



COMMONWEALTH *of* LEARNING

PERSPECTIVES ON
DISTANCE EDUCATION

Foreign Providers
in the Caribbean:
Pillagers or
Preceptors?

*Stewart Marshall, Ed Brandon, Michael Thomas,
Asha Kanwar and Tove Lyngra, Editors*

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COMMONWEALTH *of* LEARNING

The Commonwealth of Learning (COL) is an intergovernmental organisation created by Commonwealth Heads of Government to encourage the development and sharing of open learning and distance education knowledge, resources and technologies.

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PERSPECTIVES ON DISTANCE EDUCATION: Foreign Providers in the Caribbean:
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Editors

CONTENTS

Acronyms and abbreviations.....	x
Preface.....	xiii
The Contributors	xv
Prologue External Providers of Tertiary Education in the Commonwealth Caribbean	1
<i>Stewart Marshall and Christine Marrett</i>	
CASE STUDIES	
Chapter 1 External Tertiary Education Providers in Barbados	13
<i>Michael L. Thomas</i>	
Chapter 2 External Tertiary Education Providers in Belize	37
<i>Maria Isabel Tun</i>	
Chapter 3 External Tertiary Education Providers in the British Virgin Islands	53
<i>Marcia Potter</i>	
Chapter 4 External Tertiary Education Providers in the Cayman Islands	61
<i>Deborah Ann Chambers</i>	
Chapter 5 External Tertiary Education Providers in Jamaica.....	79
<i>Nancy A. George</i>	
Chapter 6 External Tertiary Education Providers in Trinidad and Tobago	95
<i>Karen Rosemin and Lystra Sampson-Ovid (with research assistance from Aaron Anthony O’Neal and Lynne Mohammed)</i>	
Chapter 7 External Tertiary Education Providers in the Turks and Caicos Islands.....	111
<i>Carlton Mills</i>	
Chapter 8 Maximising the Benefits of an In-country Foreign Tertiary Education Provider: The School for Field Studies, the Turks and Caicos Islands.....	123
<i>David T. Wilson and Carlton Mills</i>	
Chapter 9 External Provision of Tertiary Education Through Institutional Collaboration in Distance Education in the Commonwealth Caribbean	135
<i>Christine Marrett</i>	
Epilogue The Global and the Local	147
<i>Stewart Marshall</i>	

LIST OF FIGURES AND TABLES

Figures

1.1	Percentage of labour force migrating from Caribbean countries to OECD member countries, 1965–2000	15
1.2	Estimated government expenditure on education of migrants from the Caribbean (percentage of GDP)	16
1.3	National enrolment in government-assisted post-secondary/tertiary institutions in Barbados, 1994–2000	26
1.4	Expenditure on tertiary education in Barbados, 1995–1999	28
8.1	The research direction, research components, directed research projects, case study questions and courses, School for Field Studies, TCI.....	130

Tables

i	Distribution of tertiary level institutions (excluding universities) in the Commonwealth Caribbean in 2001	3
ii	Total enrolment in tertiary education in 1997 by region	4
1.1	Percentage of labour force migrating from the Caribbean to the United States, 1965–2000 (by highest level of schooling).....	16
1.2	Government expenditure on education, average 1999–2002 (per student, as a percentage of GDP per capita).....	17
1.3	Enrolment and gross enrolment ratio for post-secondary education in selected countries, 2000.....	17
1.4	Enrolment for 2000 and projections for 2015 in three Caribbean countries	18
1.5	Government current expenditure by function in Barbados, 1960/61 – 2000/01	20
1.6	Labour force in Barbados by highest level of education attained, 1981–1999 (%)	22
1.7	Enrolment at the SJPP, 1970/71 – 2003/04	25
1.8	Enrolment in tertiary institutions in Barbados, 1980/81 – 2000/01	25
1.9	Allocation of government budget on education in Barbados, 1995–1999	27
1.10	Distribution of the education sector’s recurrent and capital expenditure for tertiary education in Barbados, 1999–2002.....	27
1.11	List of some tertiary education service providers, programmes offered and method of delivery in Barbados	32
2.1	Breakdown of students in UWIDEC programmes by year, 2000–2005, Belize	42

