC. Support for academic and career programs at community colleges within the foundation's areas of focus (health, agriculture, and education) includes the development of the associate degree nursing program—an innovation at the time—which eventually spread to more than 700 colleges throughout the United States. Other innovative 2-year occupational programs covered agrichemical production, civil engineering, data processing, fishery management, forestry, and hotel and restaurant operations. True to its commitment to knowledge and learning, the foundation recognized the need to strengthen the entire area of occupational education and supported the full-scale development of faculty and programs. The following section highlights some of the things AACC has been able to achieve with the support of the Kellogg Foundation.

COMMUNITY COLLEGE PROGRAMS AND INITIATIVES SUPPORTED BY THE KELLOGG FOUNDATION

Junior College Leadership Program

In the 1960s and 1970s, the Kellogg Foundation assisted AACC in implementing its ambitious Junior College Leadership Program (JCLP), which worked with 12 major public and private universities to create graduate fellowship programs preparing leaders in institutional development, curriculum design, and business operations for community colleges. Initially a 5-year grant was awarded to AACC in August 1959 to aid in strengthening and expanding the association's professional services. Subsequent grants extended the program through 1972.

Ten universities were identified to participate: the University of California, Los Angeles; the University of California, Berkeley; Stanford University; the University of Florida; Florida State University; the University of Michigan; Michigan State University; Wayne State University; Teachers College, Columbia University; and the University of Texas at Austin. The Kellogg Foundation awarded initial 4-year grants to these universities in 1960; in subsequent years, funds were also awarded to the University of Washington (1967) and the University of Colorado–Boulder (1968).

The program sought to develop a comprehensive educational outlook for the junior colleges and move them away from a focus on students desiring to transfer to 4-year colleges. It emphasized the open access concept, recognizing that there were millions of potential students as yet untouched by postsec-

ondary education. It also promoted the vision of the true community college, one that develops programs to meet community needs, involves the community in the development and operation of these programs, and provides community services over and beyond offering courses. The Kellogg Fellowships, integral to JCLP, were prestigious appointments and recognized as central to the development of community college leadership. They provided a significant career trajectory for the more than 500 recipients who contributed greatly to the advancement of the community college movement.

National Center for Higher Education

In the middle of the 20th century, many associations representing colleges and universities were based in Washington, DC, but were housed throughout the city—in some cases, in inadequate quarters. The situation led W.K. Kellogg Foundation to work with the American Council on Education to create the National Center for Higher Education at One Dupont Circle in 1969, a building that housed the major higher education associations in one place. AACC was one of the first major tenants, and a key element in its success was proximity to the other education associations at One Dupont Circle, an advantage that continues today.

The Beacon College Project

In 1989, seeking to create a climate of shared problem solving between the community and the college, AACC launched the Beacon College Project with Kellogg Foundation funding. Through a competitive process, 26 colleges were chosen to collaborate as beacons for other colleges and institutions in community-building projects that addressed tolerance issues, effective teaching approaches, partnerships and service to community, and leadership. Over 6 years, the Beacon Project engaged nearly 250 community colleges, more than 300 institutions, and 130,000 people in 36 states. The results were documented in *A Climate Created: Community Building in the Beacon College Project* (Barnett, 1995). The \$1.7 million funding from the Kellogg Foundation leveraged more than \$7 million in local communities (see W.K. Kellogg Foundation, 2011a).

Leading Forward

In 2003, the Kellogg Foundation awarded AACC a \$1.9 million grant for the Leading Forward initiative to address the national need for community college

leaders. Through research, national leadership summits, and consensus building, a set of core competencies (knowledge, skills, and values) was developed and distributed to community colleges nationwide. AACC's *Competencies for Community College Leaders* (AACC, 2005) is now being used to help structure credit and noncredit leadership development programs across the country. Leading Forward also influenced the development of AACC's Future Leaders Institute, created workshop templates on equity awareness and community engagement, and produced publications on next-generation university-based community college leadership programs (Barnett, Larson, & Rivera, 2006) and the burgeoning "grow your own" leadership programs developed by individual colleges and states (Jeandron, 2006).

Achieving the Dream

In 2007, the Kellogg Foundation initiated its involvement with Achieving the Dream: Community Colleges Count, providing funding to AACC and other founding partners that enabled three Michigan community colleges to join the initiative and supported state policy work to make student success a priority at community colleges (see <http://www.achievingthedream.org/>).

ABOUT THIS BOOK

As is described elsewhere in this book, the Kellogg Community College Leadership Legacy Project was also created through the Leading Forward grant to explore the success of community college leaders from the past, particularly those who received Kellogg Fellowships under JCLP. The profiles of AACC's leaders presented in this book (chapters 2–5) are one outcome of that exploration. The leaders who took the helm of AACC from 1958 to 2010 are Edmund J. Gleazer, Dale P. Parnell, David R. Pierce, and George R. Boggs.

As this book will show, each leader's contributions were integral to the success not only of AACC but also of the community colleges they served:

- Ed Gleazer established a strong foundation and structure for the association through the formation of affiliated councils and an expanded board of directors and cemented AACC's relationship with the Kellogg Foundation to extend the association's reach.
- Dale Parnell emphasized the importance and value of vocational and technical education and highlighted the importance of community col-

leges for high school students, “the neglected majority,” who were being ignored by educators. Through his work, community colleges gained acceptability and recognition among higher education associations and became well positioned to support new work initiatives.

- David Pierce increased recognition of community colleges by changing the association’s name, improving member connection to the association by changing the commission structure, and building strong ties to the federal administration.
- George Boggs worked with the Kellogg Foundation to revitalize leadership development and to expand federal advocacy and policy analysis, global and intercultural education, economic and workforce development programs, and student access and success initiatives. Through his work, community colleges received unprecedented recognition.

In the pages that follow, the growth and influence of AACC is revealed through the eyes of its presidents and those who knew them. The book describes how AACC promoted and sustained the community college concept to the point that, today, a community college is within commuting distance of every resident of the United States. It describes the difficulties in achieving this feat and the steadfastness and strength of the leaders who met the challenge to expand America’s community college system. It should serve as an invaluable resource for anyone interested in the history of the community college movement, as well as increase understanding of how community colleges earned their current stature and expanded their vital role in educating the nation’s workforce.

CHAPTER 1

TWO MEN ON A TRAIN: THE LEGACY BEGINS

The American Association of Junior Colleges, the original association, was formed in 1920 by 34 educators from just 22 of the nation's 175 junior colleges. The fledgling organization's original constitution stated:

The object of this Association shall be to define the Junior College by creating standards and curricula, thus determining its position structurally in relation to other parts of the school system; and to study the Junior College in all of its types (endowed, municipal and state) in order to make a genuine contribution to the work of education. (Witt, Wattenbarger, Gollatscheck, & Suppiger, 1994, p. 75)

It is impossible to tell any story about the development of community colleges without paying homage to the Truman Commission, the White House-appointed panel of experts that in 1947 called for free 13th- and 14th-year education for young Americans. "In a nation that was male-dominated, racially segregated, anti-Semitic, anti-Catholic, and with deep pockets of urban and rural poverty, the [Truman Commission's] report called for the end of barriers to higher education based on race, gender, religion, income, and geographic location" (Quigley & Bailey, 2003, p. xi). The Truman Commission helped engender a nationwide demand for community education.

Ralph R. Fields, an early leader in the community college movement, said: “In 1947 the President’s Commission on Higher Education brought the concept of the community college to the front pages of U.S. newspapers as well as to the attention of many educators who, prior to that time, had not given much serious thought to junior colleges” (cited in Quigley & Bailey, 2003, p. 38). Fields also pointed out that a public community college, following the appeal of the Truman Commission, should be (1) democratic, (2) comprehensive, (3) community-centered, (4) dedicated to lifelong learning, and (5) adaptable (President’s Commission, 1947).

By the late 1950s and early 1960s, communities large and small were creating community colleges, but many had nowhere to turn for support and guidance in getting them up and running. According to the association’s first president, Edmund J. Gleazer,

There were no state directors of community colleges; there were no state boards of community colleges; universities weren’t working in this field yet, so AACC was getting pummeled from all over the country. People would call me up, several times a day—Harrisburg, Pennsylvania—“We just authorized a community college, this week we’re electing a board, now we need to get a president. I know this is April, but we’d like to open in September!”

What the Truman Commission began, AACC and W.K. Kellogg Foundation would carry through another 60 years of development.

THE EARLY YEARS: A PARTNERSHIP DEVELOPS

A year prior to the release of the Truman Commission report, Jesse Bogue became AACC’s leader. Bogue had served as AACC’s president (now titled board chair) in 1943 and went on to succeed Walter Crosby Eels as executive secretary (now titled president and CEO) in 1946. According to Gleazer, during Bogue’s 12-year tenure as executive secretary, junior college enrollments increased from 249,000 students to 869,000 students, and the association’s budget grew from \$23,000 to \$52,000. However, Bogue saw a need to increase awareness of and support for junior colleges.

In fall 1956, Gleazer, who was then president of Graceland College and president-elect of the AACC board, and his wife were in Oslo, Norway, while on a tour of Europe, when a cablegram arrived from Bogue inviting Gleazer

to take a 1-year leave of absence from his post at Graceland College to head up a national information program for the association. Gleazer was not sure how he would explain to Graceland's board of directors that after 3 months abroad he was asking for another year away, but he needn't have worried. In a number of ways, Graceland was at the forefront of support for the fledgling national association. Floyd McDowell, Graceland's dean, was at the meeting in 1920 that led to AACC's establishment and was the author of the first doctoral dissertation on community colleges. Graceland was the first junior college accredited in Iowa and one of the first church-related colleges to transition from a 4-year college to a "junior" college, and Gleazer was a graduate. The board gave Gleazer its blessing to work for 1 year toward advancing AACC. That 1 year turned into 23.

In 1956, the AACC office in Washington, DC, consisted of three small rooms at 1785 Massachusetts Avenue, a building shared with the American Council on Education. With a budget of \$52,000 and a membership of 635 junior colleges enrolling a little under 766,000 students, Gleazer clearly had his work cut out for him (Gleazer, 1961, p. 40). The Special Public Information Project that Gleazer had been asked to run began with \$20,000 in pledges from various associations and institutions during the New York AACC convention in March 1956. Gleazer said his job was to give practically all of his time to "personal interviews with heads of foundations, businesses and industrial concerns, editors of national magazines, and others in positions of leadership who understood that the place and functions of the 2-year colleges might be important."

Gleazer was quickly dispatched to New York to attend the National Association of Manufacturers meeting and to raise the image and awareness of America's junior colleges. He initially struck out with the head of U.S. Steel (see Box 1-1), but the staff at the American College Public Relations Association and the American Alumni Council put him in touch with a number of more amenable contacts in philanthropic organizations. Through them, Gleazer found willing ears and open pockets to begin to advance AACC's cause. Don Deutsch of the Sears Roebuck Foundation was interested in Gleazer's pitch to develop a brochure for school superintendents and principals describing community and junior colleges as "institutions of worth." Deutsch referred Gleazer to N. W. Ayer in Philadelphia, who designed the brochure, which Sears agreed to fund. With the American Association of School Administrators and the National Association of Secondary Schools on board, the Special Public Information Project was under way.

1-1 GLEAZER RECALLS HIS FIRST ENCOUNTER WITH U.S. STEEL

“This Iowa junior college president went to New York City to the National Association of Manufacturers meeting. I knew nobody. It was a very large meeting in a very nice hotel, but I couldn’t figure out who to contact or how. So, I decided to telephone W. Homer Turner of U.S. Steel, thinking I might see him while I was there. I was successful in getting him on the telephone, identified myself as being with junior colleges, and said I would appreciate the opportunity to meet with him. His response was rather curt: ‘I have no time for a cup of coffee-type chat, and besides, we do not give money to secondary schools.’ I returned to Washington, conscious that the clock was ticking and that I needed to work out a more effective strategy.”

That blunt, initial encounter was not the end of Gleazer’s conversations with W. Homer Turner, but he wouldn’t know that for some months.

Gleazer had a second chance with U.S. Steel. At a meeting of representatives of corporate foundations, he sat down to lunch next to U.S. Steel’s W. Homer Turner, who had become interested in junior colleges and was trying to figure out how to allocate the company’s limited philanthropic resources among them. Gleazer had the answer: U.S. Steel should give the funds to AACC and thereby benefit all the institutions. The result was AACC’s first grant from U.S. Steel, in the amount of \$10,000, and the start of a long relationship. With this contribution, the philanthropic landscape for AACC was beginning to change.

After U.S. Steel came the Ford Foundation’s Fund for Advancement of Education. Alvin Eurich, the fund’s director, had expressed interest in sponsoring a conference to discuss the role of junior colleges in American higher education and invited AACC to participate. With Ford Foundation funding, the Conference on Junior College Problems, held in 1958 at the Biltmore Hotel in New York, brought together leaders from across sectors: public and private colleges; federal officials; philanthropic organizations; the universities of Michigan, California, and Texas; and community colleges, represented by AACC. A planning committee identified four problems that served as the basis of discussion at the conference:

-
- How shall we get top leadership for junior and community colleges?
 - How shall we improve teaching and secure an adequate supply of competent teachers?
 - What can we do to strengthen student personnel services?
 - What can be done to expand, improve, and give greater prestige to the college-level technicians programs?

Clearly, community and junior colleges needed top-notch leaders to guarantee that their teaching and programs would best serve their populations.

PARTNERING WITH W.K. KELLOGG FOUNDATION

In 1949, the National League for Nursing (NLN) proposed the formation of a joint committee with AACC to determine how already-existing junior colleges and the hundreds of new 2-year institutions could successfully develop effective programs leading to an associate degree in nursing. In March 1950, the Joint Nursing Committee issued a report agreeing that the junior college was the logical place for the preparation of nurses and proposed the establishment of a national advisory committee composed of representatives of junior colleges and national nursing organizations. The person principally involved in carrying out the mandate of this joint committee was Mildred L. Montag, initially a doctoral candidate and then professor of nursing at Teachers College (Quigley & Bailey, 2003, p. 19).

By 1958, Robert Kinsinger had been appointed to act as consultant between NLN and AACC. Kinsinger was working in New York City, attempting to promote the use of junior colleges for nursing education:

Because I had found the 2-year colleges so adaptable to preparing a great variety of health workers, I began to seek opportunities to work with the nascent colleges and their still-struggling advocates. That early interest led me to AACC and put me in touch with Ed Gleazer, an event that I have always believed was destined to become one of the turning points in the community college movement. (personal communication, April 20, 2004)

Kinsinger invited Gleazer to New York in April 1958 to meet with Mildred Tuttle, head of the Kellogg Foundation's nursing division. The foundation was making grants totaling a million dollars or more to support the

development of the associate degree program in nursing. The foundation was ending its funding of public school leadership and was looking for new program initiatives. In her meeting with Gleazer and Kinsinger, Tuttle suggested that if they were ever passing through Battle Creek, Michigan, they should stop in and talk to the foundation's president and staff. That's exactly what they did. As Kinsinger tells it:

Ed Gleazer and I just happened to be traveling companions on a train heading for an AACC meeting. I was a captive audience, and Ed was particularly eloquent that day regarding his dreams for the 2-year colleges and how they could develop throughout the land—if only they had sufficient financial resources to put AACC's plans into action. There followed a classic tale of serendipity.

I noted that our train route would be taking us through Battle Creek, Michigan, home of W.K. Kellogg Foundation. Because I had been working periodically as a consultant to the foundation, I had gotten to know the principal officers well enough to suggest by telephone that they meet, even on such short notice, to hear Ed's grand dream for the 2-year colleges.

The foundation president agreed to give us a few minutes. Ed was so persuasive that soon messages went out to the vice president and the program director for higher education to join us to hear Ed's story and to continue the dialogue over lunch. The outcome of that meeting turned out to be the start of a long and meaningful relationship between the Kellogg Foundation and the 2-year college movement. Little did I dream that just a few years later I would be approached to join the foundation and would be a bit player in the movement of which we are all so proud. (personal communication, April 20, 2004)

That's where this story really begins, with a serendipitous tale of how two men on a train, two men representing a dream that community education would become commonplace, came together with the foundation of a man who said, "I'll invest my money in people." Together, they began building a nation of learners.

