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ABSTRACT

A historical overview is provided of the development of community and junior colleges in the United States. Following introductory comments on the influences affecting the character and growth of the two-year college, the origins of the community college are traced. Emphasis is placed on the Morrill Act of 1862, views of 19th and early 20th Century educational leaders, the contributions of William Rainey Harper, California legislation, the founding of the American Association of Junior Colleges, and early writings on the junior college. Next, historical events influencing the establishment of the community college mission are highlighted, including the 1944 GI Bill of Rights, the 1947 President's Commission on Higher Education for American Democracy, and the postwar leadership of Jesse P. Bogue. Next, the boom years of the community colleges are discussed in terms of the rise of statewide systems and state support in the 1960's and 1970's; the advent of the open door philosophy; student aid legislation; changes in leadership and mission; and new services and clientele. The final chapter analyzes the current status of the community college, focusing on changing patterns of governance, the role of the Association of Community College Trustees, the Presidents Academy, political influences, the evolving mission, enrollment trends, faculty characteristics, the development of a body of literature on community colleges, the role of the ERIC Clearinghouse for Junior Colleges, the influence of Dale Parnell on the two-year college field, and future concerns. (LAL)

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A SHORT HISTORY

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He received his Ph.D. degree from Florida State University and has written extensively about the community college. Among his latest publications is *Issues for Community College Leaders in a New Era*, George B. Vaughan and Associates (Jossey-Bass, 1983).

On the front cover, New World Center campus, Miami-Dade Community College

On the back cover, original building, Jobet Junior College

THE COMMUNITY COLLEGE IN AMERICA

A SHORT HISTORY

By George B. Vaughan

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PREFACE

The introduction to the first printing of *The Community College in America: A Pocket History* stated that a history of community, technical, and junior colleges had been needed for many years. This book has helped meet that need. More than 3,000 copies have been distributed since it was first printed in 1982, and it has quickly become one of the most popular and useful books ever published by the American Association of Community and Junior Colleges (AACJC).

George Vaughan is an educator of many talents. A prolific researcher and writer, he also serves as a community college president and is rapidly becoming known as the "resident historian" of the AACJC. He has done much to investigate and explain the role played in the development of community colleges by President Truman and the President's Commission on Higher Education, popularly known as the Truman Commission.

Dr. Vaughan is quick to point out that this book should not be considered a complete or definitive history of community colleges. Its purpose is to fill the need for a brief yet comprehensive overview of the sequence of events and relationships that have brought community, technical, and junior colleges to their current state of development.

The American Association of Community and Junior Colleges is pleased to respond to the many requests for an additional printing of this important book. The third edition has been revised and updated by the author and retitled *The Community College in America: A Short History*. It is the most current history of the community college movement in America. It will be useful to students of the community college's unique contribution to American higher education; to community, technical, and junior college professionals who wish to know more of the history of their types of colleges; and to persons in general interested in helping themselves or others understand the American community, technical, and junior college.

James F. Gollattscheck
Vice President for Communications
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and Junior Colleges

INTRODUCTION

The public community college in America today is a coat of many colors. Borrowing heavily from the public high school, the private junior college, and the four-year college and university, the community college not only possesses characteristics found in all of these but at the same time maintains an identity of its own.

Influenced by diverse forces such as World War II and industry's demand for trained technicians, the community college embodies Thomas Jefferson's belief that an education should be practical as well as liberal. Like Jefferson, the community college philosophy calls for education to serve the good of both the individual and society. Egalitarianism is a hallmark of the community college philosophy. Indeed, the community college's open door has often provided the only access to higher education for millions of Americans.

The community college with its broad social implications did not grow in a vacuum and one can point to certain benchmarks in its development. Before 1930 the "junior college" function was mainly academic, and the primary purpose of public and private two-year colleges was generally seen as providing the first two years of the baccalaureate degree. By the 1930s occupational-technical education had also become a permanent and major component of the community college curriculum.

Another major change has occurred more recently. While community services and continuing education have always been a part of the community college philosophy, it was not until the 1970s that the concept of lifelong learning for adults gained importance in many community colleges. Today, lifelong learning in its many forms occupies a place of prominence beside the transfer and occupational-technical functions:

Before outlining the significant events that have influenced the development of the public community college in America, an explanation of purpose is in order. First, I do not attempt to provide an in-depth analysis of any of the historical events listed here, but rather a road map for those who wish to have a general understanding of the flow of events that were important in the development of the community college.

Second, no attempt is made to deal with such broad concepts and achievements as the rise of affluence in American society, the broad acceptance and use of the automobile (the community college's lifeblood as well as its potential Achilles' heel), the civil rights movement and its demand for equal access for everyone, and the

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evolution of American democratic values. These movements, along with many others, have contributed greatly to the development of the community college; but a thorough treatment of their influence is beyond the scope of this short history.