2.2	Programmes supported by Belize Telecommunications Ltd. for 2005.....	47
3.1	Institutions accessed by British Virgin Islanders.....	58
4.1	External tertiary institutions and programmes accessed by Cayman Islands residents	71
5.1	Overseas institutions with UCJ-accredited programmes in Jamaica.....	85
5.2	Degrees offered by external providers in Jamaica.....	86
5.3	Enrolment in overseas institutions registered by the University Council of Jamaica	87
6.1	Local onshore providers and their foreign offshore partners, Trinidad and Tobago	101
7.1	External providers in the Turks and Caicos Islands	113
7.2	Universities and colleges and number of students registered, the TCI	117
8.1	Semester course titles at the School for Field Studies, the TCI	129
8.2	Survey results for 220 recent alumni from the SFS programme in the TCI.....	133
9.1	Policy analysis framework for distance education	138
9.2	Programmes developed and offered as a result of collaborative arrangements incorporating distance education.....	139

ACRONYMS AND ABBREVIATIONS

B.Ed.	Bachelor of Education
B.Sc.	Bachelor of Science
BVI	British Virgin Islands
BIMAP	Barbados Institute of Management and Productivity
BLP	Barbados Labour Party
CANQATE	Caribbean Network for Quality Assurance in Tertiary Education
CARICOM	Caribbean Community
CARIRI	Caribbean Research Institute
CAST	College of Arts, Science and Technology
CELADE	Latin American and Caribbean Demographic Centre
CELM	Centre for Education Leadership and Management
CGA	Certified General Accountants Association of Canada
CKLN	Caribbean Knowledge and Learning Network
COL	Commonwealth of Learning
COSTAATT	College of Science, Technology and Applied Arts of Trinidad and Tobago
CSME	Caribbean Single Market and Economy
CUPIDE	Caribbean Universities Project for Integrated Distance Education
Dip. Ed.	Diploma of Education
DLP	Democratic Labour Party
ICT	Information and communications technology
ICTA	Imperial College of Tropical Agriculture
IDCE	Institute for Distance and Continuing Education
IESALC	International Institute for Higher Education in Latin America and the Caribbean
JBTE	Joint Board of Teacher Education
LL.B.	Bachelor of Laws
M.B.A.	Master of Business Administration
MoU	Memorandum of understanding
MSVU	Mount St. Vincent University
NIHERST	National Institute of Higher Education, Research, Science and Technology
NGO	Non-governmental organisation
ODL	Open and distance learning
Ph.D.	Doctor of Philosophy
RDI	Resource Development International
SFS	School for Field Studies

SJPP	Samuel Jackman Prescod Polytechnic
TCI	Turks and Caicos Islands
TCICC	Turks and Caicos Islands Community College
TLI	Tertiary level institution
TLIU	Tertiary Level Institution Unit, UWI
TVET	Technical and vocational educational training
UB	University of Belize
UCJ	University Council of Jamaica
UIS	UNESCO Institute for Statistics
UK	United Kingdom
UNCTAD	United Nations Conference on Trade and Development
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America
UTech	University of Technology, Jamaica
UTT	University of Trinidad and Tobago
UWI	The University of the West Indies
UWIDEC	The University of the West Indies Distance Education Centre
UWISCS	The University of the West Indies School of Continuing Studies

PREFACE

As the demand for higher education (HE) increases in the developing world, we witness the growing phenomenon of cross-border higher education (CBHE). What does CBHE really mean? It simply refers to HE programmes, providers, people and services that cross national boundaries.¹ CBHE is often based on collaborative arrangements and frequently presupposes access to technology. It includes both face-to-face and distance education provision and usually offers employment-related qualifications.

In a recent paper, my co-authors and I concluded that cross-border enrolments in countries with low rankings on the Human Development Index are minimal.² Indeed, given the unmet demand in countries such as India and Pakistan, they are practically negligible. On the other hand, there is significant and successful cross-border activity among middle-income countries such as Malaysia and Singapore. Some of this reflects the growing export of education from one developing country to another. For example, the Open University of Malaysia and India's Indira Gandhi National Open University (IGNOU) are already targeting niche markets of their diasporas in the Middle East and elsewhere. However, the majority of cross-border provision is from the developed to the developing world.

CBHE will not help developing countries unless it is accessible, available, affordable, relevant and of acceptable quality. Also key are the contentious issues of who awards the degree, who recognises the degree and whether programmes are accredited or quality assured. South Africa has responded to foreign providers by demanding that these institutions satisfy rigorous national accreditation requirements. Of the 34 foreign institutions operating in the country when this measure was introduced, only two were able to continue. By contrast, in Bangladesh there are as yet no regulations. Governments should neither adopt a laissez faire approach nor apply stringent punitive measures but instead find creative solutions that will (i) develop indigenous capacity, (ii) raise the standards of local institutions to become more competitive on a global scale and (iii) expand access to HE. Information sharing would support these interventions and can be facilitated through regional and global collaborations.

