

CAMPUS ACCREDITATION: HERE COMES THE CORPORATE MODEL

by Frank H.W. Edler

In 1994, *Thought and Action* published an excellent article by Mike Parker and Jane Slaughter entitled “Beware! TQM Is Coming to Your Campus.”¹ Guess what? TQM (total quality management) has arrived, and with ideological fervor—along with a whole host of other corporate-type quality improvement methods, such as CQI (continuous quality improvement), Six Sigma (another more blatant form of Taylorism²), the Malcolm Baldrige National Award, BPR (business process re-engineering), ISO quality systems, and many others.

Welcome to a world of education where the corporate definition of quality determines what quality means, where business values are replacing educational values at an unprecedented rate. But this is not the worst of it. Accreditation agencies like the Higher Learning Commission of the North Central Association are actively embracing and promoting TQM, CQI, and other corporate methods to improve the quality of higher education. Indeed, colleges may soon be forced to apply TQM and CQI across their institutions if they wish to be re-accredited because the accrediting agencies themselves will demand it of them.

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In 1999, the North Central Association of Colleges and Schools (NCA) reorganized and introduced a new commission called the Higher Learning Commission whose executive director is Steven D. Crow. The Higher Learning Commission (HLC) is a private accreditation agency for the colleges and universities in the north central region of the United States. Director Crow aggressively promotes the new entrepreneurial vision of higher education based on corporate quality improvement methods.

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In his keynote address of March 31, 2001, entitled "Serving the Common Good," Crow discusses not only "the major re-engineering process" that led to the NCA's reorganization, but also this new vision of higher education.³ He challenges the idea that colleges and universities should serve the common good by being institutions "separate enough from political, economic, and social pressures to be objective commentators on the very society that sustains them."⁴ The idea that

"an accredited college or university should be a place where intellectual inquiry is fostered and intellectual freedoms protected" is no longer a viable view for Crow:

This view of the university and its role in society may have made sense in a different age and time. I do not think it is particularly viable in a democratic society in which access to higher education is rapidly being viewed as a "right" rather than as a privilege for the elite and wealthy...I do not think it is particularly viable in a capitalistic society in which higher education is a multi-billion dollar business heavily dependent on federal and state financial aid programs necessary for students to be to attend.⁵

Although Crow says that academic freedom and "unfettered intellectual inquiry" should still be honored,⁶ it is quite clear that when these values are stacked up against entrepreneurialism, responsiveness, and competitive teamwork, the latter values trump the former: "Our colleges and universities are so unaccustomed to entrepreneurialism, responsiveness, and creative collaboration that they do not always do a very good job at any of them."⁷

The means that Crow is using to "leverage" colleges and universities towards his entrepreneurial vision of higher education is the introduction of total quality management and other corporate quality improvement

measures as methods of institutional review.

Imagine a college or university sending its faculty to a conference where they are to take indoctrination sessions such as the following: “No Child Left Behind Requirements Align with a Quality Management System Based on Standards from the Baldrige Criteria and ISO 9001,” or “Application of Lean Principles and Six Sigma in an Academic Institution” where faculty learn to “apply manufacturing process improvement strategies in the academic environment”⁸ or “Quality Management Practices in the Classroom.”⁹ You may think these titles sound more like advertisements for Wal-Mart training sessions than ways to improve the quality of teaching-and-learning in higher education; however, these sessions were actually scheduled for the 11th National Quality Education Conference last November in Albuquerque, New Mexico.

How did methods to improve quality in business become methods of improving the quality of teaching and learning in higher education?

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acceptable as methods of improving the quality of teaching and learning in higher education? The idea is simple: Colleges and universities are organizations like corporations and, the thinking goes, if business improvement methods work for corporations, they should also work for higher education. After all, teaching and learning is a product and, like other products, it is sold to consumers. The problem, however, is that although educational institutions are corporation-like entities, their primary activity is teaching and learning—which is not itself a business activity. The education process can be defined in numerous ways, but however one defines it, teaching and learning does not inherently involve the activity of buying and selling.