CHAPTER 2

LAYING THE FOUNDATION, ARTICULATING THE VISION

EDMUND J. GLEAZER, JR.
1958–1981



Major Accomplishments of the Gleazer Years

- Community college leaders became more committed to the movement and began to coordinate their activities.
- Community colleges flourished and began to promote the importance of lifelong learning.
- AACC began to focus on how colleges could best serve an increasingly diverse student population.
- Acceptance of the council system set the stage for the future AACC.
- Community colleges began to be partners in U.S. higher education.
- The Servicemembers Opportunity Colleges, a system of agreements that enables service members and spouses to easily transfer college credits while deployed, was created.
- Support from W.K. Kellogg Foundation drove AACC's development.
- The Kellogg Foundation's support of AACC and of the Kellogg fellowships in universities provided the leadership constituency that built today's community colleges.

CAREER HIGHLIGHTS

POSITIONS HELD

- 1958–1981 President and CEO, AACC
1946–1957 President, Graceland College (now Graceland University)
1980–2010 Adjunct professor, Community College Leadership Program,
University of Texas at Austin

EDUCATION

- EdD, Harvard University
- MA, education, Temple University
- BA, University of California–Los Angeles
- AA, Graceland College

HONORS

- B. Lamar Johnson Leadership Award, League for Innovation in the Community College
- Commission on Foreign Languages and International Studies (appointed by President Carter)
- Edmund J. Gleazer School of Education, named in honor of Gleazer by Graceland University
- Graceland College Alumni Distinguished Service Award, Graceland College
- Honorary Doctorate of Humane Letters, Graceland College
- James F. Nickerson Medal of Merit, Servicemembers Opportunity Colleges
- Leadership Award, AACC
- Lifetime Achievement Award, Institute of Higher Education, University of Florida
- National Board of the Fund for the Improvement of Postsecondary Education (appointed by the secretary of the U.S. Department of Education)
- Outstanding Lifetime Contribution to Higher Education Award, American Council on Education

There are thinkers and spokesmen needed in this junior college field as it grows in stature and maturity. We need men and women who not only occupy roles of leadership in junior college activity but who can speak to the nation with reason and competence. I am expressing the hope that busy administrators can somehow find ways to rise to this need.

—Edmund J. Gleazer, Jr. (1959)

Edmund J. Gleazer, Jr., began as AACC's executive director April 1, 1958. His title was changed to president in 1960. The period from 1960 to 1967 saw a boom in growth and development both in junior colleges and in AACC, as was evident in increased participation and support from member colleges as well as individuals: In 1960, new community colleges were opened at the rate of 20 per year; by 1967, that figure was 50 per year. Early into Gleazer's tenure, it was time to reassess AACC's role, goals, and objectives.

In August 1959, W.K. Kellogg Foundation made a 5-year financial commitment to help AACC strengthen and expand its professional services. AACC placed a new emphasis on analyzing, summarizing, and distributing the results of research and experimentation and on providing leadership to institutions, state departments of education, and local communities in the planning of community college programs. In the next decade, 500 community colleges were established. Gleazer described the impact on AACC as follows:

“Where can we find a president?” “We have a new community college district and want to open up next fall.” “What legislation can you recommend at the state level for sound community college development?” The questions came from all over the country as community colleges sprouted, seemingly from out of nowhere. Sources of information were few. The Office of Education, manned by two professionals, S. V. Martorana and Grant Morrison, provided some assistance. The Kellogg-funded Junior College Leadership Programs in 10 universities were just getting under way and would in time serve as centers for research and development. Few states had a state-level office for junior colleges. The demands on the association to provide information and assistance were almost overwhelming.

In the face of the need, the Kellogg Foundation made an additional commitment of \$337,600 to step up AACC's information services. AACC added to its staff a public information officer and director of publications. The *Junior College Journal*, (renamed *Community College Journal* in 1967), which had been edited at the University of Texas, was brought into AACC's Washington office.

In his 1961 report to the AACC Board of Directors, Gleazer described the potential for international expansion of AACC's activities:

There are many evidences now available that the community college concept with its role of democratizing opportunities for education may be most useful (with local adaptation) to many countries abroad. We have had frequent contact with the State Department, Agency for International Development, Peace Corps, and the Institute for International Education as a result. Several conferences led to a meeting with representatives of these agencies in New York. The Institute for International Education is now proposing that [AACC] be associated with it in two projects.

In 1961 and 1962, AACC sent a delegation of technical education experts to the Soviet Union for a coast-to-coast tour of its technical junior colleges. During the same period, an invitation from the government of Kenya led Gleazer, among others, to explore the potential for exporting the community college model to that country. The program also sent 65 Kenyan students to community colleges in California and New York. The world was calling on AACC to share its knowledge of community college education.

IMPROVING ACCESS TO COMMUNITY COLLEGES FOR MINORITIES AND VETERANS

Malcolm X College

Before the 1960s, at least 20 major cities (including Denver, St. Louis, Cleveland, San Francisco, Seattle, Portland, and Miami) did not have community colleges. Just as in places such as Kenya and the Soviet Union, however, the democratization of education was expanding quickly at home, fueled by new audiences seeking access. The demographics of community college students were changing—the proportion of students who were minority, female, or older than age 21 at enrollment was increasing steadily—and the growth in

enrollment reflected increasing demand from these students. Moreover, “The institution’s ability to adapt to the needs of racial minorities in the late sixties gave it sophistication and the confidence needed to serve the more mature students who came increasingly in the seventies [which] also led to greater community involvement” (McLennan, 1982, p. 79). By 1971, 30% of full-time enrolled students were not students of color.

Among the many colleges that came out of this new demand for access, Malcolm X Community College in Chicago, formerly Crane Junior College and Herzl Junior College, offers an object lesson in the role of social unrest in the movement’s development (see Box 2-1). In 1968, students closed down a number of the college’s facilities to demand that the college more accurately reflect the diversity of its population. To some minority students, the community college appeared to be kowtowing to the White population and its cultural demands, keeping minorities “in their place” and out of universities. Some felt that community colleges pushed minorities into the trades. Remedial courses were akin to rubbing salt into the wounds of racial division because they gave no credit and effectively punished students for the failure of their elementary and secondary schools.

In response to student demands, the college was closed and reopened as Malcolm X Community College. In addition, some remedial classes were discontinued and students moved into college-level classes. Colleges like Malcolm X addressed issues of access by offering comprehensive curricula that provided a choice between vocational and technical training and traditional baccalaureate preparation. Along with the Peralta Colleges and the Los Angeles City Junior Colleges in California and the State University of New York Urban Centers in New York City, Malcolm X was selected by the federal Office of Economic Opportunity, under the auspices of AACC, to demonstrate models for extending community college programs and services to out-of-school youth and adults in poverty areas, models that could be tested by other colleges in other cities.

Servicemembers Opportunity Colleges

On April 8, 1969, Gleazer visited Alden Dunham of Carnegie Corporation in New York to discuss AACC programs. A few weeks later, Dunham called Gleazer and expressed his great concern that GIs were not using their educational benefits. He asked whether AACC could do something about the problem. As a result of their conversation, Carnegie gave a grant to AACC to extend and expand services of community colleges to military personnel before and after separation from the services. AACC invited the American

Association of State Colleges and Universities to join in the project, and other organizations soon came on board. In 1972, the effort became Servicemembers Opportunity Colleges, a system of agreements that allow service members and spouses to transfer college credits easily as they make progress toward degrees and certificates while deployed.

2-1 ORIGINS OF MALCOLM X COMMUNITY COLLEGE

Founded in 1911 as Crane Junior College, Malcolm X Community College originally served 32 immigrant students living on Chicago's West Side. Like most early junior colleges, different forces shaped its mission. Some people saw the need for vocational education to prepare the city's immigrants and poor for employment. Others, including many academics, joined with the college's faculty in urging Crane to adopt an abbreviated baccalaureate program.

The academics won, but the victory was short-lived. In 1927, Illinois junior colleges lost their state funding, and by 1930, overcrowded and underfunded, Crane lost its accreditation. In 1933, as the Chicago World's Fair celebrated "A Century of Progress," Crane Junior College closed its doors, depriving the city's most needy citizens of education and training.

Clarence Darrow led the fight to save educational opportunity for working people. The city relented, and Crane was reopened as Herzl Junior College, a name that reflected the European immigrant population now enrolled in its classes. Along with Herzl, the city opened two additional campuses: Wilson and Wright. The three branches offered a pre-baccalaureate curriculum built on general education survey courses taught in huge lecture halls to hundreds of students at a time. This approach reflected the premise that there was a common core of knowledge that all educated people should share.

After World War II, Chicago's city colleges faced immense overcrowding from the effects of the GI Bill combined with increased migration of Blacks from the South. This time, the colleges responded to the needs of their populations by offering "TV College," underwritten by the Ford Foundation. Satellite campuses were created in offices and high schools throughout Chicago's diverse neighborhoods to bring pre-baccalaureate education to the masses.

Sources: Edmund J. Gleazer and Dale Campbell, professor, University of Florida—personal communications (2004); see also City Colleges of Chicago (2010).

FOCUSING ON ASSESSMENT AND REDIRECTION

By 1970, the 50th anniversary of AACC, approximately 500 new community colleges had opened, and several important issues had emerged in terms of the directions that colleges were taking. Under Gleazer's leadership, a review of AACC's role and its effectiveness in meeting the needs of its members and their students and communities began (see Box 2-3). An audit to examine those issues became an important project in AACC's history.

Gleazer brought intensive reflection and a broad scope to the project. He concluded that it seemed appropriate to approach the Kellogg Foundation for support, because the foundation had invested heavily in the work of AACC and its members during prior years. AACC had undergone a 10-year development program in which the foundation had played a large part, so it occurred to Gleazer that the foundation would be interested in taking a closer look at AACC's present and future.

W.K. Kellogg Foundation awarded a \$250,000 grant for a project to study trends and consequent implications of the objectives, functions, organization, and administration of AACC. Dubbed "Project Focus," the study was undertaken by a team of educational leaders including Gleazer; David S. Bushnell, former director of comprehensive and vocational education research for the U.S. Office of Education; and Francis C. Pray of Frantzreb and Pray Associates, the educational consulting firm engaged to do the audit leading to Project Focus. The study had a twofold purpose:

- To examine the long-range goals and present practices of the community and junior colleges and, in the process, to identify the social and economic trends which would influence their future role and functions for the coming decade.
- To study AACC in terms of stated functions and long-range goals to ensure its continued relevance to the needs of its constituents.

Project Focus was undertaken as a "forecast study" intended not to evaluate or examine institutions but to study five specific areas:

- Changes in the student population served.
- Changes in how students are served (e.g., programs, supportive services, instruction).
- Changes in organization and governance.
- Shifts in financial support.
- Changes in community relations.

Nearly 100 community and junior colleges were randomly sampled, and 30 of those were visited by team members. Gleazer related that he spent several days in each of 25 institutions in 20 states, interviewing legislators, state officials, faculty members, students, administrators, board members, and citizens. In addition, each institution completed a self-study.

A report was submitted to AACC in 1971, and the findings were published in book form as *Project Focus: A Forecast Study of Community Colleges* (Gleazer, 1973). The book adds a significant dimension to the study's raw data by extrapolating bits and pieces of dialogue from respondents, students, administrators, and legislators to show where the colleges were in 1970 and where they might need to go. Gleazer let achievements speak for themselves and applauded institutions that were poised on the brink of change for the ability to be self-critical.

Student diversity and, eventually, faculty, staff, and administrative diversity were the most compelling issues explored in Project Focus. Student populations in the 1960s reflected a dichotomy between the community college students who couldn't go elsewhere and the "cream of the crop" that chose community colleges because they offered smaller class sizes and more personal treatment at a lower cost than did most universities. The phenomenon of "reverse transfer" brought North Carolina a 15% rate of in-state transfer from 4-year to 2-year colleges in 1970; in Washington state, the rate was 23%.

This diversity of academic preparation among students was compounded by increases in adult students resuming their education at community colleges. Such diversity led to conflicting expectations among college faculty and staff and highlighted the disparity in academic preparation in the nation's elementary and secondary schools. Perceptions of minority and other disadvantaged students as "uneducable" was believed to have caused the defeat of a tax rate increase in one large midwestern city during this time.

How could such diversity be served? The answer seemed to lie in focusing more on community than on institutions. As the 1960s drew to a close, college structures, both physical and philosophical, reflected an increasing need for flexibility. The earlier focus on prebaccalaureate programs resulted in institutions that were seen as too beholden to universities and too bound by regulation to be responsive to the changing needs of their students. A community focus, the thinking went, would counterbalance the reliance on these closed systems—higher education, state regulation, leadership that perpetuated the status quo—and bring faculty, staff, and students into dialogue about how to improve the services provided by the institution.

The increasing diversity among student populations highlighted the need for diversity among faculty, staff, and administrators. The outcomes of Project

Focus revealed that, in 1970, only 5% of faculty were people of color (Gleazer, 1973) and that they were largely middle class. Colleges were not doing enough to support representative members of minority cultures.

2-2 NINE QUESTIONS GLEAZER POSED ABOUT THE DIRECTION AACC SHOULD TAKE IN THE 1970s

1. What should be the association's relationship be to state offices of community college education, state and regional associations of junior colleges, and universities involved in personnel development and junior college research?
2. To what degree should the association serve the interests of various constituency groups in member institutions, such as business management, the faculty, community services areas, development and public relations officers, and governing boards?
3. What, if any, should be the role of the association in recruitment and placement of college personnel?
4. By what means can the association best serve members with different needs—those of public colleges, private institutions, institutions with terminal programs, and perhaps, in the future, proprietary colleges?
5. We have more or less successfully projected the image of the community college as that of an institution that means many things to many people. Currently, many national experts refer to these colleges as being the best avenues for serving minorities and other disadvantaged groups. Are these images that we really want to perpetuate?
6. The association is currently a highly centralized organization in terms of staffing. Should we continue to maintain that kind of situation? Or should we be looking ahead in terms of field offices and special centers for various activities?
7. Our board of directors has traditionally been made up of college presidents. Should it be expanded to include others in the junior college and, beyond that, citizens not directly tied to the institutions?
8. What purposes do our annual conventions serve? Are they worth the time, money, and energy spent? Are there other, more effective ways of serving the purposes that these annual meetings are presumed to serve?
9. What are the implications of decisions in these and other areas for the structure of AACC, even its name, its financing, and its administration?

OPENING THE ASSOCIATION TO GREATER DIVERSITY

The end of the 1960s was indeed a time of profound change for American culture. The 1968 Democratic convention had brought social unrest to the eyes of the nation and capitalized on the extreme reactions to young peoples' demands. Civil rights, the Vietnam War, the Stonewall riots, and the women's movement were the threads of a new American identity. When AACC held its 1969 convention in Atlanta, Cleveland Mayor Carl B. Stokes and Ralph Nader were speakers, and then-Senator Walter F. Mondale spoke at a federal affairs luncheon, calling the higher education community "the most powerful institution for social reform—untapped—in the nation" (cited in American Association of Junior Colleges, 1969). According to Gleazer, the 1969 convention program was centered on the real and inescapable issues in higher education and society: student protest, faculty concern for greater involvement in college affairs, needs of disadvantaged minority groups, and the general unrest that pervaded many college campuses. In one forum, Norvel Smith, president of Merritt Community College, asked whether the community college could change to meet the changes in society. When an all-White choir sang "Dixie" at the opening session, Charles G. Hurst, president of Malcolm X College, walked out (Gleazer, 2005). (See also Smith, 1969, and Stokes, 1969, for transcripts of convention addresses.)

Typically, prior to AACC's annual meeting, a nominating committee was convened by the board chair to supply one nominee for each vacancy; the vote was taken by show of hands. This procedure changed at AACC's 50th anniversary meeting in Honolulu in 1970. Gleazer (2005) recalled during the annual business meeting, when the nominating committee had placed before the members the name of Joe B. Rushing as its nominee for Southern region director, the chair recognized Charles G. Hurst. Hurst read a prepared statement that addressed the need for AACC to become relevant and responsive to the needs of all members of its constituency, without regard for race, creed, or color. The statement encouraged AACC to enlarge the board of directors by three members to permit selection of minority personnel.

