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Robin Anne Rogers

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**THE ROLES OF TEXAS COMMUNITY COLLEGE TRUSTEES:
AN EVOLUTION TO ACCOUNTABILITY MEASURES
IN THE BOARDROOM**

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AN EVOLUTION TO ACCOUNTABILITY MEASURES
IN THE BOARDROOM**

by

Robin Anne Rogers, B.S.; M.S.

Treatise

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Dedication

Dedicated to a wonderful family and three amazing children who loved me enough to allow me to follow my dreams. Their love and flexibility was unwavering.

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As with every person who displaces family and life to go back to college during middle age, I could not have lived in Austin, Texas, half of every week and Texarkana, Texas, the other half, had it not been for my family. With three beautiful children still at home, Ellen, Emily, and Briley, my mother, Patricia Rogers, stopped working to become the full-time caregiver for my kids while I went back to school. There are no words in the world to ever express how much her love, support, care, and guidance mean to me. I never took for granted what she was sacrificing for my family's future.

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**THE ROLES OF TEXAS COMMUNITY COLLEGE TRUSTEES:
AN EVOLUTION TO ACCOUNTABILITY MEASURES
IN THE BOARDROOM**

Robin Anne Rogers, Ed.D.

The University of Texas at Austin, 2011

Supervisor: John E. Roueche

This treatise is a historical policy study, empirical in nature, evaluating how Texas community college governance boards' roles have changed over the last 4 decades. Texas was chosen because trustees are elected; as the second largest state in the nation, demographic shifts are rapidly changing and trustees represent a very different constituency from 40 years ago; and, Austin Community College District was the case study evaluated.

Community college trustees are lay members of boards who oversee governance of 50 districts in Texas.

The long time consensus has been that boards are “rubber stamps” of a CEO’s directional design, and trustees have been historically White, wealthy, businessmen, who have little educational knowledge regarding community colleges or the students served. Success for community colleges in Texas, and funding, has always been based on enrollment, never before on student achievement or graduations.

Research questions addressed how trustees roles have changed in 40 years and if student success initiatives had impacted those responsibilities.

The answers are interesting. Trustees duties, as prescribed by the Texas Education Code have not changed at all, but trustees are spending more time in only a few of those duties on a regular basis. Demographic attributes have also changed very little in 40 years. Yet, trustees of the 21st century have become more attuned to the financial deficits that exist and will escalate if student success is not made a priority.

Utilizing research from the Texas Education Code, the Texas Higher Education Coordinating Board, The Texas Association of Community Colleges, the Community College Association of Texas Trustees, and researchers who have documented trustees' roles and responsibilities since the early 1970s, and including a case study that evaluated one college's minutes from board meetings over a 40 year span to determine how trustees utilize their time, this study shows that boards are evolving, but need additional and continual training. Because some trustees still micromanage, what results from this study as a benefit to society is a final guide that addresses the humanistic roles that trustees should have that intertwine with the legal duties defined by the State.

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Chapter One: Introduction

This treatise is characterized as a historical policy study, empirical in nature, evaluating how Texas community college governance boards' roles have changed over the last four decades. In the past 40 years, books and articles have been written for college governing boards and trustees about their roles and responsibilities as elected and appointed officials who may or may not have any type of educational background. The consistency of these boards has changed throughout time in demography and challenges. Depending on the political, financial, and social issues of the era, boards have reacted to changes with zeal. Understanding the importance of offering education to all, not just the affluent or academically inclined, community colleges in Texas have grown to include 50 independent districts that today serve students who are generally non-traditional yet whose educational training is essential to the economy of Texas. There is little to debate with regard to the function and return on investment from community colleges in Texas.

According to a recent study, *Moving Texas Forward*, \$1.6 billion dollars is contributed by community colleges every year in Texas ("Community Colleges provide," 2010). The study explained that for every dollar invested in community colleges by state or local revenues, \$28 is generated for the Texas economy, and an individual with an associate's degree will earn approximately \$12,200 per year more than a person with a high school diploma alone ("Community colleges provide," 2010).

This news offers great hope for first generation college students and reflects well on the implementation of the two-year institutions in Texas. Or does it?

Because of the recession, numerous students have flooded the doors of the colleges across the state, most in need of remedial education and many who become frustrated with the process, hence never completing a semester, much less a certificate or degree. This growth explosion has created some hardships on community colleges that are already experiencing economic changes. Between 2000 and 2009, 244,847 more students have boosted the enrollment figures in Texas community colleges, which equates to a 61.7% increase, while state funding has dropped to an all time low (THECB, 2010). Rey Garcia, President of the Texas Association of Community Colleges, explained, “As the State of Texas faces a looming budget shortfall, there is a clear concern that additional cuts to these critical institutions could reduce their ability to impact the state’s economy” (“Community colleges provide,” 2010). More than ever before, governing boards seem to be looking closer and more critically at the challenges presented by growing enrollment and funding shortages.

The Role of the Community College Board

Governance means leadership. It means articulating a voice for the direction of the school and encouraging the school to move in that direction. It also means oversight, and a lot of that oversight responsibility is centered on the limitations that are set for the president. Trustees develop mission and vision, set policy, hire and evaluate the

president, and ensure that the direction the college is moving is best for the students that they are serving.

The long time consensus has been that boards are responsible for their individual college's policy and the employment and evaluation of a president/CEO, yet over the years, they have operated and changed how they manage their roles within a larger macrocosm of policy that is established by state and national initiatives. Because of a drastic decrease in state funding over the past 40 years and unprecedented growth in enrollment, trustees of Texas community colleges are becoming more attuned to the threats that exist with regard to programs, open door admissions, and the ability to do what community colleges were established to do: provide higher education access and opportunity to all, while stimulating the economy through workforce training.

Board members are advocates for community colleges, and their role is to lead the CEOs through policy guidance. Trustees are generally not elected to a college board because they are wealthy people. Instead, they are elected to serve as members of the community.

Board members historically judged their institution's success based on enrollment growth. Today, that cannot be the measurement. All community colleges are seeing growth because of the economy, and the associate degree is the fastest growing workplace credential in America. Old stereotypes of community colleges are eroding as statistics prove students get a quality education at a lower price. Managing the college's financial obligations is a board's fiduciary responsibility, and being successful with this

charge proves success. There are never enough resources. Because of continued cuts from state funding, today, more than ever before, trustees are asking presidents, faculty, and staff to do more with less.

This treatise investigated many of the Texas state policies that have changed the way community colleges operate and boards lead and how those policies have influenced trustees' roles and change in community colleges across Texas. State funding, and the lack thereof, has always been a factor. As elected officials representing the taxpayers' dollars, trustees are responsible for the fiscal health of the institutions they serve. Revenue sources for Texas community colleges come from state appropriations, property taxes, and student tuition and fees. As the 2-year institutions attempt to serve all, the emphasis on keeping tuition low has been important to boards and CEOs alike. The State of Texas was the primary subsidy for community colleges for decades, along with districts' tax dollars. Over the last decade, there has been a drastic change, as the state funding has significantly dropped, and Texas colleges are now shouldering the burden of more students with fewer dollars.

Now and looking forward, funding is a critical story. The population in the state continues to grow, and more unemployed people are looking to community colleges for retraining. More students and less state money equates to greater stress on the coffers of Texas' community colleges and the trustees who oversee the taxpayers' money. How these colleges will continue to serve growing numbers of students and be successful in retention persistence, and completion is at the center of educational leaders' debates.

Marc Nigliazzo stated, “Questions about the open door bring into focus two very popular concerns: standards of excellence and fiscal responsibility. As financial resources shrink, can the community college continue to justify excessive expenditure on high-risk students?” (Dziech, 1986, p. 33). That question, posed by a college president in the mid-1980s, could be posed now, although in Texas, with the 82nd Legislature receiving recommendations from the Texas Higher Education Coordinating Board to go to a funding system that rewards student success, especially students who persist in developmental education, the answer would have to be a resounding yes. Without student success, there will be less state funding than ever before.

Throughout this study, evaluation of state and national policies that have affected trustees’ roles, responsibilities, and use of Texas community colleges’ resources have been uncovered through literary research and interviews with a few key community college experts who have been observers and theorists of the changes since 1970.

Introduction of the Problem

Community colleges are the fastest growing institution in higher education today. Of the over 1300 community colleges in the nation, elected or appointed boards govern all. There are many important roles that belong to community college trustees. Community college governance has evolved tremendously over the last half century in demographic make-up, roles, and responsibilities. In Texas, there are 50 community college districts with even more campuses for students. Texas trustees are all elected officials and represent constituencies in their districts.

Community colleges have a history dating back to 1891; in the 120 years that have passed throughout this time, many changes have occurred in the roles of the community college and in the people residing within community college districts. The Texas Legislature determines the funding allocations for the operation of higher education institutions. Unlike universities that do not have the ability to tax within districts, the Legislature takes into account the fact that community colleges do levy property taxes for people who reside in the college districts. Today, more than ever before, community colleges in Texas are faced with providing more for students with less funding while being accountable for persistence, retention, and completion; how this factor has impacted Texas community college trustees is the problem that this study addresses.

Purpose of The Study

The purpose of this study is to review Texas community college trustees and their roles, including presidential relationships (hiring, evaluating, and planning for executive management succession), fiduciary responsibilities, training, strategic planning, and student success and accountability as potentially the most important factors in state reimbursement. By researching the legislative changes that have occurred over the last four decades and relating them to the actions of Texas community college trustees, I reveal characteristics of trustees and the actions they have taken in the past. In doing this, the demographics, roles, and responsibilities of trustees from each decade are described, summarized, and assessed. With the 82nd Legislature of the State of Texas

currently receiving recommendations from The Texas Higher Education Coordinating Board to implement a momentum based approach to funding based on student success (enrollment, persistence, retention, and completion), this study, through data, literature research, minutes from board meetings over the past 40 years from one Texas community college, and current best practices, provides trustees a channel to thoroughly comprehend the terminology “student success” as tied to future funding in Texas. From this study, a 21st century guide to the most vitally humanistic and important roles of trustees in this rapidly changing environment has evolved. By completing this research, the findings are an update for trustees on current accountability standards in community colleges that have not been previously discussed thoroughly in the literature for Texas trustees.

Research Questions

1. How have the roles and responsibilities of community college trustees changed over the last 40 years?
2. How have student success initiatives changed the roles of Texas community college trustees?

Assumptions, Limitations, and Design Control

Over the last century, community colleges in Texas generally sprang from the K-12 systems and followed the design of K-12 boards. Trustees wrote policies for almost every imaginable issue and were reactive when a problem arose that was not covered by the gargantuan policy manual (Cloud & Kater, 2008). Reactivity, rather than proactivity,

has been a normative factor with many past boards, especially when time came to hire or dismiss a CEO, buy or build, or handle a crisis issue. Only a few college boards in the nation operate under an authentic Carver model of governance, which prescribes boards to operate under a leadership role establishing long-term vision and mission rather than working in approval mode. By working with limited policies and putting greater emphasis on hiring and evaluating the products of the CEO, boards use their leadership roles as empowerment directors, rather than micromanaging watchdogs or rubber stamp robots.

Past patterns of reacting will not work for the future. As responsible elected officials, trustees need more state training in educational trends and accountability measures to adequately govern Texas community colleges in the future.

Carver (1997) stated, “Successful strategic leadership demands powerful engagement with trusteeship, obsessive concern over results, enthusiastic empowerment of people, bigness in embracing the farsighted view, and the commitment to take a stand for dreams of tomorrow’s human condition” (p. 212). While the Carver method of governance seems to be ideal, this paper does not concentrate on governance models; instead, the focus is on identifying key roles of trustees, historical motivations for behavior of trustees, and necessary knowledge needed today in a turbulent, changing environment. This study also concentrates solely on community colleges and the trustees that serve those institutions in Texas. This is intentional, due to the fact that trustees in Texas are elected, not appointed, and state legislation moving toward accountability

based funding is a relatively new concept across the nation (Washington and Ohio have already moved to this model). Even as this study is limited to Texas, the geographic regions of Texas are very diverse, and students in different parts of the state will ultimately be more or less college ready depending on socioeconomic factors, first languages, and regional economic conditions and employment. No solution will be a perfect fit for every college in Texas.

Definition of Key Terms

Texas Community College– “Texas public junior colleges shall be two-year institutions primarily serving their local taxing districts and service areas in Texas and offering vocational, technical, and academic courses for certification or associate degrees” (Texas Education Code, 2008, p. 2).

Texas Higher Education Coordinating Board (THECB)– “The Texas Higher Education Coordinating Board provides leadership and coordination for the Texas higher education system. Since being created by the Texas Legislature in 1965, the Board has worked to achieve excellence for the college education of Texas students” (THECB website, 2010). According to the Texas Education Code (Sec. 130.001, the definition of the role of the THECB with regard to supervision of community colleges in Texas is as follows:

- (a) Shall exercise general control of the public junior colleges of Texas.
- (b) The coordinating board shall have the responsibility for adopting policies, enacting regulations, and establishing general rules necessary for carrying out the duties with respect to public junior colleges as prescribed by the

legislature, and with the advice and assistance of the commissioner of higher education, shall have authority to:

- (1) authorize the creation of public junior college districts as provided in the statutes, giving particular attention to the need for a public junior college in the proposed district and the ability of the district to provide adequate local financial support;
- (2) dissolve any public junior college district which has failed to establish and maintain a junior college within three years from the date of its authorization;
- (3) adopt standards for the operation of public junior colleges and prescribe the rules and regulations for such colleges;
- (4) require of each public junior college such reports as deemed necessary in accordance with the coordinating board's rules and regulations; and
- (5) establish advisory commissions composed of representatives of public junior colleges and other citizens of the state to provide advice and counsel to the coordinating board with respect to public junior colleges.

Community College Trustees—“These community professionals, business officials, public policy leaders, and leading citizens offer their time and talent to serve on the governing boards of this century’s most innovative higher education institutions—community, junior, and technical colleges—and make decisions that affect more than 1,200 colleges and over 11 million students annually” (Resource Manual Governance, 2010, p. 52).

According to the Texas Association of Community Colleges, the powers, duties, and responsibilities of a Community College Trustee are defined as follows:

RESPONSIBILITIES: The Board, being composed of lay members, shall exercise the traditional and time-honored role as it has evolved in the United States and shall constitute the keystone of the governance structure. In this regard, the Board:

1. Is expected to preserve institutional independence and to defend its right to manage its own affairs through its chosen administrators and employees.
2. Shall enhance the public image of the College District under its governance.
3. Shall interpret the community to the campus and interpret the campus to the community.
4. Shall nurture the College District under its governance to the end that it achieves its full potential within its role and mission.
5. Shall insist on clarity of focus and mission of the College District under its governance.
Education Code 51.352(a)

EXTENT OF STATE
AND
LOCAL CONTROL

All authority not vested by the laws of the state in the Coordinating Board or in the Central Education Agency shall be reserved and retained locally in the College District or in the Board as provided in the laws applicable. *Education Code 130.002*

POWERS AND DUTIES

The Board shall have specific powers and duties imposed by statutes of the state. The Board has the legal power and duty to:

GOVERNANCE

1. Be governed in the establishment, management, and control of the College District by the general laws governing the establishment, management, and control of independent school districts insofar

as the general law is applicable. *Education Code 130.084*

- | | |
|-------------------|--|
| TUITION AND FEES | 2. Set and collect any amount of tuition, rentals, rates, charges, or fees the Board considers necessary for the efficient operation of the College District, except that a tuition rate set under this subsection must satisfy the requirements of Section 54.051(n). The Board may set a different tuition rate for each program, course, or course level offered by the College District, including a program, course, or course level to which a provision of Section 54.051 applies, as the Board considers appropriate to reflect course costs or to promote efficiency or another rational purpose. <i>Education Code 130.084</i> |
| PROVIDE DIRECTION | 3. Provide policy direction for the College District and adopt such rules, regulations, and bylaws as the Board deems advisable. <i>Education Code 51.352(b), 130.082(d)</i> |
| ESTABLISH GOALS | 4. Establish goals consistent with the College District's role and mission. <i>Education Code 51.352(d)</i> |
| TAX RATE | 5. Adopt a tax rate each fiscal year as required by Tax Code 26.05. <i>Education Code 130.121</i> |
| TAX COLLECTION | 6. Levy and collect taxes and issue bonds. <i>Education Code 130.121(a), 130.122(a)</i> |
| ANNUAL BUDGET | 7. The Board shall approve an itemized current operating budget on or before September 1 of each year <i>19 TAC 13.42</i> |
| ANNUAL AUDIT | 8. Have the accounts audited in accordance with the approved financial reporting system. <i>Education Code 61.065</i> |
| ANNUAL REPORT | 9. Submit the required annual reports to the governor and comptroller. <i>Gov't Code 403.013</i> |

- BEQUESTS AND GIFTS 10. Receive bequests and donations or other monies or funds coming legally into their hands. *Education Code 11.151(a)*
- ENDOWMENT FUND 11. Establish an endowment fund outside the state treasury in a depository selected by the Board. *Education Code 130.007*
- DEPOSITORY 12. Select a depository for College District Funds. *Education Code 51.003*
- ELECTIONS 13. Order elections as required by law. *Education Code 130.082(f), 130.122(b)*
- EMINENT DOMAIN 14. Exercise the right of eminent domain to acquire property. *Education Code 11.155, 130.084; Atty. Gen. Op. M-700 (1970)*
- APPOINT PRESIDENT 15. Appoint the College President, evaluate the President, and assist the President in the achievement of performance goals. *Education Code 51.352(d)*
- EMPLOYMENT OF PERSONNEL 16. Appoint or employ agents, employees, and officials as deemed necessary or advisable to carry out any power, duty, or function of the Board; employ a dean, or other administrative officer; upon the College President's recommendation, employ faculty and other employees of the College District. *Education Code 130.082(d)*
- PASSING RESOLUTIONS OR ORDERS 17. Proceed by and through resolutions or orders adopted or passed by the Board. The affirmative vote of a majority of all Board members shall be required to adopt or pass a resolution or order. *Education Code 130.082(d)*
- RENTALS, RATES, AND CHARGES 18. Be authorized to fix and collect rentals, rates, charges, or fees from students and others for the occupancy, use or availability of all or any of its property, buildings, structures, activities, operations,

or facilities, in such amounts and in such manner as may be determined by the Board. *Education Code 130.123(c)*

PROPERTY
ACQUISITION

19. Execute, perform, and make payments under a contract for the use or purchase or other acquisition of real property or an improvement to real property. *Local Gov't Code 271.004*

LEASE OF PERSONAL
PROPERTY

20. Execute, perform, and make payments under contracts, which may include leases, lease with option(s) to purchase, or installment purchase, with any person for the use, acquisition, or purchase of any personal property, or the financial thereof. The contracts shall be on terms and conditions that are deemed appropriate by the Board in accordance with state law. *Local Gov't Code 271.005*

LAWSUITS

21. Sue and be sued. *Education Code 11.151(a); 130.084*

COMMUNICATE
WITH COORDINATING
BOARD

22. Ensure that its formal position on matters of importance to the College District is made clear to the Coordinating Board when such matters are under consideration by the Coordinating Board. *Education Code 51.352(d)*

23. Set campus admission standards consistent with the role and mission of the College District and considering admission standards nationwide having a similar role and mission, as determined by the Coordinating Board. *Education Code 51.352(d)*

MANAGEMENT OF
COLLEGE DISTRICT
FUNDS

24. Act as a fiduciary in the management of funds under the control of institutions subject to the Board's control and management. *Education Code 51.352(e)* (TACC, 2010)

Closing the Gaps— The Texas Higher Education Coordinating Board adopted the higher education plan, *Closing the Gaps*, in 2000. The plan is based on the population projections of State Demographer, Steve Murdock. Dr. Murdock has consistently articulated three population trends for Texas since the publication of *The Texas*

Challenge: Population Change and the Future of Texas in the mid-1990s:

Trend #1: The population of Texas will show continuing and extensive growth.

Trend #2: Texas will have an increasingly diverse population.

Trend #3: Texas will have an aging and age-stratified population.
(THECB website, 2010)

The goals of *Closing the Gaps* are as follows:

- Close the gaps in participation by adding 630,000 more students by 2015.
- Close the gaps in success by awarding a total of 210,000 undergraduate degrees, certificates, and other identifiable student successes from high quality programs by 2015.
- Close the gaps in excellence by substantially increasing the number of nationally recognized programs or services at colleges and universities in Texas by 2015.
- Close the gaps in research by increasing the level of federal science and engineering research and development obligations to Texas institutions to 6.5% of obligations to higher education institutions across the nation by 2015. (*Closing the Gaps*, 2006)

Student Success—

‘Student success’ is thus a generic label for a topic with many dimensions, ranging from *student flow* across the entire educational pipeline (high school

graduation, college enrollment, retention, and degree completion), to the *quality and content* of learning and skills achieved as a result of going to college, to positive *educational experiences* (such as student engagement or satisfaction). Measures of *success* also have different units of analysis, depending on whether success is assessed for individual students, for groups of students defined in terms of different combinations of characteristics, or for institutions, and for each, those units of measurement can be aggregated to state and national levels. (Ewell & Wellman, 2007)

Summary

Over 350 community college trustees are elected in Texas to represent constituents who live in the 50 districts they serve. How those trustees earned their positions has changed over the last 40 years, as have the demographic characteristics, roles, and responsibilities. These changes have been influenced by policy changes, both at the state and national levels, as well as intellectual writings of higher education theorists. This study carefully examines how roles of Texas community college trustees have evolved to 2010, and prioritize the most important responsibilities and knowledge traits they should possess to lead their institutions effectively. In addition, as Texas funding for community colleges appears to be moving to a formula that rewards accountability through student success, this study presents relevant information for trustees on student success and the most current proposed legislation (momentum based funding) that will drastically impact Texas community colleges at a time when explosive enrollments of

underprepared students are seeking community colleges as a means to the “American Dream.”

Chapter Two: Conceptual Background: Trustees Roles and Policies

Trustee Roles

Texas community college trustees have legal, ethical, and moral responsibilities to the constituents of the districts to serve students. The organizational design of a community college is much like a non-profit corporation that operates with a CEO who reports to a board of directors. In the community college's case, boards of trustees, which are elected in Texas, oversee the college presidents and create policy. With an increased state and national focus on accountability in education, many of the 50 community college boards in Texas are re-evaluating their missions and commitment to student success. In doing this, some stakeholders have realized that the governing boards overseeing community colleges are not always qualified or knowledgeable enough to serve their institutions and the make-up of boards are oftentimes not representative of the communities that they are elected or selected to serve. They are, in effect, lay boards.

Even as volunteers who are not paid, Texas community college board member responsibilities include a knowledge of protocol, finances, working with the CEO, legal and ethical issues, dealing with the media, and fundraising. A trustee's role is pivotal in the lives of thousands of students. How trustees work together as a collective board in setting policies and by putting students first may impact hundreds of thousands of lives indirectly, while affecting the economy.

Trustees should never ignore the role they play within the community. In many communities, the community college is on the top list of employers. The college's

budget of \$250 million, or \$40 million, or \$8 million could be one of the largest budgets of any entity within the community.

Governance of the Board of Trustees

Dr. Jeff Hockaday, Chancellor Emeritus, Virginia Community College System and Pima Community College, likes to say, “Show me a great college, and I will show you a great board” (personal communication, December 2, 2009). The single most important responsibility of a president is working with the Board of Trustees, and that requires time and communication. “As a president, the main job is to make the board look good” (Charles Dupree, personal communication, June 25, 2009). Updating the Board on weekly progress and sharing milestones and requesting help or assistance when needed are an important part of the trustees’ role with presidents. For board development, planning annual retreats, continued professional development, and state (CCATT) and national meetings (ACCT) should ensure that the Board understands best practices and legislative priorities of community colleges. Successful community college boards spend approximately 100 hours per year in their trustee role (Wayne Newton, personal communication, January 10, 2010).

A main focus for any community college board and CEO is to ensure the time spent on board meetings is organized efficiently. Agendas should be strategic and focused, and a pre-meeting telephone call or face-to-face meeting between the president and his or her board members the week before the monthly regular meeting to make sure any questions about the upcoming meeting are addressed and answered is a best practice; this keeps

meetings more productive. By communicating in advance with each trustee, the president makes sure that each board member has the opportunity for his or her ideas to be heard. While the president is the external, institutional voice for the college, he or she should never forget that he or she works at the will of a Board of Trustees, and they set the policies that he or she is hired to execute.

In Texas, all public community colleges serve districts with elected trustees. These positions are not partisan races, although politics often plays a role in community college board elections. Politics, coupled with a personal agenda, does not necessarily affect the day-to-day operations of the college. However, presidents must balance any institutional politics and be careful to choose which battles are worth fighting regarding the board.

Trustee Training

Trustees have a great responsibility to participate and encourage other board members to participate in professional development. Regular professional development is key to the health of the institution. During these retreats or development meetings, the board members bond with fellow trustees, learn more about trends and accountability measures, and revisit the college's mission and goals for the future. Generally, boards that regularly participate in professional development tend to be great boards (Smith, 1997).

Maintaining self-accountability and staying abreast of trends and student needs also provides greater success for faculty in keeping students challenged. For trustees,

this means continuous professional development and training through state and national association meetings (Community College Association of Texas Trustees [CCATT], Texas Association of College Trustees and Administrators [TACTA], and Association of Community College Trustees [ACCT]). Presidents and faculty engage in orientations and annual development. Trustees, outside their annual board retreats, should also be seeking guidance and knowledge outside the district as those critical and timely messages are geared more toward general principles that incorporate all community colleges throughout the country and give trustees a national overview.

Trustees and Their One Employee: The President/CEO

The one person a board of trustees hires, evaluates, and can terminate is the President/CEO. Communication between these two factions is vital for the health of the institution and the effective performance of both CEO and trustees. There is a partnership between the president and the board to make sure that evaluation and planning is part of the annual calendar of the board and that enough time is dedicated to this.

“Hire for attitude; train for skill” (W. Bumphus, personal communication, Fall 2009). Hiring is priority one. Great leaders recognize what they do well individually (their talents, skills, attributes), and then they hire extremely talented people to subsidize their gaps, train them in the mission, and let them do their jobs. Theodore Roosevelt once said, “The best executive is the one who has sense enough to pick good men to do what he wants done, and self-restraint to keep from meddling with them while they do

it.” In 2011, Roosevelt’s quote mirrors the management concept that has become known as empowerment.

As a governance board, there are many items that have to be approved monthly and things that need to be reviewed quickly to keep the institution moving. These monthly routine tasks are important for the college and must be addressed at each meeting. However, as a board, those long-term issues, which involve goal setting and review, also deserve priority time from trustees. This is a board responsibility to spend time with the president or chancellor and say, “When are we going to carve out the time to do that planning? And when will we set those goals?” While the institution’s board creates the strategic plan that sets goals for the institution, the board needs to have its own priorities and goals. The president needs to be notified of what the board’s priorities are as well. They complement each other, yet they are not always the same priorities.

Accrediting bodies also expect boards to focus on policies, which ensure fiscal stability and that the educational program of the institution is appropriately supported and aligning big master plan goals.

Succession Planning and the Future Shortage of College Executives

Trustees have the responsibility to find, keep, or develop a great president and hang on to him or her because that helps the institution. Holding the president accountable and doing evaluations are critical components for the college. With a large retirement of executive management in higher education approaching in the next decade,

a focus on the preparation of the next wave of leadership is mandatory. This is creating a dilemma for all of higher education in this country. The leadership is simply not going to be there.

Historically speaking, faculty moved into administration, department chair, dean, vice president, etc. Many faculty members are just not doing that. It is not a career that many people aspire to as in the past. The job has become constant where presidents have to be available weekends, evenings, etc., so it does take a toll on people. It is complex, and presidents have no friends on campus.

Demographic Make-Up of Governance Boards in Texas

Community colleges in the United States have seen a demographic make-up change in student population over the last 40 years (Bontrager, 2008). Texas, in particular, has experienced a radical change over that time period with a large influx of Hispanic students as the population of the state has changed. Understanding these demographic shifts, greater importance has been placed on the trustees who govern the 2-year institutions; currently, they do not mirror the students in community colleges with regard to race or gender, as older White males still account for the majority of each of the 50 boards in Texas (TACC, 2010).

There are 50 community colleges in Texas, and all operate with elected boards of trustees that function at the local level (TACC, 2010). These boards may consist of five, seven, or nine members who reside within the college's taxing district. Traditionally, community college boards of trustees in Texas have been comprised of White, male

business people, who have had little, if any previous training in higher education. Not uncommon across the United States, this predicament, as described by Moore (1973), makes the “board of trustees, perhaps, the most uninformed and incompetent component in a community college structure.” As people recruited to a community college board position, these trustees were successful in their own realms of business, yet “ignorant of the educational enterprise about which they are expected to make decisions” (Moore, 1973).

Community college trustees in Texas are elected, and not politically appointed as in other states. According to the American Association of Community Colleges, throughout the country, only about 40% have elected governance boards, and a governor or a politician in the state appoints 60%. Molly Beth Malcolm, chair elect of the Community College Association of Texas Trustees, explains that in larger community college districts like Austin, San Antonio, or Houston, a person seeking election to the college board of trustees may have aspirations for larger political office. “Using the community college board position as a springboard, some trustees have self-fulfilling goals in mind when running for the trusteeship” (M. Malcolm, personal communication, April 22, 2010). According to Malcolm, women and people of color have been underrepresented in the past, although she sees that changing, as trustees become better educated about the importance of community colleges and the emphasis placed on that importance through the Obama administration. Malcolm believes that since community college students are a diverse population, the board, as well as the faculty and staff,

should ideally be a reflection of the student body (M. Malcolm, personal communication, April 22, 2010).

Today, throughout the 50 community colleges in Texas, there are still some boards that do not have a person of color or a female serving the institution (K. Boyle, personal communication, April 18, 2010). According to the Texas Higher Education Coordinating Board's Higher Education Accountability System, in the fall of 2009, there were 669,811 full-time students enrolled in community colleges in Texas. Of those students, 44.2% were White, 12.3% were African American, 34.5% were Hispanic, and 4.2% were Asian.

Changes in student make-up have been dramatic over the last decade. According to *The New Community College Compact with Texas*, between the fall of 2000 and fall of 2005, Texas community colleges saw a 57% increase in enrollment, of which 16% were White, 39% were Hispanic, and 29% were African American (2006).

In 2007, *The Chronicle of Higher Education* administered a survey to university and community college trustees, of which 1,478 representing every state, participated in answering 63 questions in an online format (Selingo, 2007). The results were anticipated by many in higher education: almost 90% of the respondents were White, 63% were men, and over 50% listed business as their occupations (Selingo, 2007). Of that group, 20% reported earning over \$500,000 per year, and 18% reported earning between \$250,000 and \$500,000 (Selingo, 2007).

Visionary college leaders recognize that women are becoming wealthier and are contributing more to non-profits and educational institutions, and by the end of 2010, they are predicted to control 50% of the wealth in this country (Strout, 2007). In addition, women represent 58% of the undergraduate population in college today, yet female representation on boards is still far less than their male counterparts (Strout, 2007).

When the Association of Community College Trustees conducted its survey this past year of community college trustees, the representations of people still showed disparity among races, with 78% White, 9% African American, 7% Hispanic, and 3% Asian (Masterson, 2009).

These surveys tell us that governing boards do not represent the people they serve. Proponents of greater diversity of trustees believe that in order for a community college to stay relevant and attuned to the needs of the students, the trustees should resemble the students. In order for that to happen, 58% of trustees would have to be female. There would also need to be more deliberate recruitment of trustees from certain racial segments, depending on the student composition of the college.

Does the composition of a board make a difference in student success and college effectiveness? Some studies indicate that trustees who never attended a community college and do not understand the social dilemmas that face the average community college student cannot fully comprehend the situational factors that affect persistence, retention, and graduation.

The Current Challenges Facing Community College Trustees Today

With a larger focus being shed on community colleges since President Obama and Dr. Jill Biden moved into the spotlight of mainstream media with their focus on what educators have known all along (the relevance of community colleges), the President's legislative direction has at least shifted the importance of the 2-year institutions as they relate to workforce development, underprepared students, traditional and non-traditional enrollees, and the future of job creation for the U.S., in which students who are enrolling in freshman level courses will eventually be employed in jobs that are non-existent in today's environment. President Obama's goals for community colleges across the nation involve graduating five million more students from 2-year institutions, while spending billions of dollars over the next 10 years to boost facilities, programs, and courses (Fuller, 2010).

For traditional community colleges, now is a challenge, and the future holds even greater uncertainties. With a recessionary economy, high unemployment rates, and adults looking to community colleges as a way to reinvent their marketability to the workforce, coupled with the grandchildren of the boomers starting college at an alarming rate, enrollments have soared. Times have not been like this since the Great Depression. Trustees are facing the same concerns of most people today. How can the dollar stretch more, without compromising quality? How will community colleges possibly serve students if they do not have the funding to accommodate them? Do colleges raise tuition and place the burden on the students? Do

they increase the size of instructional class loads, thus increasing the load on faculty and potentially compromise instruction? Does the difference get passed to the taxpayers (if that is even an option in a particular community college district)? Or do community colleges turn students away? Given that community colleges are essentially market-driven institutions, responding to the local needs of residents and business/industry, a rapidly changing labor market creates uncertainties, and opportunities, to which the institution must quickly respond. Trustees across Texas deliberate these questions regularly.

The future could be so much more accommodating to all students with hybrid classes that intermingle online instruction with in-class teachings (fewer meetings between the student and professor). That idea would free up classroom space, and provide flexibility to students. Many colleges are adopting this type of model to meet the changing needs of students and as a response to the fiscal crisis that is impacting community colleges. And while hybrid offerings are an option at some institutions across the nation, many of the barriers involve technology infrastructure, especially in rural and underfunded districts that do not have the capabilities to meet the rapidly changing technological needs of this online and hybrid instruction.

Partnerships with K-12s continue to be very important. Initiatives to remediate students early are very important. Dual enrollment courses with high schools are equally critical. The problem is that the world has changed. It is not that community colleges are not doing the right things; it is that the model and the competition have changed

dramatically. Most 2-year institutions are structured for what used to be a traditional student. The reality is that in the majority of community colleges, 60-70% of the student bodies are not traditional students, and yet, they are still structured that way. It is time to think differently.

Other institutions are facing crumbling infrastructures, with deferred maintenance issues that are another reminder to boards and presidents that when the state and national budgets constrict, funding for higher education becomes a non-priority issue.

More serious problems facing community colleges involve the retirement of upper level administrators and faculty across the country, with fewer trained community college leaders than ever before that are prepared to move up the ranks quickly.