George B. Vaughan

The Community College in America: Its Origins

The Morrill Act of 1862. The Morrill Act of 1862 greatly broadened the base of higher education. The land-grant institutions created by the act taught students and subjects previously excluded from higher education, giving credence to the concept of the "people's college," a term widely used to describe community colleges. These institutions were the first to do battle over "practical" versus "liberal" education, who should go to college, and what courses and programs should legitimately be included as a part of higher education, paving the way for similar debates later waged by community colleges.

The Morrill Act of 1862 and the "second Morrill Act" of 1890 were the most important moves by the federal government into the field of higher education in the nineteenth century. These acts provided the philosophical base on which later federal aid to higher education would rest. Today's community college has borrowed heavily from the precedent of the land-grant institutions and continued and expanded the democratization theme developed largely as a result of the Morrill Act of 1862.

Views of Nineteenth and Early Twentieth Century Educational Leaders. Several educational leaders of the last half of the nineteenth and early part of the twentieth century, many of whom were influenced by the German university model, advocated removing the first two years of higher education from the university, setting and placing them in a separate institution. Prominent among those advocates were Henry P. Tappan, president of the University of Michigan; William Watts Folwell, president of the University of Minnesota;

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David Starr Jordan, president of Stanford University; Alexis Lange, dean at the University of California at Berkeley; and William Rainey Harper, president of the University of Chicago. Lange was especially influential in the development of junior colleges in California. He was an early advocate of the teaching of technical subjects and some "terminal" programs in junior colleges.

William Rainey Harper. Considered by many to be the "father of the junior college in America." William Rainey Harper became president of the University of Chicago in 1891. Harper put into operation many of the ideas of Folwell and others. He established a junior college at the University of Chicago. He successfully advocated that weak four-year colleges drop the last two years and become junior colleges. One institution that took his advice was Stephens College in Missouri, which dropped its last two years and became one of the nation's outstanding junior colleges before it returned to four-year status.

Even more significant for the development of the public community college was Harper's influence in Joliet, Illinois, where in 1901 two years were added to the high school program. Joliet Junior College is believed to be the oldest existing public junior college in the nation. While today's community college is quite different from the junior college as envisioned by Harper, he is nevertheless still viewed by many as the "spiritual father" of the movement.

California Legislation. In 1907 California passed legislation sponsored by state Senator Anthony Caminetti that authorized high schools to offer postgraduate education (many were already doing so) equivalent to the first two years of college. The 1907 law was the first state legislation to authorize local junior colleges, although no funding was provided.

In 1917 California passed a bill providing state and county support for junior college students on the same basis as that provided for high school students. In 1921 the state passed legislation providing for the organization of independent junior college districts with their own boards, budgets, and operating procedures. The California legislation provided for local control, equated the first two years of junior college work with the first two years of university work, extended public education to the thirteenth and fourteenth years, and endorsed the concept of having public institutions of higher education available locally. The California laws were models, in many respects, for later legislation in other states.

Founding of the American Association of Junior Colleges. A two-day meeting held in St. Louis, Missouri, on June 30 and July 1, 1920, resulted in the founding of the American Association of Junior Colleges (AAJC). The 1920 meeting was called by the U.S. commissioner of education and was coordinated by George F. Zook, specialist in higher education for the U.S. Bureau of Education. A key person in the conference was James M. Wood, president of Stephens College and an admirer of the ideas of William Rainey Harper.

The first annual meeting of the AAJC was held in Chicago in February 1921. At that meeting a constitution was adopted; the junior college in America now had a national forum. Over the years the American Association of Community and Junior Colleges (its name was changed in 1972 to reflect more accurately its membership) has represented the nation's community colleges at the national level. The organization's principal medium, the *Community and Junior College Journal* (the *Junior College Journal* until the association changed its name to include "community"), has since 1930 provided the movement with a detailed chronology of events and practices affecting the community college movement in America.

The Association was actively supported by such early leaders as Doak S. Campbell, Leonard V. Koos, James Wood, Leland Medsker, Walter Crosby Eells, and Jesse P. Bogue. Campbell served as executive secretary from 1922 to 1938; Eells was executive secretary from 1938 to 1945; Bogue from 1946 to 1958; Edmund J. Gleazer, Jr. from 1958 to 1981; and Dale Parnell from 1981 to the present.

Today membership in the Association consists of 918 two-year institutions, of which 863 are public and 50 are independent. Each year more than 2,000 people attend the annual meeting of the Association, which is held in major cities throughout the nation. Today's meetings provide a sharp contrast to the 1920 St. Louis conference, which was attended by 38 representatives.

Early Works on the Junior College. In 1924 Leonard V. Koos published a two-volume set entitled *The Junior Colleges*, and in 1925 published *The Junior College Movement*. In 1931 Walter Crosby Eells published *The Junior College*. These three volumes are scholarly works that contain much of the available information on the junior college movement during the first quarter of this century. These works offer valuable statistics and provide the basis for much of the thinking that has shaped the community college. Both Koos

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and Eells played significant roles in the shaping of the two-year college. Their books should be read by anyone who wishes to understand the historical development of the community college in America.