What followed was a tit-for-tat announcement of slated nominees followed by minority nominations from the floor. Hurst nominated Lonnie Horton, president of Kittrell College in North Carolina, to oppose Rushing. A paper ballot was distributed, and Rushing was elected. The committee nominated William Steward for Northwestern region director; the floor nominated William Moore, president of Seattle Community College. Voting by ballot elected Steward. For the position of representative-at-large, the committee

nominated Wesley Westerberg, president of Kendall College. On behalf of the minority caucus, Abel Sykes nominated Hurst. Once again, ballots were cast, but this time the minority caucus had its first victory. Hurst, perhaps the most radical of the nominees put forth, became the first person elected to the board from the floor as well as the first Black person to serve. Hurst was an early and vociferous advocate of diversity and a supporter of the idea that more women should advance in administration (Gleazer, 2005).

The change in procedure and board composition was profound, and it began to address the struggle for diversity that had been at the core of AACC's work, even as its policies and procedures kept the board something of an "in-group." The directors proposed changes to AACC's constitution, which were adopted at the 1972 business meeting, that increased the board from 12 to 15 members. Minority caucuses began to work in earnest for greater representation not only on the board but also in the business of AACC at large. Writing in the *Junior College Journal*, William G. Shannon, former executive director of the National School Boards Association, made the following observation:

Even a casual observer at the 1971 convention could sense the insistence of a growing number of groups for a more important involvement in [AACC] . . . representatives of minority groups with large populations such as Black, Chicano, and Native American, to mention a few self-identifying groups, proposed that provisions be made for their fuller participation in the governance and affairs of the Association. (Shannon, 1971, p. 5)

This struggle for diversity was aligned with Gleazer's work on Project Focus. Gleazer's reports on Project Focus indicated that events on the floor of the conventions in Hawaii (1970) and Washington (1971) supported the belief of many association members that the board of directors should be responsive to more than just the institutional members; a substantial number of respondents were critical of the board for its apparent insularity. The result was expansion of the board to 30 members in addition to the president and the moderator of the assembly *ex officio*. After 2 years of floor nominations pitting minority representatives against the committee's nominees, voting was changed to mailed ballots to achieve a process that would be less influenced by the activities of interest groups and ensure greater involvement by the total membership. Member participation subsequently more than doubled. (The most comprehensive source for Project Focus is Gleazer, 1973; see also Gleazer, 1971a and 1971b for interim reports.)

2-3 GLEAZER ON THE NEED FOR COMMUNITY COLLEGES TO EMBRACE CHANGE

“As educators we have given our attention to patching the roofs of our structures, to more efficient heating and cooling, to improving the communication system, while developments outside our walls are washing away at the footings. The basic, inexorable, unmistakable fact and force to deal with is that of change ... Any time we can describe the community college in definitive, specific terms, we will destroy it. It has to change. It has to be different in different areas. You need to keep moving as a community college norm. We need to look at people but we tend to look at the institution. We should not try to push the river in a different direction.” (Gleazer, 1980, pp. 2, 5)

PROMOTING LIFELONG LEARNING AS PROCESS AND PRODUCT

According to Gleazer, between 1973 and 1976, lifelong learning became the focal point of community colleges as full-time enrollments dropped, the number of part-time students increased, and an environment of “fiscal austerity” became the norm. Anti-inflation and tax initiatives, such as California’s Proposition 13, tightened the belt for community colleges, for which income was principally based on property taxes. All the entities that survived on property tax–based funding experienced severe restrictions. According to Gleazer, “Everyone wanted to drink from the same state tax waterhole.”

As community colleges went to their legislatures seeking billions of dollars in funding, many funding sources began to question the role of the colleges. More and more, the need that the colleges could best meet seemed to be job and career training. Unfortunately, essential stakeholders were slow to embrace this reality. AACC’s assembly did not understand the need to shift focus, and the supporting government and financial structures did not facilitate the evolution of community colleges to address those changes.

What Gleazer saw was an apparent misunderstanding of the community college mission. If the colleges’ audiences had changed, then it was necessary for the mission to keep pace. Even though Gleazer was considering retiring, he felt that the community college mission needed attention. The Kellogg Foundation agreed, and it provided funding for Gleazer to spend 3 years conducting interviews with community college leaders in five states, including administrators, faculty, and board members (see Box 2-3). The

resulting data affirmed his belief that the issues confronting the community college sector included the community college mission, the extent of community college influence on lifelong learning and community development, and the future direction of the association.

The foundation was interested and supported efforts to identify the existing problems as well as to develop policies that seemed to contribute to lifelong learning. These problems included the misperception that community colleges were primarily remedial institutions, the belief that they were to provide only undergraduate programs and not occupational programs, and the perception that community colleges were simply an extension of high school and were less academic than their 4-year equivalents. Gleazer's book, *The Community College: Values, Vision, and Vitality* (1980), was a product of that project.

The data Gleazer gathered in his interviews revealed issues related to purpose, leadership, and administration that pointed to the next wave of community college development. Community was still an underdeveloped element in the sector's maturity. Gleazer suggested that if the term *community college* were to continue to be appropriate, then the program emphasis had to be on "community" rather than "college."

Especially in a time of stringent economics, Gleazer's data suggested that community colleges must be more flexible, to both adjust to and shape the needs of the community. The term *community* was, for Gleazer, the "nexus" of the college's role "through its vertical connections in the educational hierarchy and its horizontal relationships with other community agencies" (Gleazer, 1980, p. 11). He cited one example in 1980 that has continued pertinence today: the decline in achievement levels of secondary students, a problem that could be addressed through collaborative efforts before such students enter college needing remediation.

LEADING CHANGE

What makes *Values, Vision, and Vitality* so remarkable in a contemporary reading is its relentless focus on change and change management. Gleazer recognized that if community colleges were going to thrive in an ever-changing world that had swung from the early glory days of high enrollments through shifts in demographics, then they would have to embrace change. That observation remains true today.

Gleazer questioned whether the community college model had changed enough in the preceding 30 years to continue to serve as the nexus for lifelong

learning through community as process and product. In other words, was the community actively and perpetually involved in the educational opportunities provided by the community college and the community itself? And, as products of the community, had community members become professionals in occupational areas, graduated, or gone on to further education? Had literacy increased? Had poverty decreased? Were life spans equitable among America's diverse populations? Did communities thrive with education for all, regardless of abilities and goals? Gleazer believed the answers to these and countless other questions about pressing issues required leaders who were capable of rethinking the community college model. Quoting author Myron Marty, Gleazer suggested that the approach to addressing those issues lay in rethinking the role of community colleges in community education and in the community itself:

Think of the salutary effects . . . if faculty members were encouraged to do what their work compels them to do: to write, to paint, to act, to play. . . . Periodically, administrators can provide teachers with opportunities for . . . “creative disengagements” from part of their college assignments . . . to devote time and energy to such things as local historical societies, museums, or community artists’ and writers’ groups. . . . Who is better poised to work with community groups—from the curious to the incarcerated to the aged—than faculty members in community colleges? . . . surely a desirable alternative to the cynical detachment that eventually leads faculty members to become realtors, antique dealers, or fast-food franchisers in their moonlight hours.” (cited in Gleazer, 1980, pp. 170–171)

Such a community is the responsibility of all members of the college leadership, including faculty, staff, presidents, and trustees. Leadership is the process of taking ownership. Faculty and staff must take ownership of their institutions by assuming leadership roles within the institution as well as in the community at large. They must continue to assess the communities their colleges serve. New paradigms of planning must be paired with new paradigms of incentive and reward. If a college links its success—enrollments, service, fiscal responsibility, stewardship—to rewards, both intrinsic and extrinsic, then communities will be better served. Such assessment and planning must involve the entire institutional organism and organization; otherwise, members will be disenfranchised and distanced from the decisions that determine their destinies.

Community college presidents must ensure this level of commitment or suffer the consequences. The president who micromanages, whether from a distrust of staff members or an inability to develop them, is unable to “creatively disengage” from routine and to meet change head-on by seeking it out in the community among constituents. If Byron McClenney, project director at the Community College Leadership Program at the University of Texas–Austin, is correct that there is no such thing as status quo in colleges—that is, they are either developing or deteriorating—then presidents are charged with facilitating that continual development. Trustees also “could benefit from similar provisions: a committee on change to provide a context and occasion to review college policies and programs in light of developments in the community and beyond . . . to ward off the enervating tendencies toward routine and detail” (Gleazer, 1980, p. 174). The board of trustees that understands its charge as anticipating how the college can better serve the community would surely improve relationships and guarantee better service for all.

Gleazer called for the kind of new thinking that shaped late 20th-century organizational leadership theory and practice. He understood that community colleges evolved out of a system of higher education that had divergent goals: university-level education for the elite and vocational training for the masses. Community colleges with a core curriculum of great ideas and specialized courses could prepare students for either work or upper-level university study. Those goals came from a changing culture affected by global events such as world war, social strife, and revolution.

Gleazer suggested that change is dependent on leadership that integrates all sectors of the college community and that leaders must shape community colleges into more responsive organizations. Elements of systems thinking and change theory are valuable in contextualizing Gleazer’s work on values in the 21st century. New thinking about change and about organizations as systems sheds light on the apparent disconnect between what Gleazer learned during his college interviews and the community college sector’s rate of adaptation to both external and internal forces.

The community college’s role has been constrained by preconceived notions about who can learn and what they should learn; the role of remediation; the debate about teaching versus learning; the university model, with its relentless focus on postsecondary students; and policies that failed to keep up with or anticipate changes in culture and demographics. Gleazer’s research indicated a need to move away from university-based structures such as institutional campuses, academic transfer programs, 16-week semesters, credit hours, and designations such as full-time and part-time. The realities of

the sector and its organizational structures, policies, and legislatures resulted in recognition and reward for the same structures that limit the ability of community colleges to nimbly anticipate and address the needs of their constituents.

CONCLUSION

Gleazer's leadership of AACC is one marked by significant growth of community colleges; the strengthening of the association and of community college leadership assisted in great part by the financial support provided by W.K. Kellogg Foundation; response to the societal pressures of the civil rights, anti-war, and women's movements; and an increasing interest of leaders in other countries in America's community colleges. His insights helped to define the colleges as important community centers, and his leadership abilities held the association together during turbulent times until it emerged as a significant force that helped to shape American higher education.

After retirement, Gleazer continued to contribute as an adjunct professor in the Community College Leadership Program at the University of Texas at Austin. Gleazer pursued an interest in adult and global education through work with the International Council for Adult Education and the Coalition of Adult Education Organizations. As a board member of the council, he participated in activities in India, France, Finland, Sweden, Iraq, Trinidad, Costa Rica, Brazil, Argentina, Zimbabwe, Thailand, Canada, Russia, and Egypt. He also served on President Carter's Commission on Foreign Languages and International Studies and on the board of the Fund for the Improvement of Postsecondary Education. In 1992, AACC recognized Gleazer with its Leadership Award.

CHAPTER 3

BUILDING CONNECTIONS AND BREAKING BARRIERS

DALE P. PARNELL
1981–1991



Major Accomplishments of the Parnell Years

- The associate degree was defined and established.
- Vocational and technical education were appropriately recognized as important contributions of community colleges to the U.S. workforce.
- The “neglected majority” was identified and defined as a population needing support and recognition in society and in the world of work.
- The concept of 2+2—high school to community college and community college to 4-year college—was established in the ladder of education.
- AACC gained acceptability and recognition in the hierarchy of higher education at the National Center for Higher Education as a member of the Big Six higher education associations and as a significant member of the Washington Higher Education Secretariat, a federation of higher education associations located in Washington, DC.
- Community colleges were well positioned through the “Putting America Back to Work” and subsequent “Keeping America Working” initiatives.
- AACC’s newspaper, *Community College Times*, was established.
- The Commission on Improving Minority Education, which evolved into today’s individual minority councils within AACC, was established.
- Three major awards programs honoring excellence—the Harry S. Truman Award, the Outstanding Alumni Award, and the Leadership Award—were created in 1982.

CAREER HIGHLIGHTS

POSITIONS HELD

1981–1991	President and CEO, AACC
1976–1981	President, San Joaquin Delta College
1974–1976	Chancellor, San Diego Community College System
1968–1974	Oregon Superintendent of Public Instruction
1964–1968	President, Lane Community College
1960–1964	Superintendent, Lane County Schools, Oregon
1954–1960	Principal and Vice Principal, Springfield High School, Oregon
1950–1954	Secondary School Teacher, Salem and Springfield, Oregon

EDUCATION

- DEd, University of Oregon
- MA, University of Oregon
- BA, Willamette University

HONORS

- Chair, National Council on Equal Education Opportunities (presidential appointment)
- Citizen of the Year, Springfield, Oregon
- Distinguished Service Award, Council of Chief State School Officers
- Distinguished Service Award, Phi Theta Kappa
- International Communication and Leadership Award, Toastmasters
- Leadership Award, AACC
- Man of the Year, Oregon Administrative Management Society
- National Person of the Year, National Council on Community Services and Continuing Education
- Student Appreciation Award, Oregon Community College Student Association

If there's one slogan that I developed in my ten years in Washington, D.C., it was "Opportunity With Excellence." If there's one word that describes the community colleges for me, it is opportunity. And we do that in an excellent way. I never want to talk about opportunity alone.

—Dale P. Parnell (Lane Community College, 2008)

Dale P. Parnell's tenure as president of AACC can be summed up in the word *connections*. In a 2004 interview, Parnell said:

I commend Ed Gleazer for the work that he did in laying the foundation, and from the foundation that he had built over 25 years as leader of the association, I was able to continue to build. With the other major presidentially based higher education associations at One Dupont Circle, we formed a group we called the Big Six to improve our connections and coordinate higher education advocacy. Not only did we try to improve connections with the rest of higher education for community colleges, but we also wanted make sure AACC had a seat at the table so that people would know what community colleges were and what they could do.

Coming to AACC at the beginning of the Reagan years and at the start of an economic recession that lasted from July 1981 to November 1982, Parnell had his work cut out for him. The Reagan administration's efforts to downsize the federal government threatened many of the programs and agencies that were important to community colleges and their students, including the U.S. Department of Education (ED) itself. However, Reagan had appointed Parnell's good friend, Terrel Bell, as secretary of education—a position that the White House both supported and challenged (see Box 3-1). Bell's four years at ED had a lasting impact, in part through the work of the National Commission on Excellence in Education (NCEE), author of *A Nation at Risk* (NCEE, 1983). Bell's disinclination to see the ED eradicated, combined with congressional support for its continuance, was enough to defeat Reagan's attempts to demolish it:

Secretary Bell asked Reagan to appoint an independent commission to study the condition of American education. When the President declined to do so, Secretary Bell created the National Commission on Excellence in Education as a cabinet-level operation. The favorable attention accorded the commission's report, which was released in April 1983, ended the debate about abolishing the department, guaranteeing its political survival. (Ravitch, 2003)

Bell's efforts paid long-term dividends by supporting education as a cabinet-level concern. In a 2004 interview, Parnell acknowledged, "You have to have people in important positions who are going to look out for you, and Bell certainly looked out for me at the Department of Education. I also had a

3-1 PARNELL RECALLS WORKING WITH THE REAGAN ADMINISTRATION

The game in Washington is access. If you don't have access, you're nothing. So, I tried to develop access points in Congress, in the White House, in the office of education, and other nerve centers where decisions were going to be made about community colleges and their funding.

When I first came to AACC, the big group that came along with me was Ronald Reagan's administration and all of its entourage. So we were facing an environment in which the goal of the administration was to eliminate any federal involvement in education in any way, shape, or form—despite Reagan's personal fondness for the community college sector in California.

Well, we certainly came with different agendas. Their agenda was to eliminate any federal contribution to education. Ed Meese, the White House chief of staff, told me, "We don't want anything to do with education at the federal government level." So I came to my position with a pretty hostile group in political power. But the secretary of education was Ted Bell, an old friend of mine. He'd been a chief state school officer in Utah when I'd been a chief state school officer in Oregon. And, so, we had an established working relationship. He wasn't exactly supportive of that Reagan agenda to eliminate the Department of Education, and I worked with him pretty closely as he worked to preserve the department. I experienced a political environment that was different and more hostile. I think that each leader of an association has to face the social conditions and the environment that exists at the time. Working within that environment makes leadership a little different in each case.

friend in the White House who was constantly feeding me information. To be effective in Washington, DC, a leader needs inside sources.”