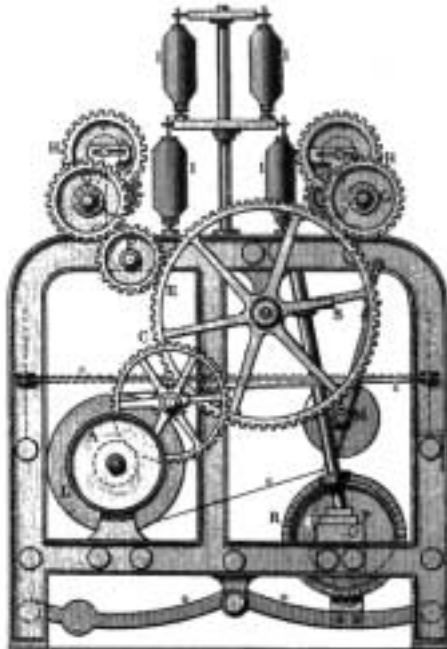
When corporate quality improvement measures are employed across an educational institution as a whole, the process of teaching and learning is forced to conform to the corporate model. Thus, teaching and learning is turned into the “production of education” for business and is “driven” by considerations of marketability, delivery, technology, availability, and efficiency. The danger, of course, is the wholesale reduction of educational values to corporate values. It is no longer an exaggeration to say that systems of education management are more important today than education itself.

Indeed, with the systematic application of corporate assessment measures, educational institutions are reduced to a “production model” where

the product is learning and everything else is a means of production. In defining learning as something done exclusively by the student and, in addition, in defining any help the student receives in learning as part of the support services provided to the student, teaching simply becomes another service the institution provides to help students learn. By separating teaching from learning and treating the former as a means of production, the production model designates the managers of education as the organizers and decision-makers of educational work. Teaching becomes one of the many myriad functions of an organization—much like in any other organization—which can be viewed, according to Herbert Simon, as an information-processing machine.¹⁰

This weakening of the teaching and learning function is apparently what the Higher Learning Commission endorses by approving the Academic Quality Improvement Program. The Board of Trustees of the HLC recently approved the promotion of AQIP from the status of a project to that of a program. The Academic Quality Improvement Program (AQIP) is based on the corporate model of continuous quality improvement, a watered-down version of TQM (Total Quality Management).

What AQIP offers colleges and universities in the north central region is an alternative to the traditional 10-year reaccreditation cycle. Rather than gearing up for one or two years prior to the end of the 10-year period, colleges and universities can take the alternative of a continuous accreditation review offered by AQIP. This offer is immensely attractive to



those administrators who welcome an alternative to the traditional review. In the next to last question listed on the Frequently Asked Questions page of the AQIP web site (“How does the true cost of the standard self-study process compare with the costs of maintaining accreditation with AQIP?”), the author notes that,

The full cost (what Michael Hammer calls the “system cost” in *Re-Engineering the Corporation*) of a standard self-study included the time and energies of all the people who work on it, those who make up the teams that study the institution, those they interview, and those who write the report.¹¹

The author continues, “Some larger universities have said that, over a decade, these costs approach \$1 million for a full comprehensive self-study.”¹² But the author does not name the universities associated with the \$1 million figure.

After stating the disquieting figure of \$1 million, the author proceeds to show how inexpensive AQIP services are: “At present, a Strategy Forum cost [sic] \$6500 (registration, room, food, but not travel) for a team of six, and we estimate a Systems Appraisal will cost less than this.”¹³

The author intimates that AQIP can provide startling savings, something financially strained educational institutions would find attractive; however, there is no hard empirical data for these claims. As the author states a bit later in the same FAQ,

AQIP would be very interested in speaking with any institution that has actually tracked and accounted accrediting costs. No institution has participated long enough in AQIP to track and account total costs. As institutions proceed through AQIP’s processes, we hope to have them track expenses in order to get a better picture of what actual costs are.¹⁴

Thus, it seems AQIP doesn’t really know yet how much the whole process will cost in the long run. If this is the case, how can AQIP make claims suggesting startling savings in comparison to the 10-year review process?

I would like to touch on another point before turning to an examination of the AQIP process itself. It should come as no surprise that the author of the above quotation about total cost is Michael Hammer, who co-authored the book *Re-Engineering the Corporation: A Manifesto for Business*

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Revolution (1993) with James Champy.¹⁵ Hammer and Champy's book was a seminal work for downsizing and promoting the lean and mean corporations in the 1990s. It was a radical approach that advocated throwing out all the old practices in order to "re-engineer" corporations from the ground up to achieve super-efficiency. The forerunner of the book was Hammer's 1990 article in the *Harvard Business Review* entitled "Re-engineering Work: Don't Automate, Obliterate." In this article, Hammer advocated the following:

Corporate values and processes shift to an educational institution's defining center, making educational values and processes peripheral and even expendable.