The Community College in America: Establishing Its Mission

The GI Bill of Rights, The Servicemen's Readjustment Act, popularly known as the GI Bill, passed Congress in 1944. The GI Bill provided a form of scholarship for veterans. While entitlement to the money rested on military service, and while the voucher went to the educational institution, the bill nevertheless represented a major step toward breaking the financial access barrier to higher education for millions of Americans.

More important, perhaps, is the fact that the GI Bill marked a milestone in federal financing of higher education for individuals. Although the period following the war placed emphasis on the academically qualified, many social and economic barriers were broken by the returning veterans. No longer was it the norm that only the bright or well-to-do student could attend college. The GI Bill broke the barriers and provided the basis for a later commitment on the part of the federal government that no one should be denied access to higher education because of financial need. This philosophy and later programs of direct student aid have had enormous impact upon the community college's enrollment, student body composition, programs, and overall mission.

The 1947 President's Commission on Higher Education for American Democracy. The Truman Commission, reporting at the end of World War II, was concerned that the democratic ideals for which the nation had gone to war not be abandoned in the postwar years. Chaired by George F. Zook, who had played a major role in the founding of the American Association of Junior Colleges, the commission believed that if America were to fulfill its role successfully

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as the world's leading advocate for democracy, the nation must break down the barriers to educational opportunity at the post-high-school level. One way of doing this, the commission felt, was to establish a network of community colleges throughout the nation, thus placing higher educational opportunities within reach of a greater number of citizens. These community colleges would charge no tuition, serve as cultural centers for the community, offer continuing education for adults, emphasize civic responsibilities, be comprehensive, offer technical and general education, be locally controlled, and blend into statewide systems of higher education, while at the same time coordinating their efforts with the high schools. The commission popularized the term "community college" and influenced its use by Bogue in his 1950 book on the community college.

The commission placed community colleges clearly in higher education's camp. Stating its belief that forty-nine percent of the nation's youth could profit from two years of education beyond high school, the commission's report did much to thrust the community college into the mainstream of the debate as postwar America strove to define democracy in the area of education.

Jesse P. Bogue—Postwar Spokesman. The emerging community college, much like the rest of the nation, sought strong leadership during the period following World War II. The demand by returning veterans, the philosophical boost given the community college by the Truman Commission, and the needs of new and expanding industries combined to place the community college in a position to provide unprecedented services to the public. But the AAJC had suffered some troubled times during the war years, and needed someone at its head who not only could articulate the new role of the community college but who also appreciated the contributions made by the junior college.

The person who emerged as this spokesman was Jesse P. Bogue. Former president of Green Mountain Junior College in Vermont, Bogue served as executive secretary of the AAJC from 1946 to 1958. He did much to calm the waters of the still-fledgling AAJC when he became secretary. In 1950 Bogue published *The Community College*, a significant statement on the emergence of the modern community college. The volume's title is symbolic of the transition that took place as more and more credence was given to the two-year college as a comprehensive institution, supplementing and, in some cases, replacing the traditional junior college.

Establishing Its Mission

By the start of the boom period in community college growth in the 1960s, the community college had a firm understanding of its mission and the role it was to play in higher education. Bogue's leadership was a key factor in community college development during the postwar years and prior to the growth boom.

The Community College in America: The Boom Years

The W.K. Kellogg Foundation's *Funding of Junior College Leadership Programs*. On March 4, 1960, the W.K. Kellogg Foundation announced a series of grants totaling more than \$1.6 million to help establish university centers for training two-year-college administrators. By the time the support of the Leadership Program ended in 1974, 485 fellows had attended the program and financial support had reached \$4,389,413. The initial grants went to ten universities to increase the ranks and competence of community and junior college administrators. The original ten centers were located at University of California, Berkeley; University of California, Los Angeles; Teachers College, Columbia University; University of Florida; Florida State University; University of Michigan; Michigan State University; Stanford University; University of Texas; and Wayne State University. By 1968 the University of Washington and the University of Colorado had been added to the original list. The Kellogg-funded Junior College Leadership program produced a number of current community college leaders. Many professors associated with the programs have been in the forefront of community college development.

Edmund J. Gleazer Jr. Gleazer, former president of Graceland College in Iowa, came to the AAJC in 1956 to direct a public information project and stayed with the association for the next twenty-five years. On April 1, 1958, Gleazer became executive director (the title replaced that of executive secretary when Gleazer took office; in 1972 the title was changed to president), a position he held until June 30, 1981. As head of the association, Gleazer was the national

spokesman for community colleges and, in his role as spokesman, probably did more than any other individual to shape the mission of the community college. He also played a key role in obtaining the 1960 and subsequent Kellogg grants.

Presiding over the boom period of community college growth, Gleazer saw enrollments increase from 585,240 in 1958 to 4,826,000 in the fall of 1980. During his twenty-three years as the head of the association, he gave thousands of speeches, wrote hundreds of articles and columns, and published three books dealing with the community college. The last of three books, *The Community College: Values, Vision, and Vitality*, is a composite of Gleazer's views about the integration of the community college with its community. A strong advocate and promoter of lifelong learning and community-based education, Gleazer saw the community college as a catalyst for community change. Gleazer's long tenure as chief spokesman for the community college, coupled with the great period of growth in these colleges, saw a meeting of the man and his times rarely seen in American higher education in the twentieth century.