EXPANDING THE “WITHIN REACH” PHILOSOPHY TO AACC

Before coming to AACC, Parnell already had a distinguished career in education. In Oregon, he had served as a high school principal, county superintendent of schools, state superintendent of education, and founding president of Lane Community College (1965–1968). He became chancellor of the San Diego Community College District in 1974 and superintendent/president of San Joaquin Delta Community College in California in 1976, a position he held until his arrival at AACC in 1981. His role in transforming an area technical school to a community college through a project called “Within Reach” made him a natural choice for AACC president and CEO.

According to Parnell, the “Within Reach” philosophy developed first as a way of convincing people to vote in favor of converting Eugene Technical College into what would become Lane Community College. Parnell’s philosophy entailed ensuring a college that would bring higher education within reach of students geographically, financially, psychologically, and academically (see Lane Community College, 2008, for an archived oral history of Within Reach; see also Romine, 1998, for a history of the Parnell years at Lane).

Parnell’s philosophy served him well in his years in the nation’s capital. His experience in shaping Lane and serving in California put him squarely in the know—certainly as far as Ronald Reagan was concerned: “President Reagan, himself, liked the community colleges; he liked the fact that I was from California, and when I’d meet with him, we’d talk a little bit about the California community colleges. He was always a big supporter of the community college idea,” Parnell said in a 2004 interview. Parnell also brought his previous experience as a chief state school officer, community college president, and chancellor to AACC, where he expanded on his Within Reach philosophy to cultivate a climate of inclusion and expansion at the association. One of the results was the expansion of the role of AACC-affiliated councils. Parnell wanted to energize AACC’s council system, thereby raising the stature of AACC and reaching out to network in a way that gave greater recognition to community colleges. As Parnell recollected,

AACC had 21 councils when I left. We had councils of instructional leaders, public relations, vocational educational leaders, and others. I looked at the councils and said, “Wow. There are thou-

sands of members in them that have not been used in the work of the Association, so why not use them?” One of the aspects of good leadership is to identify additional potential leadership wherever it exists and use it on behalf of the larger organization.

We put those councils to work developing policy statements for board approval. Whenever there was an identified need for a national policy, for example, on the associate degree, we would refer it to one of the councils to develop. The council would submit a recommended policy statement to the AACC Board of Directors for adoption. We released many policy statements on all kinds of subjects. I found it to be very helpful for the councils to be involved in policy development; it was a great way to get involvement of the most knowledgeable people in their fields.

THE NEGLECTED MAJORITY: FOCUSING THE NATION ON THE REAL BARRIERS TO HIGHER EDUCATION

The longest-lasting legacy of Parnell’s leadership of community colleges and AACC may be best defined by and embodied in his 1985 book, *The Neglected Majority*. This well-researched and thoughtfully written seminal work remains just as valid today as when it was published. In the foreword, Thomas A. Shannon, executive director of the National School Boards Association, wrote that the book “defines a weakness in our basic approach to education: the lack of a rigorous, constructive, and focused program of study to prepare the sixty to seventy percent of our high school students who will not likely be pursuing a baccalaureate-degree program” (Parnell, 1985a, p. xv). In the book, Parnell outlined a plan for educating the “ordinary” populace, the neglected majority who were not pursuing postsecondary education. For example, he proposed a 4-year tech prep associate degree program that would pair 2 years of high school technical education with 2 years of general education geared toward technical applications.

Parnell began the book by outlining the conditions that had excluded so many Americans from the educational enterprise. A primary one was the omission of community, technical, and junior colleges from the education reform movement then under way, despite the fact that, at the time the book was written, 55% of all entering freshmen were beginning their college careers in those institutions. That reform movement had been sparked by the publication of *A Nation at Risk* (NCEE, 1983). In reading the report, Parnell observed that it made no specific reference to community or junior colleges and that only one

reference to vocational and technical schools appeared—in a list of educational organizations in America near the end of the report.

Parnell pointed out that for too long our educational system had focused only on the highest and lowest achievers. He made the case that most students in the middle two high school quartiles neither prepared for nor aspired to baccalaureate study. He noted that only about 20% of the adult population held a bachelor's degree, while admission to a baccalaureate program was the only indicator of successful college preparation in high school. His observation was echoed in *A Nation at Risk*: “More and more young people emerge from high school ready neither for college nor for work. This predicament becomes more acute as the knowledge base continues its rapid expansion, the number of traditional jobs shrinks, and new jobs demand greater sophistication and preparation” (NCEE, 1983 p. 324).

With so much emphasis on only a selected group of students, it was unclear what constituted a successful educational experience for the rest. Speaking at the National Conference on Teaching and Excellence, K. Patricia Cross, then professor at Harvard Graduate School of Education, observed, “The task of the excellent teacher is to stimulate ‘apparently ordinary’ people to unusual effort ... [H]istorically ... education has reverted to selecting winners rather than creating them” (cited in Parnell, 1985, p. 7).

Using *The Neglected Majority* as the intellectual framework, AACC government relations staff members Frank Mensel and James McKenney developed legislative language for the tech prep associate degree program, which would build stronger relationships between community college and high school technical education programs across the country. The bill that emerged was supported by both the House and Senate Education Committees, chaired by Bill Ford and Claiborn Pell, and it “sailed through Congress with funding” (J. McKenney, personal communication, February 4, 2011). According to McKenney, tech prep decreased the competition between AACC and the rest of the vocational education community and stimulated the expansion of dual or concurrent enrollment programs in which high school students enroll in college classes.

IDENTIFYING AND BREAKING DOWN BARRIERS TO HIGHER EDUCATION

In *The Neglected Majority*, Parnell suggested a new pathway for ordinary people to access higher education. The reality, however, was that many students were not even graduating from high school in the first place. Harold Howe,

President Lyndon Johnson's commissioner of education, noted, "I would put the subject of school drop-outs first. It is absolutely astounding to me that so many intelligent people could look for so long at American schools and say so little about this problem" (cited in Parnell, 1985, p. 20).

It was astounding, indeed. Dropout rates were reflected and shaped by a variety of greater social ills. The intersection of race and socioeconomic class proved deadly to education in many cases. Parnell recognized and articulated that three great social tensions had to be part of any discussion about excellence in education: socioeconomic, technological, and educational.

Socioeconomic Tensions

Socioeconomic tensions were reflected in the widening gap between haves and have-nots. According to the Bureau of Labor Statistics, between 1982 and 1985, despite decreases in unemployment rates for all races, the unemployment rate remained substantially greater for Blacks than for Whites. Unemployment for Whites dropped from 9.5% to 6% compared with a drop from 20.4% to 15.1% for Blacks (Shank & Getz, 1986). Two thirds of adults living in poverty were women, who headed more than half of the households living in poverty (Parnell, 1985, p. 29). As the National Council on Economic Opportunity noted at the time, "All other things being equal, if the proportion of the poor in female-householder families were to continue to increase at the same rate it did from 1967 to 1978, the poverty population would be comprised solely of women and their children before the year 2000" (cited in Parnell, 1985, p. 31). Parnell argued that rather than relegate the poor to hit-or-miss educational opportunities, dropout rates, and persistent poverty, policymakers should view the poor as untapped human resources.

Technological Tensions

Technological tensions were caused by a distinct disparity between the supply of skilled workers and their demand in the workforce. Parnell observed that growth in technological complexity was not being matched by production of skilled workers. He wrote, "Some twenty-three million...cannot read, write, or compute at a functional level...seven to eight million [are] unemployed... three to four million [are] working part time but looking for full-time work" (1985, p. 21). In the period 1980–1981, unemployment was at 7.6%, yet the help-wanted index increased from 112 to 118, as unemployment remained constant while the number of jobs continued to increase (Parnell, 1985, p.

23). This increase showed that there were new occupations emerging for which those who were unemployed were not qualified. Parnell wondered, Where would skilled employees come from, if not from community colleges?

Educational Tensions

Educational tensions emerged because of the difference between quality and equality in education. Increasing numbers of high school dropouts and decreasing numbers of students, particularly minority students, graduating from high school were a major source of concern. Parnell saw the high school dropout rate as the root cause of the lack of employment qualifications: The dropout rate rose from 22.8% in 1977 to 27.2% in 1982 (cited in Parnell, 1985, p. 24).

Parnell felt that high schools were too often viewed as clearinghouses to sort the academically talented from the less talented or as a way station to keep young people out of the job market until they matured. *“Not enough people see the high school as a human-resource development laboratory, a place in which to prevent human waste,”* Parnell emphasized (1985, p. 24). Students who did not comfortably fit into either an academic or a vocational track were too often channeled into an unfocused general education track without a direction. The problem, according to Parnell, was caused by tracking systems that limited rather than expanded possibilities, especially for students on the “unfocused general-education track leading to nowhere” (Parnell, 1985, p. 25). Teachers and principals generally disagreed about the existence of tracking; however, there was a significant agreement between students and administrations on the existence of track placement: According to one researcher, 78% of them agreed that academic track placement existed (cited in Parnell, 1985, p. 25).

Parnell suggested that general education tracking in public schools was largely responsible for this loss in potential productivity. Between 1969 and 1981, the number of students in “general track” programs increased from 12% to 42.5%. Many of those students aspired to college and considered themselves well prepared, despite the fact that nearly 40% of incoming freshmen needed remediation. Sixty-three percent of dropouts self-identified as general track compared with 6.7% from the academic track and 29.8% from the vocational track. General education students also rated their experiences more poorly than their academic or vocational counterparts—not surprisingly, because nearly half the time in such programs was spent in personal development courses such as cooking, auto shop, welding, additional physical education and other nonacademic courses (Parnell, 1985, pp. 37–38).

Parnell also observed that educational tracking was exacerbated by a “loss of continuity” in educational experience, noting that 20%–25% of public school students were attending more than one school each year (1985, p. 43). And because of local differences, students did not encounter the same curriculum across schools. For many students, 12th grade was a “throw away” because they needed minimal credits to graduate.

For Parnell, all indicators pointed toward an increased focus on tech prep programs that would provide an occupational track and could offer opportunity to “lower quartile” students, that is, those without the propensity to go on to further education. Sadly, career education had become synonymous with retrograde images of dumb boys working with their hands in a dumping ground for students with behavioral problems, although, as Parnell noted, twice as many jobs required welding as required chemistry. The community college was poised to deliver the kind of education that would connect practical and liberal arts.

DEFINING THE ASSOCIATE DEGREE

Parnell was a vocal champion of the associate degree, spearheading a movement to streamline the number and types of degrees being offered by community, junior, and technical colleges. The associate degree preferred program, a concept promoted by AACC, attempted to get employers to require the degree as a way to increase employee literacy and improve perception of the colleges. As Parnell recalled, employers would say, “We had an applicant that attended Blank Community College, and he cannot read or write.” He posited that because community colleges had so many part-time students who took just a class or two, if employers would give preference to associate degree holders, the colleges could encourage more students to complete the degree requirements and almost guarantee a literate employee.

When asked about the program in a 2006 interview, Parnell noted that although it did not catch on with employers, the work yielded a valuable byproduct:

AACC appointed a commission on associate degrees chaired by Leslie Koltai, chancellor of the Los Angeles Community College District. The charge to the commission was to reduce the number of different types of associate degrees and, most importantly, to try to define the associate of arts, the associate of science, and

the associate of applied science degrees so there would be nationwide commonality and understanding of these three degrees. The commission was effective, and we ended up with a good policy statement, which the AACC board adopted and which was generally accepted.

Parnell saw the associate degree in applied science as the keystone—as an integrating force for the institution, as requiring the commitment of students to program completion, and as linking learning that has gone before with learning that will come after.

In Parnell's time, vocational–technical training was the community college's greatest success, but even after tech prep, it lacked sufficient linkages to high schools, and high school students were not being well prepared for college study. In a survey of 18,000 incoming freshmen conducted in 1982–1983, James Kelly at Pennsylvania State University found that

- 98% expected to earn a *B* or better.
- 61% expected to study fewer than 20 hours a week.
- More than 80% knew little or nothing about the majors they intended to pursue.
- Nearly half listed “no one” as their main influence in attending. (cited in Parnell, 1985, p. 109)

The situation has not changed much since then.

Parnell recognized that, for incoming community college students, open-door access often sounds like easy access, but students have little sense of what exit will require. Potential students need to be placed at the center of the process to know exit standards and degree and study requirements. Colleges must clearly communicate those standards and requirements to high school administrators. The secret to this open communication is partnerships between colleges and high schools.

Parnell worked to address those issues by identifying ways in which high schools and colleges could cooperate, such as through joint enrollment, shared faculty, advanced placement, and articulation agreements. Acknowledging that problems can arise over issues of turf and limitations in state leadership as well as resources, scheduling, and the community college image, Parnell suggested that for joint agreements to work, administrators and schools must begin and maintain communication with policies for program focus, recognition, and reward. Each institution must identify a point person for project responsibility

with clear-cut duties, periodic progress reports, written program coordination reports, and annual review.

FORGING A LASTING CONNECTION TO PHI THETA KAPPA

In 1928, an AACC committee of community college presidents was assigned to determine the value of having an official honor society for their colleges. Local and state honor societies were springing up on campuses as 2-year colleges grew in numbers. Following their investigation, the committee of presidents felt that having one honor society of the prestige and stature of Phi Theta Kappa (PTK), with common standards, was in the best interests of the community college movement. During the AACC Convention in 1929, the AACC Board of Directors voted to recognize PTK as the official honor society for 2-year colleges (R. Risley, personal communication, February 11, 2011).

Parnell was the first AACC president elected to serve on the PTK Board of Directors, serving from 1987 through 1992. He assisted with the development of the All-USA Community College Academic Team, a nationally selected group of 20 top academic community college students, each of whom receives a \$2,500 stipend and medallion. These students are featured in *USA Today* and presented at PTK's Presidents' Breakfast held during the annual AACC convention.

Parnell was also instrumental in helping PTK secure financial support from W.K. Kellogg Foundation to initiate the first leadership development program designed for community college students. He was elected as an international honorary member, the highest honor PTK confers on nonmembers. The Parnell Scholar Award is presented each year by PTK to a chapter advisor who has not yet attended a PTK International Convention or Honors Institute. The recipient serves as a scholar at the Faculty Scholar Conference held annually in Jackson, Mississippi, at the PTK Center for Excellence and as a seminar leader during the PTK summer Honors Institute.

BUILDING COMMUNITIES

One of the most significant documents of the community college movement came out of the work of the AACC Commission on the Future of Community Colleges during Parnell's tenure as AACC president and CEO. In 1986, the AACC Board of Directors, upon Parnell's recommendation, determined

that it would be an appropriate time for the leaders of the nation's community colleges to take stock of the movement and develop recommendations to help the colleges move into the 21st century with a sense of unity and vitality. Parnell believed that a national study would be helpful as each institution planned for its future. Nineteen distinguished leaders were appointed by the AACC board to the commission; their charge was to study the history, assess the current status, and develop recommendations for the future of community colleges.

After 18 months of intensive study, public hearings, campus visits, and much debate, the commission released its report in 1988. *Building Communities: A Vision for a New Century* (Commission on the Future, 1988) has been a continuing source of inspiration for faculty, staff, and trustees at community colleges. The landmark publication charted a course for community colleges planning for the 21st century and addressed topics such as partnerships, curriculum, the classroom as community, and the college as community. The report contains the often-quoted line: "Community is not only a region to be served, but also a climate to be created." It includes 77 recommendations for institutional improvement, many of which are still relevant.

The Beacon College Project, funded by W.K. Kellogg Foundation from 1989 to 1995, was a significant effort to help community colleges develop creative and practical community-building strategies through collaborative initiatives. The 26 Beacon colleges engaged nearly 600 institutions, including 250 community colleges, in community-building efforts in 36 states and leveraged approximately \$7 million in Beacon funds. Following conclusions and recommendations from the project, the initiatives, successes, and resulting spinoff programs included peer-assisted learning, intercultural awareness, academic and business partnerships, ethics, hazardous materials technology, international education, leadership, multimedia technology, literacy, at-risk student intervention, student diversity, and child development training. The project is described fully in *A Climate Created: Community Building in the Beacon College Project* (Barnett, 1995).

Parnell worked to create this same sense of community across AACC member institutions. He traveled extensively to member colleges, expressing his appreciation for their work. According to past AACC board chair Dan Moriarty, "Dale was an outstanding cheerleader for AACC and did so much to bring people together and make them proud of the community college movement. No one could match him. He was truly "Mr. Community College" (personal communication, February 3, 2011).