Retaining students, improving workforce training, focusing on developmental education, access, affordability, articulation agreements, alumni associations, entrepreneurial programs, and recruitment of international students are all also important concerns for the future of community colleges. The list could go on and on regarding the future and the necessary focus that should be devoted to and deliberated for the nation's 2-year institutions to remain a viable resource for students. What is most certain is that if community colleges continue to do what they have always done (this statement does not apply to all) by following the status quo and being led instead of taking the lead, for-profit institutions will have a negative impact on the nation's public community colleges, and undoubtedly, some of the publics and privates will fail.

Competing With For-Profit Institutions

With for-profits aggressively entering the higher education market as retailers of online education, students who expect to be treated with respect, courtesy, and efficiency will choose to pay more for online educational opportunities that are attractive to their lives and schedules. “Private markets thrive where public markets fail. Public community colleges can learn much from their proprietary cousins about what constitutes excellence in educational service” (Farnsworth, 2006).

As the traditionalists argue the merit of for-profit institutions and the academic credibility and rigor of such, students continue to flock to the accessibility of these institutions. And the for-profits continue to focus on students and their completion rates. Very driven to produce completers, “the average time to completion at a for-profit college is 25.4 months, compared with 32 months at a nonprofit institution” (Gonzalez, 2009). What this means is for-profits are succeeding in producing completers in higher education, and community colleges that are publicly funded may garner some lessons from their entrepreneurial counterparts.

With this, competition with non-profits continues to grow, despite concerns about student debt load when they exit such institutions and when quality studies remain relatively scarce as to their effectiveness.

Again, President Obama has issued a great challenge to community colleges. Produce five million more graduates out of community colleges by the year 2020. For-

profit colleges are much quicker to respond to this challenge than traditional public non-profit community colleges.

In the future, as entrepreneurs realize the profitability in education, coupled with the ability to transform the economic recovery through workforce training and degrees administered in a for-profit online format, there will no doubt be more proprietary colleges emerging throughout the nation. According to Jamie P. Merisotis, president of the Lumina Foundation for Education, “even though the sector educates a small proportion of students, it has a big role to play in helping the Obama administration reach its 2020 goal” (Gonzalez, 2009).

Jean Piaget claimed that education’s goal is to develop people as developers and thinkers rather than simply reinventing what past generations have done in teaching (as cited in Roueche, 2005). Higher education leaders are realizing that competition for public institutions is happening; many are realizing that the model currently used in the for-profit sector is efficient and something that they can all learn from.

Community colleges are facing enormous challenges with funding shortages, crumbling infrastructure, retiring leadership, and lack of readiness. Currently, very few of the approximate 1,300 community colleges in the nation can handle the growing expansions that come with more students.

How P-16 Initiatives Are Helping Close the Gaps

“It's a simple, easily forgotten truth that we need one another,” John Gardner said in the PBS documentary *John Gardner: Uncommon American*. “I sometimes think that history might easily say about this nation: ‘It was a great nation full of talented people with enormous energy who forgot that they needed one another’”

(www.pbs.org/johngardner/). Without a doubt, universities need community colleges, community colleges need ISDs, and those relationships work when leaders understand the integral partnerships that can help students, hence society, prosper. All of these educational organizations are dynamic, so change is constant. Trustees of community colleges across the state have recognized this and leaped to adopt practices and partnerships with ISDs, oftentimes absorbing the financial burdens of doing so.

John Gardner was a lifelong educator, committed to being a great citizen and motivator of people and society. According to Stanford President John Hennessy, Gardner’s books and life lessons taught educators and leaders that “education and public service can work together as a powerful force to improve the world in which we live” (Stanford Report, February 20, 2002). Starting his career as a college educator of psychology, Gardner served in the FBI, CIA, and worked for the Carnegie Foundation before he became Secretary of the Department of Health, Education, and Welfare under President Lyndon B. Johnson. His management skills and books written to motivate and coach leaders have been studied for decades. Gardner was a Board of Trustee at Stanford from 1968 until 1982, so he well understood the role and responsibility that

accompanied a trustee position (*Renowned social reformer*, 2002). Gardner also demonstrated repeatedly his pursuit of equal access and opportunity to all citizens. Taking from Gardner, those partnerships between trustees of community colleges, regents of universities, and trustees of ISDs must recognize the best interest of the citizenry first, and work collaboratively to provide a jumpstart on higher education at the secondary level for a college-going culture to evolve.

Many initiatives to increase that college-going culture have been established throughout the nation. One in particular occurred in March of 2007, when *The Principles of Federal Preschool–College (P-16) Alignment* was released by the National Governors Association (Cloud & Kater, 2008). This document said, “Congress should take this unprecedented opportunity and make every effort to align the federal education laws, as well as support state efforts to create an educational continuum from preschool through college, commonly referred to as the P-16 Alignment” (National Governors Association, 2007, p. 1).

One of the most recent transitions in the last decade has been the incorporation of dual enrollment courses for high school students to earn college credit while taking classes in high school. These courses allow a student to simultaneously earn credit for high school and college work for academic or technical courses. In 2006, with the adoption of college readiness preparation initiatives in the Texas Legislature, all Independent School Districts in Texas were required to implement at least 12 hours of college credit opportunities for students (TEC Sec 28.009). These offerings to students

could be technical, academic, International Baccalaureate courses, or Advanced Placement (AP) credit courses. While ISDs were required by law to provide these opportunities that would help students meet persistence goals, “On request, public institutions of higher education in Texas are required to assist a school district in developing and implementing a program” (TEC Sec 28.009). This mandate does not offer funding or dictate which institutions will offer what dual credit in what area of their service district, which is disturbing to some. According to the Texas Education Code, Section 54.216, higher educational institutions may waive none, some, or all of the costs of dual credit tuition and fees for students or districts. If one college is larger and has the funds to offer dual credit classes to ISDs at no cost to the district or the student, then a school district (which may be closer in proximity to a smaller and less financially able institution that would have to charge for dual credit) can utilize another college or university to partner with for dual credit by simply stating a dissatisfaction with the college.

Of course, there is great benefit for a community college in Texas to assist students as they gain hours toward a certificate or associate’s degree. Doing so moves Texas students and institutions closer to meeting the Closing the Gaps goal, strengthens the relationships with students to finish the first two years at its institution, can provide these educational opportunities at the most cost efficient level, and has the strongest and longest association with ISDs; most community colleges have sprung from the ISD and share the same tax base. Representing the 50 Community Colleges in Texas, the Texas

Association of Community Colleges (TACC) has adopted standards for dual credit courses. They involve commitment to highest standards, including:

- Course content must be the same
- Same learning objectives, same performance standards
- Same instructional texts and other materials
- Faculty must meet SACS faculty credentials guidelines
- Courses must be evaluated by the same standards and process
- Student performance data must be provided to the ISD. (Kinslow power point, 2010)

Understanding Student Success and Accountability

Student success is a great opportunity to realize the promise of community colleges. The premise is that most boards can espouse that the mission of the community college is to improve student success through completion and learning; most business communities understand that student success in community colleges will drive the economic engine of the region, thus improving local wages and recruiting businesses to the area. However, because of a lack of true understanding and personal immersion into what effectiveness for student retention, persistence, and accomplishments are, very few, unless they are intimately involved in state or national college initiatives, understand the term “student success,” which means different things to different people.

To a community college board of trustees, that meets once a month as volunteers, student success may be an overarching idea that equates to seeing a multitude of

students at graduation walk across a stage and receive degrees and certificates. Yet, to college presidents and higher education visionaries who are recognizing the national shift toward accountability with President Obama's charge to be the global leader in college graduates by 2020, and with a Texas initiative to Close the Gaps by 2015, an understanding that the focus on student success should be driven by data with a thorough understanding that data needs to become more publicized, scrutinized, and celebrated as community colleges move forward with proof of accountability (THECB, 2010). An emphasis on student completion and databased decision making must be at the forefront of every stakeholder's mind involved in each and every community college in Texas. That understanding begins with an allocation of resources from the board of trustees that trickles down to the president of the institution, to his or her leadership team, to the faculty, and to the support staff. Everyone needs to understand the importance of data, student needs, retention, training, and the road to completion (Gorski, 2010).

Effective trustees will always ask, "How does this decision benefit students?" If the president and faculty are given a raise—how does this benefit students? Trustees need to have a good answer. How do you engage a board of trustees who are not involved in the day-to-day classroom element to commit to making changes to the established model of academe? By establishing best practices and having those courageous conversations that stem from grounded research about the effectiveness of current teaching practices, trustees charge that faculty are involved in revamping curriculum to meet the needs of the students that are entering the doors of community colleges today. This is a

movement past using sporadic data, and making sure that student success is occurring because all stakeholders in the college understand the importance of persistence, retention, and graduation. Student success is truly a whole college approach, where every employee in every area of the institution understands his or her responsibility—helping students learn and be successful.

If a board eliminates a particular program, what is the impact to students? Trustees need to ask those key questions and then be able to communicate the answers effectively.

What does the board care about? If a board is working consistently, each individual trustee should be able to say, “Five years from now, our goal is to have this, this, and this in place.” That is a good board. They are going beyond their current existence and seeing the possibilities.

Finally, a great board is willing to take risks, supporting the president and saying, “I know we are going to get beat up on this, but it is the right thing to do.” It is very hard to have that level of independence. Living by that strong code of ethics and also by doing the right thing and effectively representing the institution is critical. This doesn’t mean that whatever the president wants, the president gets. The mission of the trustees to keep in the forefront is, “What is the impact of the decisions that are being made having on our students?”

Accreditation As a Measure of Success

Now, more than ever before, boards are being asked to measure accountability as a true test of institutional success. Accreditation has been around for more than 100 years. This process involves not only review of institutions, but review of programs as well. There are 80 accrediting organizations in the United States that have been recognized by either the Department of Education, the Council for Higher Education Accreditation (CHEA), or by both. As of right now, 19 of them are institutional accreditors; most trustees are more familiar with regional accreditation agencies, but there are also institutional accreditors for religiously affiliated schools and a number of institutional accreditors that review primarily for-profit, non-degree higher education.

Colleges have institutional accreditation, concerning quality review and examining the features of the institution and programs for two reasons: 1) the college's threshold standards of quality assurance and 2) is the institution getting better through continuous improvement and quality improvement?

Accreditation is certainly about quality assurance, and it is about quality improvement. In the higher education community, whatever the type of institution, whatever the sector, whatever the program area, all fingers point to accreditation. Somebody says, "How do we know your institution or programs are quality?" A trustee should be able to reply, "My college is accredited." It is the fundamental indicator, and it has been for many years in this country. There is a big penalty to pay if a college is an

institution that is not accredited. Accreditation is THE signal to the public; it is THE signal to other institutions.

The federal government decided to rely on accredited organizations to determine the quality of institutions and programs back in the 1950s. At that point, the federal government said,

We're not going to try to second guess the community's self-regulatory activity, and we're not going to try to second guess its judgments about quality, but we are going to rely on those, and that's how we get the connection with regard to eligibility for financial aid. (ACCT, 2010, p. 76)

An institution is not eligible for any federal money, whether it is student grants, student loans, research money, or programmatic funds, unless the college is accredited.

Accreditation is needed in many instances if a college is trying to raise money from a foundation. The foundation will want to know whether or not the institution is accredited, and a number of foundations won't give money unless it is.

Another role of accreditation involves transfer of credit. Courses coming from an unaccredited institution generally will not transfer; it almost uniformly does not happen. The receiving institution looks at the institution from which the student is coming and asks if it is accredited or not. Accreditation eases the transfer of credit. Nobody else in the world—no other country—has the system of quality assurance and quality improvement that America does.

Some institutional effectiveness measures have been directly tied to accreditation and the instruments by which community colleges are judged; accountability pressures and institutional performance have moved many institutions to focus on graduation rates and influencing student completion of all coursework, but most importantly, developmental education (Roksa, 2010). While student success is at the forefront of accreditation standards, the role of the board cannot be underestimated in this process.

The Accreditors Who Measure Success

Accrediting bodies throughout the nation, which evaluate colleges and operational effectiveness, have established best practice philosophies for all aspects of higher education. The accrediting agency that is most utilized in the Southern states is the Southern Association of Colleges and Schools (SACS). According to SACS' *The Principles of Accreditation: Foundations for Quality Improvement*, a college's purpose is to

pursue its established educational mission; the right of faculty members to teach, investigate, and publish freely; and the right of students to access opportunities for learning and for the open exchange of ideas. However, the exercise of these rights should not interfere with the overriding obligation of an institution to offer its students a sound education. (2010, p. 2)

A sound education and student success for all who enter the open access institutions of the community college realm remains the primary mission of national initiatives like Achieving the Dream, CCSSE, and SENSE that measure a college's success through

completion and data, which effectively proves students are progressing. According to Achieving the Dream, “too many students leave community colleges without earning a certificate or degree, or without transferring to continue their studies” (AtD website, 2010). Because of this, students across the country have been losing out on opportunities to earn a living wage and contribute to society. Today, as the nation’s economy is poised for recovery, the role of the board in creating the policies that implement a learning college environment to foster completion and success cannot be overlooked in ensuring quality education.

Opportunities for Student Success Enhancement in Community Colleges

What evolves for some colleges in the student success agenda is greater attention to every individual student. Faculty advisors may become the norm for every student to ensure on task semester success and persistence. Students may get follow up emails about pertinent data they need to know. At-risk students will have mandatory student success courses to take with commitments from faculty and staff to help them succeed. And finally, all students will undergo a mandatory orientation, so all are delivered the college support systems and expectations of the institution.

Other measures to ensure success include orientation programs for parents with students, some of which may be offered over weekends for working adults. Special attention to Spanish speakers will become a normative process as well. Eliminating late registration practices in community colleges has also proven an effective practice for improving student success and allowing faculty to begin teaching and students to

actively begin learning on day one of class (J. Roueche, personal communication, Spring 2010).

All college stakeholders should play a role in recruiting, keeping students engaged, and assisting them to complete. This focus requires investment of a community college's leadership team to provide professional development. Doing things—teaching, recruiting, lecturing, advising, and working—the same way that faculty have always done for the last half century will not produce innovative results that meet the needs of today's students. Trustees' realization that colleges will be funded based on student success, and the methods for teaching and learning are not what they were 30 or 40 years ago will affect the entire culture of colleges across the State. Trustees who are informed and progressive understand that there are policies that can move colleges to higher expectations and standards.

Engaging Faculty in the Student Success Initiative

In *A Learning College for the 21st Century*, Dr. Terry O'Banion reminds readers that oftentimes faculty are the most resistant to embrace changes. According to O'Banion,

Their allegiance to the discipline guilds and their unification under the protective mantle of academic freedom are twin pillars of conservatism fortified against change. Faculty, first 'schooled' as students then inducted into a system in which they become the gatekeepers of educational tradition, do not embrace alternative

ideas with enthusiasm, despite their own deep cynicism about the current system.

(p. 29)

With faculty, who O'Banion says are often resistant to change their instructional delivery method or may not actively seek continuing education unless they feel part of the solution to a perceived problem, community college leadership has to involve them in determining ways to self-improve for the ultimate benefit of students. Unfortunately, looking at data and actively participating in developing best practices for student learning and persistence requires additional time, which is a resource that employees in all levels of the college consider scarce.

Administrators, faculty, and staff agree that a lack of time is the major IE impediment. IE expectations may be too challenging for campus participants, and faculty and staff need more institutional support to analyze and use existing data. Future research should focus on faculty and staff aspects of community college effectiveness. (Skolits & Graybeal, 2007)

Without question, however, for a community college to be great, trustees must develop policies that require accountability, and faculty must be required to commit the time to meeting, comprehending, discussing, and utilizing data to drive change that will help students become more successful. O'Banion uses different examples of colleges that have transitioned to a learning college, while he continually stresses the importance of the commitments of financial and human resources to reach that goal. Professional development for faculty involves money and allowing faculty extra time to learn new

strategies that will increase productivity and develop their teaching/student-centered skills. The board must also commit to allotting the dollars to train faculty and staff in this new direction.

O'Banion exudes,

Change, especially the kind of significant change that is involved in moving from a teaching to a learning college, is evolutionary. It is important to remember that transforming a culture and managing the people, processes, and technology associated with change is time-intensive and a long-range effort. (1997, p. 121)

Understanding the Facts About Community College Persistence

Released in early March of 2010, the Survey of Entering Student Engagement (SENSE), a tool administered by the Center for Community College Student Engagement to students within the first few weeks of a semester, exposed that “90% of community college students said they agreed or strongly agreed that they had the motivation to do what it took to succeed in college and 85% believed they were academically prepared” yet of those, 33% had already turned in late assignments, 24% had failed to turn in an assignment that had been due, and 25% had skipped one class (Marchand, 2010).

According to Dr. Angela Oriano-Darnell, “students’ goals when they first enroll at community colleges are sometimes negated by their actual habits in the classroom” (as cited in Marchand, 2010). Ways to dispel the bad habits of students who may have good intentions can be helped by faculty and staff by “fostering ‘college readiness

programs for high school students, connecting early, encouraging faculty and staff to have high expectations for students, providing a clear academic path, engaging students in the learning process, and maintaining an academic and social-support network” (as cited in Marchand, 2010).

The recent survey also expressed that students need high expectations and clearly established goals from faculty and staff early on, so that understanding the road to achievement and the behaviors necessary for such can be implemented at the beginning of the semester rather than nearing the end. Oriano-Darnell explains that it is during the first few weeks of college that students develop their academic habits, and those habits are critical to improving attendance and eventually a student’s graduation. She said, “We have to focus on the front door of colleges because students don’t succeed if they don’t come back. If we can’t get them through the first semester or the second semester, they’re not going to complete their educational goals” (as cited in Marchand, 2010).

As professionals in higher education know, in the last few years, colleges across Texas have been successful in getting students in the doors with record numbers. Many institutions are becoming “Achieving the Dream” (ATD) institutions. ATD looks at institutional data to see what is happening with students once colleges get them in the door. In many cases, once the ATD professionals start looking at the data, college affiliates do not like the answers that come from the numbers. One unnamed trustee explained what had happened with ATD in his institution. He said,

We didn't like the news. 'Cause what we saw was fall to spring, and we were losing 25% of the students who came in. Spring to fall, we lost another 25%. By the time we got to 3-year graduation mark, our graduation rates were 18-19%. We've been focused on looking at that data and trying to figure out how we can restructure internally so our graduation rates go up.

Looking at data is imperative to the movement toward accountability and student persistence.

Today, there is much coming out of the federal and state government about accountability, persistence, and retention rates. ACCT and others are moving colleges into new success models, and focusing on success of students, which is key. It is not about just getting the students in the door anymore. Now, the goal is to show that college graduation rates have increased by 3% or 5%. That is where trustees have leverage, as part of trustee goal setting. With that planning, board members can begin to set benchmarks to amplify retention and to increase persistence for graduations and start to deal with some of those other issues.

Why Texas Boards Have to Understand Accountability in 2011 and Forward

With the Texas Higher Education Coordinating Board recommending the State Legislature adopt momentum point funding in the 82nd Session, community college reimbursement will change from dollars based on enrollment (student headcount by the 12th class day) to funding based on completion and accountability measures, so doing whatever it takes to provide quality instruction the way students of today need is the key

to fiscal soundness, college greatness, student success, and reaccreditation (THECB website, 2010).

This change could potentially have greater fiscal impact on smaller colleges across Texas that do not have the total enrollment, while larger institutions may see opportunities for higher reimbursement in future years. Currently, this proposal impedes all of the 50 Texas community colleges because there will be a hold back of 10% of what colleges have been previously funded and then “rewarded back” through the momentum point system.

History of Texas Community College Funding

As far back as the 1950s, when the G.I. Bill spurred an influx of students into community colleges, and then following with a generation of baby boomers in the 1960s, 2-year institutions were attempting to be “all things to all people” (Dziech, 1986, p. 34). Dollars and mental efforts were put toward making community colleges available to accommodate all students, without regard to deficiencies or special needs. During those years, some Texas colleges were part of local ISDs, while others reported major sources of funding to the Central Education Agency as “1) local taxation, 2) student tuition, 3) state subsidy, and 4) miscellaneous receipts” (Musgraves, 1952, p. 14). More reliable financial data reporting occurred after 1974 in what has been called the formula era (Hudson, 2008).

Hudson explained that between 1975 and 1998,

State appropriations were the largest portion of the community colleges' unrestricted revenue and generally tracked enrollment. Property tax revenue began to increase more rapidly after 1998 and exceeded state appropriations in 2005 and 2006. Tuition was larger than state funds in 2006. (2008, p.114)

In 1965, the State of Texas provided 40% of funds to colleges; in 1984, the State provided 69% of the funds; in 2006, the State provided 33% of the funds. Never before has the funding percentage by the State been this low, and the rate of tuition to students been this high (Hudson, 2008).

Rhodes (1996) studied how legislators in Texas perceived funding should be allocated to community colleges as compared to what CEOs thought. In his research, Rhodes discovered that legislators were not satisfied with a formula funding method; this was in opposition to what CEOs thought. His study found that State Legislators wanted a lesser percentage (40-50%) of community colleges' general budget to be funded by state appropriations as compared to CEOs ideas that 60-70% of funding for general budget should come from the state. Legislators in 1996 also concurred that a great percentage of funding should be based on performance measures in the community colleges: accountability.

Another researcher, Dr. Mary Gilbert, (1994), noted that in the mid 1990s, in Texas community colleges, all stakeholders from trustees to legislators, ideas were relatively the same concerning a movement toward accountability. The study revealed:

(1)The perceptions of Texas legislators, Texas government staff members, Texas board of trustees chairpersons, and Texas presidents regarding the level of effectiveness and the ideal objectives of the state's funding system are not significantly different. (2) Wealth of the district does not significantly affect the perceptions of Texas presidents and board of trustees' chairpersons regarding the effectiveness and the objectives of the state's funding system. (3) The Texas legislators, Texas government staff members, Texas board of trustees chairpersons, and Texas presidents perceive that the state's funding system is least effective in the areas of accountability and comprehensiveness. (Gilbert, 1994, Abstract)

Dr. Stephen Kinslow, president of the Austin Community College District, places an emphasis on how current statistics affect the population explosion that Texas colleges are experiencing.

Today, according to the Texas Higher Education Coordinating Board, Texas' fifty community college districts enroll over 50 percent of all public higher education students, including more than 70 percent of all new students, 78 percent of all minority students, and 75 percent of all freshmen and sophomores. (2010, p. 43)

Growth continues, while funding decreases. This dilemma offers community colleges few positive options: raise taxes in the college's district; raise tuition and fees for students; or cut costs through eliminating or reducing programs and services (Kinslow,

2009). Like CEOs, boards do not like raising tuition; student access and opportunity are the cornerstones of community colleges. However, today's fiscal crisis is unlike anything Texas community colleges have seen before. With a potential legislative shift in Texas to funding being tied to accountability, the responsibilities of boards in setting policy to ensure student success are growing. Many Texas trustees need training to first understand "student success," "momentum points," and where their colleges are succeeding and failing, and then they need to establish policies that will back a whole college approach to the mission of completion for all students.

A "Whole College" Approach to Student Success

Using a whole college approach, the board must first recognize the value of "buy-in" from all constituencies. Boards, like all stakeholders, have to comprehend that active and collaborative learning is critical to fulfilling the student success mission, and graduation rates and fall-to-fall persistence cannot be overstated. Student learning depends on how faculty engages the learners of today, not the learners of 40 years ago. Trustees' roles should involve creating a master plan that will align mission, vision, and resources to this charge. According to Nason, "Trustees must make sure that the institution's programs conform to its stated purpose and the district funds are spent in support of the mission of student learning" (1982, p. 76).

Each board should have an integrated master plan that is tied to budget; this is a living document, and trustees should be reevaluating it every year. If something is not in the master plan, it is not in the budget. For many colleges in Texas, the master plan is

directly tied to the Closing the Gaps Initiative. For decades, Texas has experienced significant challenges with too few students graduating from high school and the largest national population increase in Hispanics. Indicators show that Texas is at risk for not having a qualified workforce and will not bring the desirable industries to the state to pay good wages. Community college trustees in Texas must see their role as the trainers of the workforce; legislators, on the other hand, must realize that the state's economy and trained laborers for future industries depend on community colleges to provide an employment base. To that effect, employers want well-trained professionals who have passed state certification exams and are fully prepared to do the jobs necessary for the future. Completion is one thing. Knowledgeable, well trained, and fully prepared are the products of quality teaching and high expectations. Board members' commitments to providing students with quality education will be the primary goal in an accountability measured environment.

Summary

Ewell asserts,

'Best practice' institutions do not embark on 'generic' retention efforts that treat everybody the same; instead, they recognize that student success requires careful coordination of a range of strategies targeted at different student populations, each of which has a particular set of retention challenges. (2006, p. 28)

Institutional effectiveness ends with student success; student success begins with trustee commitment. The future of community colleges rests on the shoulders of

committed boards, presidents, vice-presidents, faculty members, and support staff who believe in the mission of the open door access of the 2-year institution and are prepared to do the work to make those students who enter the doors successful and completers. Only through retaining, advising, and creating completers will an institution be truly successful and reimbursed by the State to keep college doors open.

The accountability movement is growing across the country. There is nothing wrong with being transparent and sharing data. In Texas, with the P-16 initiative, alignment between a student's high school completion and college beginning is still lacking. The exit level competencies of 12th grade are not the entrance level expectancies of community colleges. Because of this, too many students enroll in classes for the first time, and then they leave before they ever complete a semester.

The promise to students from community college leaders who believe in student success is engagement, persistence, attention, and completion. Board members need to quickly realize that this focus will not change anytime soon; the landscape of higher education has evolved to a quality based and continuous improvement community, thanks to business models and TQM shifts of the 1990s (Ewell, 2006). The demands of such will change boards from concentration on revenues from the nonacademic realms of a college and focus on teaching and learning with greater clarity.

The question that looms follows. When boards recognize that their fiduciary responsibility as trustees is to provide opportunities to all who want to get an education through keeping open access, and documented retention, completion, and graduation are

the measures, how do you convince faculty and staff members who have been accustomed to sometimes decades of “doing it a different way” to change course and adopt new strategies for student learning? Faculty are driven and take seriously their pedagogy; yet, numbers do not lie. Grounded in research, the task is to elect the most innovative, most effective and even the most jaded instructors to engage in this process and help lead the college through curriculum analysis and change measures. All decisions become data-driven, and courageous conversations will emerge.

There will no longer be a single access to success; learning outcomes and how educators think about teaching and design become intertwined. With data from The National Survey of Student Engagement (NSSE), The College Student Experience Questionnaire (CSEQ), The Freshman Survey offered by the Cooperative Institutional Research Program (CIRP), Community College Student Survey of Engagement (CCSSE), The Noel-Levitz Student Satisfaction Inventory, Achieving the Dream data, and a college’s own institutional research department, historical data that shows patterns of failure will convince faculty members to step back and reevaluate how things could be done differently (Ewell, 2006). Tracking cohorts for success and tracking them over time provide meaningful data. Looking at completion rates for developmental and adult education into credit courses is telling. Shocking at first, numbers and data do not lie. Allowing these key faculty members to establish best practices through data and research, the culture of evidence will be telling, and a whole college approach to accountability for student success will become everyone’s responsibility.

Success involves commitment and a thorough understanding of the needs of today's community college student. Trustees' roles and responsibilities have certainly changed, and leading institutions in Texas will have boards that commit resources to quality instruction and programs for students to be completers in response to policy changes that involve funding based on momentum.

Chapter Three: Methodology

Introduction

This treatise is a historical policy study that evaluates the past four decades of board roles, agendas, and legislation to determine the reasons trustee roles have changed. The following topics will be evaluated in greater detail: trustee roles, the current environment of community colleges, and the challenges that all community colleges are facing, and student success and accountability. All of these variables are relevant to Texas trustees as they assume the leadership of the fastest growing and most important deliverer of higher education in the state and nation: community colleges. The research of such policy changes will establish the reasons for the evolution of trustees' roles. This research also provides insight of the importance of the various trustee responsibilities and allow ranking of priority for Texas community colleges.

Methods of investigation for this empirical policy study include tracing legislation and policy guidance since 1970, with a specific emphasis on what is occurring currently with funding changes and how that evolution occurred. In addition to reviewing state codes and regulations from The Texas Higher Education Coordinating Board, I utilize The Texas Association of Community Colleges, The Community College Association of Texas Trustees, The Association of Community College Trustees, The American Association of Community Colleges, The League for Innovation in Community Colleges, and data from Achieving the Dream. There is also a 40-year look at one Texas community college's board meeting minutes to review where

trustees spend the majority of their time. To accompany these non-profit organizations that work with and for community colleges, the literature review for my data includes noted higher education and trustee experts' writings from Peter Ewell, Narcisa Polonio, George Boggs, Terry O'Banion, John Roueche, John Carver, George Vaughan, Iris Weisman, Cindra Smith, Raymond Hughes, Victor Baldrige, Morton Rauh, John Nason, Orley Herron, Charles Polk, and William Tierney.

Overall Approach and Population

Using data from the Texas Higher Education Board, the Texas Association of Community Colleges, and Texas Government Codes, this study incorporates population data with regard to students, funding, and trustees over the last four decades.

Data Collection and Instrumentation

This treatise uses data collected from secondary literature composed by respected community college leaders regarding trustees and their roles since 1970. Data also is extracted from government policies and laws. Also, there is a review of a Texas community college board meeting minutes since 1970.

Data Analysis

The end product of the research is an update of the roles and responsibilities of Texas community college trustees, prioritizing importance to each role, based on time spent by trustees in meetings. A synthesis of the policy research and the changes that have occurred for community colleges across the State serves as a guide for new trustees to review when entering public service as an elected official for a community college

district. This analysis is action oriented and composed for the benefit of trustees.

Summary

This study focuses on the roles and responsibilities of Texas trustees and how those roles have changed over the years due to political and cultural forces. These outside forces include legislative changes, funding deficiencies, and national initiatives that have spurred trustees to be more active participants in fulfilling their duties of trustees. The end goal is to assess trustee roles in order to better lead community colleges in Texas, with a focus on student success.

Since World War II, the rate of enrollment has soared in community colleges. The G.I. Bill launched the greatest expansion in higher education in 350 years (Nason, 1982). “In the last year before World War II, 1.5 million students were enrolled in colleges. By 1960, that figure had reached 3.6 million; by 1970, 8.6 million; and by 1980, 12.1 million” (Nason, 1982, p. 7). Public community colleges received the majority of this enrollment.

While previous research has focused on policy governance and models by which trustees lead institutions, this study assumes boards understand their role as policy makers and not micro-managers. With that, the end product of this research hopefully benefits trustees and boards with relation to accountability and the impact of funding based on students’ performance for Texas community colleges.

Chapter Four: Four Decades of Changes in Trustees Roles

Introduction

This study was carefully selected because there are over 1,300 community colleges in the nation that are enrolling the largest number of students in post-secondary education, and the future success of the American economy is dependent upon the success and training that results from these community colleges; with all community colleges governed by trustees who are lay volunteers, the need to educate these ever changing boards with regard to their duties and responsibilities is necessary for these institutions to meet the needs of the nation as the U.S. competes globally.

In Texas, specifically, growing enrollment, changes in student demographics, and reduction in State resources moves governance boards to think more creatively than ever before, “do more with less,” and thoughtfully plan for the future. While the duties prescribed by the Texas Legislature do not change, boards spend more hours on some duties and less to no hours on others. The legally defined duties do not dictate the means to the ends, so how boards operate individually and cooperatively is not explicitly described to new trustees or boards. Much of the literature throughout the decades describes the culture of boards and the make-up of boards. While community college student demographics have greatly changed over the last 40 years, board consistency has not followed the demographic pattern of the students. This study evaluates literature and data that describes certain factors that have changed, some that have not changed, and a

final chapter dedicated to affective best practices for new trustees; something that seems to be missing from the literature.

Introduction of Research Findings

Baldrige (1978) suggested that based on all of the research studies conducted on higher education, the roles and responsibilities of boards of trustees are still the areas that remain the least understood about the people of the institutions.

After countless hours of research about the history of trustees in higher education and community colleges in particular, this researcher stumbled upon a statement from 1963, which accurately mirrors the studies of who and what trustees in 2011 are and do.

Martorana (1963) stated in his monograph for college trustees:

In view of the deep public trust placed in persons who serve on boards of trustees, one would expect that they as persons and groups would be the subjects of many scholarly studies. Contrary to this expectation, relatively few definitive studies of characteristics of boards of trustees are found in the published writings on higher education. This remains an area in which research is yet in the pioneering stage, despite the fact that colleges and universities have been operating for over three hundred years. (p. 4)

Add 50 years to that statement, and Martorana's words are still valid. While the American Community College Trustees Association works to train trustees across the nation and serve the needs of community colleges through research and representation of trustees, there remains some mystery about boards and the evolution of trustees'

characteristics, skills, and knowledge; what drives these people to seek trusteeship, what experiences qualify them to serve an institution of higher education, and how their actions in practice have changed over the last 40 or 50 years continues to be questionable. The nature of politics often intervenes in instances, especially in Texas, where all of the trustees serve as elected officials and represent a constituency of voters.

Community college trustees are recognizing the critical juncture that this country is facing with regard to education, wealth creation, and global competitiveness.

The importance of community colleges has not before been as publicized or widespread and with such intense focus as in 2011. The economic recovery of the United States depends on community colleges to train, retrain, and serve the employment needs of the nation. The highly technical fields of the next generations are relying on the rapid response capabilities of community colleges to meet their needs.

What follows are the findings of the two research questions.

- 1) How have the roles and responsibilities of community college trustees changed over the last 40 years?
- 2) How have student success initiatives changed the roles of Texas community college trustees?

Research Over 40 Years

Changing roles of trustees over the decades. Higher education governance and the roles of the boards that serve the public trust for these institutions has been written about by researchers and educators since the inception of junior colleges in the early 1900s. Reviewing that literature reveals that expectations of and qualifications to be a trustee of a community college have drastically shifted since the middle of the last century.

For instance, in 1947, Hubert Beck argued that the “membership of governing boards is quite limited. Men who control business, finances, and industries constitute an inordinately high percentage of trustees” (p. 23). Twenty-two years later in 1969, the Educational Testing Service (ETS) published *College and University Trustees: Their Backgrounds, Roles, and Educational Attitudes*. That book revealed that similar characteristics of higher education trustees. Hartnett (1969) said, “In general, trustees are males, in their fifties, White, well-educated, and financially well-off. . . .As a group, they personify success in the usual American sense of that word” (as cited in Riley & Baldrige, 1977, p. 232). Until the early 1970s, much of the literature criticized the college boards, which were comprised of lay people, meaning people with no training in higher education. Trustees recognized that hiring specialized administrators and relying on a leader/president/CEO and faculties was the way to move forward (Newman, 1973). And so for decades prior, the trustees of boards of higher education continued entrusting the health, direction, and enrollment to a president and his team, and relinquished

authority until Boards were almost impotent. Drucker (1974) said, "There is one thing all boards have in common... They do not function" (p. 628).