The Rise of Statewide Systems and State Support. In 1969 the American Association of Junior Colleges published a compilation of articles entitled *Junior Colleges: 50 States/50 Years*. In the introduction to the volume, editor Roger Yarrington notes that in the fall of 1965 fifty new junior colleges opened. He continues: "The reason for this unprecedented growth may be found by looking at steps recently taken in a number of states. . . ." These states " . . . have recognized a need for increased opportunity for higher education, have commissioned studies, written master plans, passed legislation, and begun building. The goal: statewide systems of community junior colleges."

The goal has, for the most part, been achieved in most states. But statewide systems have been achieved only with the help of state funding. Today, every state provides the majority of the financial support for its community colleges; the community college operated by the public school district is almost extinct. With state funding came a degree of state control, and in some cases "superboard" type organizations have emerged that tightly oversee the development of community colleges.

While the true superboard is rare, legislators are keenly aware of the existence of community colleges. S.V. Martorana found that state legislators have passed hundreds of laws affecting community

colleges. For example, he notes that in 1977 states reported of 578 pieces of legislation affecting community colleges; this number compares to 394 pieces passed in 1973-75. While the development of statewide systems supported mainly with state funds has eroded some local control, state funding has also created a partnership between state and locality that has made possible the rapid growth of community colleges. More importantly, state funding has permitted many areas to have a community college within commuting distance without state support. State support also has permitted the community college to broaden its mission and to make the dream of open access to higher education a reality for millions of Americans. Today, the trend is for most state legislatures to be less generous with financial support, but state support remains vital to America's community colleges. For the most part, the partnership between state and locality is working well, for community colleges, with their local boards, are more responsive to local needs than any other segment of higher education.

The Open Door. Perhaps the most important concept to influence the development of the community college was the belief that all Americans should have access to higher education. The road to open access was paved by the Truman Commission, the GI Bill, and various other developments. It was not until the 1960s that society, as a result both of various social movements and of the availability of student-based financial aid, committed itself to the belief that education beyond high school was a right and not just a privilege. The outcome was the entry into higher education of "new students" who came from the lower quartile of their high school graduating class and from the lower socioeconomic segments of society. Prominent among the new students were members of minority groups and women. Access through this "open door" became the hallmark of the community college, and its work with these students is among the most significant contributions of the community college to the nation's education.

Student Aid Legislation. Open access to higher education was achieved during the 1960s. A key to this achievement was financial aid that went directly to the student as a grant and was transferable from institution to institution. Beginning with the Higher Education Act of 1965 and continuing with the Higher Education Amendments of 1972, the federal government committed itself to putting higher education within reach of lower socioeconomic groups. The Basic

Education Opportunity Grants (1972) resulted in a student voucher program that permitted the student to decide where to "draw on" the voucher. These Pell Grants, as they are known today, in addition to the Supplemental Educational Opportunity Grants, the College Work Study Program, and the National Direct Student Loans, have made it possible for every American who could profit from an education to have the financial resources to do so, in most cases without assuming a large financial debt. The community college has served millions of students who, in all probability, would not have attended college were it not for federally funded student aid programs.

Transitional Leadership. Dramatic changes took place in the field of community college education during the 1960s. With its roots in the past, it is doubtful that the community college movement could have evolved smoothly during its period of rapid growth without the outstanding leadership it enjoyed during the transition period. A few names must be mentioned if one is to follow the thread of community college development as outlined here. While some of the transition leaders are deceased, others are still providing leadership. A list of transitional leaders should include several of the following names: Clyde Blocker; Jesse Bogue; C.C. Colvert; Joseph P. Cosand; Edmund J. Gleazer Jr.; Norman Harris; B. Lamar Johnson; Leonard V. Koos; John Lombardi; S.V. Martorana; Peter Masiko Jr.; Leland Medsker, Bill J. Priest; James Reynolds; Raymond Schultz; and James Wattenbarger. These men, for the most part, had roots in the pre-boom period, yet were active leaders throughout much of the 1960 and early 1970s. They served as spokesmen for the community college and became mentors of the many community college leaders who are active today.

The New Leadership. Due to a core of transitional leaders who served as mentors, the Junior College Leadership programs and other programs in the same mold, and the demand for new leadership, a group of vigorous, young leaders emerged in the 1960s. Today a number of these people are in the prime of their careers and are writing many of the books and articles on the community college, as well as providing leadership at the state, national, and campus levels. While a complete list of names would be impossible to compile, the new leader is often a college president or dean, or a scholar of higher education who devotes most of his or her time to the community college, a board member, or a faculty member

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who teaches in a community college because of professional commitment.