3-2 PARNELL EXPLAINS THE ORIGINS OF “KEEPING AMERICA WORKING”

I worked very closely with Washington, DC, associations that represented employers, for example, the National Alliance of Businesses and the U.S. Chamber of Commerce. We used to go over and hold our video conferences at the chamber offices. After a while, they became very helpful and supportive. Throughout my 10 years at AACC, my driving force was to improve our connections and the understanding of the role of the community college.

Even as far back as when I served on the AACC Board of Directors, I wanted the association to develop a closer relationship with the employer community. I recall making a motion to adopt such a policy for the association. Unfortunately, the motion was defeated with other board members arguing that it wasn't in the mission of the community college. That was really part of my motivation for becoming AACC president. I said, “This has got to change.” I wanted to broaden the mission and the function of the association to improve connections, particularly with the employer community.

W.K. Kellogg Foundation had been an early supporter of AACC and community colleges. One of my early visits was to Russ Mawby at Kellogg. I recall Russ telling me, “Dale, you've got to broaden.” He said, “Kellogg's been a strong supporter of the association over the years,” and he said, “you need to broaden your base of support other than just Kellogg.” He even made a couple of phone calls for me, to Sears, Metropolitan Life, and other foundations, to try to broaden the financial support for the association.

After Mawby helped to make the connection, I convinced the Sears Roebuck Foundation to fund a “Keeping America Working” project. The early days of my tenure at AACC coincided with the economic recession of the early 1980s and the beginning of the Reagan administration. There was pretty high unemployment. We called the project “Putting America Back to Work,” based on the ending line one of President Reagan's State of the Union speeches: “Let's put America back to work.” When the employment rate improved, we changed the project name to “Keeping America Working.” An important component of the project was to give small grants to local community colleges to work on outreach with the employer community.

CONCLUSION

Parnell's background and skills as a leader matched the needs of AACC and community colleges at a critical time in their history. Parnell believed the community college was the greatest educational invention of the 20th century, providing a host of Americans with the opportunity to pursue a higher education. "Opportunity with excellence" is exactly the combination that, Parnell argued, was exemplified by the tech prep associate degree program that got its start through *The Neglected Majority*. Through Parnell's efforts, the associate degree became established as a milestone that gives its holder pride and that provides a step toward occupational accomplishment, and vocational and technical education was highlighted as an essential contribution of community colleges to the American workforce.

AACC became a recognized force for higher education advocacy in Washington, DC, and federal funding for community colleges was significantly increased during Parnell's tenure as president and CEO. Following his term at AACC, Parnell continued to serve community colleges as Oregon's community college commissioner. He also founded the doctoral program in community college leadership at Oregon State University. In 1993, AACC recognized Parnell with the Leadership Award—the award that he was instrumental in establishing in 1982 to recognize those who have made significant contributions to the community college field.

CHAPTER 4

INCREASING ENGAGEMENT AND VISIBILITY

DAVID R. PIERCE
1991–2000



Major Accomplishments of the Pierce Years

- The association overcame financial challenges and initiated an investment portfolio to provide an ongoing source of revenue.
- AACC's commissions were expanded and restructured to enhance member engagement.
- AACC's stature grew.
- Connections with federal agencies were strengthened, and federal legislation in support of community colleges was fostered.
- Corporate and philanthropic support to AACC increased.
- The importance of technology was elevated in community colleges.
- AACC expanded to the international arena, and communications were established with countries around the world.
- The association's name was changed to provide a stronger and consistent image of community colleges.
- *The Knowledge Net*, the culmination of the New Expeditions Initiative (a joint project of AACC and the Association of Community College Trustees) was published; the report presented a series of recommendations on the role of the community college in making community, learner, and college connections.
- The Council on Higher Education Accreditation was created through coordination of AACC and the other Big Six higher education associations.

CAREER HIGHLIGHTS

POSITIONS HELD

1991–2000	President and CEO, AACC
1990–1991	Chancellor, Virginia Community College System
1980–1990	Executive Director, Illinois Community College Board
1970–1980	Superintendent/President, North Iowa Area Community College
1967–1970	Dean of Instruction, Waubensee Community College
1966–1967	Chairman, Natural Sciences and Mathematics, Golden West College
1965–1966	Supervisor, Mathematics Student Teaching, Purdue University
1962–1965	Instructor, Mathematics, Orange Coast College

EDUCATION

- PhD, mathematics education, Purdue University
- MS, mathematics, Purdue University
- MA, education, California State University at Long Beach
- BA, mathematics, California State University at Long Beach
- AA, mathematics, Fullerton College, California

HONORS

- B. Lamar Johnson Leadership Award, League for Innovation in the Community College
- Leadership Award, AACC
- Meritorious Service Award, Illinois Community College Trustees Association
- National Person of the Year, National Council on Community Services and Continuing Education
- Outstanding Alumni Award, AACC
- Outstanding Alumnus Award, California Community College League
- Outstanding Alumnus Award, Fullerton College
- Outstanding Contribution to Higher Education Award, National Association of Student Personnel Administrators
- Outstanding Illinois Citizen Award, College of Lake County

During my tenure at AACC I was guided by the vision that community colleges should be the centerpiece institutions of the communities they serve. I was further guided by the belief that to achieve this end, community colleges needed to be as strong politically and functionally as possible.

—David R. Pierce (personal communication, 2011)

The AACC Board of Directors considered more than 100 people to succeed Dale Parnell as president and CEO. On April 12, 1991, the board selected David R. Pierce. Pierce's credentials fit the criteria that the AACC Board of Directors had identified as highly desirable—a broad educational and experiential background. Having been in leadership roles in the educational systems in California, Illinois, Indiana, Iowa, and Virginia, Pierce had a broad, national perspective. He had been a state community college director in two states: Illinois and Virginia. Pierce possessed other strengths that were fundamentally important to the AACC leadership position—communication skills, vision, a gift for strategic planning, political skills, a high energy level, enthusiasm for the cause, high ethical standards, empathy, decision-making ability, and creativity.

Before arriving at AACC, Pierce had accumulated 30 years of high school and community college experience (see “Career Highlights,” facing page). He had taught high school and college mathematics and subsequently served as a department chair, dean (involved in the founding of Waubonsee Community College), president, and, finally, chancellor of a major community college system before assuming the presidency at AACC. In addition, he served as executive director of the Illinois College Board and was a member of the AACC board for 3 years during Dale Parnell's tenure as AACC president and CEO. Like Gleazer, he was a community college graduate before going on to earn higher degrees. He was duly honored as one of AACC's outstanding alumni at the 2000 convention in Washington, DC.

STABILIZING AACC'S FINANCES AND STAFFING

Upon his arrival at AACC, Pierce first had to deal with the association's financial challenges. The budget simply was not adequate to support the services

expected by the members. He was able to put things in order through a combination of difficult personnel and benefit reductions, office space reductions and, eventually, a dues increase that was supported by 76% of the membership. Eventually, Pierce was able to establish an investment portfolio through the use of indirect costs from grants; this fund served as a reserve to stabilize AACC's finances.

Pierce was able to restore staff positions as AACC's fiscal health improved. As his tenure ended, AACC had approximately the same number of regular staff positions as when he began (34). The distribution of staff roles was considerably different, however: More staff members were working on government relations, research, membership, information services, and international programs. The changes shifted AACC's efforts toward federal advocacy, member services, and better use of technology. Before Pierce's tenure, government relations staff were shared with the Association of Community College Trustees (ACCT). Pierce's shift in priorities brought AACC its own dedicated government relations office.

RESTRUCTURING TO IMPROVE RESPONSIVENESS TO MEMBERS

Pierce committed himself to building on Parnell's accomplishments. His initial priorities were to augment the workforce development efforts of community colleges and to ensure that AACC did a better job of meeting the needs of its members. Perhaps most important, he came on board at a time of massive technological changes in society, and he guided AACC's response to those changes.

Early on, Pierce demonstrated his leadership style and his ability to deal effectively with change and transitions. He respectfully acknowledged the work and accomplishments of his predecessors and preserved programs and initiatives including the Harry S. Truman Award, the Outstanding Alumni Award, and the Leadership Award, each of which became high-profile activities at the annual AACC convention that still thrive today. Pierce had served as a member of the Commission on the Future of Community Colleges and was committed to its recommendations and to those of the Commission on Improving Minority Education. At the same time, he recognized that he would have to establish his own goals and priorities.

When interviewed shortly after assuming the leadership of AACC in July 1991, Pierce quietly and confidently defined how he would lead and set the tone for inclusiveness, collaboration, advocacy, connections, and accom-

plishments (Stanley, 1991). The interview revealed Pierce's depth of understanding of the community college mission and AACC's role as well as his vision, priorities, values, and goals:

I believe that members want their Association to be responsive to their requests, to be alert to their needs, and to be sensitive to those needs that make them unique. More specifically, I believe they expect effective advocacy at the federal level, programs that address the members' common interests, and services that enhance their effectiveness as institutions. Membership expectations, needs, and opinions about the Association's programs and services will be assessed early in my tenure. (Stanley, 1991, p. 8)

To address those themes, Pierce initiated a timely review of AACC's purposes, programs, and priorities to clarify or, as necessary, modify them. The community college network included institutions, organizations, associations, councils, and commissions that had undergone substantial expansion and change. The review process resulted in an examination of and change in AACC's commission structure. Pierce described the restructuring in a 2004 interview as follows:

For the most part, we did not have a good systematic process for getting input from the membership to the board or to the staff. AACC had three commissions aimed at types of institutions: a Small and Rural Community College Commission that dealt with and provided input or advice from small or rural colleges, an Urban College Commission that served the interests of larger urban community colleges, and a Private Independent Commission that dealt with issues affecting those colleges. AACC staff would meet with the Small Rural College Commission, and what the members would be talking about would be essentially the same thing that we would talk about with the Urban College Commission and with the Private Independent College Commission. We concluded that it would make more sense if we would bring all the colleges together into thematic commissions rather than commissions defined by institutional size or type.

So, we created commissions for workforce development, student affairs, instructional affairs, and community building—commissions organized according to the issues and themes

affecting community colleges and not based on institutional size or type. As a result of the restructuring of the commissions, more people became involved in and connected to AACC and provided better and more comprehensive advice to the staff and the board of directors than before.

The commission review process also led to the creation of several strategic and tactical initiatives known as “focus areas,” “curriculum tracks,” or “special focus” initiatives, which were developed for issues that required special attention on a national scale. In his evaluation of the commission restructuring process, Pierce felt that the goals of the new structure were met and that the association’s effectiveness had been increased substantially as a result.

STRENGTHENING GOVERNMENT RELATIONS

During Pierce’s tenure, AACC established effective relationships with various federal agencies and, most significantly, with the Clinton administration. For too long, there had been a strong perception on the part of community college leaders that the community college sector was underappreciated and underfunded at the federal level. Pierce was committed to working in a more connected fashion with government officials to remedy the situation. His efforts established a trajectory of increasing awareness and visibility for community colleges within the federal government.

During the Clinton administration, AACC was closely involved in almost every education and training initiative. Pierce established strong federal connections, particularly with the White House and the Departments of Education and Labor. President Clinton, Secretary of Education Richard Riley, and Secretary of Labor Robert Reich all spoke at the AACC annual convention in April 1995 in Minneapolis. During Pierce’s tenure at AACC, Congress passed legislation authorizing the position of Community College Liaison at the U. S. Department of Education. Betty Duvall, who was appointed to that position in the Office of Vocational and Adult Education at the department, established a strong relationship with Pierce and AACC government relations staff. Because of these strong connections, AACC was able to have an impact on federal education and training policy.

ATTRACTING SUPPORT FOR WORKFORCE DEVELOPMENT

Pierce was also able to establish a strong and effective connection with Labor Secretary Reich. There was an understanding at the Department of Labor that the economy had changed and that a world-class workforce was the key to success as a nation—and that the community colleges were ideally positioned to meet workforce preparation needs. Pierce held a strong belief in the importance of workforce development as a component of the mission of community colleges. In a 2004 interview, he said:

The fundamental community college mission hasn't changed for many years—in fact, I don't believe that the fundamental mission has changed since World War II—but the emphasis that we have on workforce education has ebbed and flowed. In most states, community colleges have gotten much more heavily involved in educating and training the workforce—both within business and industry and for industry and business—and that probably will continue for the foreseeable future, given the nature of economy and the change that continues to shape it.

Pierce's commitment to workforce education was exemplified in his work with Microsoft Corporation to develop a partnership that resulted in the Microsoft Instructional Technology Grants to Community Colleges program. On February 1, 1999, Microsoft announced seven grant winners in its \$7 million, 5-year Working Connections program, which was created to support the development of innovative, creative information technology certification and degree programs in community colleges throughout the United States (AACC, 1999). The intent was to match curricula and resources with employer needs within local business communities. Along with the Microsoft grant, AACC generated another \$18.5 million in software donations (Kent, 1999).

Other AACC workforce development projects received grant funding from various sources during the Pierce years. The U.S. Agency for International Development, for example, provided \$1 million to establish workforce development projects shared between U.S. colleges and international educational institutions. The Ford Foundation gave AACC a \$400,000 grant for technical assistance to community colleges in impoverished rural areas. And the Corporation for National and Community Service gave AACC \$532,000 to promote service learning in selected community colleges (Kent, 1999; see also AACC, 2001, for a summary of these and other relationships nurtured by Pierce).

BUILDING AWARENESS

National Awareness Campaign

Pierce believed that community colleges strongly reflected the values and needs of the communities they served. However, he also believed that communities were fragmented along multiple lines and that the fragmentation affected the ability to have a shared community college vision. Lack of a shared vision, in turn, prevented community colleges from coming together on critical issues to present their case to different public entities.

To raise the profile of community colleges nationally, Pierce initiated a 5-year National Awareness Campaign, a joint effort with ACCT. It introduced an ad campaign featuring testimonials from celebrity community college graduates, including baseball great Nolan Ryan, entertainer Randy Owen, and astronaut Eileen Collins. A community college marketing kit, which included the ads, a question-and-answer template about community colleges, a 12-minute video called “One Clear Voice,” and customized TV and radio public service announcements in both English and Spanish, was provided free of charge to member colleges for their use in local markets.

Colleges used the ad format and concept to construct similar ads featuring their local community college “heroes.” The ad series introduced the tag line “America’s Community Colleges—Few things so close can take you so far.” A fundraising consultant for the initiative worked with ACCT and AACC to help the two organizations develop a long-range fundraising campaign from the project.

Pierce was consistently dedicated to a common vision of purpose and to the mission that community colleges should serve the wider community and provide transfer and occupational education and community service. This dedication was acknowledged in the National Awareness Campaign video, which was shown at the opening session of the 2000 AACC convention in Washington, DC, where the retiring Pierce was honored.

Community College Month

At the request of the National Council on Marketing and Public Relations (NCMPR), an AACC-affiliated council, the 1993 celebration of Community College Month was changed from February to April, marking the first time since its 1986 inception that the dates had been moved. NCMPR believed that April would offer more opportunities to showcase and market community

colleges. AACC, along with NCMPR and ACCT, prepared an annual packet of information on community colleges that colleges could use to hold their own local celebrations. Public service ads, press releases, and statistics about community colleges were also mailed to all AACC member institutions to assist them in their promotion efforts.

CHANGING PERCEPTIONS OF COMMUNITY COLLEGES

A New Name for the Association

AACC had been founded in 1920 as the American Association of Junior Colleges (AAJC). In 1972, AAJC was renamed the American Association of Community and Junior Colleges to better reflect the community orientation of most public, 2-year institutions. In 1992, to reflect commitment to the common vision of purpose and mission that Pierce worked so hard to articulate and promote, the association changed its name to the American Association of Community Colleges. Pierce described the thinking behind the name change as follows:

We saw the name change as important to our efforts to promote a stronger and more consistent image of the community colleges. Even with the term *community college*, there is more than enough diversity in what they are and how they vary from state to state. In fact, if you go into Congress and talk to a committee about community colleges, there's going to be seven different pictures that pop into minds of the committee members about what is meant by community college. But it's even more complicated when you have to say "community, technical, and junior colleges" because then they really don't know what institutions are being discussed. In some states they have community colleges or technical colleges or perhaps junior colleges, but these terms don't even begin describe the different names of the colleges. I believed that if we could get the system to support the idea of all colleges being considered community colleges, we would have greater success in developing a common and consistent image of the institutions within Congress and other parts of government and for the public, for that matter.