The 1970s. Criticism of that lay structure increased in the 70s, internally and outwardly. As these community colleges were growing across America, and Texas also, taxpayers wanted accountability from trustees who were elected or appointed to oversee the viability of the institution.

Culturally, the late 60s and the early 70s were a tumultuous time for all. Losing John F. Kennedy, Martin Luther King, Jr., and Robert Kennedy, and sending young American men to faraway countries to be killed did not sit well with students of higher ed; students, left behind, were striking and protesting over the Vietnam War and the possibility of President Nixon moving troops into Cambodia. The massacre at Kent State did not help situations for governing boards. After the National Guard fired on rioting student protesters at Kent State, killing students and wounding others, the madness escalated. Rather than a true American revolution, this country experienced a cultural one in early 1970s, which invited everybody to get aboard a "peace train." Students became hippies, questioned authority, went on strike, and vowed to "Make love, not war." This was also the time when Arnold Schwarzenegger arrived in California, and Joe Weider was espousing the importance of physical strength and wellness to all Americans, and Gold's Gyms training facilities were popping up on every corner. *Muscle Magazine* was being sold behind every counter. Many students decided fitness was critical to what was important to them—human longevity, and colleges responded to

these cultural shifts by creating indoor aquatic centers, indoor gymnasiums, tennis courts, workout rooms with state of the art fitness equipment, aerobics studios, and racquet ball courts for students and the community. These are just a few of the reactions that occurred in colleges as a response to the cultural changes occurring during that era; boards allocated funding to provide more services for students (Riley & Baldrige, 1977).

Yet, reactions were more commonplace than forward planning for many colleges.

Paltridge (1973) voiced clear concerns about the way lay boards were overseeing these academies of learning. The main criticisms of trustees were lack of clarity involving roles and lack of comprehension of academic performance and intellectual understanding in higher education.

Role of the board and the growth of community colleges in the 70s. Greenleaf (1977) posited that the power of trustees and volunteers of America's community college institutions would be the most probably factor in raising society and the quality of the people of the U.S.

McIntyre (1976) suggested that the future of community colleges would include competition with different types of institutions and less vocational and technical preparation. While part of that statement is accurate, and community colleges are feeling the pressure of competition with for-profit institutions of the 21st century, vocational and

technical training has improved as the United States has looked to community colleges to train and retrain the workers of a service economy.

In 1970, there were over two million students enrolled in over 1,000 community colleges nationally; at that time, each week, one community college was opening somewhere in the United States (Roueche, Baker, & Brownell, 1970).

Accountability is introduced in community colleges. In the 70s, researchers were anticipating the role of the trustee to change from micromanagers of institutions, to act more as visionary leaders. McIntyre predicted future trustees (1980s and on) to be younger and more focused on the best interests of society, coming from more diverse fields than business and law. He also suggested greater “accountability” would be forced upon the presidents of community colleges and rightfully so. “He or she will undoubtedly be held far more accountable than in the past because the people and the government will no longer stand for nonaccountability” (p. 98).

Accountability talks truly began in the 70s, and these calls came from the White House. During the President’s message to the nation and Congress on March 24, 1970, Leon Lessinger, the Commissioner of Education, had commissioned an education report entitled “*Educational Engineering: Managing Environmental and Institutional Change to Increase Productivity*” (Roueche, Baker, & Brownell, 1971). This report found that that “the disparity of cultural backgrounds and skills between socio-economic classes makes ‘equal opportunity’ a sham. Those...deprived of opportunities to develop culturally cannot achieve equal educational results even when they are provided

identical schooling” (p. 4). This movement rationalized that not all students come to community colleges with the same preparedness, and American institutions of higher learning would have to take those students and teach them anyway. Measuring success meant teaching all. Old ideas that suggested, “It is okay to fail” were changing. The accountability ideas of the 70s shifted the paradigm. If the goal of college is for a student to learn, and teachers are responsible for teaching, then teachers should be held accountable for making sure students learn. Students do not all come with equal footing, yet seeing that all persist is the measurement of good teaching and institutional success. Gleazer (1970) posited:

I am increasingly impatient with people who ask whether a student is ‘college material.’ We are not building a college with the student. The question we ought to ask is whether the college is...student material. It is the student we are building, and it is the function of the college to facilitate that process. We have him as he is, rather than as we wish he were... We are still calling for much more change in the student than we are in the faculty... Can we come up with...the professional attitudes...[necessary to]...put us into the business of tapping pools of human talent not yet touched?” (p. 51)

Institutional success is dependent on measurement of data, and that is an entire organization’s responsibility. Schwartz (1970) said, “In a broad sense, accountability means that boards of trustees, presidents, administrators, and teachers will be held responsible for the performance of their students” (p. 31).

A study of board make-up and function in the 1970s. In the early 70s, one board chair from the California Community College System, Margaret Gibbs, decided to travel two months to sit in on 19 community college board meetings and study how procedures occurred during meetings and decide whether changes in trustees' behaviors with regard to governance were actually taking place as reports suggested. Gibbs tour of 19 of 99 colleges and board meetings revealed that very little was changing with regard to policy governance, and trustees were still nodding heads, mulling through mounds of legal documents, and trusting the president without question. "It seemed to me that they were not even very representative of their constituencies, the majority being WASPS and electably middle-class" (Gibbs, p. 71). Gibbs reports also showed that each board had a unique personality, but all seem tied to the packet of materials provided, approving motions at the request of the president. Some trustees came prepared, while others had not even received the meeting preparation notes until the afternoon or evening of the meeting. Gibbs stated, "With a docility born as much of apathy as of trust in their administrators, no evidence of hard thinking [on the part of trustees] was found" (p. 70). Furthermore, to clearly show the inequity of representation on these boards, Gibbs quipped, "Maybe part of the problem is a scarcity of women members; the five I saw, out of 101 trustees, in each instance asked stimulating, even penetrating questions, and that is why one-third of the nation's superintendents do not want any women their board" (p. 71).

Perceptions of trustees in the 1980s. Geneen (1984) stated, "Ninety-five percent (of boards) are not fully doing what they are legally, morally, and ethically supposed to do" (p. 28). During the 80s, much controversy shrouded the authority of the community college trustee. Criticisms included homogenous boards that still had not changed sufficiently to represent women, African Americans, and Hispanics. These trustees and their competency to govern were called into question.

Taylor (1987) said, "Boards are seen as too socially and demographically homogeneous to govern diverse institutions and not conversant enough with academic matters to presume to substitute their judgment for that of academic experts within the institution" (p. 1). Contrary to that opinion, others suggested that because trustees are specialists, typically in other fields, they are no less credible than the faculty and educationally trained college administrators. In the end, criticisms continued in the 80s regarding trustees as they were too often committed to their individual self interest and personal gain that came along with trusteeship than the welfare of the future of the community college institution (Taylor).

Temple (1986) explained that the need for boards to exercise better judgment in higher educational academics had never been more important. He stated, "Tuition costs have risen, inflation has played havoc with the academic budget, and unless creative, careful, and sometimes drastic action is taken, the critically important flexibility that higher education requires in order to be responsive to changing needs will be lost" (Temple, 1986, p. 65).

Happenings in the 1980s. The focus shift during the 1970s saw community colleges moving from predominately liberal arts functions with college transfer goals to greater emphasis on developmental, technical, and continuing education type programs of study (Cohen & Brawer, 1982a). And what occurred in the 80s, proved to take that movement a step further; in the 80s, with budget cuts tightening even more so than in decades past, community colleges realized that they could not be all things to all people and provide quality. Palmer (1983) acknowledged five quality indicators with the community college. These include student outcomes, curricular structure, institutional resources, organization of instruction and administration, and student added values. This shift in the 80s was the movement into today's accountability movement. While the discussion began in the 70s, the 80s saw more research occur, which accompanied more speculation. "The emphasis on student outcomes and value added is the newest measurement of quality and is in part a response to the call for 'accountability.' It remains controversial" (Dziech, 1986, p. 58). In the 50s, 60s, and 70s, the community college goal was expansion. In the 80s, there was a call for limits on courses and insurance of "accountability." Researchers throughout the 1980s continued to focus on budgetary setbacks and the necessity to cut programs; by eliminating some of the less efficient programs and focusing on niche programs that set the community college apart would save the institution. By the mid-80s, legislators were growing concerned with rising costs of higher education and began looking at the pipelines of education after the

“*A Nation at Risk*” report was released in 1983 that stated learning standards had declined in secondary schools, and higher education was next in line. Accountability and quality teaching would be the future (Ewell, 2006).

Critics argued that this quality focus would impede the open door of the community college (Dziech, 1986). “The attention given to promoting higher education opportunities is now waning...[access] is now secondary to concerns of quality, basic skills, student and faculty competence, budgetary practices, cost attainment, and accountability” (Hyde, 1982, p. 1). This notion suggested the end to an open door, yet others argued the importance of academic instruction, counseling and rigor in developmental coursework to maintain the mission of the community college. Roueche, Baker, and Roueche (1985) stressed improvement in teaching, innovation in instruction, and strong literacy programs to maintain the open door.

Even as budgets were shrinking and more students were arriving less prepared than before, quality in academic delivery and learning could not be compromised. Nason (1982) believed, “It is the responsibility of trustees to make certain that long-term values are not sacrificed for short-term gains, and that existing assets are not lost or abandoned through negligence” (p. 20). Hence, the role of the board was as important and as critical as ever before in the 1980s. Conviction and commitment were needed from trustees.

Board makeup in the 1980s. John Knudsen, vice-president of St. Edward’s University in 1982, stated, “The most important job of the board is not hiring and firing the president, but selecting the other trustees. Pick good trustees, build solid committees,

monitor the board operations, and the rest falls into place—even great presidents” (Frantzreb, 1981, p. 40). This statement is in direct contrast to what most schools of thought have espoused. For community colleges in Texas, where trustees are elected and the seats are political, the ability of a governing board to stack its membership is not always a remote possibility. However, a good governance board should encourage community members who have diverse backgrounds (law, business, education, various ethnicities) and a passion for community service, community colleges in particular to seek the trusteeship and run for election.

Boards of the 1990s. “Effective governance by a board of trustees is a relatively rare and unnatural act...trustees are often little more than high-powered, well-intentioned people engaged in low-level activities” (Chait, Holland, & Taylor, 1996, p. 1).

Into the 90s, this statement characterized years of study of higher education boards of trustees. The prequel book that these authors wrote in 1991, *The Effective Board of Trustees*, presented a study to answer one question: “Are there certain behaviors that characterize the most effective boards of trustees?” (Chait, Holland, & Taylor, 1996, p. ix). The answer that the authors discovered was affirmative, and six characteristics arose from effective governing boards. These competencies are as follows:

1. Contextual Dimension

The board understands and takes into account the culture and norms of the organization it governs. The board adapts to the distinctive characteristics and culture of the institution's environment. [It] relies on the institution's mission, vision, values, and tradition as a guide for decisions. [It] acts so to exemplify and reinforce the organization's values.

2. Educational Dimension

The board takes the necessary steps to ensure that trustees are knowledgeable about the institution, the profession, and the board's roles, responsibilities, and performance. The board consciously creates opportunities for trustee education and development. [It] regularly seeks information and feedback on its own performance. [It] pauses periodically for self-reflection, to diagnose its strengths and limitations, and to examine its mistakes.

3. Interpersonal Dimension

The board nurtures the development of trustees as a working group, attends to the board's collective welfare, and fosters a sense of cohesiveness. The board creates a sense of inclusiveness among trustees, develops group goals and recognizes group achievements, and identifies and cultivates leadership within the board.

4. Analytical Dimension

The board recognizes the complexities and subtleties of issues and accepts ambiguity and uncertainty as healthy preconditions for critical discussion. The board approaches matters from a broad institutional outlook, dissects and examines all aspects of multifaceted issues, and raises doubts explores tradeoffs, and encourages the expression of differences of opinion.

5. Political Dimension

The board accepts as a primary responsibility the need to develop and maintain healthy relationships among other constituencies. The board respects the integrity of the governance process and the legitimate roles and responsibilities of other stakeholders. [It] consults often and communicates directly with key constituencies and attempts to minimize conflict and win/lose situations.

6. Strategic Dimension

The board helps the institution envision a direction and shape a strategy. The board cultivates and concentrates on processes that sharpen institutional priorities. [It] organizes itself and conducts its business in light of the institution's strategic priorities. [It] anticipates potential problems, and acts before issues become crises. [It] anticipates problems, and acts before matters become urgent. (Chait, Holland, & Taylor, 1996, p. 8)

How interesting it is that none of these six dimensions which shape effective governing boards mentions student success, graduation rates or teaching and learning. While research was being conducted on a limited basis regarding how trustees could be more effective, there was not a focus on accountability in the training models for trustees during the 90s. In order for governing bodies to understand their roles, they must first know the facts about their customers and the satisfaction of those customers. As difficult as it is for educators to consider students as customers, with choices in higher education, including online instruction, the reality is students decide where they want to earn their degrees and certifications and choose where they seek credentials based on numerous factors. Students look to institutions with solid programs where they feel confident that a job will await upon completion.

Boards must measure more than their own governing performance. Looking at surveys of student engagement like CCSSE or Noel-Levitz Surveys, and keeping a real view of how the community college is perceived is critical. In past years, because of terms like “junior” college or “technical” college, community colleges have been often misrepresented as a lower class choice for higher education. Yet, because of the specialized programs that train people for careers and actually graduate people directly into jobs, all stakeholders should sell the story as “the place to learn, graduate, and earn.” In order to keep that promise, boards have to make strategic decisions for future goals by using accountability data and measurements and then holding CEOs accountable for ensuring persistence, retention, and graduation—student success.

Unfortunately, even into the 90s, as national and state leaders and educational researchers were acknowledging the need to move to more accountable systems of educational delivery, boards did not understand their roles. Gillies (1992), concluded, "Boards have been largely irrelevant throughout most of the twentieth century" (p. 3). The 21st century was destined to bring change; unfortunately, that would come at a time when funding cuts became Draconian and colleges would be told to produce or be left behind.

The 2000s. According to Ewell (2006), there has been a rise in the interest of a college's academic performance in the last two decades. With greater competition for students and resources, a shift has transformed in that boards are looking at measures of accountability in student success as a report card in lieu of student enrollment. Ewell says that at a minimum, boards should comprehend, "the assessment of student learning, student retention and graduation, stakeholder satisfaction, and academic program review (2006, p. viii).

Boggs (2006) assessed "legislation at federal and state levels has become increasingly intrusive in the decisions made by college leaders, as efforts to prescribe both methodologies and outcomes have proliferated" (p. vii). The challenge of the CEO and the board becomes more complicated as demographic shifts occur, calls for greater accountability are demanded by legislators, and student needs evolve. Good governance requires a new focus on measures that can be proven with data.

Perhaps one of the most valuable initiatives that occurred in the 2000s was

Achieving the Dream: Community Colleges Count, a national non-profit organization that teamed with the Lumina Foundation for Education, to affect policy in community colleges by focusing on student success data and initiating a change in thinking to meet student success goals. According to data from Achieving the Dream:

For the first time in U.S. history, the current generation of college-age Americans will be less educated than their parents' generation and yet, our workplaces require higher-level skills than ever before. By 2018, 63% of all jobs in the U.S. are expected to require some level of postsecondary education. A healthy economy and democracy depend upon an educated citizenry, and increasingly, because of rapidly changing demographics and record levels of poverty, that means creating the conditions for more low-income students and students of color to attain postsecondary credentials. (ATD website, 2011)

Achieving the Dream has brought startling statistics to the forefront of community college educators and policy makers. By tracking students' success, AtD has coached institutions through teachers, presidents, and board members to concentrate on developmental education and teaching strategies to improve students' opportunities to persist and achieve credentials for future employment or transfer.

Legislatively, with greater emphasis on community colleges and since they enroll over half the students in higher education in Texas, several measures have been adopted to strengthen accountability measures in the state. For instance, in 2001, HR 176, also called Closing the Gaps, was passed by the Texas Legislature "to carry out the state's

Uniform Recruitment and Retention Strategy and other efforts aimed at making college and university enrollment and graduation reflect the diverse population of Texas” (“Texas state profile, 2011).

The Texas Higher Education Coordinating Board is required to collect data on institutional success, race, gender, graduation rates, enrollment, and retention to ensure the state’s community colleges are being accountable and moving closer to the Closing the Gaps goal, while mirroring the demographics of the population of the state.

Even as state and national leaders recognize the importance of making data based decisions, the literature still reveals that most boards continue to view success as greater enrollment to all in lieu of quality of education, student learning, and persistence (Potter & Phelan, 2008). Currently, there are 30 community colleges in Texas that are participating in Achieving the Dream (AtD College profiles, 2011). Of 50 community colleges in the state, this percentage is positive.

Governing Boards in the 21st Century

According to the Association of Governing Boards of Universities and Colleges, today’s community college trustees are older than their predecessors were and their backgrounds are more typically in business (Fain, 2008). Surveys conducted by the Governing Board indicated that boards have become more racially diverse, but that diversity does not compare to the overall racial population of community college student enrollments (Fain, 2008). This revelation is not surprising, as colleges are calling on trustees to be more active in goal setting, community networking, policy derivation, and

fundraising. Whereas in years past, trustees were working executives who spent more time in a ceremonial role at board meetings, the board members of the 2000s, have more responsibilities, and leaving work regularly for college business is a juggling act. Also, as the population ages, so do the trustees who are willing to volunteer on boards that serve the community. There are greater responsibilities for trustees than ever before.

Chait (2006) stated that, “good will, coupled with philanthropy, offsets the obligations of due diligence and shared responsibility. Once, board members could seek safety and anonymity on the sidelines, but today governance is no longer a spectator sport” (p. 3). Trustees must be poised to face public criticism for necessary change, program changes, institutional changes, as well as administrative/CEO changes. The days of private meetings and complete confidence in a CEO’s report, without data are gone or should be gone. Tom Ingram, the Association of Governing Boards president, said, “Many boards have lost their way” (Selingo, 2001). Chait (2006) assessed, that community college governance has become mediocre, at best, in the 2000s. “Too many college boards add too little value too much of the time, micromonitor rather than macrogovern, and mistake misgovernance for mismanagement” (Chait, 2006).

Unfortunately, as boards are being educated to accountability and the harsh realities that come with data about their institutions, oftentimes, trustees lose focus on the large picture objectives and get into “the weeds,” hoping to make a difference individually rather than cooperatively as one board.

Table 1. *Who are the Trustees?*

Composition of Governing Boards, 2004		
	Public Colleges	Private Colleges
Average board size:	10.5 members	30.2 members
Average term length:	5.4 years	3.7 years
Racial or ethnic group		
White	77.7%	88.1%
Black	13.6%	7.6%
Hispanic	3.9%	2.1%
American Indian/Alaskan Native	1.8%	0.5%
Asian/Pacific Islander	1.4%	1.3%
Other	0.6%	0.4%
Primary occupation (employed and retired)		
Business	47.8%	52.2%
Professional	22.9%	21.6%
Education	18.5%	13.6%
Other	10.8%	12.6%
Sex		
Male	71.0%	71.6%
Female	29.0%	28.45
Age		
Under 30	2.9%	0.9%
30-49	20.8%	19.3%
50-69	65.0%	66.5%
70+	11.4%	13.3%

NOTE: Some numbers do not add up to 100% because of rounding.

SOURCE: Association of Governing Boards of Universities and Colleges

Trustees Appoint Presidents, and Then Dismiss Them, Too

In community colleges across the country, presidents and chancellors become CEOs by the will of a board of trustees. Depending on the state or the region, these boards may be politically appointed or elected by the people of the college districts. Both types of boards make and adopt policy, which in turn should be implemented by the college presidents or chancellors through the entire institutions' faculty and staff and

for the benefit of students. In a perfect situation, community college leaders communicate well with their board members, keeping them abreast of all pertinent information that relates to the college, and board members never feel “ambushed” about problems in the institution; in this hypothetical ideal scenario, board members trust their presidents and controversial discussions occur in closed session or privately between the CEOs and individual trustees. Unfortunately, ideal situations are not always possible, and communication failures occur between boards and presidents. Much of the literature describes the most important function of the board to be appointing, evaluating, and firing a president/CEO. This researcher contends that this role is a critical duty and responsibility for a community college district, yet sometimes board members, through micromanaging and becoming too involved in daily affairs of the college, become hindrances to the best-case relationship of a board/president, and in effect, the entire college suffers.

The “Rogue Trustee” Is Labeled in the 2000s

Attacking the damage that is caused when trustees exert more guidance than they should in a community college, Terry O’Banion, director of Walden University’s Community College Leadership Program and president emeritus and senior league fellow of the League for Innovation in the Community College, recently conducted research interviews with 59 presidents and chancellors in community colleges in 16 states across the U.S. His study investigated what constitutes a trustee who is considered “rogue” and the damage that one of these board members can cause. In the article,

“Damage Caused by the Rogue Trustee,” O’Banion unveils what presidents and chancellors see as problematic occurrences that are the result of inappropriate trustee behavior. O’Banion, as a reputable and distinguished expert in the community college field, explains a very real dilemma facing presidents and chancellors.

O’Banion trains future community college presidents at Walden, therefore he thoroughly understands that like the traditional employee-employer relationship, presidents of community colleges are often in conflict with the boards that hire them. This concept of a rogue trustee came from O’Banion’s research and has been discussed extensively since. While his research defines what a rogue trustee is and the damage caused by such a person, never once is a “rogue trustee” interviewed or individual analyses conducted on particular situations that would cause a trustee to be dysfunctional. Defining “rogue trustees,” O’Banion (2009) exudes that these people take the norms of expected behavior for elected or appointed officials and disregard their duties and become disruptive to the entire organization. These trustees also have inordinate self-interests and are often dismissive of CEOs’ ideas. By aligning themselves with key faculty within their colleges and challenging the norms of the institutions that they were appointed or elected to serve (O’Banion, 2009), these trustees wreak havoc for institutions and circumvent administration by micromanaging, being on campus when there is not a meeting or public function, and attempting to direct faculty and staff. Criticism of this definition comes from the assumption that the community colleges where these “rogue trustees” are found operate functionally and do not need any

changes. As noted previously, community college boards have been, historically, homogenous in make-up (White males, over 50-years old), and presidents have fed them information carefully to maintain a “rubber stamp” arrangement. In contrast to a board that consistently and affirmatively supports a CEO (the one employee that the Board should hire, evaluate, and dismiss), a more diversely constructed board may have members who are selfishly concerned with re-election, single issues, and have different ideas and visions for the college.

Chait (2006) agrees with O’Banion. Trustees should practice governance carefully and speak as one group. The college suffers when one trustee decides to micromanage the institution. “Every time maverick trustees practice freelance governance,” Chait stated, “or a board overvalues or undermines the president, the odds tip a little more toward calamity. When a college can no longer trust the trustees as a group to act responsibly, the entire institution usually takes the bullet” (2006).

The face of the community college board across the nation, just like the face of the CEO, is changing. There are more females and non-White trustees than there were 25 years ago. Some elected officials believe they are there to represent their constituents and have special interests in mind when they are elected. With this in mind, a “rogue trustee” could possibly be challenging outdated operations and initiating necessary change within the college by asking hard questions; in this case, the trustee may believe he or she is representing constituents, but by going around the president with confrontational inquiries, the behavior becomes inappropriate and ineffective for the

institution. Presidents often claim that when operating when a rogue trustee, the ability to communicate about sensitive material during open sessions becomes very difficult and much candor is lost (O'Banion, 2009).

CEOs, faculty, the community college culture, and the entire communities that are served by the community college come from the data that developed from O'Banion's interviews with the 59 leaders. The resulting conclusions, drawn from presidents' perspectives, show that some trustees, like other politicians, seek self-interest in their service on boards, utilizing the position for later upward mobility.

Presidents are typically the people "most targeted" by trustees who are considered rogue (O'Banion, 2009). When trustees do not act as a unified group, faculty and staff morale goes down, especially if the president is favored and being perceived as receiving unfair treatment by the Board. If media become involved, and the community discovers these board members' dissatisfaction, the reputation of the president can be destroyed forever, while the reputation of the college will also suffer for decades to come.

Kerr and Gade (1989) described managerial boards to be deeply involved in their institution, often at a detriment to the college's administration and staff. Smith (2000) explained, "It is far easier to hear about the day to day events and operations than to discuss and integrate the more complex and less concrete ideas, interests, and values inherent in good policymaking" (p. 105).

O'Banion initially believed that presidents are the hardest hit by trustees who act in a non-traditional and suspect manner, yet after compiling his results, he determined that presidents are actually not the ones to suffer the most; in fact, the institution itself sustains longer and more vulnerable damage as a result of conflicts that have arisen because of rogue behavior (2009).

Community College Districts in Texas

Across Texas, there are 50 community college districts, with boards consisting of 5, 7, or 9 members; each board is elected and operates in accordance with state and federal laws. Across those 50 districts, as of fall 2010, numbers from the Texas Higher Education Coordinating Board's Institutional Comparison Chart show that there are 743,252 students enrolled in 2-year colleges across the state. The near 350 people who are at the top of every district organizational chart, above the President/CEO position are those elected board members who provide oversight of the districts they lead and the success of those students. While districts vary in size and differ based on demographic factors, cost of enrollment, and student attainment, the duties of trustees are prescribed by the Texas Education Code and are basically the same whether a trustee serves the smallest district (Frank Phillips College with 1,208 students) or the largest district (Dallas County Community College District with 73,183 students) (THECB, 2011). Many of these 50 districts are divided by campuses and have campus presidents managing each location, with a chancellor serving over all of the campus presidents and being accountable to the Board of Trustees. For example, Dallas County Community

College District has 73,183 students enrolled; there are 7 campuses with 7 campus presidents within the district umbrella who all serve under Chancellor Wright Lassiter. Dallas County Community College District is considered by the Texas Higher Education Coordinating Board as a very large district. Austin Community College District, while also considered a very large district by the Coordinating Board, with a fall 2010 total enrollment of 41,582, and being host to students at 8 campuses in the Austin area, 11 centers and many other locations, including high schools, operates under a one campus model with one president (Dr. Stephen Kinslow) overseeing all operations and reporting to one 9-member Board of Trustees. The smallest college in the state, Frank Phillips College, operates with one president on one campus.

Understanding Budgets and Finances in the Current Climate

Finance. Utilizing a calendar that outlines the dates of necessary meetings, information needed, and timelines for each department, and the implementation schedule of the college's goals and priorities for the upcoming fiscal year is something helpful to a board. Together, the board, president, and administrative team can establish priorities that tie back to the college's goals, strategic plan, and mission statement, and then work to identify the future budget assumptions with regard to revenue projections, potential expenditures, and possible tax rate and/or tuition rate changes. Many presidents in Texas are encouraging the CFOs to be very conservative in their projections, as turbulent economic times have affected funding for community colleges in Texas, and future projections are not promising (S. Kinslow, personal communication, June 5, 2010).

Looking at recent past years' enrollment, demography of area high school graduates, and workforce estimates, the college can develop a forecasted enrollment number from which to base our revenue projections. It is also vital to evaluate the property tax valuations of the college district, and any other revenue streams that could potentially impact the bottom line (food service, bookstore, fees). From there, identifying base expenditures and establishing whether the institution is looking at a surplus or a deficit by including instructional costs, maintenance, benefits, and health insurance occurs. In most cases, there is an initial deficit from budget increases, and presidents and boards make changes, reallocate, and delve deeper into the budget requests to see what the necessities are for the upcoming budget year (J. Butler, personal communication, April 6, 2010). For future years of budgeting, if there is no way to avoid a deficit with projected revenues, the institution may look at passing a bond issue for capital improvements, amending the tax rate, or raising tuition and fees for students. In a climate of equal access through community colleges, raising tuition is highly frowned upon by community college educators across the nation. Generally, the more probable measure a college district would take is to look at ways to be more efficient or raise the tax rate, before having to pass the costs on to students. Community colleges have always been the best bargain for students, and that is because the goal is to be the open access opportunity for all, regardless of class, race, or circumstance. Keeping tuitions affordable remains a priority across the country, in spite of reductions in state revenues.

Before a budget proposal comes before the board of trustees, the president will hold budget workshops with the CFO, deans, and division heads to explain, very transparently, the proposed needs of the institution as prioritized by the comprehensive master plan in discussing budget. Telling people why the allocations are what they are and helping faculty and staff understand the process by which community colleges are funded is arming the troops with ammunition to use within their departments when they are not allocated everything they may have requested for the next budget cycle.

Using Generally Accepted Accounting Principles (GAAP) in calculating the operations strategy of the college is standard, and utilizing Government Accounting Standards Board (GASB) bulletins and accountability measures, will also ensure efficiencies. Keeping a close eye on all financial matters is not just the responsibility of the CFO, and ultimately, “more presidents have been terminated over financial problems than any other” (J. Roueche, personal communication, spring 2010).

According to James Henry Russell, CPA and president of Texarkana College, “It is important to constantly monitor multiple financial reports for signs of future issues as soon as they become apparent. Very few financial downturns occur overnight. Careful reviews and analysis of data on a timely basis should prevent a system from moving toward financial exigency. You want to build red flags in to your systems in multiple areas to warn of pending trouble” (personal communication, April 6, 2010). Some of the systems that Russell alludes to are constant monitoring checks and balances system between the CFO and the president.

On a bi-weekly basis, Russell suggests requesting the following reports:

1. Cash flow analysis
2. Fund balance and the ratio to general operating
3. Tax collections review
4. Balance sheet
5. College's financial investments
6. College's revenues and expenditures
7. Building report

Revenues. By building in regular reporting meetings with the CFO, the president will always be accountable with the college's resources and can answer the board's questions at any time. This is extremely important and reflects a continuous planning process model of Total Quality Management (TQM).

W. Edwards Deming is remembered for his quality processes and methods to improve organizations through accuracy in all areas by which structured assessments equip organizations to move toward outcome improvements. In Deming's book, *The New Economics for Industry, Government, and Education* (1994), and in *Out of the Crisis* (1986), the total quality designer describes a simple, yet effective cycle that contains five steps for effectiveness. While the Japanese have referred to it as the Deming Cycle, this model has also been called the Deming Wheel (p. 88).

The four steps to the continuous quality wheel are as follows:

Plan: Develop a plan for improving at a process

Do: Execute the plan, first on a small scale

Study: Evaluate feedback to confirm or to adjust the plan

Act: Make the plan permanent or study the adjustments. (p. 131)

With regard to finance in community colleges, there has never been a more vital time to watch the budget carefully; as nationally, community colleges are facing soaring enrollments and budget shortfalls. Therefore, community colleges must be cognizant of continual review where the budget is concerned.

The sources of revenue that the college can expect to rely on in future years will come from tuition, fees, state apportionment, local taxes, interest, continuing education, and contract training (A. Tyler, personal communication, October, 14, 2009). From those, tuition is set by the Board of Trustees, following a recommendation by the president. State reimbursement currently depends on number of students enrolled and what programs they are enrolled in (Texas reimbursement rewards some courses with higher reimbursement than others). Interest monies come from the college's investments, which is a duty prescribed by the state. Continuing education dollars will be projected based on the number of classes that are offered to the community and the costs to administer those programs. Contract training includes the revenues generated by the college doing workforce training through grants. With regard to local property taxes, a community college budget is based on the tax rolls and appraisals of property within the district; these are accessible from the local tax office.

The Texas Constitution has five basic rules for property taxation, and they are as follows:

- Taxation must be equal and uniform.
- All tangible property must be taxed on its current market value.
- All property is taxable unless a federal or state law exempts it from the tax.
- Property owners have a right to a reasonable notice of increases in appraised property value.
- Each property in a county must have a single appraised value. (Combs, 2010)

As far as expenditures are concerned, in colleges that have been in existence for a number of years, there are certain fixed expenses, like full-time faculty and benefits, and these expenses are harder to regulate than others. Depending on the number of full-time faculty members in comparison to part-time, and retirees' benefits that a college subsidizes, the fluctuations between institutions can vary significantly. Research shows that well-trained part-time faculty members are as productive and effective as full-time faculty (J. Roueche, personal communication, May 13, 2010). In community colleges, the budget reflects expenditures of between 80-85% going directly to personnel and the benefits that accompany staffing. According to a CFO in a Texas Community College District, 80% is a percentage that colleges should strive to maintain (K. Bender, personal communication, May 17, 2010).

For faculty, the largest share of that personnel, a compensation plan should be developed and based on logical and incremental pay grades that are embedded as a part of the adopted annual budget. Each pay-grade should include a range of salaries within that pay-grade and a band of salaries that overlap with each pay-grade above and below in the system. In the case of instructors, the college districts that immediately compete for instructional personnel and administrators will drive the actual local salary scales. The willingness of a local board to incur a tax rate may become a major factor in the development of a competitive system of pay grades, but this will not happen if the district can attract adjunct instructors to teach classes. While higher pay is not always a motivator for instructors, an effective pay scale system should help insulate a district from losing personnel as a result of salary alone.

Finally, with regard to the budget that is submitted to the board, it is imperative to maintain a tight control on the expenditures related to the key building projects that are going on. This report comes from the CFO and the Facilities Director and is beneficial related to any concerns to the business and support operations area. The main focus area would be construction. The reason this report is so important is that projects cost a district a greater amount of money if timelines are not met, hence affecting the budget. These are also high visibility issues for the district.

Austin Community College District as the Focus Institution

As the primary focus of this treatise, evaluating the roles, responsibilities, and involvement of board members over four decades and noting the changes of such during

that time period shows that while certain elements of duty have evolved, some duties have not changed much. Interesting to note is Austin Community College began with no local tax base, operating out of old AISD facilities until the public voted the college a local funding stream. This research has been conducted through published research, articles, books, and monographs of higher education researchers, State of Texas agencies' documents and laws, and public documents from board meetings of one Texas Community College since the 1970s. Because Austin Community College District began to offer opportunities in the early 70s and because of the growth explosion since that time to constitute the THECB to term ACC as a "very large district," Austin Community College District is the institution which was used to evaluate how trustees operated with regard to time and concentration on particular duties. According to the Texas Education Code, there are 24 distinct powers and duties of the Board. Through data collection since ACC's first board meeting in 1973 to May of 2011, this treatise shows the differences in function of trustees in each decade with explanation of reasons for those changes in board management.

Institutional Background

History of Austin Community College.

"History never looks like history when you are living through it. It always looks confusing and messy, and it always feels uncomfortable."