Jamaica seems to have found a viable solution. The Government expects to raise the age participation rates (APR) in tertiary education to 30 per cent by 2015. Existing unmet demand opens the door for cross-border tertiary education and there are at least 50 providers, registered and unregistered, in the country.³ They are seen as offering a valuable service to adult learners whose needs are not being addressed by local institutions, and they are not perceived as competing with national providers. On the contrary, they are seen as building the capacity of local institutions. For example, the University of Technology (UTech), Jamaica, began offering a joint degree with the Southern Illinois University (SIU), USA: for the first five years the degree was offered through UTech and awarded by SIU, but now the degree is offered and awarded entirely by UTech. If na-

tional institutions are to be strengthened in the long term, it is important to have a sunset clause in partnership arrangements with foreign providers, to phase out their programmes when local capacity is in place.

While it is relatively easy to regulate CBHE providers who have a physical presence, how do we deal with “site-based and distance-based degree mills”? The Council for Higher Education Accreditation (CHEA) in the USA has suggested a six-step strategy to deal with such fly-by-night providers. This consists of (i) identifying who these providers are; (ii) denying all public and private funding support; (iii) raising public awareness; (iv) pursuing legal action; (v) using recognised standards to establish quality, and (vi) forming international coalitions to contain this phenomenon.⁴ International organisations, national governments and higher education institutes will all have to work together to protect the interests of both students and society.

Foreign Providers in the Caribbean: Pillagers or Preceptors? is an attempt to focus specifically on the trends of CBHE in the Caribbean, which has its own unique characteristics. The nine commissioned case studies provide an in-depth analysis and insights into a very complex and dynamic phenomenon. Are the foreign providers in the Caribbean pillagers or preceptors? Do they threaten existing institutions or further the developmental objectives of the countries they operate in? Are they a financial threat or an opportunity? Can the subjects they teach address both global and local concerns? Or is this a new form of cultural imperialism? These are some of the questions that this timely publication invites you to examine.

This book is a collaborative project of the Commonwealth of Learning (COL), the University of the West Indies Distance Education Centre (UWIDEC) and the United Nations Educational, Scientific and Cultural Organization (UNESCO). The editors and authors, who represent several key institutions and countries in the region, bring to it their diverse expertise and experience. I am confident that it will advance our understanding of the different dimensions of CBHE in the Caribbean.



Sir John Daniel
President and CEO, the Commonwealth of Learning

¹ Knight, J. (2006). *Higher Education Crossing Borders: A Guide to the Implications of the General Agreement on Trade in Services (GATS) for Cross-border Education*. Report prepared for the Commonwealth of Learning (COL) and UNESCO. Paris: COL/UNESCO.

² Daniel, Sir J., Kanwar, A. and Uvalié-Trumbié S. (2005). “Who’s Afraid of Cross-border Higher Education? A Developing World Perspective.” *Higher Education Digest*. Summer. Issue 52, 1-8.

³ George, N. (n.d.). *Foreign Tertiary Providers in Jamaica: An Insider’s Overview*. Unpublished.

⁴ Council for Higher Education Accreditation (CHEA) (2007). *Combating Site-based and Distance-based Degree Mills: Suggestions for Effective Practice*. CHEA Report, Feb.

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PROLOGUE

EXTERNAL PROVIDERS OF TERTIARY EDUCATION IN THE COMMONWEALTH CARIBBEAN

Stewart Marshall and Christine Marrett

THE COMMONWEALTH CARIBBEAN

The Caribbean region comprises a number of islands and mainland countries in and bordering the Caribbean Sea that are generally described as developing countries. They share a history of colonisation by the English, French, Spanish and Dutch (some countries still remain colonies), resulting in varying language and culture groupings. The Commonwealth Caribbean comprises mainly geographically small island states. The exceptions are Belize and Guyana, which are located in Central and South America respectively, each with considerably greater land area than their sea-bound counterparts. Apart from Jamaica, which has a population of some 2.6 million, and Trinidad and Tobago with an estimated population of some 1.3 million, each country has a population of less than one million, with the volcano-ravaged island of Montserrat home to as few as 4,000.