Student Services. Student services constitutes a major division in practically all community colleges. While some colleges have taken steps recently to integrate student services more fully into the instructional program, the student services division is primarily concerned with noninstructional activities. The activities traditionally associated with student services are counseling, student activities, admissions and records, testing, communication with high schools and four-year institutions, college orientation, financial aid, athletics, student conduct, placement, health services, and any number of activities that support the student and the instructional program. Growing out of a philosophy based on *in loco parentis*, student services emerged during the 1960s as a much broader concept and today is vital to the community college. Shifting its emphasis from student discipline and control, student services has worked diligently to shed its housekeeping image. Many student services administrators are advocating and implementing a "student development model" where the educational process is viewed in a holistic manner, with student services playing a key role.

There was very little disruption on community college campuses during the period of student protests in the 1960s. To credit this lack of disruption to student services would be an oversimplification; however, had there been disruption, student services would have likely been criticized for not keeping the campus calm.

A number of reasons have been proposed to explain why community colleges were not targets of student protest during the 1960s. They include the following: community college students are too mature to be involved in campus protests; they are too apathetic; their stay on campus is so short that there is not enough time to build an effective protest movement; and community college students are commuters and not around campus enough to protest.

While each of these factors may contain some truth, they do not represent the full story. The major reason there were no major protests among community colleges was that these colleges were and are still providing many of the things that protesting students of the 1960s wanted, such as open admissions, greater educational opportunities for women and working adults, lower student costs, and greater access for minority students.

The community college met many of the student demands of the 1960s and has continued to meet the diverse demands of society,

and remains a major avenue whereby all citizens may gain entry into the mainstream of American life. Perhaps the community college's responsiveness and flexibility represent student services at their best.

Part-time Students. The 1970s saw part-time enrollments in higher education reach new peaks. In some states, part-time enrollment reached as high as eighty percent of total enrollment. These part-time students were often older than traditional college students; most worked full- or part-time; many were women. Part-time enrollments have significantly changed the composition of the student body. By the late 1970s women outnumbered men enrolled in community colleges nationwide. The enrollment of part-time students, new students, older students, and working students have together created a student population that is far from typical when compared to traditional student bodies made up almost entirely of 18- to 24-year-olds.

The Changing Mission. The community college of today has in many ways gone far beyond the junior college of the early part of the century. In general, its changing purpose has been an addition to, rather than a departure from, the junior college as described by Koos and Eells early in the century. By the 1950s this mission had broadened to such an extent that Jesse Bogue could endorse the statement of a Texas junior college that proclaimed, "We will teach anyone, anywhere, anything, at any time, whenever there are enough people interested in the program to justify its offering," (quoted in Arthur M. Cohen and Florence B. Brawer, *The American Community College*, Jossey-Bass, 1982). This concept, or some variation of it, became something of a battle cry for community colleges during the boom years of the 1960s. Critics claimed, rightfully in some instances, that the community college was trying to be all things to all people.

While never advocating that the community college be "all things," Edmund J. Gleazer Jr. and Roger Yarrington have nevertheless been instrumental in the changing mission of the American Association of Community and Junior Colleges. Gleazer, during the latter years of his tenure as president of the AACJC, advocated a greatly broadened role for community colleges. Calling for them to be community-based, performance-oriented institutions, Gleazer viewed community colleges as new institutions that should devote much of their energies to finding solutions to social problems such

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as housing and unemployment. Yarrington, as Gleazer's chief assistant, played a key role in promoting Gleazer's philosophy.

Often going beyond the expanding mission as advocated by Gleazer and Yarrington have been services offered outside the regular curriculum, many of which have been provided under the rubric of community services. Practically anything is acceptable to community services practitioners, who often view their role as teaching "anything, anywhere, any time" if enough people will gather to "justify" the offering. Community service activities, coupled with the rise in occupational-technical education, squeezed the transfer function so tightly that it became barely visible in some institutions, thus departing drastically from the mission of the junior college in the first half of the century.

Now, with cuts in funds, especially for noncollegiate activities, a new call for quality nationally, and the decline of Gleazer's influence since the end of his term as president of the AACJC, the pendulum seems to be swinging toward a return to more traditional academic courses leading to certificates and degrees, although the transfer function shows little sign of moving back into the place of prominence it once occupied.

The Community College in America: The Scene Today

C*hanging Patterns of Governance.* The early governance structure of the community colleges borrowed much from the public schools, resulting in a hierarchical structure with the chief administrator at the top and the faculty somewhere below. During the 1960s and early 1970s community college leaders argued strongly, and with some success, for a shared-authority model of governance.

Today, the governance structure of most community colleges is neither clearly hierarchical nor based on shared authority; several factors have made both models impractical, if not impossible. One factor is the movement toward statewide systems of community colleges and the resulting controls and bureaucratic red tape that come with such systems. In many cases, the state coordinating body and the legislature have more influence on curricular decisions than do the local college faculty. Another factor is the increase in the number of colleges engaged in collective bargaining. In 1982 approximately 275 two-year colleges had bargaining units. Collective bargaining does not fit well into either the collegial or hierarchical model. The influence of unions, state and federal governments, and state coordinating bodies has resulted in a governance structure that might be described as a political-bureaucratic model devoted to regulation and control. As a result, a number of local colleges, and especially those that are a part of a strong state system, are placed in a management rather than a governance stance. On the other hand, many governing boards have remained strong and in control of the local college's destiny. A major force in the movement to see that governing boards

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retain their policymaking powers is the Association of Community College Trustees.