~ John W. Gardner, *No Easy Victories*, 1968.

When Gardner penned that statement, Austin Community College District may have been a remote idea for the Austin ISD. Perhaps, however, ACC was part of those early visionaries' ideas.

According to the Texas Education Code (Sec. 130.016), a community college, established by a local Independent School District, can separate trustees when:

(a) A junior college established by an independent school district or city that has assumed control of schools already validated or established pursuant to the provisions of this chapter may be governed, administered, and controlled by and under the direction of a separate board of trustees, which may be placed in authority by either of the following procedures:

- (1) the board of trustees of an independent school district or city school district which has the management, control, and operation of a junior college may divest itself of the management, control, and operation of that junior college so maintained and operated by the school board by appointing for the junior college district a separate board of trustees of nine members; or
- (2) the board of trustees of any independent school district or city school district which has the control and management of a junior college may be divested of its control and management of that junior college by the procedure prescribed in Section 130.017. Texas Education Code

The voters of the Independent School District, did, however, elect to begin a community college for Austin and the surrounding students of Central Texas in

December of 1972, and classes began in September of 1973. ACC shared the same geographic boundaries as AISD, and the AISD board of trustees oversaw ACC, also. The Southern Association of Colleges and Schools (SACS) fully accredited ACC in December of 1978 as a 2-year community college for the public. It was March of 1982, when ACC established its own board of trustees and separated from AISD.

From the inception of ACC in 1972 until today, this community college has grown from one campus at Ridgeview to eight campuses that serve over 7,000 square miles (ACC website, 2011). From ACC's website, the introduction of the 'History' page says, "The journey has not always been easy. What started as an extraordinary vision among community leaders and education pioneers is today the primary gateway to higher education and workforce training in Central Texas" (2011). Growing as explosively as ACC has, the dynamic changes that have occurred in less than 40 years had to have been "messy," as Gardner described, for trustees, administrators, faculty, and staff over the years. The people, economy, and employers of Central Texas, however, have prospered because of those challenging times and changes made because of vision, research, and the desire to maintain an open door for accessibility.

In spite of any growth pains since 1972, Austin Community College, with over 45,000 students in 2011 and 450 employees, was the ideal institution to use as a benchmark in Texas for this research. In the heart of the state's capitol, situated close to a flagship university, The University of Texas at Austin, and nestled in a diverse and growing area, ACC is thriving. Utilizing data from the board meetings of ACC over the

last four decades, this treatise unveils what priorities have been the subject of board meetings over the years. The prioritization of time on various subjects, and the amount of time spent by trustees in various years, has changed significantly.

Land areas of Austin Community College. According to the Texas Education Code, the area of service for ACC contains the following regions:

- (1) Hays, Gillespie, Caldwell, and Blanco counties;
- (2) Travis County, except the territory within the Marble Falls Independent School District;
- (3) Williamson County, except the territory within the Florence, Granger, Hutto, Lexington, Taylor, and Thrall independent school districts;
- (4) the part of the Nixon-Smilely Consolidated Independent School District located in Gonzales County;
- (5) the part of the San Marcos Consolidated Independent School District located in Guadalupe County;
- (6) Bastrop County, except the territory within the Lexington Independent School District;
- (7) the part of the Elgin Independent School District located in Lee County; and
- (8) the part of the Smithville Independent School District located in Fayette County. (TEC, Sec. 130.166)

ACC mission, vision, and value statements. Jensen (1976) posited that:

Successful management of the community college must surely begin and end

with a deep and abiding concern for, and knowledge of, the people who will be served – an understanding of the broad diversity and yearnings of the students, and a sincere desire to help them achieve their aspirations. (p. 41)

In the 70s, before terms like mission, vision, and value statements were commonplace for boards to adopt with regard to a measure of organizational success and planning, educational institutions were adopting mission statements without terming them as such.

“Good management,” Jensen suggests, “[involves] adopting something like the simple statement of responsibility which guides the trustees of Harvard University.” “Our responsibility is to see that the institution is well run, and not to run it” (Jensen, 1976, p. 41).

Almost a quarter of a century later, the focus of missions, visions, and value statements have expanded and are more clearly identified to be measurable and provide greater detail for the people that are served, employed, and depend on the institution.

Smith (2000) stated that “the mission of the college articulates what it exists to do and whom it exists to serve. It is the ‘how’ of achieving the vision (p. 119).

In 1973, at the inception of ACC, the Texas Legislature prescribed the legal purpose in the Texas Education Code (Section 130.03 (e)) for Austin Community College. Per that code, the purpose of ACC was the following:

1. Technical programs up to two years in length leading to associate degrees or certificates;

2. Vocational programs leading directly to employment in semiskilled and skilled occupations;
3. Freshman and sophomore courses in arts and sciences;
4. Continuing adult education for occupational or cultural enhancement;
5. Compensatory education programs designed to fulfill the commitment of an admissions policy allowing the enrollment of disadvantaged students;
6. A continuing program of counseling and guidance designed to assist students in achieving their individual goals. (Section 130.03 (e) TEC)

At that time, Austin Community College was still intricately tied to Austin Independent School District, governed by the same trustees of AISD. As a board, they wrote a “Purpose Statement” for ACC that read:

Austin Community College is a post-secondary educational institution committed to the belief that in a democratic society all persons should have a continuing opportunity for the development of skills and knowledge as well as for the inculcation of their responsibility to that society. Believing that the expansion of access to post-secondary education to include all persons is vital to support effective adaptation to accelerated technological and social change, the Austin Community College actively seeks to alleviate barriers to the pursuit and achievement of realistic educational and occupational goals. (Board Meeting Minutes 1974, March, p. 3)

This purpose statement of the early ACC clearly explained that the institution

would be the open door for all people seeking higher education and occupational training, which would benefit society. While these reasons for existence would not be challenged in 2011, a greater focus is the measurement criteria that were missing in ACC's purpose statement in 1973. Great community college boards of the 21st century recognize that decisions must be made based on evidence, and while being accessible to all and meeting the needs of the economy and workforce are still a priority, measuring student success and persistence is a tool by which to measure the effectiveness of community colleges.

According to Wayne Newton, national community college board trainer, the mission statement should always be aligned with what the community needs and should be reviewed at least annually (personal communication, January 10, 2010).

From the Austin Community College District website, the following mission, vision, and value statements were approved at the February 13, 1973, meeting. They have been amended nine times since 1973, with the last policy update occurring on May 2, 2011 (ACC, 2011).

Mission

The ACC District promotes student success and improves communities by providing affordable access to higher education and workforce training in its eight-county service area.

To fulfill its mission, the College will provide, within its available resources, the mission elements prescribed by the State of Texas:

[a] Vocational and technical programs of varying lengths leading to certificates or degrees.

[b] Freshman- and sophomore-level academic courses leading to an associate degree or serving as the base of a baccalaureate degree program at a four-year institution.

[c] Continuing adult education for academic, occupational, professional, and cultural enhancement.

[d] Special instructional programs and tutorial service to assist underprepared students and others who wish special assistance to achieve their educational goals.

[e] A continuing program of counseling and advising designed to assist students in achieving their individual educational and occupational goals.

[f] A program of technology, library, media, and testing services to support instruction.

[g] Contracted instruction programs and services for area employers that promote economic development.

In *Shared Vision*, Roueche, Baker, and Rose (1989) define leadership as "...the ability to influence, shape, and embed values, attitudes, beliefs, and behaviors consistent with...the unique mission of the community college" (p. 34). At ACC, the mission and value statements drive the institutional focus. While knowing that "people support that which they help create" (J. Roueche, personal communication, fall 2009), the board of

ACC seeks input from the president and administrative team as these core principles are annually reevaluated. Wilson (1996) delineates mission and vision as the following:

Mission states the basic purpose of the organization, defines its relationships to other organizations and constituencies, and sets general objectives. Philosophy articulates the values that should guide organizational behavior, defines the character of relations with stakeholders, and sets the style and culture of the organization. Vision builds on these statements to describe the future size, shape, and texture of the organization [that is, one should be able to get a good feel for the future organization from the vision statement]; it sets specific goals and, more important, drives and guides action to achieve those goals. (1996, p. 3)

Value Statements

Drucker wrote, “The leader sets the goals, sets the priorities, and sets and maintains the standards” (1992). To Drucker, at the time, this was management. Two years later, in 1994, and at 95 years old, he agreed to do an interview with *Forbes Magazine*, and reviewing his stance on leadership, he did acknowledge the importance of a difference in terms. Leaders know who they are, and establish their goals, values, and priorities based on self-knowledge first. Leaders know what they value and hold true to those core principles. They are driven by mission and understand the importance of getting people to understand the mission of an organization (Karlgaard, 2004). Like Drucker, Jim Collins, in *Built to Last*, shifted his opinions regarding leaders and what constitutes leadership over time. Like great leaders, managers are necessary to

effectively operating business and non-profit sectors. The management functions are **functions** (planning, organizing, controlling, supervising, evaluating, etc.) that require discipline and skill. Leaders are the visionaries who must instill confidence in others to accomplish goals and objectives that follow missions (Collins, 2005).

Perot wrote in his book *My Life and the Principles for Success* (1996) that the principles of leadership are timeless because human nature does not change, and always considering the Golden Rule is critical to being successful with people. He said, “Earn trust and respect by treating others as you would like to be treated. MANAGE INVENTORIES – LEAD PEOPLE” (p. 119). Perot clearly distinguishes a difference between management and leadership. The leadership piece is pivotal; that leadership starts with the Board of Trustees, moves to the president, and then the leadership cabinet, who will all share responsibility in the creating of a college that is student learning centered, meeting the needs of the workforce, providing access and opportunity, and preparing students for success in life.

In addition to a mission statement, Austin Community College publishes value statements that tie to what the District finds most valuable and have organized these five words into an acronym “CARES.” These value statements also are closely linked to the master planning and budgetary functions. Reworked in May of 2011, ACC values the following:

C - Communication: ACC values open, responsible exchange of ideas.

A - Access: ACC values an open door to educational potential.

R - Responsiveness: ACC values targeted actions to address Service Area and internal needs within available resources.

E - Excellence: ACC values commitment to integrity and exemplary standards.

S - Stewardship: ACC values personal and professional ownership that generates accountability.

The Austin Community College District will be recognized as the preferred gateway to higher education and training and as the catalyst for social equity, economic development, and personal enrichment. (A-1.vision/mission/values statement, 2011)

Austin Community College chose only a few (5) value statements, and this seems intentionally, so that they could be intentionally focused on student success, be moving and powerful, and people could espouse them easily.

Intended Outcomes

The Austin Community College is committed to enhanced learning success for all students. The primary goals of the College's efforts to promote student success shall be to:

- Reduce attrition
- Complete developmental and adult education course progression to credit courses
- Complete gateway courses (high enrollment areas)
- Increase persistence (term to term/year to year)
- Enhance student learning/completion of attempted course with a "C" or better

- Increase degree/certificate graduates and transfer to universities
- Increase success equity across all racial/ethnic/gender/income groups

The Austin Community College District will establish institutional effectiveness measures designed to assess the College's success in providing:

- Balanced instructional offerings among the College's mission elements;
- A teaching and learning environment that encourages students to be active, life-long learners;
- Accessible and affordable post-secondary and higher education programs and services for all who qualify and have the ability to benefit;
- Enrollments reflecting diverse and traditionally underserved populations in numbers that represent the local populations of our Service Area;
- Job placement from career workforce programs into family-wage careers;
- Efficiently administered programs and services that create an institution that is a good place to work, learn, and otherwise experience the higher-education process.

Institutional Effectiveness measures will be established and annually reviewed through the College's shared governance process as part of continuous quality improvement efforts. Institutional Effectiveness measures and assessment results will be reviewed annually by the Board of Trustees. (A-1.vision/mission/values statement, 2011)

Distinctions in Design

The One-College of ACC. Functioning under a “One-College Concept” institution, ACC has improved its budget processes, through better allocation of resources, creating less competition between each campus for dollars. Curriculum has improved, as disciplines require a consistent core curriculum for all campuses, hence strengthening delivery of content to students in a uniform and quality manner.

The One College Organizational structure began after 1997 and was fully implemented in fall of 2001, after the board studied a revised position paper and recommendations (ACC, 2011). The research presented to the board said:

The organization of the college will ensure that students may expect and will receive equitable instructional resources and quality instruction at all campuses, and, to the extent possible, immediate response to problems related to enrollment, scheduling, and financial assistance at the campus level. The various aspects of management and decision-making shall be centralized or decentralized as needed to achieve this goal. The organizational structure shall be characterized by clarity, coherence, and unity; decision-making shall be characterized by compliance with board policies and administrative directives, adherence to consistent principles, and efficient and effective use of college resources. (A-1.vision/mission/values statement, 2011)

The President shall maintain an organizational description with clear delegation of supervisory authority and accountability for College decisions. In all cases the

faculty discipline group should be given substantial responsibility for curricular decisions. The details of the allocation of responsibility between individual faculty, college-wide faculty discipline groups or their committees, and academic supervisors may be varied based on the needs of each sector.

The President shall ensure that the College's system of assigning responsibility provides faculty and staff, including adjunct faculty and non-supervisory employees, a variety of opportunities to develop and exercise skills in leadership and collaboration, to express specialized professional talents, and to participate in collegial decision-making. (A-1.vision/mission/values statement, 2011)

The current design of the organizational structure, as presented in Austin Community College's (ACC) organizational charts, reflects this concept. ACC does not offer all instructional programs at all campuses, but does provide general education/core curriculum courses at all eight campuses and provides comprehensive student support and success services at all campuses. There are no divisions by campus in the organizational design, only by function of the units. Hence, academic affairs, student services, and administration work together to live the one college concept. Also, the division of College Operations provides a unique design that reflects the College's leaning toward a "servant leadership" model of structure. This section of the College's functioning units focuses on services that help all employees to succeed in their jobs: helping students, staff, and faculty be successful, accountable, and persist. ACC's structures reflect its mission and its leadership philosophy, therefore providing this

researcher with a forward thinking and transformational organization from which to gather data.

Leadership by the president of Austin Community College. The college president's role, like the board's role, has evolved over four decades. There is more empowerment to the president /CEO with Carver's Policy Governance Model. That does not mean that the president spends less time with the board. In fact, the minutes from ACC since implanting Policy Governance show more time being spent in board meetings. However, the president's duties have expanded since that time. By working with the leadership team to oversee and manage the development of a comprehensive master plan, a facilities master plan, the annual budget (including multi-year projections), oversee organizational development, the promotion of diversity, the management of technology, and the implementation of rigorous and measurable standards for student success for the college, the ACC president handles all the duties of a CEO of a major corporation. Individually, the president is the face of the institution and meets the key community stakeholders regularly to assess their needs and promote potential partnerships for the College; board members also do this for the college. Engaging people who are community partners is also part of the external role of the president. This occurs at The University of Texas, in The Texas Association of Community Colleges, with The Gates Foundation, with the American Association of Community Colleges, and through local community-based service organizations. Austin Community College truly leads with a servant leadership mantra that starts at the top

level of management and is encouraged throughout the institution. This positively sends the message of what ACC does for the economy in the region and the workforce development opportunities that occurs through the education of traditional and non-traditional students. Building awareness in the region is vital for expansion and growth.

Operating with the highest ethical standards and utilizing an open-door policy of management, the president of Austin Community College has been committed to the position encapsulating days, evenings, and weekends.

Turner (2006) suggests that the next generation of presidents will need even more skills than the presidents of the past needed to keep pace with technological trends, industrial change, and economic forces.

Utilizing the Carver Model of governance. *“Such a governance style may be most appropriate for large and complex organizations, where any degree of micro-managing on the part of board members can do serious damage and undermine the authority of senior administration.”*

-- Robert Bacher

(Church Administration: Programs, Process, Purpose)

Smith (2000) posited, “Effective boards stick to policymaking and adopt those policies appropriate for the institutions they govern. They exercise self-control and avoid the temptation to devote their efforts to operations, events, and routine approvals” (p. 109).

Greenleaf (1977, 1991) contended that boards are servants to the communities that they represent.

Carver's Policy Governance Model is similar to Greenleaf's theory. Carver touted the importance of boards to represent their owners, and this is applicable to corporate or non-profit boards. In the case of the community college, the owners are the people of the District who pay taxes and constitute the community. Carver asserts that utilizing his model may create a change in the make-up of boards that have previously engaged trustees who have served personal interests, or been a single-issue trustee, or worked solely for the needs of faculty or students. Unusual to imagine, Carver suggests in his highly acclaimed book, *Boards That Make a Difference*, that the best interest of an institution depends on the desires of the community first, the people who act as the owners (Carver, 1997).

Under the Policy Governance Model, the board maintains one employee: the CEO. By entrusting all of the management functions to the CEO, it is vital for the board to establish succinct policies, delegate that authority to the CEO, and then evaluate for effective performance.

Carver also establishes several principles that make Policy Governance different from other forms of governance. For example, with the Carver Method, the board sets the "Ends." The ends are the final expectations or goals directed from the board. The CEO, as the one employee of the board is responsible for establishing the "Means" of seeing that the end results are achieved. That achievement is not for the board to

scrutinize, as long as the means are ethical and legal and achieve the results that the board has delegated (1997).

This model of governance does set limitations on the authority of the CEO, and through those limitations, the organization has parameters that may function to accomplish the priorities and goals of the institution (Smith, 2000).

Smith explains that Policy Governance is about a board having “One Voice.” For instance, if a board vote is not unanimous, then the people who were on the losing end of the vote will still champion the end decision and publicly support that decision. The board speaks as one, not five, seven, or nine individuals, regardless of being elected by a constituency (2000). By beginning with broad values and then narrowing them to create more distinct, measurable parameters carried out by one CEO. Carver also suggests using the fewest policies possible as a governance model. Finally, the Carver Policy Governance Model directs boards to “define and delegate, rather than react and ratify” (Smith, 2000, p. 107).

“The Policy Governance model provides an alternative for boards unhappy with reactivity, trivia, and hollow ritual—boards seeking to be truly accountable. But attaining this level of excellence requires the board to break with a long tradition of disastrous governance habits” (Carver, 1996, p. 18).

Carver says that if you know everything that is going on, then there is not enough going on. The communication piece between the CEO and the board is a process. It

takes about 100 committed hours to know enough about the college to be qualified to be part of the decision making process (1996).

Austin Community College Board of Trustees operates using the Carver Policy Governance method. Smith states that boards following a Carver Model have succinct and easily read policy manuals, which ACC has accomplished since moving into the Policy Governance mode of operation (Smith, 2000).

The American Association of Community College Trustees were strong advocates and embraced Carver's Policy Governance Model, having a large presentation take place at an ACCT annual meeting in 1999. However, very few boards adopted this type of governance. "Some boards failed to consider the Carver model because it represented a change from the comfortable status quo... Others embraced it...but have abandoned it...because some of the trustees did not like the loss of control over decisions made by the president" (Cloud & Kater, 2008, p. 15).

Austin Community College is one of the few institutions practicing a true Policy Governance structure that is a near pure form as Carver prescribed. Because of dedication and commitment to this structure the ACC board focuses on future goals and services.

Austin Community College Trustees, through commitment to Policy Governance, training, and board responsibilities, understands its role; they hire and evaluate the president, and they create the policies for the institution. The president is

the CEO and responsible for implementing the policies. By establishing the ends, they rely on a well-qualified CEO to execute the means.

Servant leadership. “Servant-leadership is more than a concept, it is a fact. Any great leader, by which I also mean an ethical leader of any group, will see herself or himself as a servant of that group and will act accordingly.” ~ M. Scott Peck

A culture like Austin Community College District’s comes from carefully laid plans between boards and presidents; trustees who willingly and thoughtfully have served ACC have over the last four decades, in coordination with administration, been focused on what is best for the institution, the students it was founded to serve, and the economy of Austin and surrounding regions and the State of Texas. Many of these elected volunteers have moved on to larger roles in government and education. ACC’s board follows an annual work plan that includes a number of policy compliance reports. These are critically related to the board’s role in enhancing accountability, and also reinforce the expectations of servant-leadership philosophy (Kinslow, personal communication, July 22, 2011).

The role of servant leaders is to empower others to do more, be more, and attain more than they ever thought possible. Helping others soar is what servant leadership is all about.

Kouzes and Posner (2003), explained servant leadership as the following:

Studies of unsuccessful executives portray people as loners—managers who prefer to work independently, who are highly critical of their staff, and who are

unwilling to share control of projects and problem solutions. Unsuccessful executives generally view team participation and discussion as a waste of time and have poor interpersonal skills, according to these studies; they're ill at ease with others, frequently making insensitive and undiplomatic remarks, and they look on other people with a great deal of mistrust. Managers who focus on themselves and are insensitive to others fail, because there's a limit to what they can do by themselves. Those leaders who succeed realize that little can be accomplished if people don't feel strong and capable. In fact, by using their own power in service of others rather than in service of self, successful leaders transform their constituents into leaders themselves—and wind up with extraordinary results. (pp. 190-191)

During an Austin Community College board retreat on August 15, 2009, and led by Dr. Walter Bumphus, the board chair introduced herself to the audience and said, I always get excited about what we are doing. I love graduation because graduation from ACC is like hope. I get overwhelmed about what is possible for what people can do and achieve. I think about the single mother, the 70 or 80-year-old who decides to go back to school. It is invigorating. (Personal communication, 2009)

Caring about the ends and being motivated to work for the betterment of all stakeholders is part of servant leadership. The rewards come when others succeed.

Servant and visionary leaders who have a solid foundation in education, finance, community, and change are the sought after community college educational leaders. Professionals who exhibit educational leadership qualities understand the challenges in diverse student populations and manage to accommodate these diversities through modeling, training, and leading other educators and administrators. Educational servant leadership can be taught and learned; however, strong educators also understand that continuous learning is vital and mandates change. Look at how quickly technology has changed education in the last four decades. Strong leaders at all levels adapt curriculum and instructional methods as more technological advancements are developed. Learning from others' successes and mistakes, while also being willing to forge smart solutions for future challenges, is the primary responsibility of people who choose to serve as trustees in a higher education setting. A servant leadership culture at ACC evolves from a Board of Trustees that operate on a voluntary basis. The president and administrative team have adopted that goal and lead by serving others. There is a real cultural difference in an institution that sees the work they do as servants to students, the owners, the economy, and the greater good of society.

Introduction to Findings of Board Minutes

This study was carefully selected because there are over 1,300 community colleges in the nation that are enrolling the largest number of students in post-secondary education, and the future success of the American economy is dependent upon the success and training that results from these community colleges. With all community

colleges governed by trustees who are lay volunteers, the need to educate these ever changing boards with regard to their duties and responsibilities is necessary for these institutions to meet the needs of the nation as the U.S. competes globally.

In Texas, specifically, growing enrollment, changes in student demographics, and reduction in state resources moves governance boards to think more creatively than ever before, “do more with less,” and thoughtfully plan for the future. While the duties prescribed by the Texas Legislature do not change, boards spend more hours on some duties and less to no hours on others. The legally defined duties do not dictate the means to the ends, so how boards operate individually and cooperatively is not explicitly described to new trustees or boards. Much of the literature throughout the decades describes the culture of boards and the make-up of boards. While community college student demographics have greatly changed over the last 40 years, board consistency has not followed the demographic pattern of the students. This study evaluates literature and data that describe while some changes have occurred, other factors have not; a final chapter dedicated to affective best practices for new trustees has evolved from this research, which is something that has continuously been missing from the literature.

Assessing the Decades of ACC Meetings

Using meeting minutes from Austin Community College District since March of 1974 and through 2010, the researcher used data from March, June, and October of four years from each decade (1974, 1976, 1978, 1979, 1981, 1983, 1986, 1989, 1991, 1993, 1996, 1999, 2001, 2003, 2006, 2009). This analysis did not examine only regularly

called meetings; it also incorporates specially called meetings. The goal was to take the duties of the trustees in Texas, as set by the Texas Education Code, and evaluate meeting minutes over the decades to determine where trustees spent the majority of their time.

While the minutes of meetings do not break down each agenda item and its subsequent discussion of each item into minutes, the study evaluated total minutes of board meeting time and the 24 prescribed duties that were addressed during every meeting. The findings are bias and show how different decades required trustees to allocate time to different duties. The reasons can be surmised. More time was spent during the transition of a new president. More time was expended during a change in governance. More time was expended as the district grew. As Austin Community College District adopted Carver's Policy Governance Model, less time was spent on expending funds, and more time was directed toward setting goals and policy. What follows is a summary from each decade.

The 1970s. Using March, June, and October meeting minutes from 1974, 1976, 1978, and 1979, there were 12 meetings during this time period with a total of 1,200 minutes spent on 12 meetings. This equates to an average of one hour and 40 minutes at each meeting in the 70s. During the 1970s, there were 7 trustees on the board, who also served as the Austin Independent School District trustees. There was always a quorum at every meeting.

The 1980s. Using March, June, and October meetings from 1981, 1982, 1986, and 1989, there were 19 meetings during this time period with a total of 2,571 minutes

spent on all meetings. This is an increase of 1,371 minutes more spent on the same sample of months in the 1980s than in the 1970s. The average of time spent per meeting was 2 hours and 25 minutes per meeting, including special meetings. During the 1980s, Austin Community College separated from AISD, and the board went from 7 trustees to 9. There was always a quorum present.

The 1990s. Using March, June, and October meetings from 1991, 1993, 1996, and 1999, there were 19 meetings during this time period with a total of 3178 minutes spent on all meetings. This is an increase of 604 minutes in the 90s over the 80s on the same number of meetings utilizing the same months. In the 1990s, the average meeting lasted 2 hours and 47 minutes. During all meetings, a quorum was present.

The 2000s. Using March, June, and October meetings from 2001, 2003, 2006, and 2009, there were 25 meetings held during these months in the time period. There was a total of 4,289 minutes, which averaged 2 hours and 52 minutes per meeting. This was an increase of 1,111 minutes spent in the 2000s over the number expended in the 1990s.

Duties of the Texas Education Code: Which Are Most Addressed in Meetings

Findings from Austin Community College board meetings: The study. When the study began, I anticipated evaluating three months of four years from the 70s, 80s, 90s, and 00s. This would constitute 48 meetings. However, upon digging into the files, I realized that to effectively describe how much time trustees were allotting to their board responsibilities, there needed to be data collected from special called meetings during

those months also. So, in total, 75 meetings were evaluated to procure the following data. The following evaluations directly relate to the 24 duties outlined by the Texas Education Code and reported by TACC.

GOVERNANCE

1. Be governed in the establishment, management, and control of the College District by the general laws governing the establishment, management, and control of independent school districts insofar as the general law is applicable. Education Code 130.084

With regard to governance, the Austin Community College District Board of Trustees governed as prescribed by the Texas Education Code (130.084) during every board meeting reviewed.

TUITION AND FEES

2. Set and collect any amount of tuition, rentals, rates, charges, or fees the Board considers necessary for the efficient operation of the College District, except that a tuition rate set under this subsection must satisfy the requirements of Section 54.051(n). The Board may set a different tuition rate for each program, course, or course level offered by the College District, including a program, course, or course level to which a provision of Section 54.051 applies, as the Board considers appropriate to reflect course costs or to

promote efficiency or another rational purpose.

Education Code 130.084

In the 75 meetings that were evaluated over four decades, the board reviewed tuition, set rates, fees, or charges a total of 10 times in eight meetings. Because the months sampled were always March, June, and October, the chance that tuition being set during another month in each year is probable.

PROVIDE
DIRECTION

3. Provide policy direction for the College District and adopt such rules, regulations, and bylaws as the Board deems advisable. Education Code 51.352(b), 130.082(d)

There were 35 meetings in which no policy was adopted. There were 91 agenda items in 75 meetings in which policies were discussed and adopted.

ESTABLISH GOALS

4. Establish goals consistent with the College District's role and mission. Education Code 51.352(d)

Austin Community College discussed goals 29 times throughout the 75 meetings evaluated.

TAX RATE

5. Adopt a tax rate each fiscal year as required by Tax Code 26.05. Education Code 130.121

There was only one time in all 75 meetings that a tax rate was set, and that was October of 2006.

TAX COLLECTION 6. Levy and collect taxes and issue bonds. Education Code 130.121(a), 130.122(a)

Six times in five meetings, there was an agenda item related to issuing bonds, tax collections, or levying taxes.

ANNUAL BUDGET 7. The Board shall approve an itemized current operating budget on or before September 1 of each year 19 TAC 13.42

Twenty-six times in 23 meetings, time was spent evaluating the operating budget, getting it ready for annual approval before September 1.

ANNUAL AUDIT 8. Have the accounts audited in accordance with the approved financial reporting system. Education Code 61.065

Five times out of 75 meetings, the annual audit was part of the agenda at ACC meetings.

ANNUAL REPORT 9. Submit the required annual reports to the governor and comptroller. Gov't Code 403.013

Three times out of 75 meetings, there was discussion about the annual report to the State.

BEQUESTS AND GIFTS 10. Receive bequests and donations or other monies or funds coming legally into their hands. Education Code 11.151(a)

Thirteen times, the acceptance of funds was addressed as an agenda item at Austin Community College Board meetings from the 75 months studied. These monies were not gifts from individuals; rather, they were generally grants from state and governmental agencies to specific educational training.

ENDOWMENT FUND 11. Establish an endowment fund outside the state treasury in a depository selected by the Board.
Education Code 130.007

Setting an endowment fund was never discussed in the sample months. In December of 1991, the ACC board approved the creation of the ACC Foundation.

DEPOSITORY 12. Select a depository for College District Funds.
Education Code 51.003

Selecting a depository for College District Funds was part of the Austin Community College agenda four times out of 75 meetings. In each circumstance, there was great discussion about where the district funds would go. The researcher's assumptions are that this is a very political move, in addition to a competitive bidding process.

ELECTIONS 13. Order elections as required by law. Education Code 130.082(f), 130.122(b)

Twelve times in six meetings, elections were part of the agenda.

EMINENT DOMAIN 14. Exercise the right of eminent domain to acquire property. Education Code 11.155, 130.084; Atty. Gen. Op. M-700 (1970)

While property acquisition has been of great interest to Austin Community College over the last decade, in all 75 meetings, there was never an agenda item that related to taking property by eminent domain. According to Kinslow, in the history of ACC, the College has never used the power of eminent domain (personal communication, July 22, 2011).

APPOINT PRESIDENT 15. Appoint the College President, evaluate the President, and assist the President in the achievement of performance goals. Education Code 51.352(d)

Five out of 75 meetings, there were agenda items about hiring a president or evaluating the president.

EMPLOYMENT OF PERSONNEL 16. Appoint or employ agents, employees, and officials as deemed necessary or advisable to carry out any power, duty, or function of the Board; employ a dean, or other administrative officer; upon the College President's recommendation, employ faculty and other employees of the College District. Education Code 130.082(d)

Twenty-seven out of 75 meetings, the board engaged in employing personnel. The majority of these times were during the first decade of the College's inception.

PASSING RESOLUTIONS
OR ORDERS

17. Proceed by and through resolutions or orders adopted or passed by the Board. The affirmative vote of a majority of all Board members shall be required to adopt or pass a resolution or order. Education Code 130.082(d)

Twenty-four resolutions or orders were approved at 75 meetings over the course of the last four decades.

RENTALS, RATES,
AND CHARGES

18. Be authorized to fix and collect rentals, rates, charges, or fees from students and others for the occupancy, use or availability of all or any of its property, buildings, structures, activities, operations, or facilities, in such amounts and in such manner as may be determined by the Board. Education Code 130.123(c)

Only three times were related to rentals and discussed out of 75 board meetings.

PROPERTY
ACQUISITION

19. Execute, perform, and make payments under a contract for the use or purchase or other acquisition of

real property or an improvement to real property.

Local Gov't Code 271.004

Twenty-five times out of 75 meetings, there were agenda items about property acquisition. Austin Community College's growth throughout the decades has been explosive, and the College has been very aggressive about seeking out possible land and buildings for expansion.

LEASE OF PERSONAL
PROPERTY

20. Execute, perform, and make payments under contracts, which may include leases, lease with option(s) to purchase, or installment purchase, with any person for the use, acquisition, or purchase of any personal property, or the financial thereof. The contracts shall be on terms and conditions that are deemed appropriate by the Board in accordance with state law. Local Gov't Code 271.005

Seventeen times with 14 of those times before 1990, leases of property and contracts related to leases and acquisitions were agenda items during the meetings studied.

LAWSUITS

21. Sue and be sued. Education Code 11.151(a);
130.084

There were no instances of lawsuits at any of the sampled meetings over 4 decades.

COMMUNICATE
WITH COORDINATING
BOARD

22. Ensure that its formal position on matters of importance to the College District is made clear to the Coordinating Board when such matters are under consideration by the Coordinating Board. Education Code 51.352(d)

Once in 75 meetings was there discussion as part of an agenda that related to the State reports.