In August 2000, Pierce questioned whether the name change was fully understood in terms of its intention and symbolism:

I am not sure that we have ever come together to capitalize on the Association name change. I don't think people fully grasped what the potential might be for AACC and its member colleges to develop a greater understanding of the colleges and a common vision of what they are. The name change opened the door. I'm just not comfortable that a lot of our colleges walked through that door. It remains an item of unfinished business. (Coram, 2000, p. 11)

An Emphasis on Community

Pierce continually made the case that community colleges should establish meaningful ties within communities. He maintained that colleges never serve a substantial portion of the population in their service areas, reaching 4% to 5% at best. He concluded that adopting an “institutional citizenship” perspective would enable colleges to connect in meaningful ways with larger segments of the population. He contended that “a community consists of people, businesses, governments, and institutions. The healthier a community is, the more effective its schools will be, and the more attractive its business climate will be” (Pierce, 2000, p. 56).

His emphasis on community, as reflected in the association's name change, also was revealed in his strong belief in the importance of community service. Pierce explained,

The phrase *institutional citizenship* was coined during New Expeditions deliberations and parallels, conceptually, the notion of the corporate citizen. Quite simply, it means that institutions are important components of communities and that they have a responsibility to their communities above and beyond merely carrying out the mission they have adopted or have been assigned. The type of responsibility will differ from community to community, but it could take the form of making the campus available for emergency situations or cultural uses by members of the community, as well as taking on responsibility for various community social projects. (Pierce, 2000, p. 55)

Under Pierce's leadership, AACC encouraged community colleges to adopt the institutional citizenship perspective and take an active role in improving their communities.

SETTING A “KNOWLEDGE AGENDA” FOR THE 21ST CENTURY

The New Expeditions initiative was launched in April 1998 as a joint project of AACC and ACCT. W.K. Kellogg Foundation supported the project, which had as its goals the identification of issues facing community colleges and development of a vision for the future. The project coordinating committee—chaired by Robert Atwell, president emeritus of the American Council on Education, and comprising the executive committees of the boards of AACC and ACCT—sought the input of educators, students, trustees, business and community leaders, and other stakeholders around the nation. Over a 12-month period, the committee commissioned research papers; sought verbal and written viewpoints; and sponsored 39 public hearings, focus groups, and community conversations across the country. The product of the project was a report, *The Knowledge Net: Connecting Communities, Learners, and Colleges* (AACC & ACCT, 2000). The report, which called for “a nexus of pathways leading to empowerment through the acquisition of knowledge and the honing of skills that permit people to exploit chance successfully” (AACC & ACCT, 2000, p. 1), was intended to serve as an agenda for the first part of the 21st century for the nation's community colleges.

The Knowledge Net contains a series of recommendations on the role of the community college in community, learner, and college connections. It ends with a chapter on challenges. In the area of community connections, the report calls on colleges to forge positive relationships among diverse segments of society, to implement programs to cultivate and enhance current and future community leaders, to provide learners with experiences to build their civic awareness, to encourage staff and students to participate actively in community activities, and to support the arts and cultural events in communities. The report warned of an insufficient and underskilled workforce that threatened the nation's economy and recommended that community colleges embrace both workforce development and basic literacy as important components of their mission.

In addressing learner connections, the report called upon community colleges to embrace “learning” rather than “teaching” as the core of their educational enterprise (AACC & ACCT, 2000, p. 13) and to focus on how different

learning styles affect outcomes. This approach is a principle of the learning paradigm (see chapter 5), which was developed by George Boggs and his leadership team at Palomar College in the early 1990s. (Boggs served as one of Pierce's board chairs and later become his successor as AACC president and CEO.) The report noted that community colleges had a tremendous opportunity to lead higher education in this new, learner-centered model of quality that had an institutional focus on learning and student success.

The Knowledge Net also pointed out that community colleges must aggressively implement strategies to create campus climates that promote inclusiveness as an institutional and community value. Connecting curriculum to community needs, chapter 2 of the report advised colleges to evaluate student proficiencies according to industry-based skill standards to reduce the chances for a mismatch between what students have learned and what they need to know for better jobs.

The Knowledge Net discussed the increasing use of technology and how it was beginning to transform the learning process. College instruction no longer relies entirely on gatherings in a lecture hall or a laboratory, where a teacher distributes information in structured formats and prescribed timelines. This shift means that instructors have had to become facilitators, strategists, and coordinators for learning rather than lecturers or assigners of lessons and homework.

In chapter 3, *The Knowledge Net* called for community colleges to give priority to professional development for faculty, staff, and trustees. Lifelong learning for college personnel and trustees can help keep an institution viable, especially as colleges adopt new technologies. Technology should be considered a permanent part of community college budgets, not an addendum. The report concluded with the following challenge:

Change, driven by accelerating technological development, will be pervasive. Market demands for timely competitive services will accelerate as will demands for accountability at all levels. . . . The global marketplace will require colleges to produce learners with new competencies at the same time that institutions face a staffing crisis. The education community will face continued pressure to keep up with constant change. (AACC & ACCT, 2000, p. 33)

PARTNERING TO CREATE A NATIONAL ACCREDITATION BODY

In 1993, the Council for Postsecondary Accreditation, which had been the umbrella organization for accreditation since 1975, was disbanded, creating a vacuum for coordination of accreditation at the federal level. Until a more permanent body could be established, the Commission on Recognition of Postsecondary Accreditation was formed to continue the recognition of accrediting groups on an interim basis. Pierce and the other Big Six higher education association CEOs formed a working group of college and university presidents to handle the issue. Past AACC board chair Jacquelyn Belcher co-chaired the Presidents Work Group. Past AACC board chair George Boggs served as a member of the group, representing the Accrediting Commission of Community and Junior Colleges in the Western Association of Schools and Colleges.

The report of the Presidents Work Group was mailed to all university and 2-year college presidents. The recommendations of the group and a subsequent National Policy Board resulted in the formation of the Council on Higher Education Accreditation (CHEA), which held its first board meeting July 1 and 2, 1996. Without a peer system of accrediting agencies at the federal level, there was a concern that the federal government would create a system to fill the gap. The memory of State Postsecondary Review Entities (SPREs) and the controversy they created when they were authorized by the 1992 amendments to the Higher Education Act (Pub. L. 102–325) were still fresh in the minds of college and university presidents, even though SPREs were not funded by the subsequent Congress.

The *Knowledge Net* report noted the importance of accreditation and stated that it is the principal tool for quality assurance because it builds trust. The formation of CHEA was higher education's response to the need to coordinate accreditation nationally. Membership in AACC requires accreditation status granted by regional agencies overseen by CHEA.

BUILDING COLLABORATIVE RELATIONSHIPS

National Science Foundation

In 1989, the National Science Foundation (NSF) awarded less than \$2 million to the nation's community colleges. By the end of Pierce's tenure in 2000, the total annual allocation from NSF to community colleges was \$50 mil-

lion with an announced future goal of \$70 million. Much of this increase is attributed to the Scientific and Advanced Technology Act of 1992 (Pub. L. 102–476), which AACC supported and which funded the Advanced Technological Education (ATE) program. This program, designed for community colleges as lead agencies, brought large numbers of community colleges into the NSF fold for the first time (AACC, 2001, p. 22). AACC has hosted the ATE Principal Investigators (PI) Conference since its inception. The 17th annual ATE PI conference in Washington, DC, in October 2010 drew more than 800 attendees from community colleges and their business, high school, and university partners.

Veterans Affairs

Pierce's tenure closed with a most unlikely partnership forged with the U.S. Department of Veterans Affairs (the VA). The impetus was the VA's adoption of nursing hiring and promotional policies that were detrimental to associate degree registered nurses. As a result of strong advocacy on the part of AACC and ACCT, the policies were rescinded, and a formal agreement of cooperation was signed in 2001 by the VA, AACC, ACCT, and the National Organization for Associate Degree Nursing (AACC, 2001, p. 22).

American Council on Education

Pierce built on the relationships established by Parnell among the Big Six higher education associations, especially with ACE. During Pierce's tenure, university groups made four unsuccessful attempts to adopt the "junior red shirt" rule for student athletes transferring from community colleges. The rule would have required community college transfer students to sit out a year after transfer before they could compete athletically, implying that community college academic rigor was not as strong as the freshman and sophomore years at a university. AACC might not have prevailed against these proposals without the strong support of ACE and its staff.

Phi Theta Kappa

Phi Theta Kappa (PTK) is a national honor society for 2-year college students. Its goals are to "(1) recognize and encourage the academic achievement of 2-year college students and (2) provide opportunities for individual growth and development through participation in honors, leadership, service and fellowship

programming” (PTK, 2011). Pierce became the second AACC president and CEO to serve on the PTK Board of Directors; he served from 1992 to 2003 and was vice chair of the board from 2001 to 2003. He promoted community college presidents’ participation in PTK’s first capital campaign to raise funds for the construction of the Center for Excellence in Jackson, Mississippi. He also began the tradition of recognizing the All-USA Community College Academic Team at PTK’s annual president’s breakfast at the AACC convention. Pierce also assisted with the development of the Centennial Scholars Program, which honored the top community college student in each state at the 2001 AACC convention (the program was established to recognize the 100th anniversary of the founding of community colleges at the 2001 AACC convention). Pierce became an instructor in PTK’s leadership development program and, like Parnell, was elected as an international honorary member of PTK.

CONCLUSION

The body of work and accomplishments of David Pierce are particularly impressive. He spent more than 40 years of his life dedicated to education and, more specifically, to community colleges. Known for his modesty and humility, he is deeply respected by many of the people with whom he worked during his career. His patient team-building, tireless work, and efforts to achieve consensus on issues are a hallmark of his tenure as AACC president. He is widely acknowledged for his statesmanship and stature as a community college leader and for his advocacy efforts on behalf of community colleges. In 2001, AACC recognized Pierce with its Leadership Award.

Past AACC board chair Beverly Simone described Pierce as a strong communicator with the key federal departments and within the higher education community:

With skill, patience, and deep understanding he led a board of seasoned presidents to create a strategic plan that would sustain the organization in a decade of substantive change. His integrity, humility, intelligence, and leadership are valued. It was an honor to learn from and serve with Dave. (personal communication, February 23, 2011)

Augustine Gallego, past chair of the AACC and ACE boards, has credited Pierce with establishing exceptional working relationships between AACC

and the other Big Six higher education associations and with ACCT (personal communication, February 10, 2011). Tony Zeiss, the 1999 AACC board chair, lauded Pierce for his ability to work with all types of constituent members while maintaining a focus on establishing community colleges on the national scene (see Box 4-1). According to Daniel Moriarty, another of Pierce's board chairs,

David was not one to complain, lament, or criticize. Like a good commander, he stood tall and strong and acted in the best interests of AACC. In my mind, David's biggest contribution was to reorganize AACC and put it on a steady platform that would serve community colleges for the foreseeable future. He made things right so that people in AACC at the time and those who would follow could do what the organization said it would do. Everyone came to understand that what David said was what he meant. David was totally honest without even a hint of self-aggrandizement in him. Instead, he was always self-effacing. He exemplified the idea of servant leadership. He came along at a difficult time, a transitional time, and responded successfully to the challenge. We are all better off for his time served. (personal communication, February 3, 2011)

Pierce continued to support community colleges after retirement from AACC. He was executive director of COMBASE (an association of community colleges interested in community-based postsecondary education) for several years; served on the board of governors of Southern West Virginia Community College in Logan, West Virginia; was a consultant for ACCT; continued to serve on the PTK Board of Directors; and taught in the higher education program at the University of Illinois. Northern Iowa Area Community College named a building in his honor in 2007.

Carolyn Williams, the 1999–2000 chair of the AACC Board of Directors, said of Pierce's impending retirement:

On Dave's watch, community colleges have achieved greater visibility and stronger credibility than ever before. He has been extraordinarily effective in reaching out to business, government, and higher education largely because of his own integrity and lifetime commitment to community colleges. (cited in Kent, 1999, p. 5)

4-1 AACC'S COMING OF AGE DURING THE PIERCE YEARS

Asked about the Pierce years in a 2011 interview, Tony Zeiss responded:

The major issues were how to increase AACC's membership base, how to encourage member colleges to embrace workforce development as a core purpose and mission, and how to become more politically active with policymakers and federal agencies.

With Pierce's guidance, we were able to communicate and capitalize on our role in workforce and job development. In fact, President Clinton was the first president to reach out to community colleges and place us clearly in the national scene as valued partners in the country's economic well-being. President Bush followed up by establishing the first grant program designated exclusively for community colleges. It exists even today. We also began to push the idea of focusing on learning and learners as outcomes rather than on teaching and teachers. This movement has now evolved into the student completion or student success movement that is sweeping the country.

David Pierce's ability to work with all types of constituent members while maintaining a focus on establishing community colleges on the national scene was his stellar accomplishment, in my opinion. He held the respect of everyone, treated everyone fairly, and was an outstanding spokesperson for our colleges. We came of age under Dave Pierce.

Tony Zeiss has been president of Central Piedmont University since 1992 and is a past chair of the board for AACC and the League for Innovation in the Community College.

CHAPTER 5

MEETING THE CHALLENGES OF THE NEW MILLENIUM

GEORGE R. BOGGS
2000–2010



Major Accomplishments of the Boggs Years

- Corporate and foundation support for AACC and community colleges reached record levels.
- AACC demonstrated an unwavering commitment to diversity and inclusiveness, as reflected in projects focusing on minority men, older adult learners, and rural communities.
- Leadership development initiatives were begun and received initial funding from W.K. Kellogg Foundation.
- AACC initiated the Nursing and Allied Health Initiative, a voluntary initiative that in 2010 secured \$647,000 in contributions from 694 member colleges.
- Funding for Advanced Technological Education (ATE), founded in 1994 and supported by the National Science Foundation to support programs that prepare skilled technicians to work in high-tech fields, grew to \$64 million annually.
- AACC continued its work to infuse service learning practices (combining academic study with community engagement) into college programs.
- Staff and support for AACC's international office increased.
- The New Century Scholars program, which recognizes the top community college student from each state at the AACC convention, began in 2001 and received support from Phi Theta Kappa, The Coca-Cola Foundation, and The Coca-Cola Scholars Foundation.

CAREER HIGHLIGHTS

POSITIONS HELD

2000–2010	President and CEO, AACC
1985–2000	Superintendent/President, Palomar Community College District
1981–1985	Associate Dean of Instruction, Butte College
1972–1981	Chairman, Division of Natural Science and Allied Health, Butte College
1968–1985	Instructor of Chemistry, Butte College

EDUCATION

- PhD, Educational Administration, The University of Texas at Austin
- MA, Chemistry, University of California, Santa Barbara
- BS, Chemistry, Ohio State University

HONORS

- Amada M. Pena, Jr., Journey of Excellence Award, National Institute for Staff and Organizational Development
- Certificate of Achievement in Recognition of Leadership Excellence and Community Service, U.S. House of Representatives
- Distinguished Graduate, The University of Texas at Austin
- Harry Buttimer Distinguished Administrator Award, Association of California Community College Administration
- Honorary Elder, National Council on Black American Affairs
- Leadership Award, National Institute for Staff and Organizational Development
- Management Recognition Award, National Council for Research and Planning
- Marie Y. Martin Chief Executive Officer Award, Association of Community College Trustees
- Paul A. Elsner International Excellence in Leadership Award, Chair Academy
- PBS O'Banion Prize for Commitment to Learning, League for Innovation in the Community College
- Professional of the Year Award, for Motivational Leadership, The Leadership Alliance
- Stanley A. Mahr Community Service Award, San Marcos Chamber of Commerce

No other segment of education in the United States has been so bold that its leaders have labeled it a movement. Yet those of us who have dedicated our careers to community colleges speak with almost evangelical emotion, not only about our individual colleges, but also about the contributions of the broader “community college movement.”

—George Boggs (1994b)

George R. Boggs, who succeeded David R. Pierce as president and CEO of AACC in September 2000, shepherded AACC through significant challenges, including the aftermath of the September 11, 2001, tragedy and a lackluster national economy. During his tenure, the need for community colleges to fulfill a workforce development role was a continuing and increasingly important priority, and the need to develop and support community college leaders became an even greater concern than in the past. Boggs continued and expanded upon the programs of his predecessors, including the National Awareness Campaign, Service Learning, and a corporate relations program begun by Pierce.