The Association of Community College Trustees. The Association of Community College Trustees (ACCT) broke away from the National School Boards Association in 1972. With its national office in the Washington, D.C. metropolitan area, the ACCT is the only national organization devoted to meeting the needs of community college, technical college, technical institute, and junior college trustees. A voluntary, nonprofit organization, the ACCT is primarily concerned with developing trustees who are informed about their roles, the goals of their colleges, the budgeting process, the legislative process, collective bargaining, and the many problems with which the effective trustee must deal. The ACCT holds an annual national convention and sponsors regional and national seminars. In addition, the organization gives four annual national awards and issues a number of publications, including the *Trustee Quarterly*. Recently, the ACCT formed a business-industry council to promote cooperation between business and industry and the two-year college.

Politically active, the ACCT serves as a countervailing force to encroachment on the role trustees have traditionally played in higher education. The ACCT appears determined to be the organization that serves the two-year college trustee, thus easing aside the older, larger, and broader-based Association of Governing Boards of Universities and Colleges.

Maintaining Leadership—The Presidents Academy. From its founding, the AACJC has worked to develop the leadership abilities of the two-year college president. A significant step in this leadership development was taken in 1975 with the founding of the Presidents Academy. The academy is a professional organization for presidents of community, technical, and junior colleges who are also members of the AACJC.

Established by the AACJC board of directors, the academy works closely with the board in sponsoring a number of activities designed to enhance the leadership abilities of two-year college presidents. Prominent among the activities sponsored by the academy are the annual weeklong Presidents Seminar for new presidents and the Presidents Forum for experienced presidents. In addition to these seminars, the academy sponsors regional workshops, as well as forums at the annual meeting of the AACJC. In 1984 the academy took a strong stand on developing new avenues for presidential

renewal and professional development. The academy issues occasional publications dealing with topics of interest to the presidents. The AACJC Presidents Academy provides an effective avenue for the professional development of two-year college presidents.

The Political Scene. In June 1978 California voters passed Proposition 13, a law designed to reduce property taxes in that state. The result of Proposition 13 was a drastic cut in the amount of property tax revenues that support the California community colleges.

Although Proposition 13-type laws did not materialize in a large number of states as some people predicted, local support for community colleges has continued to decline while state support has grown, though not necessarily at the same rate. Coupled with declining local support are the accomplished and threatened cut-backs in federal student aid. Student costs continue to rise in most states. California, for example, charged tuition for the first time in its history in 1984.

One result of fiscal restraints is a return to the age-old question of who should pay for education—society or the individual. Evidence suggests that more of the cost of education will be passed on to the community college student. The charging of tuition in California supports this movement.

Another factor entering the picture is a national call for quality. This issue of quality has the potential for causing community colleges to exclude some students, partially closing the open door. If the door is partially closed, community colleges likely will continue to prosper; however, it is also likely the student body will contain fewer members of the lower socioeconomic groups.

The Evolving Mission. The mission of the community college, like community needs, is in an almost constant state of evolution. In 1981 the AACJC board of directors formulated and adopted the following statement: "The mission of the American Association of Community and Junior Colleges is to exert leadership, act as advocate, and provide services in support of community, technical, and junior colleges, as these institutions deliver accessible educational opportunities designed to address the needs of the individuals, organizations, and communities forming their constituencies." Although the stated purposes of individual colleges differ in wording from the mission of the AACJC, one can assume that the AACJC mission statement captures the spirit of the missions of the individual colleges. Furthermore, while the emphasis of

community colleges has shifted over the years, the major tenets of the mission have remained intact as community colleges have continued to emphasize the teaching function, accessibility, low cost, and comprehensive offerings.

Enrollments. While numbers never tell the full story of any undertaking, it is significant that community college enrollments have continued to represent a significant portion of the total enrollment in America's institutions of higher education. For example, in 1982-83 more than half (1.3 million) of all first-time freshmen attended two-year institutions. Fall enrollment for 1983 was 4.9 million students in credit courses, with another 3.5 million participating in noncredit community services activities. The fall 1983 enrollment represents a slight decline over the fall 1982 enrollment. Women constitute 53 percent of the fall 1983 enrollment; minority students make up 21 percent of the total. A diverse student body continues to be a hallmark of the community college.

The Faculty. The AACJC reported in 1982 that the nation's community, technical, and junior colleges employed more than 651,606 full- and part-time teaching faculty. In addition to teaching faculty, 18,228 administrators and more than 16,000 professional support personnel such as librarians, counselors, and learning resource specialists were also employed by two-year institutions at the start of this decade. In contrast to earlier years, the community college no longer turns to the high school for its faculty members. In recent years, community colleges have turned increasingly to graduate schools for full- and part-time faculty, and to business, industry, and the professions for part-time faculty.