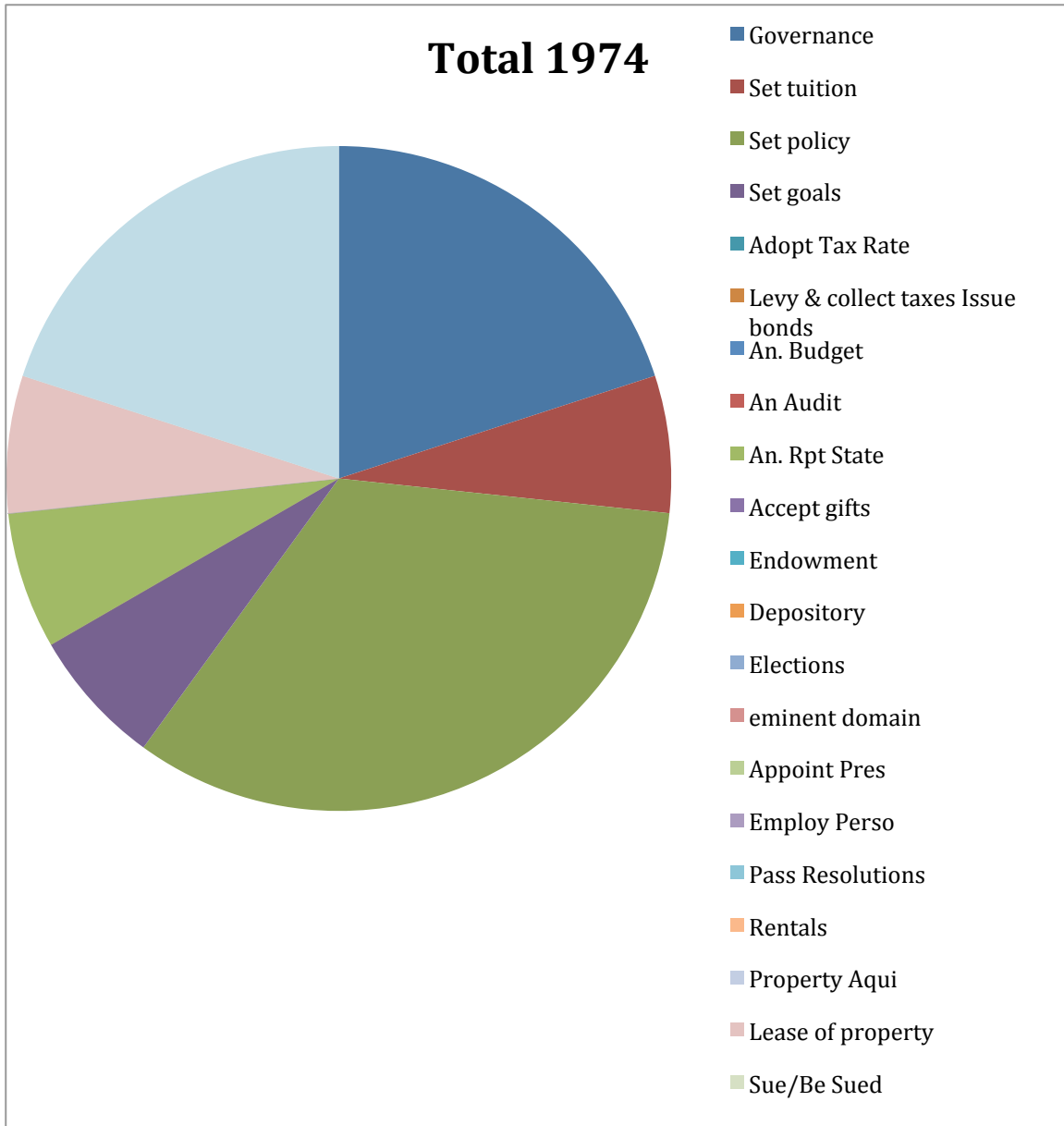
23. Set campus admission standards consistent with the role and mission of the College District and considering admission standards nationwide having a similar role and mission, as determined by the Coordinating Board. Education Code 51.352(d)

Not once in the 75 meetings examined did campus admissions standards get discussed. Although, according to Kinslow, it should be noted that the ACC Board, via Policy, reviews all institutional policies every two years, and Policy A-2 addresses this topic (personal communication, July 22, 2011).

MANAGEMENT OF
COLLEGE DISTRICT
FUNDS

24. Act as a fiduciary in the management of funds under the control of institutions subject to the Board's control and management. Education Code 51.352(e)

Seventy-four times in 39 meetings, there were agenda items related to expending funds. Interesting to note: of the 34 most recent months studied in after mid-1996, only seven times did expenditure of funds come up as agenda items again. This occurred very frequently during the early years of ACC. As the board turned more power to the CEO, those policies allowed the CEO to make the decisions on expending funds rather than requiring board approval (TACC, 2010). In the mid 1990s, the board began receiving a monthly financial report from administration (S. Kinslow, personal communication, July 22, 2011). The examined agenda items do not list the standard monthly reports on finances that do regularly occur, as does significant transparency of expenditures during the construction/approval of the annual budget for ACC.



*Figure 1. Where the Austin Community College Board Spent The Most Time–1974**

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

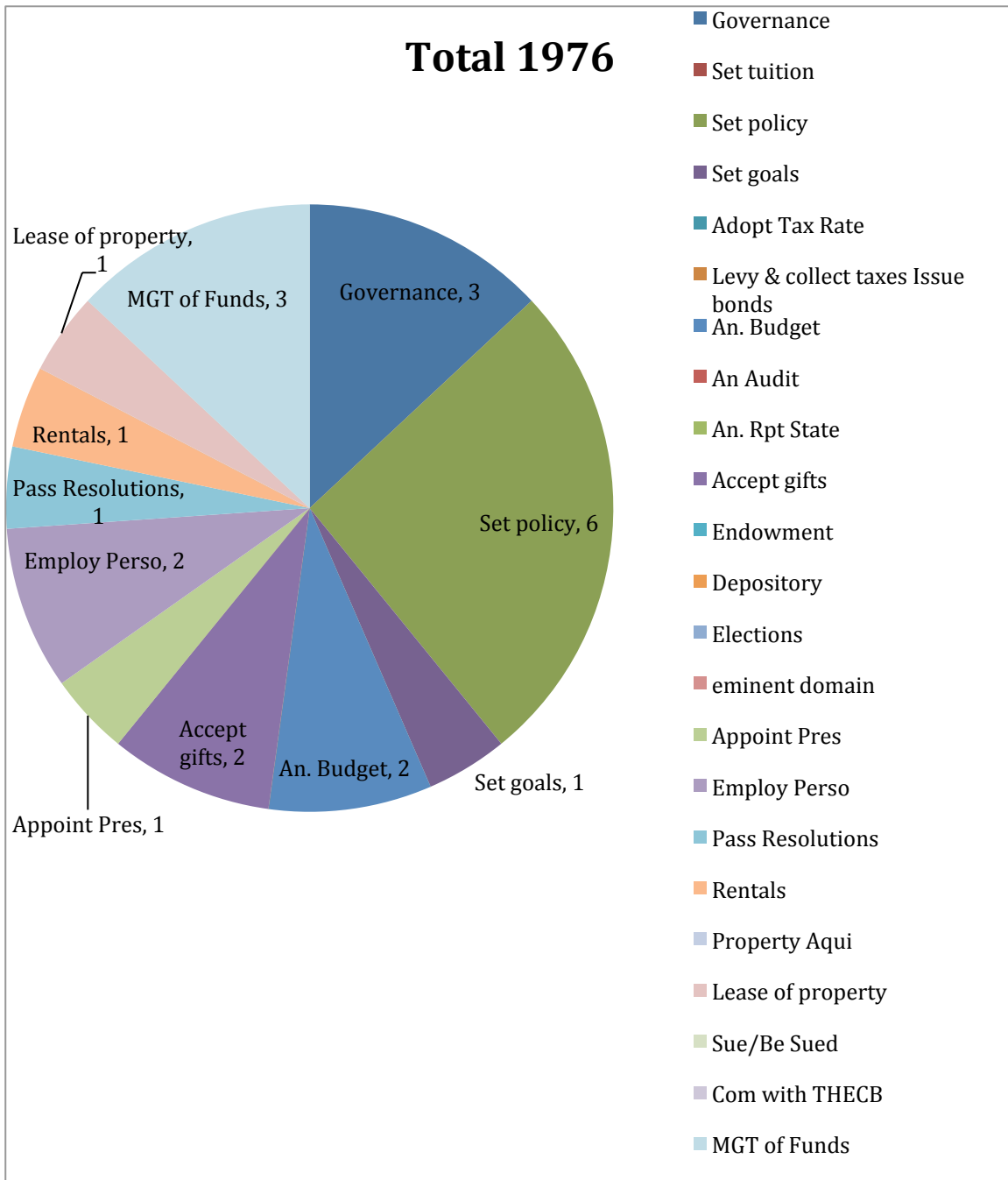


Figure 2. Where the Austin Community College Board Spent The Most Time—1976*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

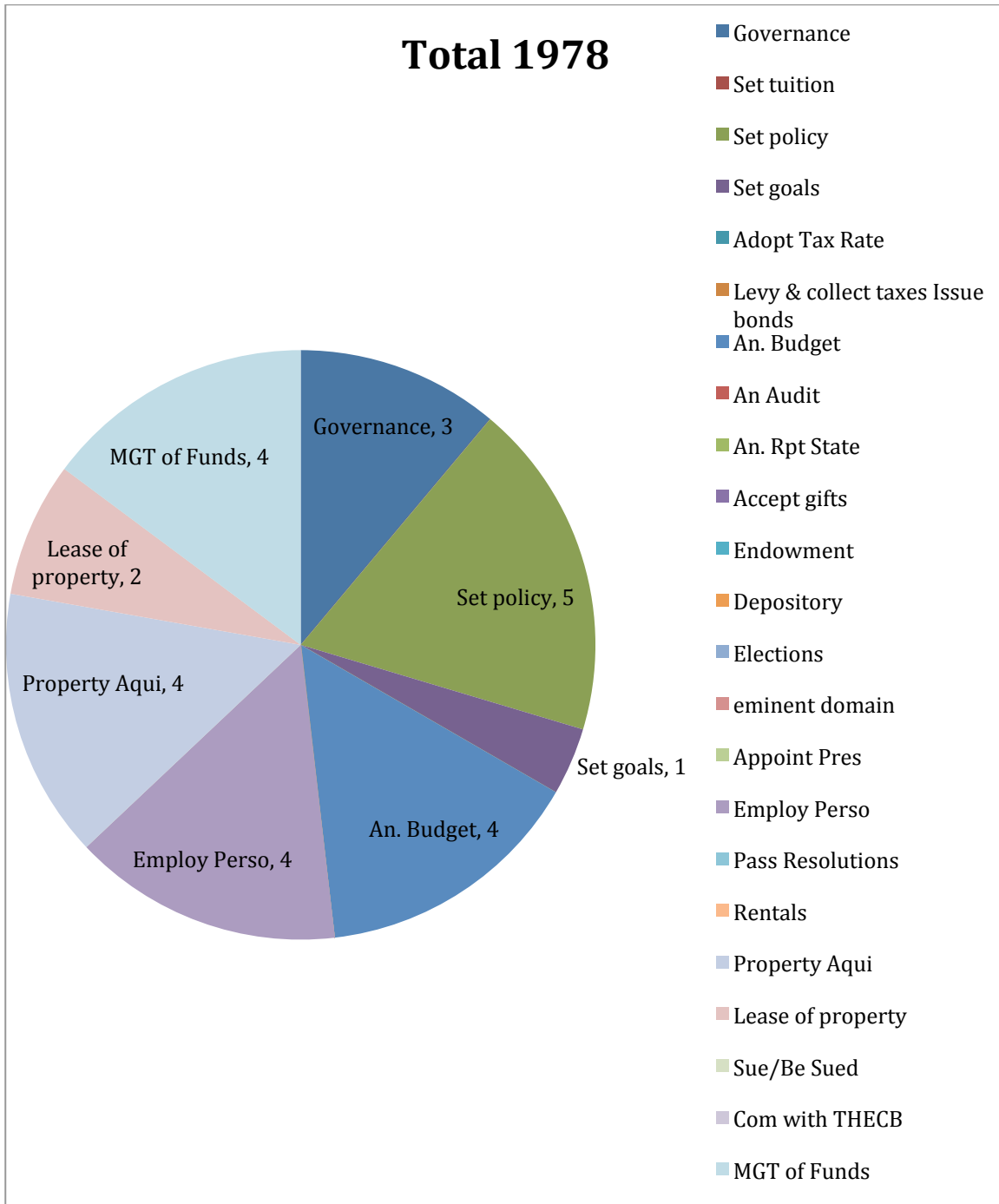


Figure 3. Where the Austin Community College Board Spent The Most Time–1978*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

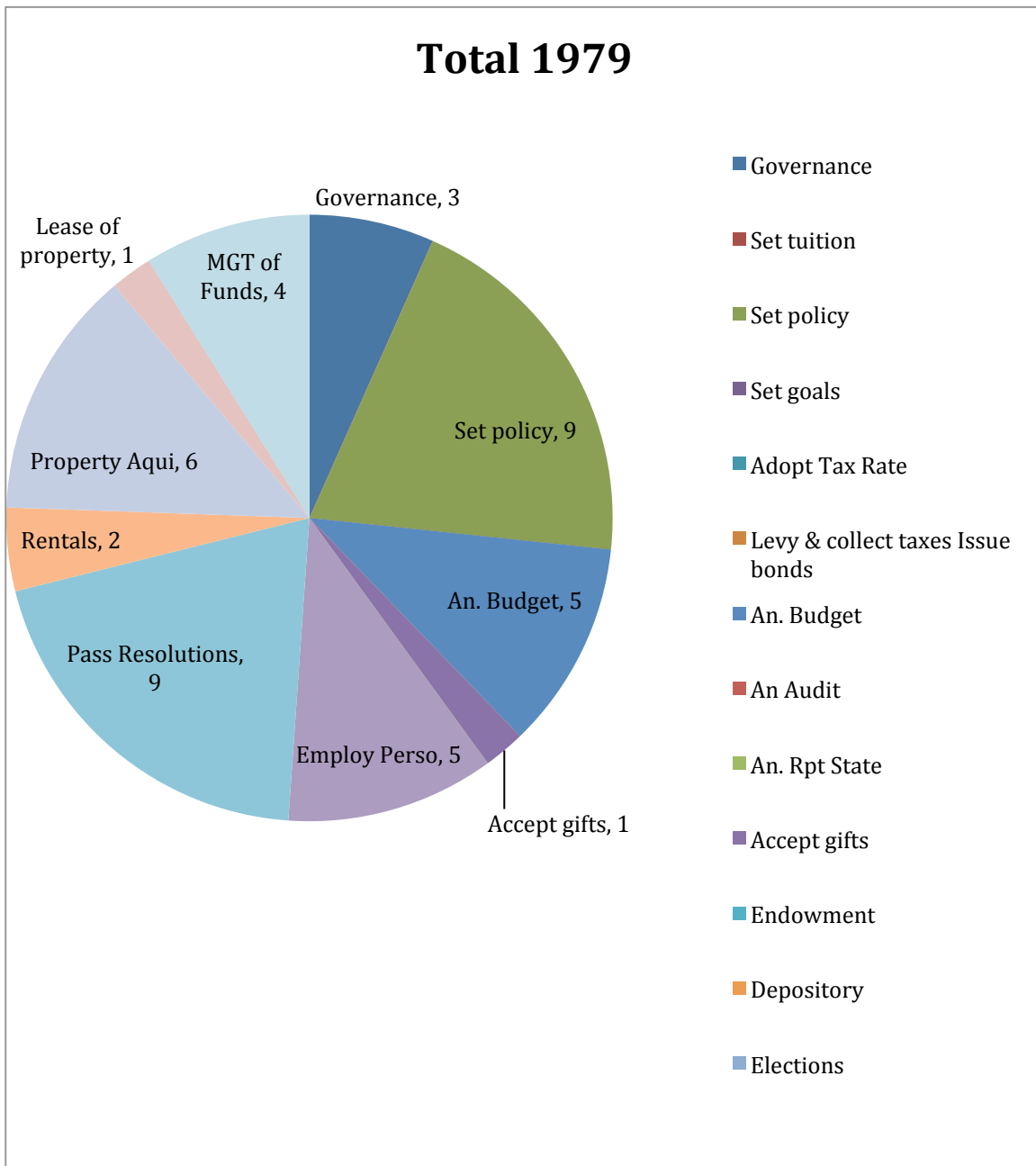


Figure 4. Where the Austin Community College Board Spent The Most Time–1979*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

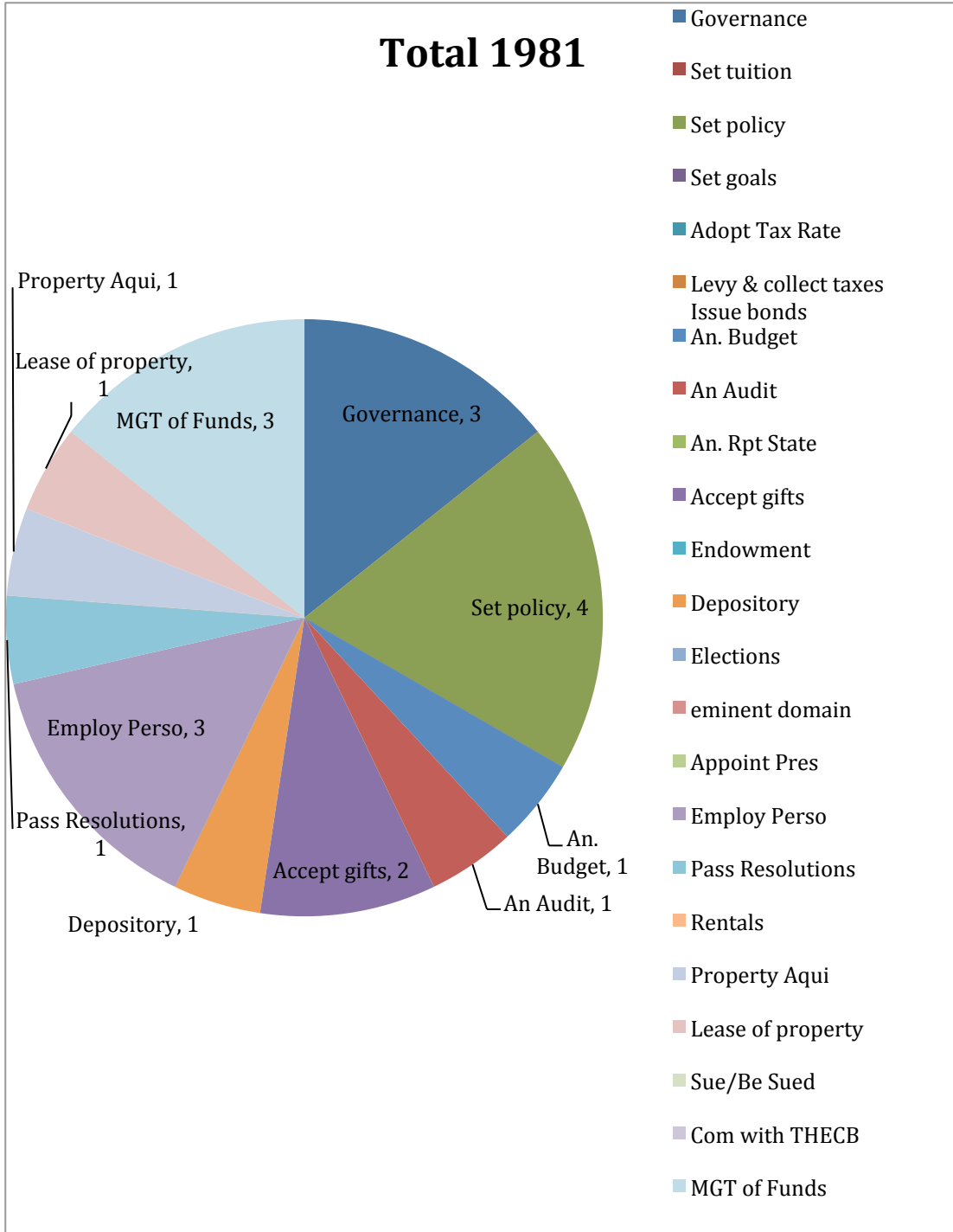


Figure 5. Where the Austin Community College Board Spent The Most Time–1981*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

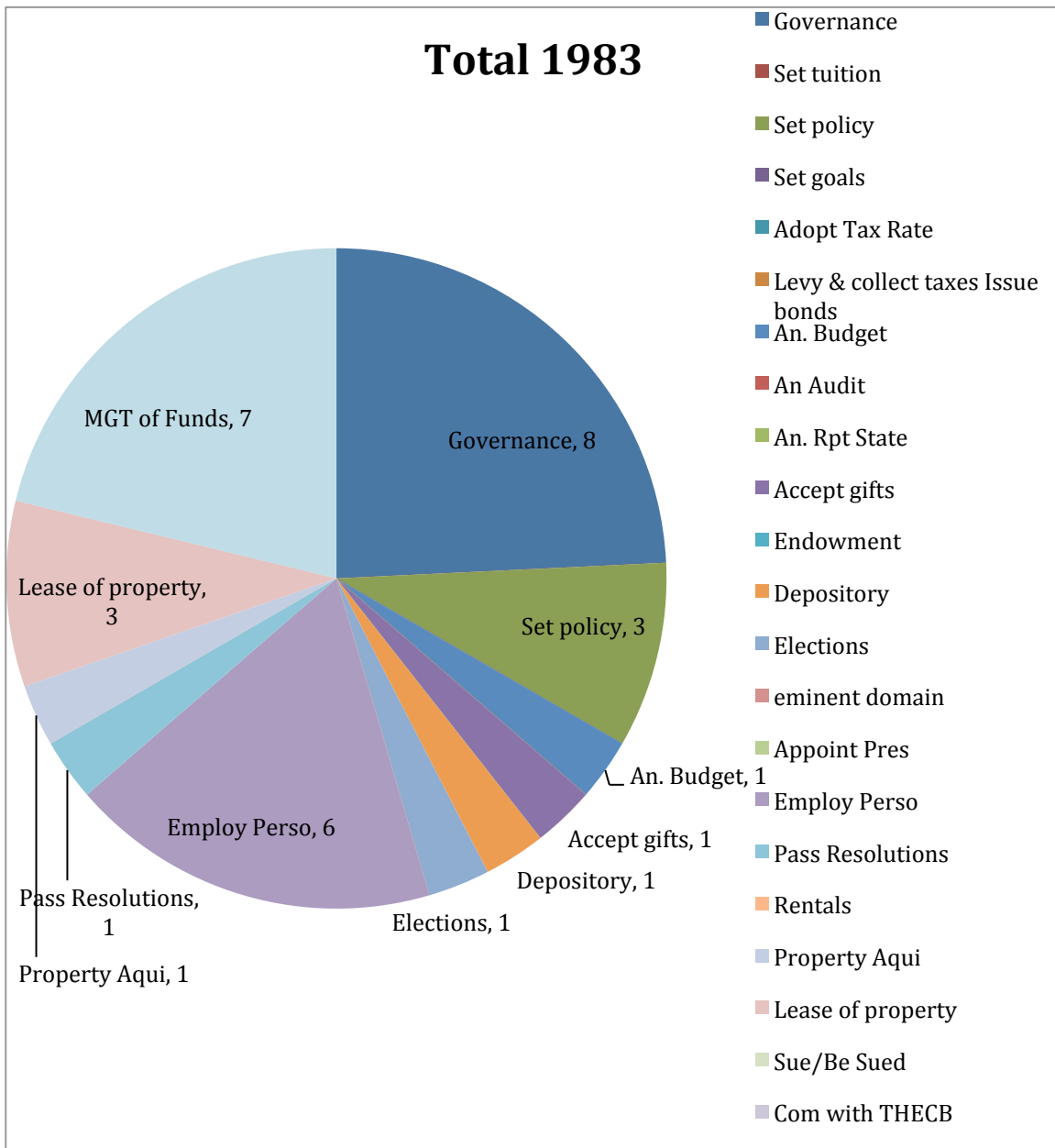


Figure 6. Where the Austin Community College Board Spent The Most Time–1983*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

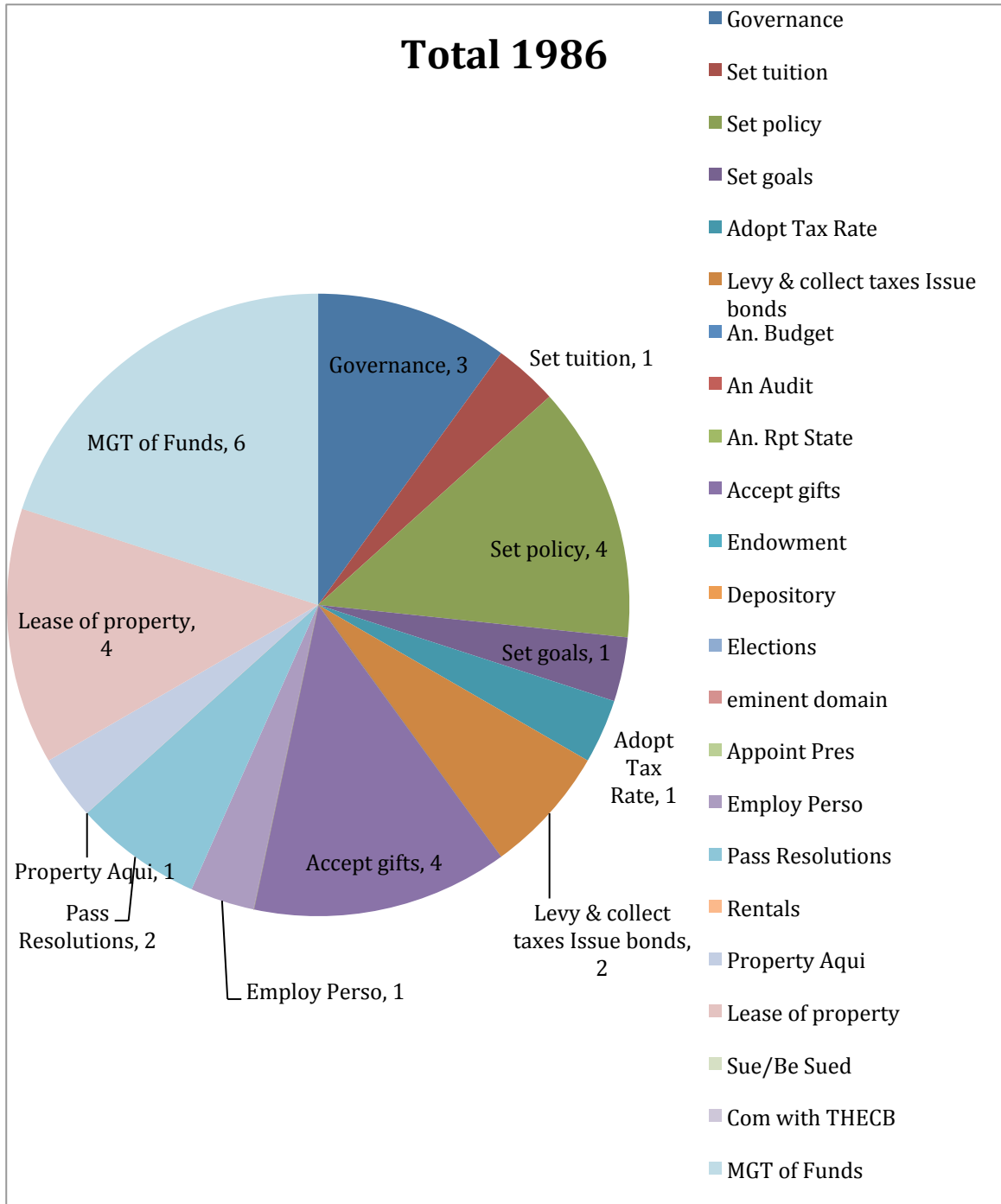


Figure 7. Where the Austin Community College Board Spent The Most Time—1986*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

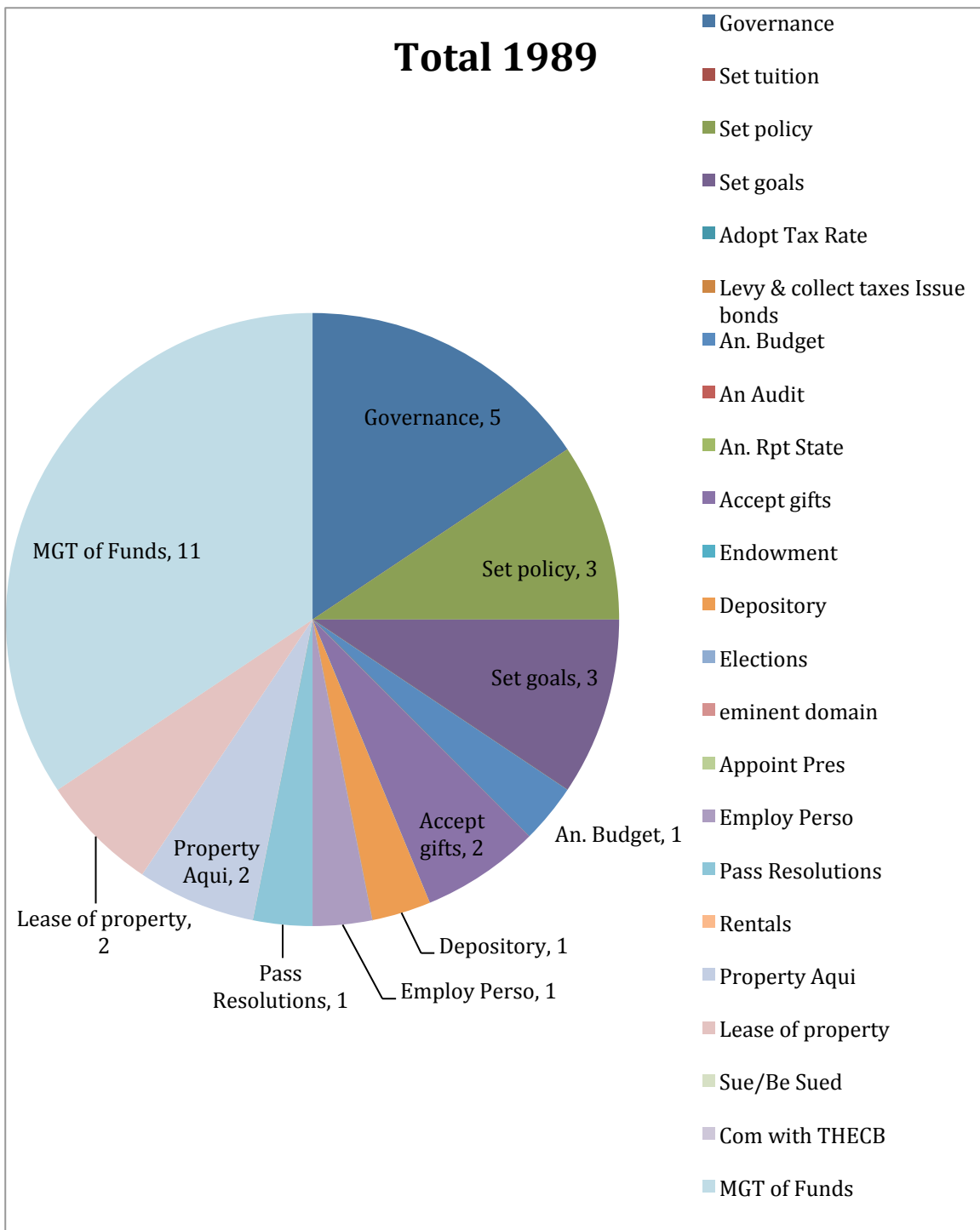


Figure 8. Where the Austin Community College Board Spent The Most Time—1989*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

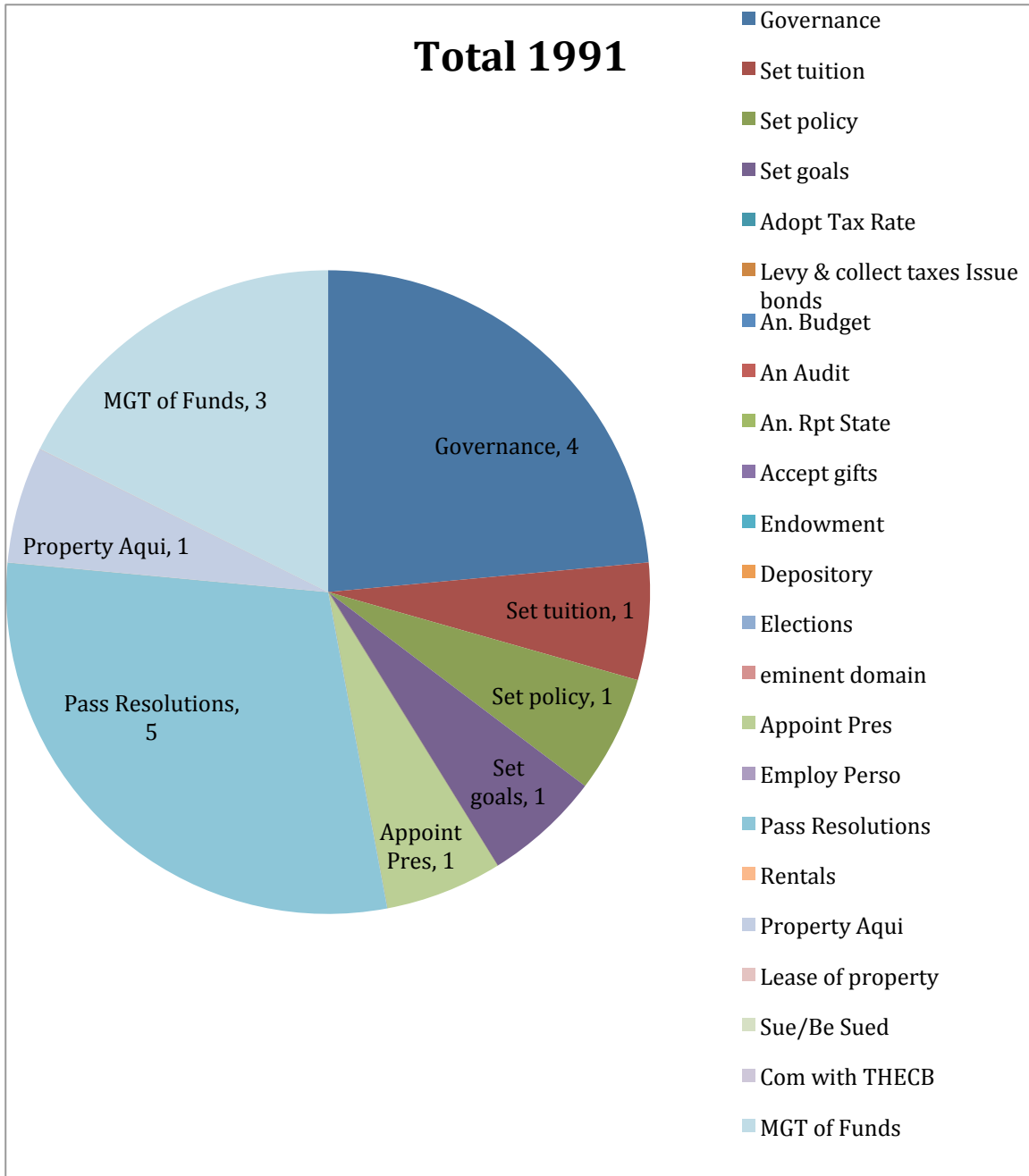


Figure 9. Where the Austin Community College Board Spent The Most Time–1991*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