Instead of embedding outdated processes in silicon and software, we should obliterate them and start over. We should 're-engineer' our businesses: use the power of modern information technology to radically redesign our business processes in order to achieve dramatic improvement in their performance.¹⁶

Of course, if you prefer more bellicose metaphors, you can find these also: "In reengineering, we carry the wounded and shoot the stragglers."¹⁷

When the "obliterate" approach is applied to educational institutions, the consequences can be catastrophic. Corporate values and processes shift from the periphery of an educational institution to its defining center, making educational values and processes peripheral and even expendable.

It is ironic that in 1996, three years after the publication of *Re-Engineering the Corporation*, Hammer himself in an interview in the *Wall Street Journal* recognized he had been wrong in certain areas: "I was reflecting my engineering background and was insufficiently appreciative of the human dimension. I've learned that's critical."¹⁸ In his latest book, *The Agenda: What Every Business Must Do to Dominate the Decade*, Hammer admits that if you want to succeed in business, you have to pay "more attention than you think you need to people issues."¹⁹ So, if this is true, why is the Higher Learning Commission applying corporate assessment models to institutions of higher learning? I shall return to this question after the next section, which looks at AQIP criteria and procedures.

Let us imagine that a college or university decides to choose AQIP as the alternative to the traditional 10-year re-accreditation process. What is the college or university expected to do? For one thing, the institution must be willing to "partner" with AQIP "as a means of maintaining its North Central Association accreditation."²⁰ After an initial period of "Interest Exploration" during which AQIP expects you [the institution] to

learn about quality principles, followed by an institution-wide Self-Assessment using these principles, the institution fills out a “Participation Request.” If the request is approved, “the Commission [the Higher Learning Commission] and your institution will sign a formal agreement affirming their respective expectations and obligations for participation.”²¹

The “obligations for participation” of this formal agreement include a “Strategy Forum” which sets the institution’s “stretch targets” (more re-engineering jargon) and a “Portfolio Appraisal” which assesses the progress the institution has made toward these targets. The institution sets its own goals, and progress toward these goals is measured and assessed. This is the cycle of continuous improvement the HLC wishes to establish in participating colleges and universities. But it is important to note that colleges and universities cannot modify the nine quality criteria used by AQIP, so if you think an institution can set its own goals and avoid the corporate methodology, you’re wrong.

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Although it is based on the business model of total quality management for continuous improvement, AQIP touts itself as distinct from the process used in the Malcolm Baldrige National Quality Award, which includes separate categories for business, education, and health care. Here is how AQIP differentiates itself from the Baldrige Award:

AQIP has 9 criteria (versus 7 for Baldrige), AQIP includes results in every criterion (while Baldrige Criterion 7 aggregates all results), AQIP has separate criteria for different work processes like teaching, partnering, administration, or research and other major goals (while Baldrige Criterion 6 covers all work processes), and, most importantly, AQIP is focused exclusively on higher education. Baldrige (and the state programs modeled on it) are Award programs, not accreditation processes. As such they have different goals, and consequently use techniques not appropriate for accreditation. AQIP strives to both stimulate continuous improvement and assure the public and funding agents of the quality of higher education providers, something no award program even attempts.²²

Before reviewing AQIP’s own comparison of itself with the Baldrige Award, it is necessary to identify AQIP’s nine quality criteria:

1. Helping students learn.
2. Accomplishing other distinctive objectives.
3. Understanding students' and other stakeholders' needs.
4. Valuing people.
5. Leading and communicating.
6. Supporting institutional operations.
7. Measuring effectiveness.
8. Planning continuous improvement.
9. Building collaborative relationships.²³

The first problem with the AQIP approach is that there is no separate criterion for shared governance.