Most faculty members view community college teaching as a rewarding career. Yet, some problems must be solved if the community college is to maintain the interest and vitality of its professional staff. A major threat to faculty vitality is "burnout;" a major threat to maintaining a professional faculty is an overreliance on part-time faculty.

Many community colleges are celebrating their twentieth anniversaries during the 1980s; many faculty members have been around for twenty years. While twenty years is a very brief period in the history of American higher education, it is nevertheless a significant part of an individual's professional career.

Professional development opportunities must be made available to all community college professionals if they are to remain active,

inspired teachers, counselors, learning resource personnel, and administrators. An overreliance on part-time faculty can result in compromising the concept of a professional community college faculty. In considering faculty burnout and the potential threat posed by an overdependence on part-time faculty, everyone interested in the success of the community college must remember the truism that no educational institution is better than its faculty.

Developing a Body of Literature. For the most part, histories of higher education have tended to ignore community colleges. While the literature dealing with the community college is far from adequate, significant steps have been taken toward filling some of the gaps. The *Community and Junior College Journal* (formerly *Junior College Journal*) has been around since 1930. Other journals appeared during the 1960s and 1970s. Among those devoted exclusively to the community college are the *Community College Review*, *Community College Frontiers* (no longer a national publication), the *Community Services Catalyst*, and the *Community/Junior College Quarterly of Research and Practice*. Important in the publishing of literature on the community college has been the ERIC Clearinghouse for Junior Colleges, which is discussed as a separate topic.

In addition, a number of books have been published that help chronicle and explain the community college. Some of the significant books published since 1960 are the following: *The Junior College: Progress and Prospect* by Leland Medsker; *Beyond the Open Door: New Students to Higher Education* by K. Patricia Cross; *The Two-Year College: A Social Synthesis* by Clyde E. Blocker, Robert H. Plummer, and Richard C. Richardson Jr.; *Islands of Innovation* by B. Lamar Johnson; *This Is the Community College* by Edmund J. Gleazer Jr.; *Breaking the Access Barriers: A Profile of Two-Year Colleges* by L. Medsker and Dale Tillery; *The Open-Door College: A Case Study* by Burton R. Clark; *Dateline '79: Heretical Concepts for Community Colleges* by Arthur M. Cohen; and *Governance in the Two-Year College* by R. C. Richardson Jr., C. E. Blocker, and Louis W. Bender. Three major texts have been published: *The Community Junior College* by James W. Thornton Jr.; *Profile of the Community College* by Charles R. Monroe; and *The American Community College* by Arthur M. Cohen and Florence B. Brawer. In addition to the volumes and authors just noted, significant works have been written by David Breneman, Michael Brick, David Bushnell, Roger Garrison, James F. Gollattscheck, Ervin L. Harlacher, William Harper, Norman Harris, Frederick Kintzer, Dorothy Knoell, Robert Lahti, John Lombardi, S.V. Martorana,

Community College in America: A Short History

Robert McCabe, William Moore, Gunder Myran, Terry O'Banion, James Reynolds, John E. Roueche, George B. Vaughan, James L. Wattenbarger, Roger Yarrington, Steven S. Zwerling, and others.

The ERIC Clearinghouse for Junior Colleges. Founded in 1966 with funding from the National Institute of Education, the ERIC Clearinghouse for Junior Colleges (ERIC/JC), located at the University of California, Los Angeles, is one of sixteen federally funded clearinghouses. ERIC/JC, which has made significant contributions to the literature on community colleges, is a specialized, nonprofit information service widely used by administrators, researchers, and practitioners interested in the two-year college in America. Arthur M. Cohen, who has served as ERIC/JC's director from its founding, is a national figure on the community college scene. The literature produced by ERIC/JC is well received and widely used by professional educators. According to one longtime and well-respected community college leader, the *New Directions for Community Colleges* series, produced by ERIC/JC and published by Jossey-Bass, has played an important role in shaping the development of the community college in America. In addition to the *New Directions* series, ERIC/JC publishes a number of other monographs and topical papers and makes thousands of documents available through its research process.

Dale Parnell and the Current Scene. On July 1, 1981, Dale Parnell became president of the AACJC. He is the first person to serve as the head of the AACJC who came to the position directly from a public community college. Former president/superintendent of San Joaquin Delta Community College in California, Parnell represents both a literal and symbolic last link in the transformation of the private junior college of the early part of the century to the public community college of today.

Parnell has brought a missionary zeal to the presidency of the AACJC reminiscent of that displayed by community college leaders during the boom years of the 1960s and early 1970s. He has called for a closer working partnership between community colleges and business and industry, a partnership that he captured in the slogans "Putting America Back to Work" during the recession year and "Keep America Working" during the more prosperous years of his administration. The industry-community college partnership has received new emphasis on most college campuses due to Parnell's leadership.

Parnell's philosophy regarding the role of the community college might well be summed up in the slogan he adopted for his administration: "Opportunity With Excellence." To achieve opportunity with excellence, Parnell advocates keeping the community college responsive to its local community, financially within reach of all citizens, comprehensive in its offerings, and sensitive to student needs. This approach, coupled with open access, will assure opportunity with excellence, Parnell believes.