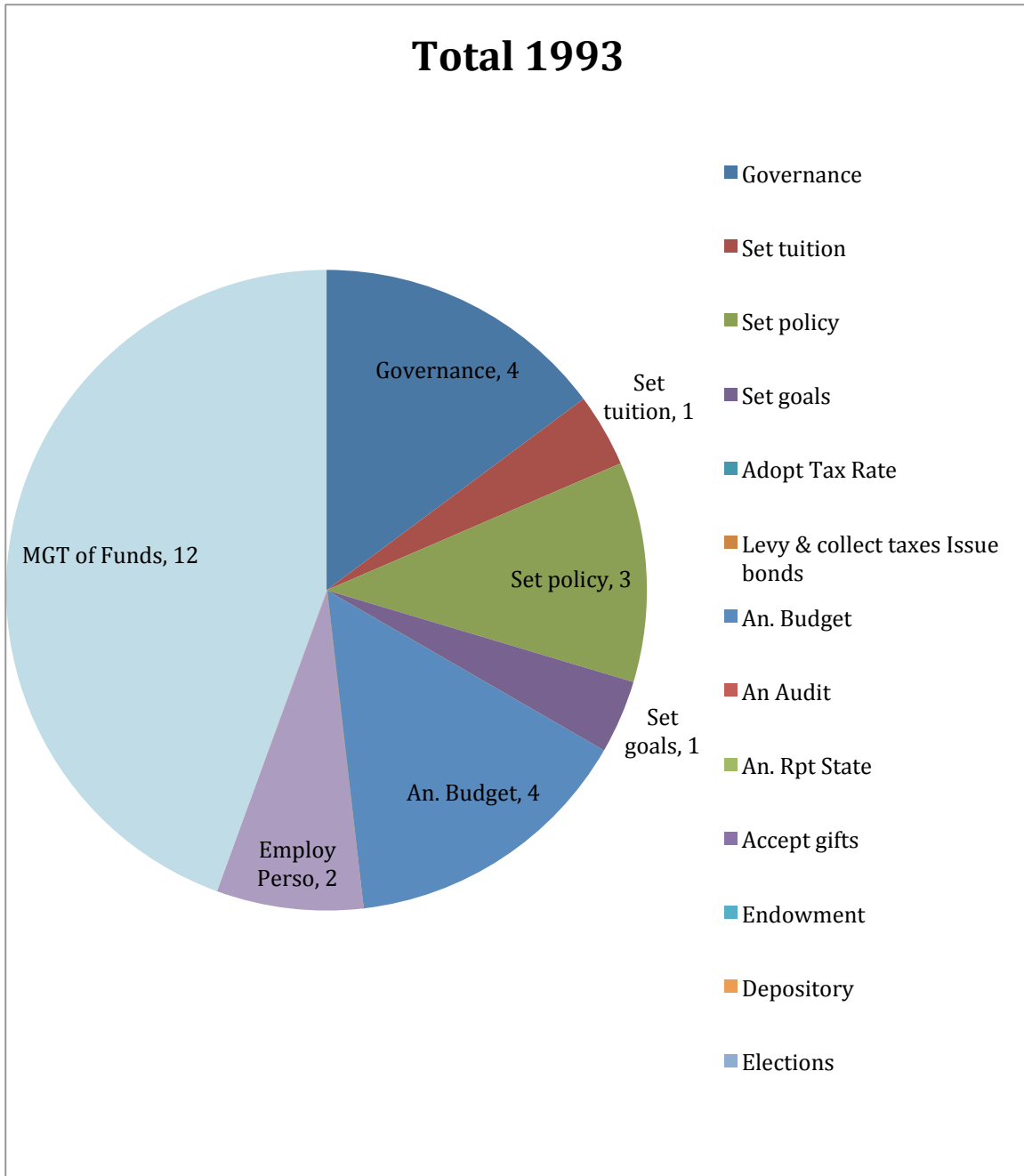
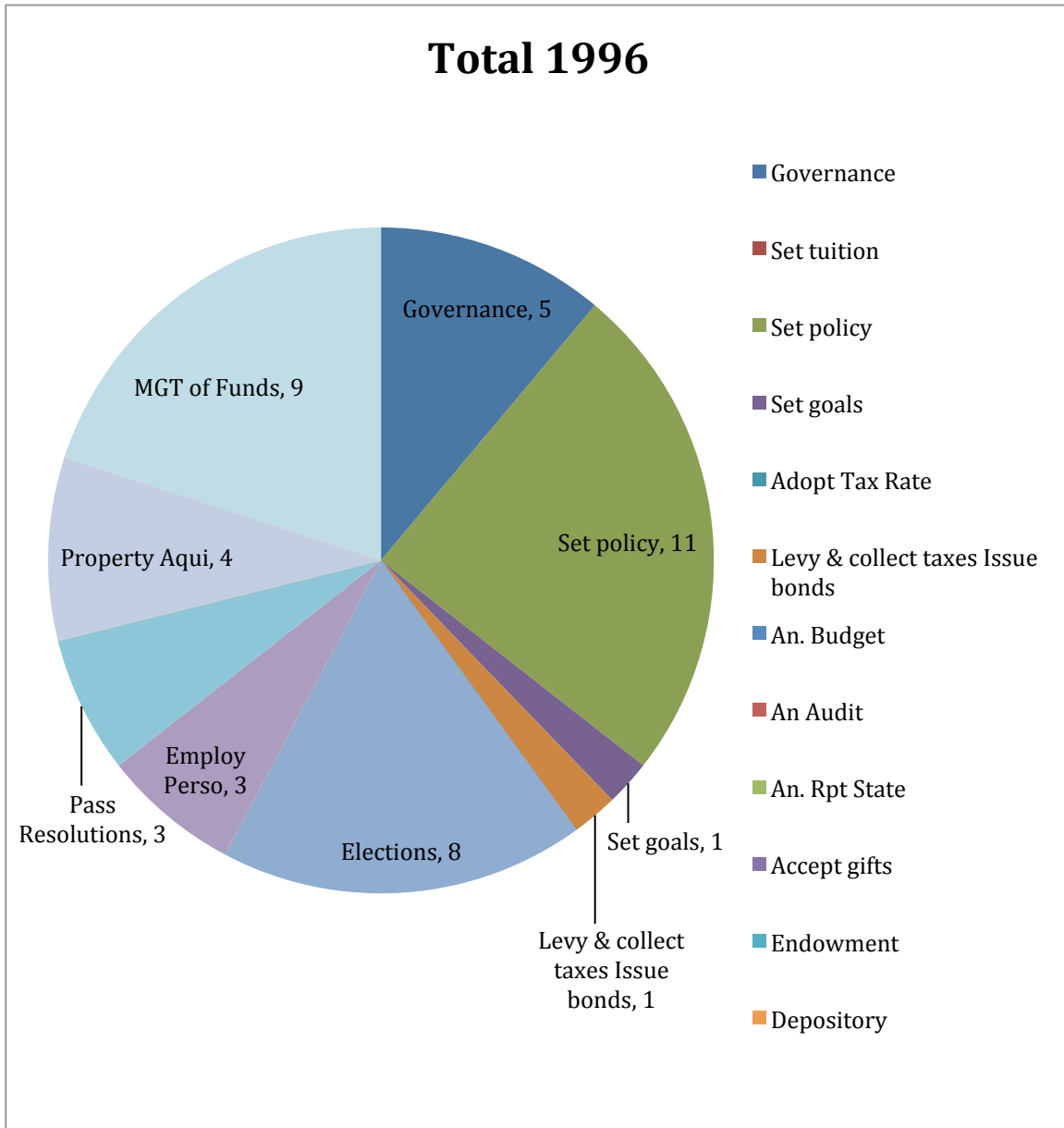


Figure 10. Where the Austin Community College Board Spent The Most Time–1993*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.



*Figure 11. Where the Austin Community College Board Spent The Most Time–1996**

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

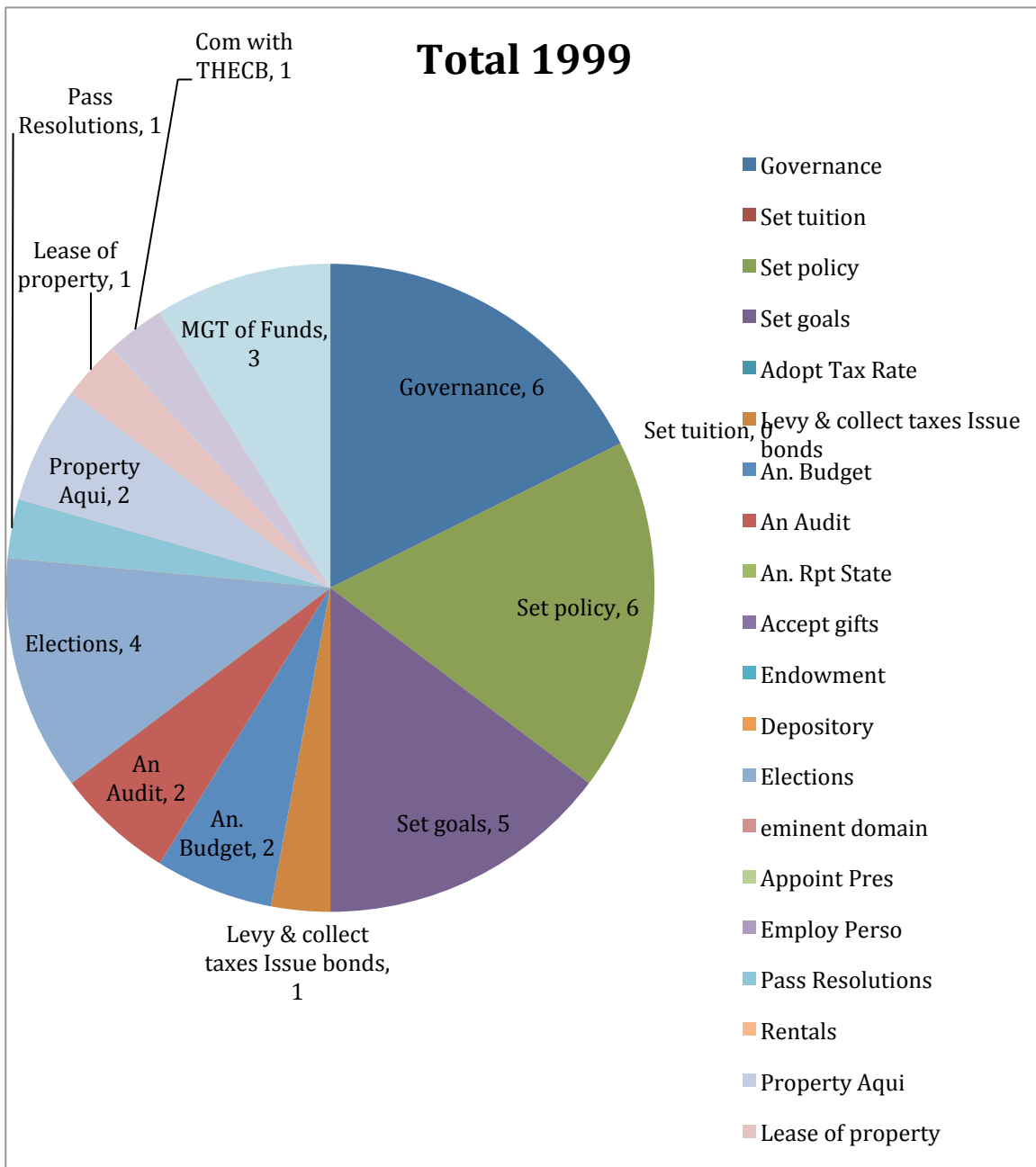


Figure 12. Where the Austin Community College Board Spent The Most Time–1999*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

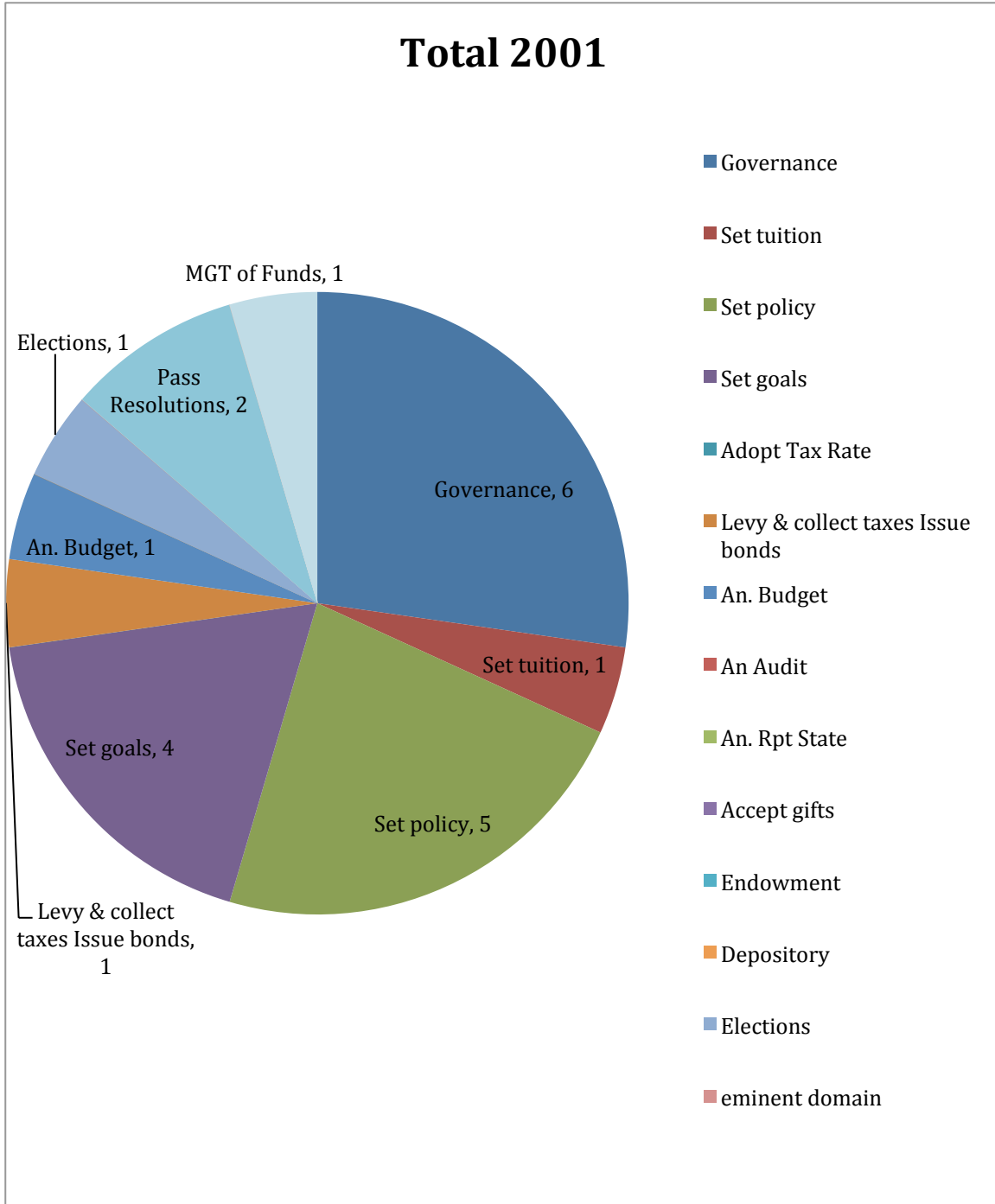


Figure 13. Where the Austin Community College Board Spent The Most Time—2001*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

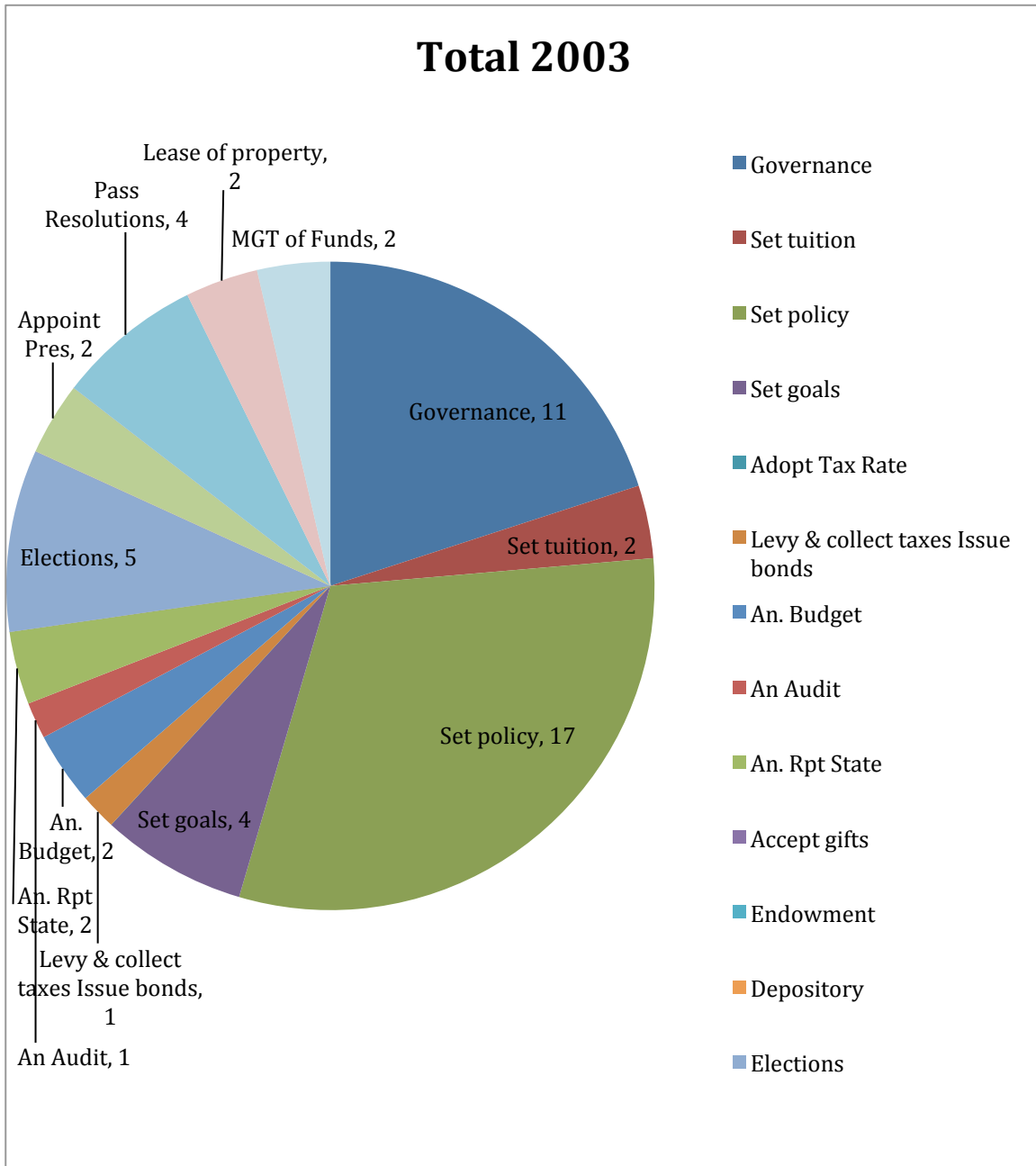


Figure 14. Where the Austin Community College Board Spent The Most Time–2003*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

Total 2006

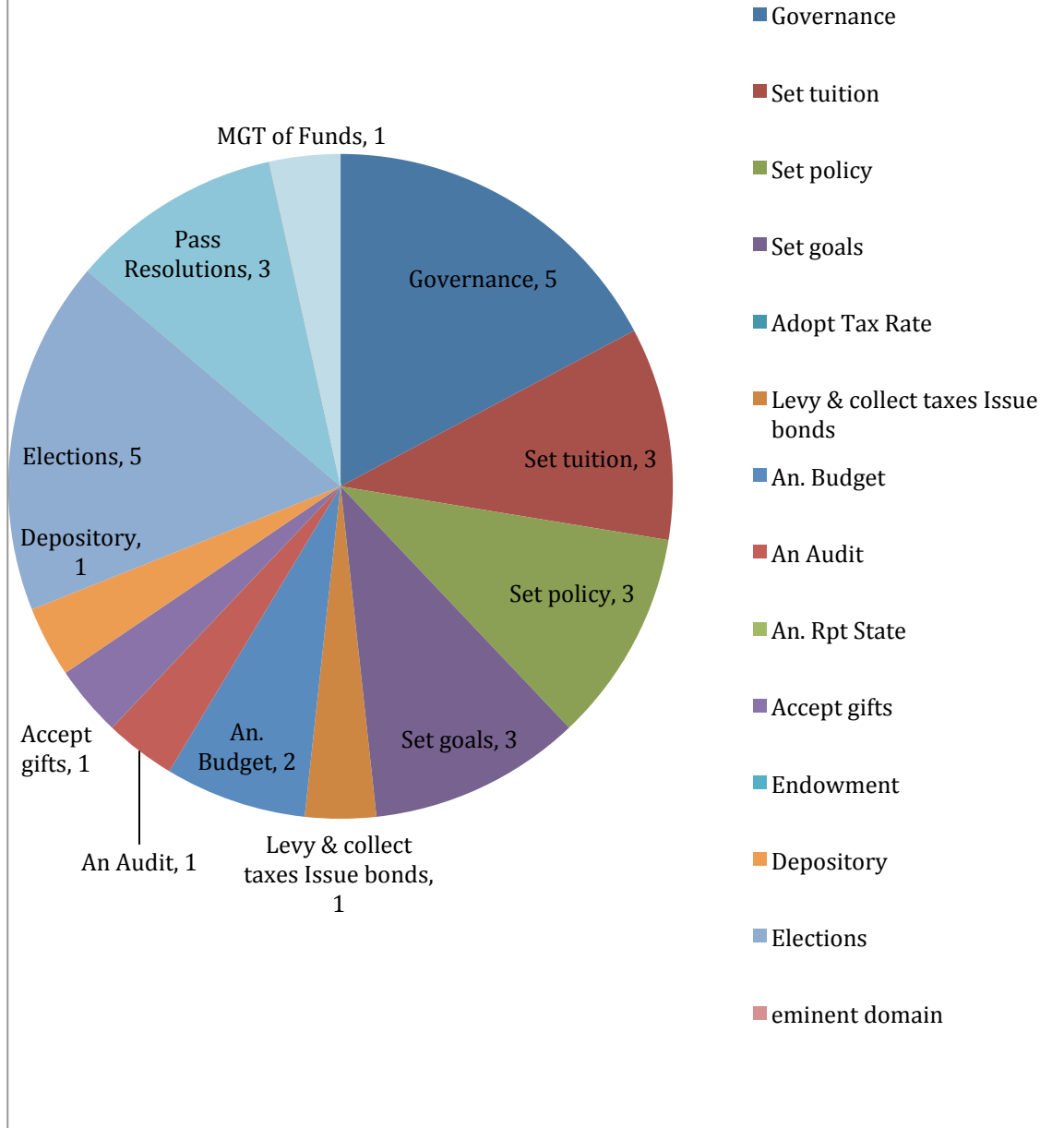


Figure 15. Where the Austin Community College Board Spent The Most Time–2006*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

Total 2009

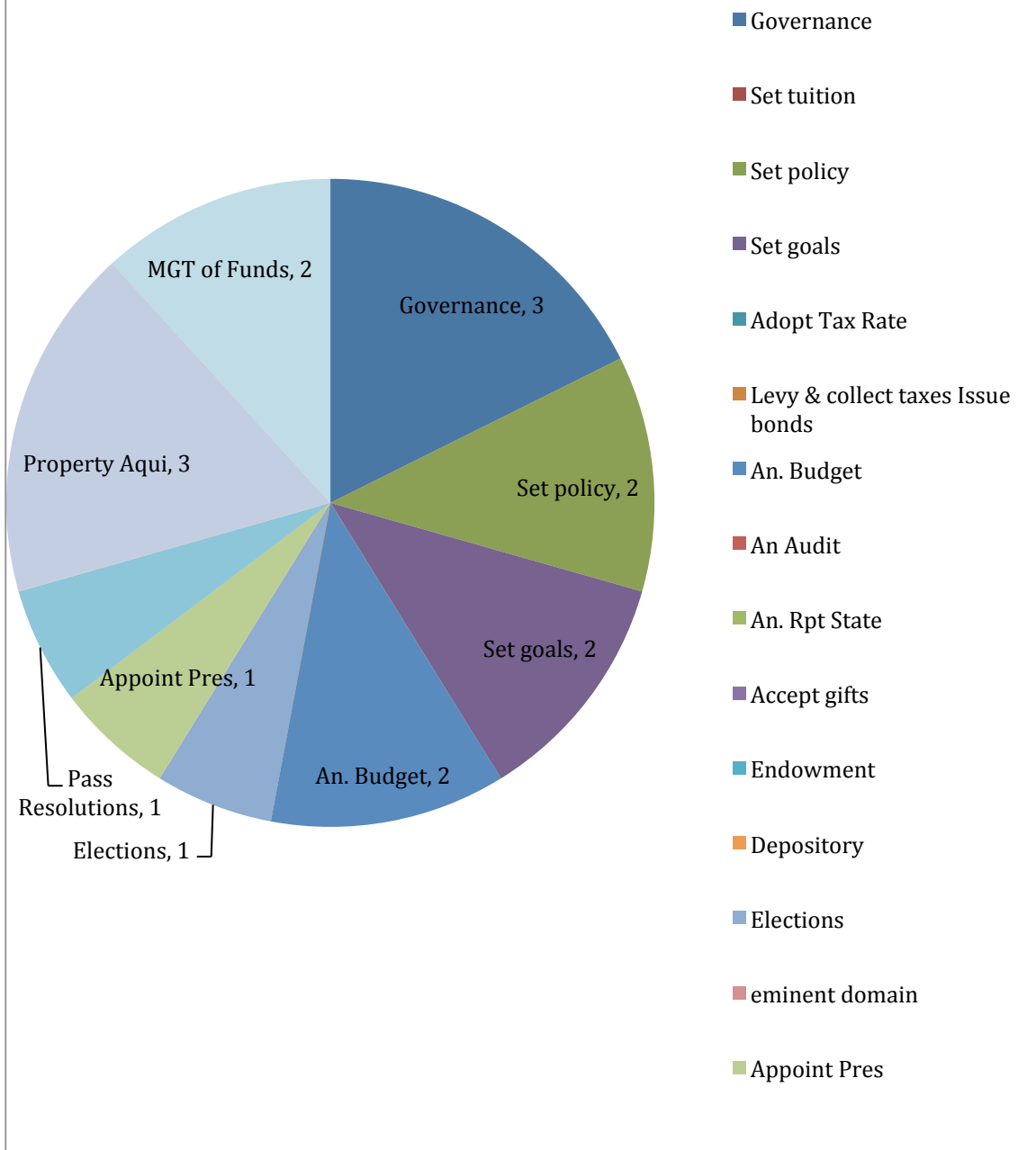


Figure 16. Where the Austin Community College Board Spent The Most Time–2009*

*All board meeting agendas/minutes were not reviewed; only minutes/agendas from the months of March, June, and October in this year were used as samples. Standardized reports to the board, such as monthly financials, quarterly purchasing, and compliance with purchasing policy guidelines occurs not in posted agenda items but in reports to the board; since the 1990s, a financial report is a monthly report to the board.

Research Question One

How have the roles and responsibilities of community college trustees changed over the last 40 years?

Looking at the Texas Education Code, the legal duties have not changed over the last four decades. Yet, looking at where trustees spend their time in board meetings, the conclusions indicate a shift in those duties. Board minutes from Austin Community College since the early 1970s show boards spending a great deal of time immersed in the management functions of the college in the early years. Hiring personnel, creating policies, approving the expenditures of funds, and purchasing or leasing property consumed meetings for the first two decades.

In the mid 1990s, Austin Community College began transitioning to The Policy Governance Model that gave more authority to the CEO, and implemented governance changes that altered the culture of board meetings. The board set the policy expectations associated with master planning and accountability and authorized more discretion of operations to the president. More reports were being presented to the board from administration, and shared governance became higher priority. Different association representatives presented to the board of trustees on issues of concern. The CEO was managing the institution based on the policies that were set by the trustees.

While each decade saw more time spent by trustees in meetings, less actions were transgressing during those periods. An institutional shift was occurring that allowed trustees to look many years out and begin planning for growth and expansion

through policies that empowered the CEO by writing concise policies that set executive limitations.

Into the late 1990s and 2000s, the ACC board meetings continued to last longer, but trustees were planning for expansions of service area and looking at data to accompany their mission that surrounded student success. Ceremonial issues that had previously not been part of meetings were included in board meetings. Reports to the board were standard protocol. Keeping the board informed at meetings from administrative team members was the norm.

From the review of the literature, the characteristics of trustees have not changed significantly in 49 years. Business people, with little background in higher education, are still the most common professionals who serve the boards in Texas. There are more women in 2011 than there were in 1970, yet the increase has not been over 5%. Boards in Texas have more Hispanic members than ever before and African American representation has increased also. These minor changes still do not mirror the population of the community college students they serve. All of the literature predicted more diversity in future boards, although that is one area that has changed little. White men are still the large majority of trustees serving on community college boards in Texas, and the average age has not changed, with trustees more over 60 years of age than under 50.

Another area that has seen change is the community roles that trustees are expected to play; being involved as an advocate for the college, fundraising, and working with legislators have become factors in trustees' duties that are not legal

obligatory roles. State and national conferences that offer training and continuing education opportunities for trustees are also more frequently attended and advised for trustees than 40 years ago. With lay board members, the movement has been to educate them and arm them with as much data about being effective governance leaders through training; these expectations have increased the volunteer trustees' time commitments to serve community college institutions. Previous decades' trustees were often referred to as "rubber stamp" boards that trusted the presidents and affirmatively reinforced commitment to those decisions made at board meetings.

A final change that is to be noted is boards are slowly shifting to be more accountable in all areas of function. Recognizing the move toward student success and making institutional decisions based on data and cultures of evidence, boards are incorporating student success into missions, goals, and budgetary decisions. No longer do boards look at enrollment as a measure of success. Persistence, retention, and graduation rates are being carefully studied and discussed, especially with great future probability of funding changes from the Legislature that will be based on accountability. Another way they are being more accountable is through conducting more frequent board evaluations and doing board self-evaluations and training. All of these factors were less prevalent 40 years ago.

Research Question Two

How have student success initiatives changed the roles of Texas community college trustees?

Student success initiatives, especially Achieving the Dream, and Community Colleges Count, have sparked lively debate throughout the country, but especially in Texas. Thirty community colleges in Texas are participating in Achieving the Dream; by doing this, there is an institutional commitment to discover the realities of how each institution is measuring up. Facts are being presented that are startling to boards, administrators, and faculty members.

The literature reviews have repeatedly spoken of the importance of accountability even as far back as the 1970s. However, trustees have gauged success on enrollment data, as the formula funding method in Texas rewards enrollment and not persistence, retention, and graduation. While the Texas Legislature has not adopted merit based funding initiatives for the next biennium, the Texas Higher Education Coordinating Board is recommending future funding models that reward student success. Trustees have not missed this point. As one of the primary duties of a board, approving the annual budget and maintaining the fiscal health of the institution rests at the top of the list. With budget cuts already affecting colleges like never before and growth in enrollment, trustees are having engage in the real conversations about how student success will be achieved in each institution.

Recommendations

The recommendations from this study are twofold. More research should be done on boards that have implemented student success initiatives and how those boards' change in focus has improved the outcomes in student achievement. Also, more research

should be conducted on personality traits, politics, reasons for seeking the trusteeship, and non-prescribed responsibilities of trustees.

Recommendation one. With legislative changes on the horizon regarding funding community colleges based on accountability and performance indicators, only 3/5 of the state's community colleges are participants in Achieving the Dream. More education has to occur with the community colleges that are not AtD institutions. This could be done on a statewide level at Community College Association of Texas Trustees meetings. This researcher also believes that as the Texas Higher Education Coordinating Board is the organization that is proposing accountability based funding to the lawmakers where community colleges are concerned, the THECB could institute regional training meetings that explain the funding shifts to trustees and introduce data that proves the alarming statistics of failure with entering students. The Coordinating Board has a responsibility to educate the governing boards, even if that is through streaming videoconferences or DVDs that are sent to every school. The information has to be clear and succinct, so boards that do not have resources to travel or participate in trustee meetings outside their region can have access to the basic information that will potentially change the landscape of community colleges in Texas.

Recommendation two. While this study has found that trustees are spending more time than ever before in their roles on community college boards, it appears that retired community members are still the people who can allocate the most time to these leadership positions. However, what are not answered in the literature are the reasons

certain people seek roles as trustees. Is it for self-interest? Is it for higher political aspirations? How many trustees actually attended community colleges? What do these people actually know about higher education? Those cultural factors are barely touched in the research and would make interesting follow-ups to this study on roles.

Chapter Five: Practical, Good, and Behavioral Judgment for Trustees

Introduction

This study was carefully selected because there are over 1,300 community colleges in the nation that are enrolling the largest number of students in post-secondary education. The future success of the American economy is dependent upon the success and training that results from these community colleges; with all community colleges governed by trustees who are lay volunteers, the need to educate these ever changing boards regarding their duties and responsibilities is necessary for these institutions to meet the needs of the nation as the U.S. competes globally. Duties are established for trustees through state codes adopted by the Legislature, yet nothing prepares trustees to act professionally and in a manner befitting an elected official overseeing America's community colleges. Roles are more than legislatively dictated responsibilities.

The Role and the History of the Community College Trustee

America made the decision to provide an opportunity for every adult to be able to acquire a higher education within a reasonable community distance. There is an incredible network of colleges all over the country. For a trustee of a community college, there is a responsibility to the service area to make sure that the college is meeting the needs of the owners and workforce opportunities are available throughout the region to all citizens because of the training the college provides. That is why so many community colleges have jumped to distance learning because that delivery method allows institutions to really expand and provide services to a larger community. What American

community colleges have become are from blended systems from other countries and upper level institutions. The rituals that community colleges adopted can be traced to upper level institutions that date back hundreds of years and European institutions. The concept of shared governance; the concept of having a Board of Directors; all of those things go back hundreds and hundreds of years. The rituals that you see in graduation can also be traced back to Europe. The mission in community colleges, however, is different **because it is grounded in the local community.**

Evolutions That Have Occurred in Names of The 2-Year Institution

Today, researchers are beginning to see an evolution in some colleges, and the changes are interesting. Originally, there was the junior college model that offered two years post high school (13th and 14th grades) or vocational schools that offered workforce training. Many of them began with roots in the K-12 system. What the nation ended up with were junior colleges that were primarily transfer-oriented and technical colleges. Today, some community colleges are still termed as Technical Colleges, Junior Colleges, Community Colleges, and even simply, Colleges. Junior College is the oldest terminology, and “junior” has been dropped from many institutions’ names. However, in Texas, they are all equally 2-year public institutions of higher education as recognized by the Texas Education Code and the Texas Higher Education Coordinating Board.

There are still systems that are mainly focused on jobs, utilizing the community college as a training ground for nurses, electricians, welders, EMTs, etc. However, there has recently been a transformation throughout the country in which comprehensive

community colleges are gaining momentum. That is reflected in the names of the schools. It all depends on local decisions. Many schools have changed their names to “community college,” in an effort to attract more students. Some colleges are dropping the “community” part of the name. This reflects the next evolution, and the model is still changing.