Before coming to AACC, Boggs had been a leader of and advocate for community colleges and their students for more than 32 years. He was president of Palomar College in California for more than 15 years. While at Palomar, he brought financial stability to the college and established its reputation as a pioneer in distance education. Perhaps most reflective of Boggs’ guiding philosophy, the college developed a national reputation for initiating the *learning paradigm* concept (the idea that learning rather than teaching should be the focus of educational institutions and that institutions should focus on how different learning styles affect outcomes; Boggs, 1995). Also while at Palomar College, Boggs was elected to the AACC Board of Directors and became Pierce’s third board chair. The Association of Community College Trustees (ACCT) had honored him in 1996 with its Marie Y. Martin National CEO Award.

Boggs’s quiet leadership and consistent advocacy have brought him national recognition and respect. He is a prolific writer (see Box 5-1) and speaker who has clearly articulated many issues relevant to community colleges through the years. As president, Boggs improved AACC’s financial

controls and stability as well as its personnel practices; developed a new mission statement, vision, and strategic plan; increased staff in federal advocacy, policy analysis, and workforce development; strengthened international and global education programs; transitioned AACC communications and periodicals to online delivery; and significantly expanded corporate partnerships and grant-funded programs. In addition, AACC's annual Workforce Development Institute became self-supporting.

Boggs believed it was important to connect with member colleges. He traveled frequently, speaking at meetings and conferences and visiting colleges. He believed that members would support AACC only if they knew what AACC did for them and only if AACC listened to their concerns and priorities. He was involved in and provided support for the first White House Summit on Community Colleges, for which he wrote the lead conference paper, *Democracy's Colleges: The Evolution of the Community College in America*

5-1 THEMES IN THE WRITINGS OF GEORGE R. BOGGS

- A comprehensive and clear understanding of the history, purpose, and mission of higher education, particularly of community colleges.
- Consistent demonstration of passion and commitment to the community college mission.
- Strong advocacy of students as learners and community colleges as learning institutions.
- Challenges to leaders about their responsibility to be cognizant of and prepared to deal with ever-changing economic, societal, and global dynamics as well as ongoing challenges to the community college mission.
- Calls to action to fulfill the obligation of effectively preparing students.
- Recognition of the importance of economic and workforce development.
- The importance of maintaining technological prowess.
- Development of effective partnerships and engagement in collaborative efforts on local, state, and national levels.
- Commitment to equity, diversity, and access.
- Leadership development to ensure a continuous pool of effective, well-prepared leaders.

(Boggs, 2010). Before Boggs left office, community colleges experienced unprecedented growth, enrolling an estimated 8 million credit and 5 million noncredit students.

When Boggs became president and CEO, the AACC board had already contracted with a consultant to revise the AACC mission statement in a project dubbed the Mission Project. Boggs and AACC senior staff gave a great deal of time and attention to the Mission Project, which was completed in 2001 after extensive involvement from member colleges, affiliated councils, and past board chairs. The products consisted of a new mission statement (“Building a Nation of Learners by Advancing America’s Community Colleges”); a new vision statement (“AACC will be a bold leader in creating a nation where all have access to the learning needed to participate productively in their communities and in the economy”); and a master plan that identified six strategic action areas and goals that focused on national and international recognition and advocacy, learning and accountability, leadership development, economic and workforce development, connectedness, and international and global education. In 2006, the AACC Board of Directors approved a slightly revised version of the strategic plan through 2012.

PROVIDING LEADERSHIP IN WORD AND DEED

Perhaps the best way to understand the approach Boggs took to leading AACC is to examine his writings (see Box 5-1). For example, in his article “Technological Advances Demand Economic Development” (1993b), Boggs urged national recognition of the competitive global economy and the need for a trained and well-prepared workforce to meet global challenges. Boggs called for leaders to be vigilant and proactive in the changing economic environment: “We are losing our global competitiveness because we have neglected our nation’s workforce. Unless we take corrective action, we will doom our people to an unprecedented low standard of living and an insecure future” (p. 4). He asserted that new job opportunities would require greater skills and that workforce preparation, both prior to and after employment, needed to be strengthened.

Boggs warned that the United States could not wait for the education reform movement to address the issue of underdeveloped, underprepared workers. He suggested that community colleges are the ideal institutions to take on this challenge and to provide the needed technical training because they have the experience of working with adults and have established partnerships with business, industry, labor, and government. He also called for busi-

ness and industry leaders to “see workforce preparation and training as investments in their future competitiveness, investments that will yield measurable returns” (Boggs, 1993b, p. 5).

Another concern of Boggs’s was the relationship of community colleges with their communities and the (often missed) opportunities for them to take more of a leadership role there. In the article, “Leadership for a Changing World,” he proposed that community colleges “have the potential to provide the leadership to guide changes and development in our local communities” (1994a, p. 4), especially in a rapidly changing world. He cautioned, however, that it would take effective leadership to position the colleges to meet those challenges. His view suggested that leaders should be attentive students of the qualities of leadership. Such leaders should attend conferences, consult with colleagues, review articles and research reports, and seek new ideas to incorporate within their colleges. Boggs identified additional characteristics of effective leaders as those who create partnerships and continue to share their successes and learn from each other.

TAKING COMMUNITY COLLEGE ADVOCACY TO CAPITOL HILL

Boggs was devoted to, and spent considerable energy on, working to improve AACC’s advocacy efforts. When he took office at AACC, community colleges faced extraordinary challenges at the federal policy level. Although former President George W. Bush frequently mentioned the contributions of community colleges and told Boggs that he supported them (he even spoke at the 2004 AACC Convention in Minneapolis), the Bush administration consistently tried to eliminate the Carl D. Perkins Vocational Education Act, student support programs such as TRIO and GEAR UP (Gaining Early Awareness and Readiness for Undergraduate Programs), and funding for Hispanic-serving institutions and federal Title III Part A Programs—Strengthening Institutions. AACC successfully worked to preserve these programs year after year. In 2005, however, President Bush introduced the Community-Based Job Training Grant program, which provided \$125 million per year to community college workforce programs on a competitive grant basis.

The Bush administration also elevated the community college liaison position at the U.S. Department of Education’s Office of Vocational and Adult Education to assistant deputy secretary for community colleges. On Boggs’s recommendation, the department appointed Patricia Stanley, former president of Frederick Community College in Maryland and former AACC

board member, to that position. Stanley worked closely with Boggs and AACC government relations staff to raise the profile of community colleges within the Bush administration.

AACC's advocacy efforts placed an ongoing emphasis on workforce development. For example, in the wake of September 11, 2001, Boggs and AACC brought attention to the role that community colleges play in preparing first responders and health-care professionals. In the economic downturn following September 11, Boggs appeared on national network television multiple times to explain the role of community colleges in preparing people to be reemployed and the need to provide sufficient funding support to the colleges. Later, in 2006, AACC worked with the American Council on Education and other educational associations on the "Solutions for our Future" campaign. The purpose of the campaign was to make the case for the societal importance of higher education and the importance of public support. One of the three television ads created for the campaign prominently featured community college first responder programs.

In early spring 2005, Rep. Brad Miller (D-NC) met with AACC staff members to discuss ideas for raising congressional awareness of community colleges and the federal policy issues that affect them. Out of that meeting came the development of the Community College Caucus in the U.S. House of Representatives. Senators Ben Nelson (D-NE) and Richard Burr (R-NC) established a Senate Congressional Community College Caucus in April 2007. Through the efforts of AACC and ACCT, by December 2010, the House Community College Caucus had grown to 163 members, and the Senate's caucus included 30 members.

During the extended economic downturn of the 2000s, states struggled to provide adequate support to community colleges, and most colleges suffered budget cuts in the face of pressure from sharply increased enrollment. After meeting with a group of community college presidents at a 2008 RC 2020 meeting (RC 2020 is a not-for-profit association of community colleges serving urban cities and providing a roundtable for CEOs of urban community and technical colleges that rose to prominence after AACC eliminated its Urban Commission—see <http://www.rc2020.org/>). Boggs determined that AACC needed to help colleges advocate more effectively for state-level funding. As a result, AACC created a state advocacy toolkit to help member colleges make their case before state legislatures and key audiences. The toolkit included customizable print advertisements, an op-ed template, a fact sheet, and advocacy radio scripts and was made available to colleges through the AACC website. (An enhanced version of the toolkit is still being used.)

In an effort to expand advocacy outreach, in 2007 AACC began an annual Washington Institute to provide a forum for CEOs and college legislative staff members to interact with policymakers and the national media. Starting in 2008, AACC extended its government relations communications to target staff members below the CEO level. Since then, AACC has further expanded its legislative advocacy network, and the institute has continued to grow in popularity each year. In 2010, AACC sponsored three successful legislative seminars for audiences below the CEO level.

AACC began to establish positive relationships with the Obama administration even before the inauguration. The administration, for the first time, includes several people who have backgrounds in community colleges, including many with whom Boggs had previous working relationships: U.S. Department of Education Under Secretary Martha Kanter, Assistant Deputy Secretary for Community Colleges Frank Chong, and U.S. Department of Labor Secretary Hilda Solis. Jill Biden, wife of the vice president, is a community college faculty member, and Boggs was in frequent contact with her staff, especially after President Obama asked her to convene the White House Summit on Community Colleges, which took place in October 2010.

On July 14, 2009, speaking at Macomb Community College in Michigan, President Obama proposed the American Graduation Initiative (AGI), which would have provided \$12 billion over 10 years for community colleges and state systems to increase graduation and program completion rates. Unfortunately, AGI did not make it through Congress because of delays caused by its link to the health-care reform bill. However, a \$2 billion Community College and Career Training Program funded over 4 years under the Trade Adjustment Act was approved.

One of the most significant successes during the Boggs years was in the area of need-based student financial aid. In 2010 and 2011, the maximum Pell Grant award increased to \$5,550. In addition, the American Opportunity Tax Credit, which was authorized as part of the American Recovery and Reinvestment Act, proved to be much more beneficial to community college students than the Hope Scholarship program it replaced: It provided a maximum tax credit of \$2,500 to cover 100% of a student's first \$2,000 of eligible expenses and 25% of the next \$2,000.

STRENGTHENING AACC'S FINANCES AND STAFF

Like Pierce, Boggs faced serious financial concerns for the organization upon becoming AACC president. He had to work to tighten fiscal controls and im-

prove financial stability. Retaining membership and meeting attendance was challenging, given the financial difficulties that the colleges were facing. Boggs personally contacted a great many member presidents each year to encourage them to continue their membership and to remain engaged with their national association.

In 2004, the board supported Boggs's request for a membership dues restructuring that would increase revenues for the AACC and be more equitable for smaller colleges. The membership voted overwhelmingly to approve the dues restructuring proposal. The AACC investment portfolio, which had been created under Pierce, was divided into long-term and endowment funds and grew under Boggs to \$7,060,000 by the end of 2010, providing AACC with a continuing base of financial stability.

As 1993–1994 AACC board chair, Boggs wrote a column for the *Community College Journal* on a wide range of topics that revealed his values, passion, and commitment. His first column called on college leaders to make diversity a priority. He stated:

We all benefit from the diversity that our country's philosophy encourages. However, the promise of a successful multicultural society will not be achieved in our country until all of our people can fully participate in our society, until we move beyond misunderstanding and prejudice, until people are judged by their talents and behavior and not on the basis of their ethnicity or personal beliefs, until both the benefits and responsibilities of citizenship are equally shared, and until the value of diversity has become deeply ingrained in our national conscience.
(Boggs, 1993a, p. 4)

Naturally, Boggs wanted AACC staff to reflect the principles that he held dear. When he came to AACC, the association had 43 employees, 8 of whom were at the director level and none of whom were vice presidents. All the directors in 2000 were White. When Boggs retired in 2010, AACC had 60 employees, including 20 administrators at the director and vice president levels; 29% of the administrators were minorities. Boggs initiated personnel programs that included annual employee performance reviews, merit-based compensation increases, a market-based salary structure, position descriptions for all employees, and professional development and wellness programs for staff. Boggs acquired additional space at One Dupont Circle to accommodate the expanding number of operational and grant-funded employees.

ADVANCING STUDENT SUCCESS AND THE LEARNING COLLEGE MODEL

Boggs has been a tireless supporter of the importance of learning as the primary institutional priority. Boggs (2004) credited his former institution, Palomar College, with starting the learning college movement, which frames colleges as being about students learning, not professors teaching. In his article “The Learning Paradigm” (1995), Boggs advocated for the need to adopt this paradigm, saying that the focus should be on student learning and that effectiveness should be measured according to student learning outcomes.

In urging institutions to define themselves as learning colleges rather than teaching colleges, Boggs presented a compelling case and acknowledged the difficulty of the task. Shifting the emphasis from teaching to learning is intended to highlight the importance of the student in the learning process and emphasize that learning is the primary objective. The culture, structure, language, people, financial support, and resources of community colleges are all based on the teaching model.

Changing times require leaders to be proactive in defining how colleges are to be measured, and Boggs adeptly established the premise that if leaders are not proactive, legislatures will define the measurement process for them. His passion is demonstrated in his plea for transformation:

We should not stand idly by and watch the decline of community colleges or perhaps allow another kind of institution to be invented to do what community colleges should rightfully be doing. Community colleges should develop a vision of the future that is endorsed by all college segments, a vision that focuses the institution on learning. (Boggs, 1995, p. 27)

In a later article, “Thoughts on Teaching and Learning in the Community Colleges,” Boggs (2000) again made the case for shifting to a learning paradigm and drew on the New Expeditions project recommendations for support. The Kellogg Foundation–funded New Expeditions initiative, which was launched in April 1998 under David R. Pierce as a joint project of the AACCC and ACCT to consider current issues and to offer a vision for the future of community colleges, included recommendations for colleges to focus on student learning and success. Boggs postulated that a shift to the learning paradigm would improve inclusion by calling on everyone involved in an institution to create and support an environment dedicated to student learning. Everyone—not just the student—has a stake in each student’s success.

EXPANDING THE MEANING OF SCHOLARSHIP

Boggs saw community colleges as centers for scholarship (Boggs, 2001) and advocated for a more inclusive view of what it means to be a scholar. That view included recognizing that knowledge is acquired through research, synthesis, application, and teaching. In “Thoughts on Teaching and Learning in the Community Colleges,” Boggs (2000) observed that community college professors are engaged in the scholarship of integration through their involvement in core curriculum development or preparation of cross-disciplinary seminars. Learning across the curriculum and recognizing that courses blend to facilitate integrated learning is a common community college theme. He cited various faculty activities that involve integration.

In the article, Boggs equated the scholarship of teaching with the scholarship of learning, yet he always emphasized that enabling learning is the objective of teaching and that learning is the higher goal. He suggested that faculty must be constantly engaged in their students’ learning: As stated in the New Expeditions report, “Instructors become facilitators, strategists, and coordinators for learning rather than lecturers or assigners of lessons and homework” (AACC & ACCT, 2000, p. 18). Boggs felt that community college faculty excel at this task, as exemplified by their innovativeness and creativity in meeting the diverse learning needs of their students.

According to Boggs (2001), a natural consequence of the promotion of student learning is the scholarship of discovery. Discovery learning is a major strategy in teaching, and Boggs contended that community colleges are ideal environments for promoting this kind of learning.

FACILITATING LEADERSHIP DEVELOPMENT AND COMMUNITY ENGAGEMENT

One of the first issues Boggs took on when he became president of AACC was the escalating leadership turnover among community colleges. As a member of the Accrediting Commission for Community and Junior Colleges in the Western Association of Schools and Colleges (Western Region Accrediting Commission), he had found that California community colleges suffered because of rapid leadership turnover and that many of the leaders were not adequately prepared to deal with the challenges that they faced. He also realized that the leadership issue was a problem not just for California community colleges; it affected institutions across the country.

To address the problem, Boggs initiated a leadership summit involving representatives of various leadership development programs throughout the country, AACC-affiliated councils, and selected community college presidents. AACC also surveyed the field nationally and discovered that approximately 45% of community college presidents were planning to retire within the next 7-year period and that 79% were planning to retire within the next 10 years. The vice presidents were also reaching traditional retirement age and were planning to retire within the same time frame (Shults, 2001).