The first problem with the AQIP criteria is that there is no separate criterion for shared governance. Like TQM, AQIP focuses on the performance, efficiency, and alignment of the sub-systems in terms of whether the sub-system goals are met and whether subsystem goals are aligned with the purpose of the system as a whole. This

leads toward standardization and the reduction of variation. As Parker and Slaughter point out, "The no-variation concept is biased against those who believe that creating a learning atmosphere requires a climate where variation thrives and, in particular, where seemingly unproductive, unpopular ideas are protected."²⁴

The question we must ask is: Who makes the decisions about standardization or re-alignment or greater efficiency? Are these joint decisions made between or among faculty, administration, and staff, or are they decisions imposed from the top down? In the longer, detailed version of the AQIP criteria, the following question is asked of the participating institution (in relation to Criterion 4, "Valuing People"): "How do your work processes and activities contribute to communication, cooperation, high performance, innovation, empowerment, organizational learning, and skill sharing? How do you ensure the ethical practices of all employees?"²⁵ The corresponding question is not asked in the section for Criterion 5 ("Leading and Communicating"): How do you ensure the ethical practices of your leaders? Of course, questions of how decisions are made are included, but there is no question about whether an institution practices shared governance.

In many cases, TQM creates the perception that the methodology actually empowers workers through suggestion systems that give the illusion of offering a voice for workers' self-determination. But, as Boje and

Winsor note:

By eliminating the perceived power of management to impose control from above and by deluding workers into thinking that this power now emanates from their own actions, TQM programmes have succeeded in eliminating the resistance that has long characterized management/labour relations. As one worker in a plant which adopted the TQM approach proudly observed, “the average worker is definitely busier But it’s not like we’re getting squeezed to work harder, because it’s the workers who are making the whole thing work—we’re the ones who make the standardized work and the Kaizen [continuous improvement] suggestions.”²⁶

Management can then simply choose the suggestion that best meets its system goals while preserving the illusion that workers have a voice in shaping the goal. This is not shared governance. Shared governance in education occurs when fac-

ulty, administration, and staff jointly decide on the system itself and how that system is to be used in the college or university. Only through shared governance does real “buy-in” occur. Another name for it is democratic procedure.

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The second problem that meets the critical eye is the claim that AQIP is superior to the Baldrige Award in relation to higher education because it “has separate criteria for different work processes like teaching, partnering, administration, or research and other major goals.” This is true—to some extent. There are criteria for partnering (criterion 9, building collaborative relationships); for administration (criterion 5, leading and communicating); and for research (criterion 2, accomplishing other distinctive objectives). There is no separate criterion, however, for teaching.

This omission is and should be shocking. AQIP readily recognizes the central importance of the teaching-learning process for institutions of higher education: “the teaching-learning process within a formal instructional context” is the “shared purpose of all higher education organizations.”²⁷ The first criterion (helping students learn) certainly accounts for the learning half of the teaching-learning process, but no separate criterion is listed for the other half—teaching. When the author states that the AQIP criteria are superior to Baldrige because “AQIP has separate criteria for different work processes like teaching,” the claim is simply false in

relation to teaching.

This omission of a separate criterion for teaching becomes even more blatant when one realizes that there is a separate criterion for support services (criterion 6, supporting institutional operations). In effect, support services, student learning, and administration each are recognized with a criterion; but teaching itself is not recognized with a criterion. This is an accreditation agency for institutions of higher education that prides itself on being superior to Baldrige because “AQIP is focused *exclusively* on

higher education,” yet AQIP lists no separate criterion for teaching!

AQIP does have criteria for other work processes that differentiate it from the Baldrige Award, but the effect of AQIP is ultimately the same as Baldrige in that teaching is separated from learning and treated as a means of production—something even less than a support service, since support operations at least get their own criterion. AQIP and Baldrige treat teaching simply as another means in the production of learning,

AQIP treats teaching as another means in the production of learning, thus divesting faculty of their unique role in the teaching-learning process.

divesting faculty of their unique role in the teaching-learning process. Support services personnel, administration, and maintenance staff are all important for any college or university to function, but they are not directly involved in the teaching-learning process—teachers are.

The third problem is related to the “double-speak” the author uses in relation to the Baldrige Award. By this I mean that the author both criticizes and patronizes the Baldrige Award. In the long quotation above, the author criticizes the Baldrige criteria as “offering different goals [than those of accreditation]” and notes that they “*consequently use techniques not appropriate for accreditation* [my emphasis].”²⁸ The criticism is right on the mark. In the fourth question listed on the AQIP FAQ page, however, (the question is “What does AQIP expect our Self-Assessment to include?”), the author states that “the criteria used in the Baldrige program will work well.” How can the Baldrige criteria work well for self-assessment when the techniques used by Baldrige are not appropriate for accreditation? If the techniques are inappropriate, why is it that the Baldrige criteria suddenly “work well”²⁹ for self-assessment? Moreover, links are provided at the AQIP web site for translating AQIP criteria into Baldrige criteria and vice-versa. If each set of criteria can be translated into the other, are they really that different? AQIP tries to present itself as a business model (total quality management) that has been sufficiently modified so that it can be

applied to higher education institutions, but I don't buy it.