On some college campuses in the nation, comprehensive university centers have developed. What does that mean? The community college provides space for surrounding universities to offer a baccalaureate and in some cases, the masters, and even doctorate, right on the community college’s campus. That has been effective in some places throughout the country.

In Texas, three community colleges, Brazosport, Midland, and South Texas College were given permission by the Legislature in 2003 as a pilot program to offer baccalaureate degrees. This is unique and very valuable in areas that have limited access to Universities, and/or the workforce demands require those credentials.

Some junior colleges have even become universities. Brown University used to be a junior college. The question that we need to address is, what will the community college system look like in 10-15 years? That's the new question people are asking, and trustees should be looking at the evolutionary factors. Boards are responsible for envisioning the future of the institution and making plans for successors and the next generations of college students. Knowing who those students are now is a first step to predicting the future.

Facts (as taken from AACC website)
Number and Type of Colleges

Total	1,173
Public	987
Independent	155
Tribal	31

Headcount Enrollment

Fall 2007 total	11.8 million
Credit	6.8 million*
Noncredit	5 million
Enrolled full time	40%
Enrolled part time	60%

Estimated enrollment increase fall 2007 - fall 2009: 6.8 million to 8 million (16.9%)*

Demographics

Average age	28
21 or younger	46%
22–39	40%
40 or older	16%
Women	56%
Men	44%
Minorities	40%
Black	14%
Hispanic	15%
Asian/Pacific Islander	7%
Native American	1%
More than one race	2%
First generation to attend college	42%
Single parents	16%
Non-U.S. citizens	7%

Community college students constitute the following percentages of undergraduates:

All U.S. undergraduates	43%*
First-time freshmen	40%
Native American	52%
Asian/Pacific Islander	45%
Black	45%
Hispanic	53%

Employment Status

Full-time students employed full time	21%
Full-time students employed part time	59%
Part-time students employed full time	40%
Part-time students employed part time	47%

Percentage of Federal Aid Received by Community Colleges

Pell Grants	30%
Campus-based aid	9%
Academic competitiveness grants	14%

Average Annual Tuition and Fees

Community colleges (public)	\$2,544
4-year colleges (public)	7,020

Degrees and Certificates Awarded

Associate degrees	605,267
Certificates	325,452

Bachelor's degrees—awarded by 31 public and 52 independent colleges

Data are derived from the most current information available as of December 2009.*

Most current IPEDS data (fall 2007) ** Estimate based on 2009 AACC Survey

The Purpose of Addressing Good Trustee Behavior

This treatise looked at four decades of literature and legal changes in community colleges to determine what duties had changed for trustees. With limited sources of governance manuals for trustees, the researcher evaluated board minutes from Austin Community College since the 1970s and compared how trustees spent time in meetings to the duties that are required of trustees in the Texas Education Code.

The findings, while interesting and evolutionary, did not ascertain how trustees should behave in order to work responsibly as a board to be successful. What follows is the researcher's analysis of best practices for trustee behavior in order to perform the legal duties of service on a community college board.

By educating community college trustees regarding their humanistic roles, responsibilities, and best practice methods for leading an institution in their important elected, community colleges in Texas and throughout the nation will be better served.

Researcher's Experience for Credibility

For over a year, in 2009 and 2010, the researcher worked as the Executive Director of the Community College Association of Texas Trustees (CCATT), interacting with over 350 elected trustees throughout the State, attending a new trustee orientation hosted by the American Association of Community Colleges (ACCT), and participated in The University of Texas' Community College Leadership Program (CCLP); in addition, this researcher met in small, round table meetings with the Commissioner of Higher Education, Dr. Raymond Paredes and the Texas Higher Education Coordinating Board (THECB), along with representatives from The Texas Association of Community Colleges and its leadership and the Community College Association of Texas' governing board to make recommendations to the 81st Legislature on accountability and funding methods for Texas community colleges. Over the last two years, the researcher has worked with Dan Branch, the Chairman of the Texas House Committee on Higher Education, and former Senator Elliott Shapleigh from El Paso. The most eye opening experiences came from personal interactions with elected trustees and their knowledge and/or lack of knowledge of what responsibilities and behavior were unspoken expectations.

Reflection on Literature Review

While the literature reviews on boards' roles and trustees' responsibilities proved less than satisfying at times, experience prompted this author to conclude this treatise with a summation of the humanistic responsibilities that other books fail to cover. The writing that follows has evolved to serve boards and assist new trustees to be the most productive and efficient leaders who will govern their institutions ethically and responsibly, while keeping students, and their success through persistence, at the forefront of the mission of their community colleges. There are various humanistic elements that every trustee should comprehend. For example, relevant to board member responsibilities include a knowledge of protocol, finances, working with the CEO, legal and ethical issues, dealing with the media, and fundraising.

After Becoming a Community College Trustee, Then What Happens?

If people are willing to read what follows, in addition to the legal duties and responsibilities of trustee behavior, then chances are, those people are committed to community, serving ethically and professionally, and have a desire to work cooperatively with all people involved in creating a great community college. That role is pivotal in the lives of thousands of students, and how trustees act as they move forward in the new role as a trustee will represent your district and impact many lives.

What follows is written specifically for new trustees who have recently become elected or appointed to a community college board.

Your Affective Responsibilities as a Community College Trustee

Introduction

The remainder of this writing is aimed specifically at new trustees for future use in presentations and publications as a resource for understanding the behavioral roles of governance members of community colleges. Unlike prescribed duties of legal code, the information that follows is this researcher's summations from practical observation over several years of study. The shift in writing style is to second person for the benefit of these trustees and future use.

Your Job Description as a Trustee

What is the job description for a college trustee? If you had to think about what your job is, what would you say? Let's take a look at this, so all of what follows makes sense to you. **It is about public service; you have legal, ethical, and moral obligations as a community college trustee.** Never, ever forget that. You will from here on be known as Jane Doe, the woman who is on the XYZ College Board of Trustees.

Why is There Such a Big Focus Today on Community College Trusteeship?

As times have changed, so have the shifting roles of trustees. Unlike years ago, when boards were kept in the dark about most things college-related and attended monthly meetings to affirm the suggestions of a president, your role is gaining more exposure as national and state attention has expressed that the economic recovery will be dependent on community colleges. Funding is being cut, and you are responsible for making decisions that will cut jobs and programs. The eye of the media is now on you as

a board member because the community depends on the college that has been a staple of the community. Now, as a board member, you have to become engaged in the community and with your legislators. You are an elected official. Other elected officials recognize that you have a constituency, and those lawmakers at the state level will listen to other elected officials sell the stories of their jurisdiction. Board members have to play a greater role in advocacy. This is a shift, and there are questions that you should know to be asking in your role. Things that are not covered in most trustees' guides are generally more "common sense" issues to veteran trustees with greater institutional knowledge and experience. Yet, to a newly elected trustee, with no experience on a governing board, who simply wanted "to participate on the board of the local college," many simple questions may not be so simple.

Boards Set Policy, and Presidents Execute Policy

How does the college president work with the Board of Trustees when there is crossover by either party? For instance, what happens when the president is setting the policy that should really be established by the board? Or, when the board is getting into the administration of the institution by micromanaging. Why does this create a conflict?

It is definitely a balancing act, and you should remember that boards set policy, and presidents and chancellors carry out the policies established by the board.

Maintaining open conversations with other board members and asking the chair about your concerns can generally guide you to not overstep your boundaries. And, if a president is in policy setting territory, you have an obligation to discuss this with your

fellow trustees.

The Entire Board Working Together for Institutional Advancement

How do you keep the institution growing? As a whole board. What is your role as a trustee in this? Providing thoughtful input at retreats, in meetings, during planning sessions. What is your role during financially difficult times as a trustee? Working as a whole board, you represent all of the people in the college district, all of the employers who need skilled workers, all of the faculty and staff, and all of the students.

Representing the community, you will make hard decisions regarding budgets that may not be popular in the press, but you agree as one board to do what is in the best interest of the college. You are not Jane Doe making an individual decision. Your board speaks as a whole voice—together. By participating in budget workshops and studying the President's recommendations for the college and making sure that the budget is a reflection of the mission and goals is your job. Be fair and ethical.

Be Considerate to NOT Overstep Your Role

What are the constructive ways to receive information for informed decision-making? From inquiring. Ask the board chair, or talk to the president. Don't request mountains of paperwork and keep staff tied up at the copy machine before determining with other board members the need for such data is unnecessary.

Can you call the automotive technology instructor if you have a problem with your air conditioning in your car? No. If your college has a community service program for automotive technology, you can use that service as any other community member

would. However, be careful not to be given special attention because of your role as a trustee. Never let them push you ahead of another customer or do work at a discounted rate or free. That is unethical. You are a volunteer without pay. There are no added benefits that come with your position, except personal satisfaction of serving students and the community.

If you do not understand an agenda item is it acceptable to consult the college's attorney or one of the deans if you cannot reach the president? No. As a board, you should request your packets of information be provided to you at least 72 hours prior to the meeting; that is when the agenda has to be posted for public view, so the president should have descriptions of action items and staff recommendations at that time. Anything you have questions about should be directed to the board chair, and the board chair should get your answers sufficiently answered prior to the meeting or that item may be tabled until the next month. As a trustee, your relationship is primarily with the board and one employee: the president. By consulting with the president's staff, you are going around the president, which undermines his or her credibility with staff. While the attorney works for the board of trustees, consulting with the attorney should be a decision made by the whole board. And, do not forget, lawyers charge by the minute, and phone calls are not free. You have a fiduciary responsibility to the college, so keep that in mind.

When Legal Duties Don't Always Explain Sensible Judgment

What happens when a president hits a chairman of the board at a meeting? At Cuyahoga Community College in 1993, that is exactly what happened when the board of trustees was discussing President Nolen Ellison's termination, and Ellison struck Chairman Owen Heggs twice ("Community college settles," 1993). In this case, the former president sued and received a healthy six-figure settlement. Other examples throughout the decades have arisen when presidents are dismissed for persuading faculty to change family members' grades. Problems of ethics, whether on trustees, presidents, or faculty have occurred since the beginning of time in higher education. However, there are no specific prescribed rules of conduct for trustees that are defined by the government codes.

Addressing Politicians on Behalf of Your College—101

What happens when you write to a politician and what is the best way to use this forum? Never send any correspondence from a college email address or on college stationary. Can you as an individual write to a politician as part of the institution? Probably not, unless it is approved by everybody on your board, and this correspondence is going to have to do something worthwhile. When an individual trustee writes a letter to a politician and describes himself or herself as a trustee, guess what happens? He or she is speaking on behalf of the board, and that creates real dilemma.

While discussing emails and conversations, as a trustee, elected to represent a college district, your comments during board meetings are public, as are any emails sent

from your college email address. A simple Freedom of Information Act Request for information by a concerned citizen or reporter can call you to turn over the contents of those emails that you may have thought were private. Use a personal email address for personal business, and never write anything that you would not want to appear on the front page of the local newspaper.

National and State Resources for YOU; the Community College Trustee

How many state associations conduct new trustee training? In Texas, the state association that represents trustees is the Community College Association of Texas Trustees. There are usually two or three meetings each year with informational speakers to update trustees on the relevant changes occurring in the State with regard to community colleges and higher education. There is also the Texas Association of College Trustees and Administrators, and this organization holds an annual meeting that shares best practices for both trustees and presidents. Most state associations will do some orientation. In some states, training and orientations are mandated, regulated, and required. Your own president is probably going to a meetings with the Texas Association of Community Colleges or the American Association of Community Colleges, so if you attend meetings with him or her and other board members that will be helpful, also. The guidance at national association meetings (ACCT) is geared more toward general principles that incorporate all community colleges throughout the country and give you a national overview so that you understand those practices. The annual ACCT Congressional Congress hosts numerous informative sessions and best practice lectures

for trustees to learn strategies of governance, national changes, developmental education, accreditation guidelines, and more.

Who Picks up the Bill When You Travel to Meetings?

While funding cuts at many institutions have left little budget for trustees to do additional training, the ACCT annual Congressional Congress meeting is a multi-day resource that will really help lay trustees to grasp their roles and the current community college climate on a national level. If you travel to these meetings, your expenses will be covered by the institution at a per diem rate established by the board. Do not expect the college to pick up theater tickets or alcohol or excursions while you are at any out of town meeting on college business. Keep receipts, and remember, any reimbursements you receive while you are on your trip can always be scrutinized, as you are a public official.

This helpful information, while not covered in the Texas Education Code, should answer questions that often come up for new college trustees. Information is crucial in order for you to be the most productive and influential member of your institution as a trustee.

The Board is a Corporate Body; You Serve a Public Trust Together

You can't be a successful community college trustee alone. A board is a corporate body. The only difference between your board and GM's board—the only difference—is purpose. You serve a public trust. Your goal is to advance the success of individuals. There is only one voice of that corporate body. Here is your first lesson:

When you join a board, you lose your voice. There is only one voice: the corporate board. You don't lose your dialogue, but you do lose your individual voice. Learning to influence the other board members will be your challenge. You must understand, though, that when the board has made a decision, and the corporate voice has spoken, you move forward with that commitment. There is no such thing as a minority voice. That is the most difficult thing that new trustees have to deal with and learn. It is almost anti-American.

At times, you may even have to go against your own values and do what is in the best interest of students.

With regard to board make-up across the country, 60% of trustees are appointed, and 40% are elected. Statutes differ from state to state.

Legal and Auditing Firms: The Board's Job to Hire

As a board, you hire an auditing firm, and they report to the board. That allows you to ensure the financial support of the institution. The board sometimes thinks the attorney is the college's attorney. The attorney is also the board's attorney. You need to know the difference about what tools you have to help you as a trustee. Ask those questions of your president and fellow trustees.

In some states, the legal firm is the attorney general (Washington). In some states, the county attorney represents you. And in some states, the county assigns the auditing firm. It all depends on the state. It is situational. In some states, the board serves as the last court of appeal. With others, it is the president, and with others, it is external,

depending on the statutes and political structure of the state and labor law. In Texas, the board hires the college attorney.

Labor Unions? Not in Texas

Living in Texas means there are no labor unions to deliberate with and contracts to negotiate. However, if you were in a union state, many things would be different. You would approve the labor contract ultimately. You would have to make sure that the budget is in agreement with the labor contracts. You would, as a board, negotiate.

Working With Fellow Board Members Who May Not Measure up

How does a new trustee address fellow trustee complacency issues? Some trustees just don't measure up. Rubber stamp board members do exist, unfortunately. That happens for a lot of reasons. Don't make assumptions. Sometimes people are busy, and sometimes, they just don't want to be involved. And sometimes, they have been on the board for so long that they really don't have a need to dig into deep details on all issues.

Don't judge people for not working as hard as you do. As a new trustee, your board peers are not going to listen to you until you have been there for a while and have proven your commitment and knowledge.

When a board turns over its membership, there is an impact on community colleges. A lot of the institutional history is gone when seasoned trustees retire or are voted out of office. Sometimes, though, seasoned trustees are so set in "yesterday's ways of doing business," that the changes can be positive for an institution. Celebrate the

heritage and the work of those who have come before you, but move ahead. Your job is to plan the future of the institution. Your board was organized in terms, and they purposefully may turn over every few years. Today, we are seeing sometimes a five, six, or even seven-member board turn over at one time. That is difficult if you have a new president. Cultural and fundamental change within the board affects the college. New trustees on the board can limit experience, and that is why board training, retreats, and planning sessions are critical.

Depending on the district, the college may have a varying number of trustees; that is common in Texas and is a reflection of how the college was created. Most local boards do not have the authority to expand. Every board is different. In Alabama, the chair of the board is the governor. In Texas, people who live in the College's district boundaries elect all trustees.

You may wonder how board officers are selected. In most cases, it is defined in bylaws, while in others it is "by practice," based on history of the executive committee. Musical chairs—you are all equal, and you rotate, depending on when you will be chair or vice chair, etc.

With others, there is a nominating committee and an election of the board members. In some states, it is required to reorganize every year and have an election of officers. Most often it is up to the board.

What Happens as the Newbie

Unless you are a known entity, you will be treated as the “new kid.” Don’t worry, and don’t ask too many questions that could be researched on your own time. When you ask basic questions that have answers in trustee training monographs, you are perceived as not having done your homework and get “trust us,” or “be patient” in return.

Be careful of your actions at board meetings. If you embarrass your trustees in a public meeting, it will be all over the institution the next day. If you have a question, ask it in advance. Your president or board chair should explain any concerns or questions you have prior to the meeting. It is your responsibility to be proactive about seeking out those answers before the public board meeting, though.

Boardsmanship 101–The Fundamentals of Being an Effective Trustee

First of all, what is the role of the board? What are the standards? What are the ethical guidelines that trustees need to understand?

To begin, **never lose sight that your job is about learning, sharing, and figuring out what is best for students.**

You need to grasp core behaviors, core commitments, the role of the president, what strategic planning is, and tactical execution. Being a trustee is a combination of leadership management, team building, and communicating respectively.

A trustee’s position is about public service; you have legal, ethical, and moral obligations. You give your time freely. You donate your time, and the expectation is

that you are actually going to dedicate the time to do this job well. You represent the interests of the community and the state. What does that mean? You alone do not speak for the board. You are one of a group.

Representing ALL Important Issues by Being Present

Sometimes, there is a tendency to label certain trustees as “single cause trustees.” It is important to be able to articulate, “Here are the issues that are of specific importance to me and that I am concerned with, but that is not all that I am about as a college trustee.” As a new trustee, it is very important that you counter balance your own voice with the assumption that other trustees are going to make about you.

If your own personal or religious values are in conflict with your responsibility to the institution, you probably need to have a good discussion as to whether you can continue to serve. That is the reality; that is where the conflicts come in. If you do not have the time to sit through commencement, which is the most important celebration at the college, then you should not be a trustee. You have to read the material, you have to go to meetings, and you have to go to special meetings. A lot of state associations set up lobbying opportunities for trustees to go to the state capitol, meet the legislators, and support the community colleges in your state. That happens annually in Texas when the Texas Association of Community College sponsors Student Day at the Capitol in Austin. Those things are not optional! That is part of your public service. You made the commitment to be on the board. Represent the interests of the community and the state

on behalf of community college students. Once you become a trustee, it is your responsibility to use your connections on behalf of the school, so do that.

The Leadership Part of the Trustee Role

Governance means leadership. It means articulating a voice for the direction of the school and encouraging the school to move in that direction. It also means oversight, and a lot of that oversight responsibility is centered upon the limitations that you set for the president. As a trustee, you will set policy, hire and evaluate the president, and ensure that the direction the college is moving is best for the students that you are serving.

This is important for you to understand. The board approves and authorizes the mission of the institution. The board approves and authorizes the strategic plan of the institution. The board should also authorize, approve, and review the accreditation study that the college submits for reaccreditation. If you do not pay solid attention to some of these things, you can't go backwards later. Proactivity is vital with regard to accreditation.

Board Meetings Are Open to the Public and Scrutiny: BEWARE

As a board, you shall operate in the open (in some states this is called the Sunshine Law) unless it is an issue pertaining to personnel, real estate, or contractual issues (something that if disclosed could put the institution in a weakened negotiation position.) In Texas, board meetings are held in accordance with the Texas Open Meetings Act. Aside from that, you should be able to discuss almost everything in the

sunshine because you are a public body, and your role is to maintain the public trust.

Now the art form is how to discuss some sensitive things in public. This is why the trust between the trustees and the president is so critical. You have to trust that discussion. It is a public body. Be aware of what you say and how you say it.

There are techniques that the chair and individual trustees can use to move things along. That does not mean you lose the right to vote yes or no—you never lose that. But, if an item is defeated, it is defeated, and you have to respect that. There is such an incredible responsibility that you are carrying out on behalf of the community.

Everywhere you go, you protect the institution by knowing facts and being able to speak correctly about what the institution is doing. As a trustee, you are not supposed to attack; you are supposed to influence. Conflicts at board meetings primarily sell newspapers. At the end of the day, that is all that happens when you, a trustee, are not informed or goes on the attack. **As a board member, you advocate, and you always guide.**

Fundraising, Donating, and Selling for Your College

You are not necessarily appointed or elected to the board because you have money. You are appointed or elected to the board because you are a member of the community. As a board member, you should also be donating to the institution. If your president is approaching a foundation (or donor), and he or she can say that 100% of the trustees give to the college, it carries a lot more weight as he or she asks for money. Nobody is going to ask if it was \$25, or \$1,000, or \$8 million. However, your financial contribution will influence your foundation. If your foundation feels that the board is

being supportive 10%, there are greater expectations that foundation board members are going to make donations and use their influence to help the college gain partnerships with business and industry. A lot of boards are very influential and help presidents think of innovative ways to gain resources, so that is also the reality of a part of your new role as a trustee. When you have your hand out and ask for money, you put faces on the students who are served for the donors. Telling stories of how the community college affects people through all walks of life and where their donations can make real differences is easier than just asking for a contribution. You must familiarize yourself with these stories. Ask your president to provide board members with student body achievements and request to receive your college's newspaper. Oftentimes, you will learn a great deal from the student led newspaper.

The Dynamics of Working Together as One Board

Trustees who understand group dynamics are really good at being trustees. The reality is that all of you should imagine that you are in the big ocean in this little boat, and the only people in the boat are the members of your board. Visualize that. Your trustees have to figure out how to survive together, how to get food, how to get water, and how to get to land. Boards really need to look at themselves that way; whether you like each other or not is totally irrelevant. Whether you are a Republican or Democrat is irrelevant. You are in the boat together, and if you do a bad job, you are all going to sink together. If you do a good job, you are all going to celebrate together. That is the reality.

Can a trustee destroy an institution? You better believe it. The actions of each individual board member matters. You can hurt a school to the extent that opportunities, which could have come to your school, will go someplace else. Leadership matters at the board level; leadership matters at the presidential level.

More Information IS More for Trustees

If you have many concerns about the institution, it is your responsibility to ask and have those concerns answered. As a board, you have the responsibility to evaluate goals, and you have the responsibility to evaluate the performance of the institution through the president. That is how you do it. Another part of your job is to evaluate salary and benefit analyses and make comparisons. That is part of your job as a trustee.

Most presidents want this examination for a lot of reasons. You can see the over expenditures. You can see what is not being productive. You can predict what is going to happen. The more the board is in sync with the president and what needs to be changed, the better. There is some criticism out there. Often what the community believes is that a lot of people at the college are getting paid and only work 15 hours a week. All of those different things are perception, and it is important for the board to address those perceptions. Perhaps an English instructor works 30 hours a week on campus, yet time grading essays constitutes 20 hours a week at home. Know what the hours for faculty are and be prepared to answer questions about the important role of having quality faculty members. Information is power when your college is being criticized. Faculty members are the backbone of the institution. Without good teaching,

student success is not attainable. Your faculty members, whether full-time or part-time, are your most valuable ingredients in executing the end result. Remember, you are the advocate and spokesperson FOR the institution as a board member.

The Presidential Evaluation

The presidential evaluation is tied to actual goals and expectations that your board should clearly define for your CEO. This evaluation should be done annually, without fail. Throughout the decades, publications for trustees have all held to one same focus: the board's most important responsibility is hiring, EVALUATING, and firing the president. Unfortunately, many boards do not do a good job evaluating the president, and there are many examples of settlements being reached because presidents are terminated and have never had an evaluation or a warning. When you are doing your president's evaluation, that is the time when you ask all the questions. For many boards, the presidential evaluation has always been more like a handshake. This is not recommended or smart for your college. The tools to do a complete presidential evaluation are available to you as a board. Take the time and the discipline to do the investigative work that you need to get the answers you need to move the institution forward. It is not about "we got you" with your president. It is about being better as a board and an institution and working collaboratively to meet the goals that have been created between the president and the board.

The perception of leadership in higher education has changed dramatically over the last 10 years. There are presidents who have been presidents for 20 years, and they

really have not been evaluated. There is so much trust and such a sense of comfort of commitment that the board feels there is no need for regular evaluations. That is a board decision. You are not serving the long-term health of the institution by avoiding an evaluation process that could be used in the future. Evaluations are measurements of milestones and keep boards on a progressive track.

Understand that early in the history of community colleges, presidents did not even get contracts; they got handshakes. Now, presidents have contracts, protection, and an evaluation is required. Boards need to exercise that authority regardless of how long the president has been there.

Be Realistic About Expectations of Presidents

An interesting case that sometimes occurs when ACCT assists a board with a presidential evaluation is when one of the evaluative items that the board asks of the president is to improve diversity. Basically, that is it—improve diversity. That is the concern of the board, and the rating is usually low. The next year, the same board asks the same question of the president, and the rating is still low. The third year, the rating is again low. “Why are we not solving diversity?” Think about this. America is not solving diversity; what makes you think your president is going to solve diversity? You have to break it down. What really is your expectation? What are the achievable goals?

Your board needs to break evaluative expectations down to achievable objectives.

Setting Aside Time to Retreat and Plan with the President

There is a partnership between the president and the board to make sure that this evaluation and planning is part of the annual calendar of the board and that enough time is dedicated to this. Here is the contradiction that you are going to see as a new trustee: as a governance board, there are a lot of items that you have to approve and things that you need to review to keep the institution moving. That is good work that you need to do. Yet, as a board, you also need to address those long-term issues, which involve goal setting and review. That is a board/CEO responsibility, and you must ask, “When are we going to carve out the time to do that planning? And when will we set those goals?” While the institution should have a strategic plan that has goals for the institution, the board needs to have its own priorities and goals. The president needs to be included in what the board’s priorities are also. They complement each other, yet they are not always the same priorities.

You can go to the board meetings and approve things and do the business of the college and feel very satisfied, but that is not enough. You really need to go beyond that, and you can’t do it as one trustee. The board needs to take on that role. You have to make sure you have the framework to insure that the legal and ethical conduct and compliance is taking place. That is where communication, continuing education, and being committed to giving the time necessary to your chosen role as a trustee for a community college comes into play.

Great Boards Think Carefully Before They Act: Consider Your Board

Are you a member of a great board? **Great boards will always ask, “How does this decision benefit students?”** If the president and faculty are given a raise, how does this benefit the students? Trustees should have a good answer. This news will make news, and someone will ask you why the president of the college makes “that much money.” You represent the owners, the people of the district, who pay taxes and are directly or indirectly affected by the college you have been elected to serve. Your board also hires the president and approves his or her salary, as well as overseeing approval of the college’s budget. Without beginning a lecture or reacting to people who want to criticize specific decisions, prepare yourself to respond pleasantly about the mission of the college and the value of staying competitive with the professionals that are employed to educate and train the students of the area. “We all depend on the educational system for the economic health of our region. XYZ College is so very fortunate to have dedicated professors who are committed to teaching and ensuring student success.” Stay positive, never argue with a constituent, and as cliché as it sounds, keep your cool and stay as politically correct as you can. As much as you may not feel like a politician working for the care of your district’s college, you are an elected official and will be sought out and sometimes targeted for decisions of your board.

If your board eliminates a particular program, what is the impact to students? You need to ask those key questions and then be able to communicate the answers effectively.

What does your board care about? If your board is working consistently, each individual trustee should be able to say, “Five years from now, our goal is to have this and this and this in place.” That is a good board. They are going beyond their current existence and seeing the possibilities.

Finally, is your board willing to take risks? A good board will support the president and say, “I know we are going to get beat up on this, but it is the right thing to do.” It is very hard to have that level of independence. Living by that strong code of ethics and also by doing the right thing and really representing the institution is critical. This doesn't mean that whatever the president wants, the president gets. The mission of the trustees to keep in the forefront is, “What is the impact of the decisions that are being made having on our students?”

How to Become the Chair, and What Are the Responsibilities?

If you aspire to become a chair, understanding that role is important because the chair can really help manage the board meeting and strengthen the relationships among trustees. The chairperson has a responsibility of maintaining discipline in the board meeting and helping each trustee understand what is appropriate and what isn't. The chair also discerns what is really a discussion item with the president after the meeting as opposed to infiltrating the board. It is important for your chairperson to have enough power to handle the meeting. You do not want a weak chairperson when it comes to facilitation of the meeting. Whether the chair speaks for all of you and negotiates directly and has powers delegated by the board in between meetings is different for

every board, and that is done differently throughout the country. In some institutions, the board chair can really make a lot of decisions between meetings, or the executive committee is allowed to work with the president and make decisions without the assistance of the entire group; in others, that does not exist. This is determined by the policies of the board. All of the models can work. As a new trustee, you just need to understand what model your institution and state utilize.

As an Individual, You Lose Your Voice. Now, You Speak as a Board

Sometimes it is more important for you to know the limitations rather than the rights. Really knowing what is appropriate to say in public about the affairs of the college is vital. Once the board as a whole makes decisions, your voice needs to reflect that decision, whether the outcome was what you supported or not.

Professional Development is Crucial for You and Your Board

You have a great responsibility to participate and encourage other board members to participate in professional development. Regular professional development is key to the health of the institution. During these retreats or development meetings, your board bonds with fellow trustees, learns more about trends and accountability measures, and revisits your college's mission and goals for the future. Generally, boards that regularly participate in professional development tend to be great boards. There is no correlation to the size of the institution, the size of the budget, or the wealth of the community—none whatsoever. There is, however, something magical that happens when

a group of people decides that what they are doing is about the greater good of the community and work together to do a committed and thorough job.

Plan for the Future, and Proactively Adjust to Economic Changes

Remember, as a trustee, your focus should stay on vision. Where is your college going? What will the future look like for students and the institution as a whole? That is what a vision is. What is this school going to look like 5 or 10 years from now? It is your responsibility to do that vision planning for the college with your fellow trustees and college leadership.

You should also revisit missions regularly. Most colleges have a well-established mission, but the truth is, over the years, institutions change in how they provide opportunities. You want to make sure that you serve all people in your community, so they can work and survive in the interdependent global economy of today. Go look at your mission. Stay current.

Finally, as you participate in planning and goal setting, you must contribute to what the expectations are and how they will be measured. Then commit to holding one another accountable for measuring results. Make decisions based on data, not rumor or perceptions. Facts are what you should consider, and keep opinions to the side.

As a trustee, you have been elected or appointed to a very important place in the governance of a public institution; you have taken an oath in the State of Texas. As an individual, you chose to volunteer to do this important job; you have to give that job ample time. That is vitally important.

Study the Financials and Know What Expenditures and Revenues Are

Perhaps you are not a CPA. You may not even balance your checkbook regularly. Yet, one of your legal duties as prescribed by the Texas Education Code is to approve budgets and maintain the financial health of the institution. Knowledge of how the college prepares financials and understanding the red flags that could cause harm are important. Study them. Ask questions of your fellow board members and the president. Request a meeting with the CFO if you need additional help deciphering what the financial reports are telling you. Do not be embarrassed. This is part of your job as a trustee.

Expenditures can be categorized in two groups: by object and by function. These are common terms. By object means the type of expenditure it is—salaries, benefits, supplies, fixed charges, or utilities. By function means by parts of the college—instruction, academic support, public service, student services, operation and maintenance.

Expenditures tell you different things, and as a trustee, when it comes time to review the budget, you will not be able to go through every single line item and decipher every expense. It is too difficult to do that. Instead, you should talk to your fellow trustees and your president; it is vital to have a certain number of “budget veterans” who you can ask the financial questions.

The first thing you want to know is the budget in balance. Are the revenues the same or more than the expenditures?

Next, take a look at these metrics: the percentage and the trend of student support and operations. In today's community college, students are carrying more and more of a percentage of the cost of instruction, and that is something you definitely want to know. Government support and college generated revenue are declining. Depending on the way your college's budget is set up, this is where you are going to show the profit from continuing education, auxiliary services, interest income, and revenue generators.

Watching Expenditures and Trends in the Budget

Another important budgetary item you want to track is the percentage and trends on expenditures, especially your compensation expense; if you are at 85% in salaries and benefits, that is something you have to worry about. What percent of the budget is devoted to instruction and academic support? What percentage is devoted to student support or student services? These are metrics that you are able to look at very simply year-to-year and evaluate how your college's budget is doing.

Trustees should have a good grasp on the budget because **you do have a fiduciary responsibility**. One of your jobs in developing the implementation of the budget is to set the compensation policy. What does that mean? That means salaries, scales, is there a Cost of Living Adjustment (COLA) raise this year, or is there a step increase this year. You determine how much can be spent without board approval; that is a policy decision that is determined by a purchasing policy. Determining how much a particular staff member makes because you like that particular person is not your job. That is the president's job.

As a board, you also set policy to determine at what level of expense you require bids. These things probably already exist in your policy manual, so read that manual and be aware of these policies.

A Monthly Look at the Financials; Ask for That Report

One thing you should look at every month is a well-designed financial report card, evaluating how your college stands year to date and what the projections look like for the remainder of the year. This report needs to be presented in a way that makes sense to all trustees. What trustees want to pay attention to is the number at the bottom—the net assets.

You should also compare actual numbers versus budget, and these numbers will make a lot more sense to trustees and the rest of the college community.

The Annual Audit is Important and Addressed to YOU

At the end of every fiscal year, you are going to get an audit from the auditor. It is addressed to the board of trustees. It is not addressed to management; it is to you directly. This audit will describe the scope of the fiscal audit, based on Generally Accepted Accounting Practices (GAAP) standards, and this is always a good measurement tool. The financial statements refer the college's health fairly in all material respects with regard to the college's financial position. You want "a clean opinion." If you do not get a clean opinion, you need to start digging into why the audit was not clean with your president. The president should be looking at the budget on a very regular basis; there should be no surprises for the board when the audit comes back.

How to Ensure Your Meetings Are Legal

You have a responsibility to make sure you are following the law by making sure that you are posting your meetings, and getting them up in enough time where it is in accordance with the statutes of your state. Many boards and presidents have gotten into trouble by having a meeting—whether it was action or no action—without following the legal requirements of the state. You can get into so much trouble if you do not understand the laws around executive sessions. What occurs in an executive session cannot result in decisions being made! You want to know the laws with regard to your boardsmanship; that is the bottom line.

When Emails Are Not Private for You

Here is what is happening throughout the country: if you have an email exchange between trustees, concerning a college matter, it is possible that you could get subpoenaed and have to disclose your email messages in a court of law. Your emails may be subject to public scrutiny. If board members email each other, and you start asking each other questions, and there are at least three trustees involved, it is considered a serial meeting. This constitutes an illegal meeting of the board. That is particularly important if you are doing labor negotiations and the board starts exchanging information through email. If the labor constituency group finds out about it, you can be subpoenaed, scrutinized, etc.

In some cases, the college gets your email. A college email address is great to receive notices that go out to the entire faculty and act as reminders of events of the institution. Use a separate email account for your private issues.