Following the summit and the survey, AACC contacted W.K. Kellogg Foundation to seek its assistance with expanding leadership development efforts. At first, the foundation did not appear to be receptive, but it subsequently came to AACC with an idea to fund a project on “community engagement.” After discussions with Boggs, the foundation provided a 2-year planning grant for a project called Leading Forward.

The Leading Forward work began in 2003 with four leadership summits. Members of councils, university-based leadership programs, and community colleges that had developed their own leadership institutes came together to understand current thinking in the field about approaches to community college leadership and leadership development. AACC developed a component of the curriculum that presented community engagement as an integral part of leadership and leaders as being actively involved in their communities and building partnerships. The curriculum emphasized that new leaders must possess a clear understanding of the mission, background, history, and values of community colleges. Without an understanding of and respect for this history and mission, leaders may pursue different priorities, potentially threatening the 2-year college mission.

During Boggs’s tenure, leadership development opportunities for current and future community college leaders and administrators expanded (see Box 5-2). Boggs worked with SunGard Higher Education to provide funding for an annual, highly rated preconvention workshop for new presidents. He also coordinated with the Presidents Academy Summer Institute Executive Committee to develop programs for the annual events. The Future Leaders Institutes were a great success. By the end of 2010, 650 participants had attended one or more of the Future Leaders Institutes (beginning, advanced, or workforce development), 275 of participants had made career advancements, and 56 had become college presidents.

Boggs also gave a high priority to supporting and presenting at leadership development institutes sponsored by states, the League for Innovation in

the Community College, universities, consortia, and individual community colleges. A less visible but important contribution was his personal interaction and counseling with presidents who were experiencing difficulties on their campuses.

5-2 LEADERSHIP DEVELOPMENT PROGRAMS INITIATED DURING THE BOGGS YEARS

- In summer 2003, W.K. Kellogg Foundation awarded AACC a grant to fund an initiative called Leading Forward to address the national need for community college leaders. Outcomes of the Leading Forward initiative included the highly successful Future Leaders Institutes and the widely used *Competencies for Community College Leaders* (AACC, 2005).
- The Future Leaders Institutes are 5-day leadership seminars for midlevel and senior community college administrators who are ready to move into a higher level of leadership. They are in supervisory positions and are generally at the director, associate dean, or vice president level.
- The Presidents Academy Summer Institute is designed for AACC member presidents. It brings together seasoned and first-time college presidents who benefit from working together in small groups and provides in-depth examination of various topics using experienced presenters and a case study approach.
- The Workforce Development Institute is an annual 3-day comprehensive program for workforce service providers based at community colleges. It provides educational sessions for both new and experienced community college staff in the field of workforce development.

Details about all of these programs can be found on the AACC website.

STRENGTHENING TIES WITH THE HONOR SOCIETY FOR COMMUNITY COLLEGE STUDENTS

Boggs was the third AACC president and CEO to serve on the Phi Theta Kappa (PTK) Board of Directors, beginning in 2003. At this writing, he serves as vice chair of the board. He has actively promoted the establishment of PTK chapters in 2-year colleges around the world. Believing that students would be effective

advocates, Boggs engaged PTK as a partner in the development and launch of the community college completion initiative that was sparked by the 2010 White House Summit on Community Colleges and worked with the White House to ensure the participation of PTK students in the event.

Boggs's first AACC convention as president and CEO was held in Chicago in April 2001. To mark the anniversary of the founding of the community college movement at Joliet Junior College, just outside of Chicago in 1901, AACC worked with PTK to honor the top community college student in each of the 50 states as a Centennial Scholar. The recognition ceremony was held at the opening session of the convention and was well received by the convention attendees. After seeing the success of the Centennial Scholars presentation, Boggs led the effort to partner with PTK to create an annual recognition for the top students from each state at AACC conventions—the New Century Scholars program, funded by The Coca-Cola Foundation and The Coca-Cola Scholars Foundation. He also played a key leadership role in the decision to hold the first joint annual convention of PTK and AACC in Philadelphia. The event drew more than 5,500 college presidents, administrators, and PTK member attendees.

In addition to the scholarship support for New Century Scholars, Boggs secured financial support for and PTK's assistance in the administration of a new scholarship program for community college students majoring in nursing, respiratory, or emergency medical technician programs: the Frank Lanza Memorial Scholarship. Using his connections with major foundations, Boggs assisted with efforts to secure funding for the nationwide launch of PTK's CollegeFish.org, a 24/7 Web-based tool to assist community college students with preparing for transfer to 4-year colleges. In 2010, Boggs was elected an international honorary member of PTK.

ANSWERING PRESIDENT OBAMA'S MANDATE FOR A COMPLETION AGENDA

In response to President Obama's challenge to community colleges to produce 5 million more graduates and program completers by 2020, Boggs convened the major national community college associations (AACC, ACCT, National Institute for Student and Organizational Development, Center for Community College Student Engagement, the League for Innovation in the Community College, and PTK) at the 2010 AACC convention in Seattle to address the issue. The six associations signed a call to action (AACC et al., 2010) to

commit member institutions to matching President Obama's 2020 goal while increasing both access and quality. Since 2010, the organizations have been seeking funding to develop cohesive and integrated strategies to move forward with the project..

With encouragement from Boggs and 2010–2011 AACC board chair John Sygielski, the AACC Board of Directors provided a significant focus

5-3 MAJOR SOURCES OF FINANCIAL SUPPORT FOR PROGRAMS DURING THE BOGGS YEARS

Under Boggs' leadership, AACC's list of corporate and philanthropic supporters grew significantly to include the following donors:

- The Atlantic Philanthropies
- The Bill & Melinda Gates Foundation
- Charles Stewart Mott Foundation
- The Coca-Cola Foundation
- The Coca-Cola Scholars Foundation
- Ford Foundation
- The Goldman Sachs Foundation
- W.W. Grainger, Inc.
- Grand Victoria Foundation
- Heinz Endowments
- James Irvine Foundation
- Joyce Foundation
- The Kresge Foundation
- Learn and Serve America
- Lumina Foundation for Education
- METI
- National Campaign to Prevent Teen and Unplanned Pregnancy
- W.K. Kellogg Foundation
- The Walmart Foundation

Government funding came from the following sources:

- Corporation for National and Community Service
- National Science Foundation
- Transportation Security Administration
- U.S. Department of Labor

5-3 MAJOR SOURCES OF FINANCIAL SUPPORT FOR PROGRAMS DURING THE BOGGS YEARS, CONTINUED

Key projects receiving foundation support are as follows:

- **Achieving the Dream: Community Colleges Count.** AACC was a founding partner for this multiyear initiative, funded largely by the Lumina Foundation for Education, to increase success among community college students, particularly low-income and students of color. The effort has involved more than 128 colleges in 24 states and a philanthropic investment of \$125 million.
- **The Voluntary Framework of Accountability (VFA).** VFA is a 2-year, \$1 million program, funded in 2009 by Lumina Foundation for Education and the Bill & Melinda Gates Foundation to develop common performance measurements to evaluate institutional effectiveness.
- **The Plus 50 Initiative.** This 3-year, \$3.2 million effort is funded by The Atlantic Philanthropies to create or expand programs that serve adult learners 50 and older through training or retraining, lifelong learning, and civic engagement. Building on that work, Lumina Foundation for Education provided \$.8 million to support adult degree completion.
- **The Walmart Workforce and Economic Opportunity Initiative.** This 2-year, \$2.3 million effort serves to improve economic prosperity, especially in underresourced and rural communities.

on the need to improve college completion rates. The leaders of the associations that signed the call to action in April and government and foundation representatives met with the AACC board in August 2010 and again with the board, commissions, and council chairs in November 2010 to examine barriers to completion and how they might be overcome. Subsequent to these meetings and with support from AACC, PTK launched the Community College Completion Corps (C4) website to provide community college stakeholders with a centralized repository of resources to assist them in the support of this crucial initiative. The C4 website (PTK, 2010) will track the latest news, best practices, success stories, and resources as all community college stakeholders work to mobilize and stress the importance of college completion.

GARNERING FOUNDATION AND CORPORATE SUPPORT

Boggs was effective in expanding support for work undertaken by AACC that was not sufficiently covered by members' dues and in ensuring support for initiatives that were important to community colleges and their students. By the time he left, AACC was managing grant-funded projects representing more than \$30 million, and corporate support had increased to more than \$450,000 annually. Under his leadership, funded projects focused on student success, leadership development, workforce development, sustainability, access to the baccalaureate, service learning, technological education, accountability, policy analysis, international education, national security, education for the trades, small business development, adult education, support for students affected by Hurricanes Katrina and Rita, and student recognition (see Box 5-3).

EXPANDING ENGAGEMENT THROUGH AFFILIATED COUNCILS

Boggs believed that AACC's Affiliated Councils, begun under Gleazer and expanded under Parnell, were a great benefit to AACC, in part because they served to expand AACC's connections beyond college presidents to faculty, staff, and students. He met twice annually with council leaders to hear their concerns and to discuss AACC priorities, and he frequently spoke at their conferences and leadership institutes. Boggs authorized 10 new councils during his tenure (bringing the total number of AACC-affiliated councils to 30). To be approved as an AACC-affiliated council, an organization had to be national or international in scope, serve the interests of community colleges, and meet specific AACC board-approved criteria for soundness and philosophy. The new councils were as follows:

- American Student Association of Community Colleges
- Community College Baccalaureate Association
- Community Colleges for International Development, Inc.
- Continuous Quality Improvement Network
- National Asian/Pacific Islander Council
- National Association of Community College Teacher Education Programs
- National Network of Health Programs in Two-Year Colleges
- Partnership for Environmental Technology Education
- President's Council of Phi Theta Kappa
- Rural Community College Alliance

CONCLUSION

At the end of 2010, Boggs retired from AACC, completing more than a decade of service to AACC and more than 42 years of ardent advocacy for community colleges. In announcing his decision to step down, Boggs (2009) said,

I feel honored to have served community colleges during a period of their most dynamic growth and achievement. Our colleges have never had greater visibility or respect from policy leaders, the business community, and the public at large. I move into a new phase of my life knowing that we have very able colleagues who share my passion for these colleges and their students. I know they will carry on with the commitment we have shared, and I look forward to new opportunities I may have to support these important institutions.

Under Boggs's leadership, AACC enjoyed an exceptional level of credibility, stability, and recognition. Boggs created an admirable body of work and achieved remarkable consistency in articulating his priorities and values as a leader. He possesses the invaluable ability to translate trends into a vision for the future to ensure the relevancy and viability of our nation's community colleges.

Shirley Reed, the 2010 chair of the AACC Presidents Academy Summer Institute, credits Boggs's leadership and voice with galvanizing the long-overdue public appreciation of American community colleges and their recognition as a national treasure as well as the envy of nations around the world. Jana Kooi, the 2011 Presidents Academy Chair, said of Boggs, "The thing I will remember most about George is his tireless support and compassion for his colleague presidents—especially those experiencing difficult times. This is a rare gift he gave to all of us." John Roueche, professor and director of the Community College Leadership Program at the University of Texas, said, "Dr. Boggs and his AACC team have increased the visibility and credibility of our colleges. All of us are indebted to him for a decade of quality leadership and service." (from a unpublished document presented to honor Boggs at the 2011 meeting of the Presidents Academy)

Before his departure from AACC, Boggs expressed his support for the board's decision to select Walter G. Bumphus as his successor and worked to assist him in his transition to AACC. Boggs was quoted in the announce-

ment of Bumphus's selection as saying, "Walter has been tested over and over as a leader, and he has consistently risen to every challenge. He brings both intellect and experience to the leadership of AACC, and he has a deep commitment to community colleges and the people they serve" (Kent, 2010). At its November 2010 meeting, the AACC Board of Directors designated Boggs as AACC president and CEO emeritus.



Walter G. Bumphus accepts AACC's Leadership Award from George R. Boggs at the association's 2009 annual meeting in Phoenix.

EPILOGUE

A NEW LEADER TAKES THE HELM: THE LEGACY CONTINUES

We have been called the Ellis Islands of higher education, and really of America. Who is going to serve those students, if we don't? ... We truly represent the gateway to the middle class for many students, and to many of our citizens, a better way of life.

—Walter Bumphus (cited in Gonzales, 2010)

Following a decade of leadership under George Boggs, the board of the American Association of Community Colleges (AACC) selected Walter G. Bumphus to serve as its next president and CEO. First on the new president's agenda was finding a way to help community colleges reconcile the need to help more students succeed with the drastic cuts in funding resulting from a severe and prolonged economic recession. Bumphus's inaugural action was to launch a national listening tour in the first 3 months of 2011 to engage community college presidents and trustees, community and business leaders, and policymakers. His goal was to gain insights about pressing issues confronting community colleges and their more than 12 million students and to elicit innovative "big ideas" to advance the community college mission. The tour was the first phase of the 21st-Century Initiative, an 18-month-plan to develop a national roadmap to guide AACC and community college leaders

into a new era of change. The initiative is supported by the Bill & Melinda Gates Foundation and the Kresge Foundation.

Bumphus brings more than 38 years of leadership experience to AACC, including work as a senior administrator, community college president, system chancellor, and private industry executive. Most recently, he served as chair of the Department of Education and professor in the Community College Leadership Program at the University of Texas at Austin, the nation's oldest and most prolific doctoral program for community college leaders, and chair of the Department of Educational Administration. As president of the Louisiana Community and Technical College System from 2001 to 2007, Bumphus secured a \$5 million grant from the U.S. Department of Labor to quickly develop centers for training people in construction trades in areas devastated by Hurricane Katrina. He also has served in many higher education groups and organizations and holds the distinction of being one of the few leaders in the field of education to receive the Association of Community College Trustees' National CEO of the Year Award (2005), to chair the AACC Board of Directors (1996–1997), and to receive the AACC Leadership Award (2009).

Bumphus plans to work with community college leaders to develop a new vision for student success. The listening tour represents the first steps toward this vision. The tour's theme, "Balancing the Dream and the Reality," articulates the dilemma 2-year colleges face: how to sustain the dream of equal access and opportunity that has been the cornerstone of the community college mission for more than a century while dealing with rising enrollments and severe cuts in funding. In announcing the listening tour, Bumphus said,

"More mission, less money" is the stark reality for community colleges. This listening tour is intended to help recalibrate how we get ahead of that negative dynamic and regain the focus on students. President Obama and business leaders have challenged us to help more students succeed. But more important, students and communities need our institutions to ensure economic growth and good, family sustaining jobs. (personal communication, February 16, 2011)

A summary of findings from the listening tour will be presented at the April 2011 AACC convention in New Orleans.

The second phase of the 21st-Century Initiative includes the appointment of a national commission of leaders in higher education, governance, business, policy, and philanthropy. The members of the commission will be

announced during the closing session of the 2011 AACC convention. Their goal will be to review, analyze, and synthesize the insights gathered by Bumphus and senior staff over the course of the listening tour and to then develop a report that creates a new vision for the future of community colleges. The report is to be released at the AACC convention in April 2012. Other goals for the initiative include increasing focus and building momentum for the community college completion agenda—increasing the number of students who complete degrees, certificates, and other credentials with value in the workplace—and identifying AACC’s role in that effort; promoting the contributions and challenges of community colleges among the public, policymakers, and business leaders; and building support for accuracy and accountability in monitoring community college performance.

With these goals in mind and a new vision on the horizon, Bumphus is prepared to lead AACC and its members through the formidable challenges they face and to help find ways to seize the unprecedented opportunities they have been presented. Community colleges are now in the spotlight, particularly as a focal point of President Obama’s higher education agenda. Bumphus recently observed,

I have been in this industry now for 36 years. Never in my 36 years have I ever seen this kind of spotlight on community colleges. That heightened awareness has led most college leaders to really start to think more seriously, with even bigger ideas, about how they can continue to improve their colleges and how they can continue to move the needle on student success and really address many of the things that typically have been challenges for us. (Gonzales, 2010)

Like the AACC leaders who preceded him, Bumphus is, by experience and insight, the right leader for this time in the dynamic and evolving community college mission. And so, the torch is passed; the legacy continues.

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From left: George R. Boggs, Edmund J. Gleazer, Jr., Dale P. Parnell, and David R. Pierce at "A Century of Community Colleges in America" conference, University of North Texas, 2001.

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