Under the leadership of Parnell, the AACJC is more clearly defining the associate degree. This move is significant, for practically all aspects of society are demanding that educational institutions define themselves and their purpose. The AACJC's "Policy Statement on the Associate Degree," issued in July 1984, reaffirms the associate degree "as central to the mission of the community, technical, and junior college." The associate degree "... indicates to faculty, administrators, students, and society that the community, technical, and junior college has a vision of what it means to be an educated person and affirms the college's commitment to program continuity, coherence, and completion." The AACJC's reaffirmation of the importance of the associate degree and Parnell's interpretation of opportunity with excellence go to the heart of the community college philosophy and reinforce its key position in the future development of the nation.

One of Parnell's major goals is to involve the community college more fully in the development of national policy. He regularly attends sessions on Capitol Hill; he advocates having community college supporters on key governmental committees; and he uses every available opportunity to bring the community college to the attention of leaders in all walks of life. Edmund Gleazer, Parnell's predecessor, brought a much-needed philosophical perspective to the community college through his speeches and writings. Parnell, on the other hand, seems more intent on writing laws than books. As one community college president puts it, Gleazer the philosopher has been replaced by Parnell the pragmatist.

One of the most significant undertakings by Parnell is the study of the feasibility of starting work on the associate degree in the eleventh grade of secondary school and completing it at the end of two years in the community college. Parnell is reaching deep into history by advocating a "two-plus-two" degree, for Leonard Koos proposed a similar approach with his "six-four-four" plan. Koos called for six years of elementary school, four years of middle school, and four years of high school-junior college work (*The Junior*

College Movement, 1925). Koos' plan achieved moderate success before fading from the scene; Parnell's plan has the potential of revolutionizing technical education in the high school and the community college, especially since more and more high schools are requiring additional units in mathematics and science, subjects essential in obtaining the community college's associate in applied science degree. Moreover, the two-plus-two approach would seem to be highly compatible with today's technically oriented society.

Future Concerns. While most community college leaders are concerned about diminishing funds, external and internal pressures on the governance and administrative processes, and the impact of the "information age" on the community college, the major issue for most leaders is how to assure that the community college remains a vital part of the American scene. While community college leaders would like to see a return to the heady days of the boom years, they realize that the decade ahead will be different from the past decade; yet most leaders agree that if the community college mission is clearly articulated to all segments of society, funding and other support will be forthcoming.

A particularly troublesome issue facing the community college is the lack of attention paid to it in the plethora of national reports on education. It has become crucial for all community college leaders to become involved in the formation of public policy at the local, state, and national levels, and for Parnell and the AACJC to continue to work for the placement of community college supporters in positions where they can influence public policy. Board members should be especially sensitive to their role in influencing local policy. If the community college is to achieve its full potential, it must have strong, assertive, imaginative, and inspired leaders at the national and campus levels, and these leaders must, by definition, be concerned with and influence public policy.

A Final Word

These few pages have attempted to bring together a number of the pieces that make up the community college in America. As the reader has discovered, the pieces do not always fall neatly into place, forming a uniform picture. This perhaps is as it should be, for the events influencing the development of the community college are often as diverse as the 1,219 community, technical, and junior colleges across the nation.

Despite the brevity of this history, it is hoped that it will serve as a guide for administrators, board members, faculty members, students of higher education, and others interested in a quick glance at this very complex phenomenon, the American community college.

AACJC Periodicals

AACJC Letter

The only national weekly newsletter exclusively for community, technical, and junior college leaders. Edited by AACJC President Dale Parnell, a former community college president and chancellor who is intimately acquainted with the requirements of administrators. Timely, topical "briefs" on cost-effective management, the latest statistical data, marketing and advancement opportunities, and other "must have" information are regular inserts in the *Letter*. Alternating issues focus on current legislative concerns and federal policies.

Published weekly. \$60 per single subscription; \$30 per group subscription (ten or more copies delivered to one address).

Community and Junior College Journal

The only national magazine devoted exclusively to the interests of people involved in community, technical, and junior college education. For more than a half century, the *Journal* has offered readable, worthwhile information about exemplary programs, practices, policies, and people. It provides a sought-after opportunity for administrators and faculty to publish their best ideas. Regular features include Association news, legislation analysis, campus activities and facilities, research reports, and book reviews.

Published eight times annually. \$16 per single subscription; \$8 per group subscription (ten or more copies delivered to one address).

Community, Technical, and Junior College Directory

The most authoritative source for current data on more than 1,220 accredited two-year colleges. Data include name, address, and phone number of each institution; chief executive officer; accreditation status; type of academic year; part-time and full-time enrollment; community service/adult education enrollment; number of faculty, professional staff, and administrators; and tuition fees. This publication also provides information on AACJC's programs and services, Board of Directors, membership, and affiliated councils. Included are two-year college organizations and state administrators.

Published annually. \$25.

For a complete listing of AACJC publications, write AACJC, Office of Communications Services, One Dupont Circle, Suite 410, Washington, D.C. 20036.



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