What Is an FOI, and Why Does it Matter?

Freedom of Information (FOI) requests can be made by anyone, and they happen quite regularly in some institutions where any discussion or documentation on matters you are dealing with have to be disclosed to the press. Keep that in mind as you do your business, and **never forget that you are a public official.**

Fiduciary Responsibility Is Becoming More Intense

How do we define success in the colleges of Texas? It is not by enrollment growth! Everybody is seeing growth because of the economy. Managing the college's financial obligations is your fiduciary responsibility, and being successful with this charge proves success. Board members love this because he or she who controls the money has the power. There are never enough resources. When there is not enough money, you have to cut back or get very creative. You do not know what is going on with your employees or their families. Your job is to make difficult decisions and be compassionate. As trustees today, you have to ask people to do more with less. This is not uncommon anywhere in the nation. Keeping the doors open literally comes before anything else, so being careful with the institution's fiscal health has to be carefully and continuously scrutinized.

Becoming an Effective Voice

As a trustee, you are going to represent the college and its best interests every time you attend an activity in your community. People look to you for answers about programs, students, and trends in community colleges. Staying abreast of current movements through reading national publications can help, and maintaining a strong relationship with your president will be beneficial also. Others may choose to help you get the positive information out to other community members. Sometimes, this can be accomplished through advisory boards. Other times, a board liaison or a public relations person from the college may update you on newsworthy facts before you read about them in the newspaper.

Most advisory boards have no fiduciary responsibilities. Advisory boards ground you to the community and can speak for the local stakeholders. It is very hard for a president to be successful without the support of the advisory board. Advisory boards are not governing boards, but they can be very powerful. Advisory boards are local. All colleges have a common purpose, so getting the message out positively through the help of others is great. Do not be afraid of public input. More is more here.

Robert's Rules of Order and Operational Procedure

Robert's Rules of Order is this handy little book, and most colleges, in their bylaws, will indicate that they operate under Robert's Rules. There are many different versions, so it is very important that you understand how your college chooses to operate.

A lot of these procedures were set up for assembly meetings with 500 or more people, so most boards follow committee procedures. The principles are very helpful in carrying out the business of the board. They give you an order of discipline, of following through with what you are trying to do.

Robert's Rules of Order also provides you with agenda recommendations. You can alter it somewhat; sometimes the president's report comes at the beginning, and sometimes it comes at the end. There is usually an opportunity for the public to speak to you as trustees. Often, the agenda looks like this: new business, old business, review of the minutes, officers' reports, and special committees. A lot of the actions, in terms of accepting the recommendations or passing items, come under the committee report. The committee presents, the board takes action, and sometimes the action items are presented separately. There is a lot of diversity out there, so it is important for you to know how your board operates.

Understanding Parliamentary Procedure

Another important thing for trustees to know is how to accurately present a motion. Make sure the agenda is specially set up for the meeting so that it follows the procedures. Many colleges will use a consent agenda; that means you package a lot of items together and approve them that way. The truth is that if you do not know parliamentary procedures, a trustee can sabotage your meeting. If you want to become chair of the board, it is vital that you know, understand, and follow parliamentary procedures, and that you feel comfortable with those procedures and abide by them.

Some people really get caught up on when you can debate an item, when you have to approve it, or tabling items. There are maneuvering techniques that can either stop or move the business of the board fairly quickly. Pay attention to how the board functions.

There are times when you might need some modified procedures. For example, in some boards, the board will decide to follow certain procedures where everybody gets the opportunity to present on an issue before you get a second time. A lot of that falls under the responsibility of the chair. The chair is supposed to acknowledge who is talking, and the chair is supposed to say, "Is your comment relevant to the motion?" If it is not relevant, then it does not get discussed. Before you become chair, you should be familiar with procedure. That is the role of the chair.

In most states, unless an issue has been on the agenda and posted previously, you cannot present a motion. In some states, you cannot even discuss it. Do not confuse this with the statutory requirements of how you do your business.

If you choose one of these procedures, be careful that you do not violate any rules. If you are under negotiation or you have another party that is concerned about anything you are doing, someone can bring you to task that you are not following your own guidelines. If you "agendaize" everything and you decide you do not want to follow the order of the agenda, in some states, you are required to actually present a resolution and take formal action to modify the agenda and change the order of items to be discussed.

A trustee could say, “With the indulgence of my colleagues, I would like to move this item up.” This may work fine, but any one of the board members can object. If one does, then you have to present a resolution and make the modification.

Using a Consent Agenda

The consent agenda comes out of policy governance. It is a form of governance that moves along the regular business (not unusual items) by one consent vote as a package. They are usually seen as routine items, items that have been discussed at length, or items that have been studied in detail by committees. They are perceived as things that are in the interest of the school and will move along the business of the board. In most cases, any trustee who wants something pulled out, can do so. Usually the chair facilitates this by saying, “We are getting ready to review the consent agenda by the motion. Is there any item that needs to be pulled out for discussion?” Typically, you know before the meeting if there is a problem. You do it before the action. What generally should happen is that if you have a concern about one of the consent agenda items, you should call the president ahead of time and say, “I’m going to ask for item so-and-so to be removed from the agenda.” You are moving it to the regular agenda, so that there is discussion. In most cases, the chairman of the board already knows and presents the consent agenda as, “We are going to review the consent agenda but we’re removing item ____.” The motion is to accept the consent agenda minus this item that will be discussed separately.

When to Table an Item

Another thing to understand is when someone says, “Let’s table the item.” What they are really doing is presenting a motion to postpone that movement. Usually, you need further review and will bring it back at the next meeting or in three months or even a year. That is the board’s decision.

Who is the Problem Solver with All Procedural Questions?

Typically, the college’s attorney will serve as the problem solver. To have someone say, “No, you have to do this,” helps trustees stay on task and utilize procedures correctly. It is good to have someone who is procedurally trained in the room, even if that is the president or the president’s secretary.

The reason you are using these things is to get the work done. You do not want outside entities coming in and interfering with your operation. You do not want one individual to sabotage the operations to the board. This is a mechanism—the ground rules in which you operate—and everybody abides by this.

In some states, you have to follow other procedures that are part of their state statutes. This is nice because there is an outline of what you need to know. State statutes can define things like quorum. It is always important to make sure you have a quorum when making decisions on behalf of the college. If one trustee steps out of the room or leaves the meeting early, can you lose the quorum? Yes. The people who comprise the quorum all have to be in the room. If a trustee that makes the quorum leaves the room, in

a sense, the meeting has ended. You can continue discussion if you want, but you do not have a quorum to conduct official business.

Your Policy Handbook; Know It, Know It, Know It

One of the most important things for a trustee is the college's policy manual. Some may call it a handbook; others may refer to it as their personal community college "Bible." It includes the bylaws, governance structure, board policies, committees of the board, ways to conduct themselves, and code of conduct. You should know these materials. Having a firm grasp on the information in this book will assist you at every turn. It will answer questions, prepare you for meetings, and teach you the correct ways to interact during the discussions during board meetings. It should also remind you of your roles, responsibilities, and reasons for being a trustee—student success above all else.

Understanding the Culture of the College and Working with Staff

A professional board staff is your right hand. A lot of the things that come to the president will come through the professional board staff; make sure you have a good working relationship with these people.

How you treat people will determine many things. You need to understand how helpful the support staff is and show your appreciation accordingly. That is your staff, and the grapevine is alive and well, so if you mistreat them, the faculty and staff on campus will likely know. We are not talking about anything fancy here; we are talking about how you are doing with common courtesy. Do not put blinders on when you come

to campus. As you walk in, acknowledge each of those administrative assistants. Look at them in the eyes, appreciate them, and thank them for the good work that they are doing. Word gets out quick on campus, and you will get a bad reputation if you fail to practice common courtesies.

At a recent meeting of trustees, one man explained that his college has a 20-minute rule. He said, “We never ask a staff member to do anything if it’s going to take longer than 20 minutes. Those guys have too much to do, and the vice presidents do not have enough time either. So, we informally say to ourselves, if it is over 20 minutes, you must go find three board members—in other words the majority—in order to enact that study or move that request forward. New trustees think that they can just ask for this stuff, and it is all at your fingertips, and staff are running around for 2-3 days putting together a report that might be miniscule or mundane in terms of the respect to the board.”

Be Clear and Respectful of Staff; They Generally Can Answer your Questions

Do not expect the professional board staff to read your mind. Do not ignore your professional board staff. They are the ones that make things happen.

If you have a question, do not hesitate to ask. If you are wondering, perhaps others are, too. Both presidents and chancellors are more than eager to get information out, and new board members should ask that whenever any information is given to one board member, it should be shared with everybody. As much as possible, unless it is

really, really simple stuff, presidents will usually say, “In response to Trustee such-and-such, here is the information,” and copy everybody.

The nice thing about the staff assigned to help the board is you can ask them things like, “What is the appropriate protocol?” They will gladly tell you.

Understand the Power in Your Position and How You are Perceived

Remember that the college staff knows who you are and will try to make you happy, but being demanding is not acceptable. A former president explained a funny story with a trustee that proves this point. She said,

I always share this story, and people laugh about it. We have theatre; we have a show. A trustee called the box office and said, “I have some people visiting from out of town, and I need six tickets.” The person at the box office was a student. So he went to his supervisor and said, “A trustee called asking for six tickets immediately for tonight’s performance. And it is sold out. What do we do?” That supervisor went to the dean and said, “We got a call from a trustee demanding six tickets, and they are not going to pay. We are sold out.” That dean went to the vice president and said, “We have an angry trustee who wants...” You get my drift? Then it got to the president, so the president got on the phone with the trustee and said, “What can we do to help you? We are sold out. Can we accommodate your party another night?” And the trustee said, “Sure. And I will bring a check and drop it off at the box office.”

Understand power. Understand the requests that you make, and that people are going to try to please you, and as innocent as it may be, you can get people into a pretzel shape trying to do things, so understand power.

Your Role as a Community Member and a Trustee of a College

Just as some trustees may expect special treatment (although they should not), citizens have expectations of you. Remember, you have the right to live in your community. You have the right to keep all of your friendships, etc., and you should keep them because you need them. You do not have the right to discuss any board business or institutional business with private individuals. You can create a wall. You can do this by simply stating, “I love you, but let’s make a promise to each other that we are not going to cross this boundary.” People call you up because they know you. Joe calls you up at home and he wants to tell you something that is going on at the college. You should say, “Wait, wait, wait. Before you start talking to me, let me tell you something. Anything you say to me, I am going to discuss with the president. I am also going to ask you whether you’ve discussed this with your supervisor.” It forces people to think before they start talking. It also means that if they are still going to tell you something, they know you are going to take it to the president.

You are the Leader of a Great Employer in the Community; Act Cautiously

If you are an elected trustee, it is different than if you are an appointed trustee. If you are elected, a constituency that expects your representation elected you. And their expectation is that you are going to be available to them. Set parameters. “I am a

respectful member of the board, and I cannot speak for the board, but I am willing to listen, and within the limitations of my role, I will be happy to.” People will call you. You have a constituency in Texas.

Do not ignore the importance of the board of trustee and the role you play within your community. In many communities, community colleges are on the top list of employers. That budget of \$35 million or \$6 million or \$250 million could be one of the largest budgets of any entity within that community. That is the message: do not underestimate the power or the pressure or the implication of what you are going to be asked to do. **Never be unprepared when people come to you looking for favors. You are not able to provide favors; that is unethical and would bring harm to your institution.**

The Board-CEO Relationship

Gaining perspective: Do you really get the truth from administration? This is the biggest problem between the board and the president. It is trust. Am I getting enough? Is it being filtered? How do I know what is really going on? How much do I need to know? The answer is that it depends!

Distinguish the role of the president and the role of the board. The president is the legs and the arms with enough brains to do what the board tells him or her to do, and enough brains to tell the board what they need to know. It is a partnership. Treat the president with respect. He or she is your partner in an important venture: the success of students at your community college.

Discovering Great Talent: Hiring and Overseeing a President

At some point, most trustees have to go through the process of finding a new president. That is a primary responsibility of the board. You will also have to go through the responsibility of evaluating the president. Those are serious responsibilities. How many of you have read the contract with the president? As a board, you only have one employee in the school, so you need to know the terms. Most trustees do not get to see the contract and they should. Just like you need to have a copy of the bylaws, you also want and need to know what the president's contract is. It doesn't mean you share it with the world, but it is important for you to know what your board and the previous board committed you to as a member of the board. It is a good piece of information for you to have. Most colleges have a contract that is yearly for new presidents, or up to five years for a well-established, more experienced person. Most presidents have a rolling contract. That brings stability to the institution. In terms of the board's responsibility, you need to understand that in higher education right now, the typical age of a president is 60 years of age. We are going to have an exodus of presidents not only in community colleges, but older universities throughout the country will also experience a loss of leadership. Interestingly enough, the profile of the vice president is the same. It is your responsibility to find, keep, or develop a great president and hang on to him or her because that helps the institution. You need to hold him or her accountable and do evaluations. You also need to focus on the preparation of the next wave of leadership.

This is creating a dilemma for all of higher education in this country. We are just not going to have the leadership ready with credentials and experience.

Why Finding Administrators is Not Like It Used To Be

Historically speaking, faculty moved into administration, department chair, dean, vice president, etc. A lot of faculty members are just not doing that. It is not a career that many people aspire to have as they did previously. The job has become a continuous job where presidents have to be available weekends, evenings, etc., so it does take a real toll on people. It is complex, and presidents have no friends on campus. Do you understand that? If they do have friends, you possibly have a problem. The group that the president should be looking to for nourishment in addition to his or her spouse and family is really the board. The board needs to talk and encourage that person to balance work and life responsibilities.

What New Trustees Need to Know About Fundraising

Today, community colleges are trying to serve more students during a period of reduction in resources. The advantage of money that you raise, or that the school raises, is that it supports the creativity of the president, the board, and the foundation in progressing student success. Extra money allows you to get things done that you would not be able to do otherwise. The role of fundraising in the community college has changed dramatically over the years. Some foundations exist with \$30, \$40, and \$50 million now.

There is not a pattern of larger community colleges raising more than smaller ones, but it does take planning and efforts. Leadership and involvement by everyone from the board to the foundation board to the president is needed to raise awareness for your college and funds.

What is the Role of the Foundation?

The foundation's role is to act as the separate non-profit entity. This gives them a flexibility to do things that are not permissible for the college to generally be able to do. For example, in Louisiana, the endowment can supplement certain things for the president (automobile, travel, etc.) that would not be possible under state law.

You should always take a look at and understand the relationship between the foundation and the board. How many of you have board members that sit as a liaison on the foundation board? These are questions that need answers.

How the Foundation Intertwines with the Board and the College

As the nation was developing foundations, some colleges took a private sector model and just simply adopted it. Others have done a combination. Do you pay for the staff of the foundation out of the college's budget? Do you pay out of the foundation? Or share? Does the director of the foundation report to the president and is that person evaluated by the president? Or do you have the person report to the foundation and evaluated by the foundation? Do you have the president serving as the treasurer of the foundation? Do you have the CFO of the college serving as the treasurer? There are many different models out there.

One thing some community college boards are looking into is how much control in the relationship is appropriate. Does the memorandum of understanding before the foundation and the board, need to be updated? There are a lot of questions you need to be able to ask about your foundation and the board's involvement.

Cultivating People to Organize Foundation(s) for Your Institution

Foundations should also examine retiring faculty and engage them in raising funds. If you cultivate them, they will give to the institution and support the efforts. Some community colleges are very well experienced, while many are just beginning. The success, as in most things, has to do with having the right staff in place and the right people on the foundation board. The profiles of the individuals on the foundation really make a difference. In some colleges, the foundation is primarily made up of staff and faculty, and that usually does not work because it becomes a scholarship foundation more than anything else. The more corporate people you can get involved, the better.

This begs the question: are you restricted to only having one foundation? No! If you want to have a corporate foundation and a faculty foundation, or create another body, you can do that. This allows you a different type of profile.

Who Are the Alums, and How Can They Help You?

Another important avenue to explore is through alumni. In the past, community colleges have not been as aggressive with alumni associations, leaving that to universities. Many of our community college graduates do go on to get baccalaureate degrees, and their loyalty gets transferred to the four-year school, which in turn becomes

their alma mater. That does not mean you do not tap into those same people for alumni gifts and foundation support. In fact, many people will say that their best education came from the community college, where they felt like a person and not a number.

One trustee explained how important knowing their alumni has been for his college. He said,

You know what helped us in the foundation was a ‘Hall of Fame’ for graduates, and it generally was in the sporting field. For example, Andy Reed—coach of the Philadelphia Eagles, graduated from Glendale College and his son did; we got him to spend \$80,000 to buy us a new scoreboard. You really will be amazed how many professionals and people who have done well in various areas have graduated from community colleges. Talk to your long-time faculty; they will know names and get you started. Anonymous, 2010

Do you know the most famous person who graduated from your school? You should. Tap into this person and others from your area that would gladly support their college beginnings.

Go to the ACCT website, and look up alums. You will be shocked at the number of people who went to community colleges and graduated or transferred who have done extremely well and have influenced this country—actors, filmmakers, corporate leaders, etc.

Advocacy

Advocacy is one of the most important things that trustees can do for their institution. Budget deficits are the norm throughout the country and state. It is so important for you to be an advocate because you have the cache (you are either in an appointed position or an elected position) to talk about why the college is important from an institutional point of view for the community.

Why Associations are Important

You should be affiliated with a state association. Those associations make it a little easier to be an advocate because they help you craft the message, and they provide you information. It is important for you to work with your broad board and your president to find this information, talk about a state appropriations process, learn about the state appropriations process, and go up to Capitol Hill and talk about why community colleges are important. That is advocacy.

Google associations. There are thousands and thousands of associations throughout this country, and their sole purpose is to essentially advocate on behalf of their priorities and their membership. If you are not lobbying or advocating on behalf of your institution for these dollars, someone else is. That is the message to you relative to advocacy and why it is so important. We have to push the community college agenda.

How a Lobbyist Can Benefit Your College

Sometimes, it can be effective to hire a federal lobbyist and partner with other community college districts or get somebody who is a professional that will represent

you in the best manner. One trustee explained how hiring a professional lobbyist increased her college's funding allocations. She said,

It has gotten us several million dollars in capitol dollars for projects. There are dollars available in the defense bills, in transportation bills, in so many other ways that you might not think that you have dollars. I'll give you an example: Cal Arts in California utilized this lobbyist we have. They wanted to get a new air conditioning system for about \$600,000. The lobbyist said, 'Please give me your curriculum and what do you do.' They were able to get \$11 million for a course in HIV training [not to get HIV and AIDS]. It was an amazing use of dollars that they didn't even think they had the opportunity to get. Think outside the box. If you can afford it or partner with someone, get somebody professional.

Anonymous, 2010

Many community colleges, especially in the last decade, have seen an exponential growth in the Congressional earmarks for institutions. There are hundreds of earmarks for our colleges across this country. It takes a lot of legwork—presidents and trustees who come and talk to ACCT about earmarks ask how to go about it. ACCT responds, “The odds of you getting it the first year are basically zero. The odds of you getting it the second year are probably around 30 or 40%; by the third year, you should be able to get it.” It is an investment to get money. Never forget that; you get back what you are willing to put in with time and effort.

The National Focus on Community Colleges. Why Now?

Obviously the Obama administration really likes community colleges. They view community colleges as economic engines to get out of the recession. Can you remember a President who has visited community college campuses more than our current President has? All of this has increased the visibility of colleges across the nation.

Specifically, in the last five years, one of the more visible and charitable foundations that has concentrated on community colleges has been the Gates Foundation. They are very engaged around college completion, yet they have been more focused on the K-12 sector. Recently, they have migrated toward the community college movement and higher education. The Gates Foundation did announce that they were going to spend up to \$110 million toward college completion initiatives. The Gates Foundation is able to pull these resources and really concentrate on disseminating these dollars.

Inviting Legislators to Know You and Your Institution

Face time with legislators is crucial. Whether it happens in the district or at the State Capitol or in D.C., face time, one-on-one conversation, is very important. Legislators and staffers are always looking for good things to showcase. Getting quality time with these people to tell the community college story is affective, if they like our programs. If you make relationships with these staffers, you have a better chance of them trying to help the mission of our institutions through their legislators. There cannot be enough emphasis placed on the importance of face-to-face.

Another advocacy tool is to invite elected officials to your campus. Beyond the fact that it is great to have an elected member on your campus, it is also important for your students. It is a learning experience about governance. They hopefully learn the issues and about the processes of elections and government. This brings notoriety for the institution, as a legislator on campus is always written up in the newspapers, and it shows the face of the institution. Invite the Governor, your state legislators, and your U.S. congressmen to your campus because many of them probably have anecdotal information about your institution, yet have not used it for a while.

Being able to tell stories about your students is pivotal. As trustees, the most significant job is to deliver the power of what you are doing at your college campuses back to our State Capitol or to bring the legislators on campus and show them what community colleges do and offer students. Knowing the work training programs you have and how those programs changed particular students' lives is all the legislators want to hear. Once they ask, "Tell me more" or, "Then what happened?" they get really hooked in and then they turn around and they tell that story on the floor. That is the way trustees can help to deliver the message.

Be Kind to Legislative Staffers; they are the Gatekeepers

Whatever you do, never underestimate the power of the legislative staff. Staffers are the gatekeepers. If you have major turnover in legislators, you increase powers at the staff level. Members of Congress no longer have institutional remembrance of policy items in advocacy. If you ask a member of Congress who has

only been around five years what happened with No Child Left Behind, they may not know. The staffer—especially the committee staffer—has that knowledge. That is why staffers are so important. They are the ones who are writing the one-page briefs for members of Congress on why we are supporting this piece of legislation, why we should support that piece of legislation; they are the ones digging for the nuggets and getting those earmarks. It is a continual education process. You have to continually educate these individuals. Do not discount meeting with staff. You can accomplish a lot through those relationships, and you should be resources to the staffers.

Why be Accredited?

You pay a big penalty if you are an institution that is not accredited.

Accreditation is THE signal to the public; it is THE signal to other institutions.

Success is no Longer Enrollment; It is Student Success

Most colleges have all been successful in getting students in the doors with record numbers. Many institutions are becoming “Achieving the Dream” (ATD) institutions. ATD looks at the data to see what is happening with your students once you get them in the door. In many cases, once the ATD professionals start looking at the data, college affiliates do not like the answers that come from the numbers. In a new training workshop hosted by ACCT, one unnamed trustee explained what had happened with ATD in his institution. He said,

We didn’t like the news. Cause what we saw was fall to spring, we were losing 25% of the students who came in. Spring to fall, we lost another 25%. By the

time we got to 3-year graduation mark, our graduation rates were 18-19%.

We've been focused on looking at that data and trying to figure out how we can restructure internally so our graduation rates go up. (Anonymous, 2010)

Looking at data is imperative to the movement toward accountability and student persistence.

Today, there is much coming out of the federal and state government about accountability, persistence, and retention rates. ACCT and others are moving colleges into new success models, and focusing on success of students, which is key. It is not about just getting the students in the door anymore. Now, you have to show that your graduation rates have increased by 3% or 5%. That is where you as a trustee have leverage. It is part of your goal setting. As part of your planning, you can begin to set benchmarks to increase retention and to increase persistence for graduations and start to deal with some of those other issues.

Know Where Your Students Come From

Remember that your partnerships with K-12s are very important. Those initiatives to remediate students early are very important. Those dual enrollment courses with high schools are very important. A lot of community colleges provide training for the K-12 teachers, and that is also important. There are plenty of great initiatives there. The problem is that the world has changed. It is not that community colleges are not doing the right things; it is that the model and the competition have changed dramatically. Most of your organizations are structured for a traditional student. The

reality is that in the majority of community colleges, 60-70% of the students are not traditional. And yet, we are still structured that way. We have to begin to think differently.

How to Look at Expenditures in the Budget

Often your capital budget is going to be separate from your operating budget. You have three kinds of expenses to worry about. First, you have architectural and engineering services and how those are procured. That is an important issue for the board. The construction costs and construction methodology is another decision; are you going to use a project manager when you build? And, finally, there are change orders in every construction project. You determine, as a trustee, at what level you want to see those changes. Do you want to see it if it is \$1,000? Or do you want to see it if it is \$50,000? What is the level that the board wants to review and approve change orders?

Change orders can occur from a variety of reasons. One reason is due to some undiscovered condition. You are building a foundation, and oops, there is a big oil well underneath. Or, there could be a change order because the drawings didn't accurately reflect what needed to be done, or more than likely, there was some incomplete coordination of drawings. Sometimes, what happens is your design professional—the guy that puts the beam in forgets to tell the electrical guy, and he puts a conduit right in the middle of the beam, and it just won't work anymore. You have to figure out what to do.

Let's say, as a board, you want to invest in innovation, and you want to invest in technology. You need to plan for and make sure that any additional money or a certain

percentage is going to be targeted to that goal tied to student success. You can reserve it that way because you have a dialogue.

These are tools; another one that is related to this is the Facility Master Plan. What the future plans are for the institution? That's very important because it gives you an idea of what all the plans are for 5 or 10 years and how you are going to be able to find money and invest, so when you are ready to build, you have taken all things in your budget into account in the planning process.

One of the lessons you need to learn now is that a budget IS what it IS. It is a wish list. In today's economy, where governmental entities have come in during the middle of the year and cut your current budget by 10%, colleges are feeling the pain. That's one of the things we have been experiencing. It is important for the board to realize, at the end of the day, the budget is a working document. Understand that life is going to happen, and you might get some more money because you've gotten some unexpected things, or you may lose some money because the world has changed dramatically. Those are the realities. As much as the administration would love to give you rosy information, etc., you don't live in isolation of the economic situations in your community. Be realistic, and take the time to work with your board on a strategic facilities master plan for the future.

Meandering Down Media Lane

Whew. The media. You may be quoted, shown on television, or asked to sit down for an interview about college related business as a trustee. Knowing what to say

and what not to say is important. It is equally important to have a plan in place with your board about who talks for the board to the media.

The reality is that the news gets out of control real fast, faster than you can imagine. You may be discussing something at the board meeting and people can be texting and giving it out to other people immediately. The board's decision will be on campus at midnight as opposed to when you used to have 2-3 days before people knew what was going on.

In today's world, you have absolutely no control over people who are going to sit in your open meeting and then take out what you say and spread it through the community.

This is to scare you—intentionally. At the same time, it is to make you aware of the power you have. You have a lot of power, and you can use this.

Nobody reads the corrections, right? There can be a difficult, kind of confrontational approach that some reporters have when you critique their work. Unfortunately, if that happens, you can still go to their editors.

In the local community, you can't wait for a negative issue to surface to create a relationship with media. That's why the board must be in tune with your public information officer working with the president and making sure that they both have a fair, balanced relationship with these people.

It is not unusual that your faculty may have a closer relationship with the media than the board or the president. It is not unusual to have family relationships between the

reporters and the editors or the owner of the local newspaper. You know there is an expression: follow the money. In terms of the media, follow the connection, and be very respectful of them because at the local level, that relationship has a different complexity that can make you or break you.

As a board of trustee, you have to be very careful about talking to the media. In some boards, a decision is made that the chair will be the voice for the board because you don't want different conversations going different ways on how you deal with issues and situations.

Also, remember, there are elected board members and appointed. It is the board that decides who is going to be the spokesperson around certain issues, etc. If you are an elected official, your constituency expects you to be in the press and answer questions. Decided who will answer which questions on behalf of the board in advance.

Tips in Handling the Media

- Be clear and concise—even if you are speaking off of the record. Sometimes people will speak to you, and after they've said everything they have said, they will say, "This was off the record." Right? If you don't have a relationship with the reporter, do not make any assumptions about off the record. Everything is really on the record.

- Know the facts—if you don't know the facts, tell them where they can go get the facts.

- Stay relaxed—above all else, you have to breathe. You may get excited that you’re going to be in the newspaper. There are some people who love being in the press. Go slow, and think before you speak.
- Use the resources for your college. If you know you are going to be interviewed, get your public information officer to give you the information, get the president involved, and make it a team effort. Coordinate with the president and the chair. Your elected board is very respectful; don’t sweat the small stuff. Don’t hurt students; you don’t have to answer the question; you don’t have to return the phone calls of media.

You have to learn some of the media 101 lessons. Figure out who the reporters are, and make sure they see you as a source of helping them get the facts right. If you don’t provide the information, then that is what is going to be reported. It is a combined responsibility. Your president going and meeting with the editorial board of the newspaper really helps in building those relationships.

Don’t ever say the words “no comment.” Don’t ever say those words. The board has to have a process. With your president and your chair—you have to have a process. Most reporters will never allow facts to stand in the way of a story, and if you do not tell them what they want to hear, you will get “declined comment.” “Declined comment” makes it look like you have information that you refuse to disclose.

Make sure you think it through when you get caught by media and are unprepared. Sometimes, if you are not sure when a reporter calls, just say, “Gee, I’m in

the middle of something; can I get back to you in 5 minutes or 10 minutes?” And people will give you the time to think it through, and you can figure out what it is you are going to say.

Some trustees are also not aware that reporters do not make the headlines. Copy editors make the headlines. Dramatic headlines get the most clicks and quarters, and that is just the way it is. Headlines sell papers.

The crisis is not the time to develop the relationship with the reporter. We have a responsibility to build this relationship in advance. These are the controversial issues that you have to deal with when there is a conflict or some allegation that involves your president. Understand that—the media will probably know ahead of you—if there is an issue.

Remember that you are a public official; you are speaking in the public; anything you say can be taken out of context. Understand that, whether you like it or not, when people are asking you questions, the reason they are asking you is because you are a member of the board. You are not a private citizen. You have to know what the ground rules are for the trustees and understand how well your president relates to the media. There are some presidents who don't like the media. That is hard for trustees. Those presidents don't serve as a buffer. They don't help the situation. You, too, have to know your local media. You have to know how to work with them in a respectful way.

Ask your public information officer to do an analysis on how many positive stories are coming out about your college versus negative stories. You will find very

often that the positive stories are about students and about the college; the negative stories are usually about individuals. You want to promote the college—not any individual’s reputation.

Finally, does your board have a policy for dealing with the media? If there is an emergency, what resources are available to you? Do you have everybody’s numbers some place? Who are the reporters? Do they cover the board meetings? All those things are important for you to know. If they do not hear the story from the board or the president, the faculty and other people will present it. So, do not forget that as you always want a balanced story, it is in the best interest of the institution to get the story out factually.

Final Words to New Trustees: You Design the Future

Your role as a new trustee is important for many reasons. You represent a constituency that expects you to do what is in the best interest of students, your community, and the economy. Knowing the laws, your college’s bylaws, procedures, advocacy, and how to handle yourself as a trustee will serve you well as you embark on this worthwhile journey for society. Never before has accountability in higher education been more important. Never before has the focus of student success in community colleges been driven home so strongly by government. Community colleges are the open door access institutions that build and will invigorate the economy of the next decades.

As a trustee, look forward. Think using a global perspective. Plan for 10, 20, and 50 years ahead. And, most importantly, never lose sight of why it is that you do what

you do as a college trustee. You serve students.

Study Conclusion

Thankfully, we live in a country that grants education through grade 12 as a right, and not a privilege to every child. Beyond high school, higher education opens the door for most to skill training, career opportunities, and greater lifetime earning potential; it also provides students the ability to compete in a global economy. Acknowledging this, the future success of this nation and its economic standing in the world depend upon one factor: human capital. Human capital can be attributed primarily to the level of education of a country's people.

As educators, we subscribe to the belief that every student can learn. It is the responsibility of board members, presidents, teachers, administrators, and state and national policy makers to ensure that all students are given the instruction necessary and are engaged at their individual levels. Educators are the models for all students and therefore should be passionate about their subjects with a world view of learning; by assessing the needs of the workforce and offering classes to meet those needs through technical education and workforce training, community colleges build opportunities for economic growth in a region, while giving students a chance to earn a decent income. Setting high expectations for students, believing in their capabilities, and holding them accountable for progress foster an end product of high human capital. No longer can the U.S. compete globally as a manufacturing nation. Only through knowledge training and skill development can we continue to be the world's leading country. I believe that this

important training can be found in community colleges through traditional higher education programs and industry specific vocational offerings. Board members are the ones who will guide the direction and manage the leadership to insure these opportunities continue to exist for not only future decades, but also future centuries.

This study revealed that trustees are evolving, as more concentration is being placed on student success outcomes; future funding will inevitably be tied to students' attrition, retention, and graduation, instead of headcount alone. As each decade predicted greater diversity of trustees, those trustees have altered the time they spend on community college business significantly. The legal duties, as prescribed by the Texas Education Code have not changed, yet most trustees realize that the institutions they serve need them to hire well-prepared presidents and empower them to carry out the vision and policies of the college that are established by the board. Less micromanaging is happening and boards are changing because they have to, for the sake of the future existence of community colleges. Student success in institutions, as a result of board commitment and data driven decisions, is the now and the future for the success of Texas community colleges.

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Vita

Robin Anne Rogers was born June 13, 1970, in Texarkana, Texas. She graduated #5 of 165 students in 1988 from Pleasant Grove High School, where she was the Senior Class President and the National Honor Society President. In December of 1990, Robin graduated with her B.S. from East Texas State University–Texarkana (now Texas A&M Texarkana); she was the youngest graduate ever, at 20 years-old, to get her four-year degree from that institution since its inception. During her undergraduate years, Robin was a workstudy student at Texarkana College and East Texas State University–Texarkana. Before graduating from Texas A&M–Texarkana with a Master’s Degree in 1995, she was hired to be an adjunct faculty member teaching remedial and freshmen English courses at Texarkana College; Robin also became a graduate assistant at Texas A&M–Texarkana, teaching English while a professor took sabbatical. Later, while working as an adjunct at Texas A&M–Texarkana and overseeing the University Writing Center as the Director, Robin was hired as a full-time associate professor at Texarkana College overseeing two of the vocational programs, Management and Marketing. After two years, she was elected to be the Texarkana College Faculty Association President in a contested race.

During Robin’s career in education, she has also owned a regional publishing company, Four States Living Magazine, LLC. This business venture was an opportunity that arose in 1994 and is published monthly. Today, gross sales surround \$1,000,000.00 per year.

The years obtaining a doctorate in education in the Community College Leadership Program at The University of Texas at Austin, (CCLP) have provided in depth and hands on courses not geared toward leading any other institution but community colleges. During her time in the CCLP, Robin had the distinct honor of working as a teaching assistant to Dr. Walter Bumphus for a year and a half, assisting him on special projects and in an Organizational Design Course for two consecutive summers. Robin was also offered the opportunity to introduce keynote speaker, Dame Marjorie Scardino at the annual NISOD conference in May of 2010.

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