In conclusion, I'd like to return to the question I mentioned earlier: Why is the Higher Learning Commission applying corporate assessment and improvement models—even modified ones—to institutions of higher education? Surely there are assessment and improvement models more appropriate to higher education. The answer in a broad context has to do with the global ascendance of corporate capitalism as an unchallenged worldview. What drives the authoritarian tendency of this global corporate worldview is the desire to reshape the whole of reality in its image. The hubris of this worldview is the belief that reality is nothing but the corporate world and that whatever is not part of that world must be made to conform to it—hence, the desire to redefine higher education in corporate terms. Unfortunately, this assumption that the corporate world is the only reality seeps into places where it has no business.

Why is the Higher Learning Commission applying corporate assessment and improvement models to institutions of higher education?

One of these places is higher education. Higher education is distinct from the corporate world. Colleges and universities are, of course, organizations and as such have a resemblance to corporations; but what happens in places of higher education is different than what happens in corporations. The central value that governs the mission of higher education is the value of striving for truth freely through shared dialogue. This value is not for sale; nor is it subordinate to business. In the teaching-learning process, I don't strive for the truth with my students a little bit harder because I get paid a little bit more. As I said above, buying-and-selling is not an essential, and thus not a defining, characteristic of teaching and learning.

When corporate values and processes become the main concern of higher education, the value of improved performance for the sake of profit becomes more important than the value of striving for truth. James Hillman puts it aptly in his book *Kinds of Power: When "efficiency for the sake of the bottom line rules,"* then "predatory commerce differs from Treblinka only in degree, not in principle."³⁰

Let me end with a short anecdote. At my community college, I share my office with fifteen other faculty members from a wide variety of disciplines. Since I teach philosophy, I get a fair amount of good-natured ribbing about the abstractness and impracticality of my field. One of my colleagues, a business professor with whom I butt heads and for whom I

have a great deal of respect, bought me a humorous gift: a little plaque that stands on my desk which says : “Hey! Who stopped payment on my reality check?” I haven’t responded to my colleague other than getting a good chuckle out of it; however, this may be a good time to respond: “A reality check is not a draft, and therefore needs no payment.”

By the way, check out the AQIP Team Promotional items available on the AQIP home page. Gift items can also be found on The Higher Learning Commission’s home page. Mugs, t-shirts, folders, and binders are available—even the “Royal BLUE AQIP Shirts (just like the Facilitators wear!)” for \$24.95—at the following web address: www.aqip.org/aqiped.html. Rah! Rah! Let’s hear it for the entrepreneurial university!



ENDNOTES

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- 2 David Boje and Robert D. Winsor, “The Resurrection of Taylorism: Total Quality Management’s Hidden Agenda,” 1993, pre-publication draft available online at http://cbae.nmsu.edu/~dboje/papers/Boje_Winsor_Anti_TQM_1993.htm (6 August 2003).
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- 8 Higher Education Track Sessions, 11th National Quality Education Conference [web site], session #207 entitled “Application of Lean Principles and Six Sigma in an Academic Institution” presented by Sally Frettinger-Devor, available online at <http://nqec.asq.org/edutrack/> (6 August 2003).
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- 17 Quoted in Thomas H. Davenport and Laurence Prusak, with H. James Wilson, "Re-engineering Revisited: What Went Wrong with the Business-Process Reengineering Fad. And Will It Come Back?" in *Computerworld*, June 23, 2003, available online at www.computerworld.com/managementtopics/management/story/0,10801,82290,00.html (6 August 2003).
- 18 J. B. White, "Re-Engineering Gurus Take Steps to Remodel Their Stalled Vehicles," *Wall Street Journal*, November 26, 1996, 1.
- 19 Review of Michael Hammer's *The Agenda: What Every Business Must Do to Dominate the Decade* at Knowledge@Wharton [web site], available online at http://knowledge.wharton.upenn.edu/121901_ss2.html (6 August 2003).
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