All the territories face to a greater or lesser degree problems identified as being peculiar to small, developing countries. Their challenges include: remoteness and insularity; limited diversification due to poor resource endowment or exploitation and a small domestic market; a limited private sector; reliance on very few primary export products; limited industrialisation and a heavy reliance on imports; dependence on foreign capital; openness and therefore vulnerability to external events; high and disproportionate expenditure on administration and social and physical infrastructure; limited institutional capacity; poverty; and susceptibility to natural disasters (UNCTAD, 1990; Commonwealth Secretariat/World Bank, 2000).

TERTIARY EDUCATION IN THE COMMONWEALTH CARIBBEAN

There are a number of terms used for education that takes place at the end of the secondary level. These include post-secondary, tertiary and higher education. In addition, the term “lifelong learning” is becoming more prevalent, linked primarily to the concept

of the knowledge-based economy, which engenders the need for learning to take place throughout a person's lifetime. The Institute for Statistics (UIS) of the United Nations Educational, Scientific and Cultural Organization (UNESCO) makes a distinction between post-secondary non-tertiary and post-secondary tertiary. The former includes programmes that are

often not significantly more advanced than programmes at [the secondary level] but they serve to broaden the knowledge of participants who have already completed a [secondary level] programme... The students are typically older than those in [secondary] programmes (UIS, 2001, p. 30).

Although in some jurisdictions (such as Australia) the term “higher education” is used to refer primarily to education at the degree level and above and offered almost exclusively by universities, in the Caribbean the terms “higher” and “tertiary” are often used interchangeably and may include non-university and university level programmes, technical and vocational education and training, professional and paraprofessional training, and continuing education programmes geared for persons over the age of 16 years (Peters, 2001, p. 47). The Tertiary Level Institute Unit (TLIU) of The University of the West Indies (UWI) accepts institutions as being at the tertiary level if they are duly recognised as such by a national accrediting body (e.g., the University Council of Jamaica – UCJ¹) or, in the absence of such a body, by the Ministry of Education of the country.

Though relatively slow to develop universities, the Caribbean is experiencing an increasing momentum in growth in the sector. In addition to the UWI, which has campuses in Barbados, Jamaica and Trinidad and Tobago and celebrates its 60th anniversary in 2008, there are the University of Guyana, University of Technology (UTech), Jamaica, Northern Caribbean University (located in Jamaica) and University of Belize – all established in the latter part of the last century. Since 2002, Jamaica has witnessed the formation of a fourth university, the University College of the Caribbean, which is an amalgamation of two private sector institutions (the Institute of Management and Production and the Institute of Management Sciences), and there is talk about at least one more. The establishment of national universities through the amalgamation of existing tertiary level institutions is a growing trend. The University of Trinidad and Tobago (UTT) began operations in September 2004 with the “ultimate objective of a networked multi-campus institution, including COSTAATT (College of Science, Technology and Applied Arts of Trinidad and Tobago),² CARIRI (Caribbean Research Institute), the Institute of Marine Affairs, Metal Industries Company, San Fernando Technical Institute and John Donaldson Technical Institute” (Manning, 2004). In addition the Barbados Community College, Erdiston Teachers’ College and Samuel Jackman Prescod Polytechnic are to be amalgamated as a national university in Barbados.

The early development of tertiary education in the region prior to the establishment of universities was confined to religious colleges in the first instance. One such example is Codrington College in Barbados, still in existence today, which was founded in 1743 to train priests, with secular subjects introduced in 1878, leading to degrees of the University of Durham (Cobley, 2000, p. 6). Teacher training institutions were the second type of tertiary institution to develop. They had their genesis in “normal schools”,³ set up largely by the different religious denominations with funding provided under the Negro Education Grant to meet the need for teachers in the post-emancipation period, in recognition of the fact that “any plan for education would be impracticable without a corps of native teachers” (Rev. John Sterling quoted in Whyte, 1983, p. 9). As part of the Grant, which the English Government provided to the colonies from 1835–1845, the sum

of £5,000 was made available for teacher training. One such teacher training institution that was established in Jamaica in 1834 and survives today is Mico College (now Mico University College).

Unlike the other Normal Schools of the period Mico was non-denominational. In its early years entrants to the Mico were required to write tolerably, read fluently, spell correctly and have a knowledge of the fundamental rules of Arithmetic, outlines of Scriptural History, and the rudiments of English Grammar (Whyte, 1983, pp. 43–44).

In 1910, the Farm School and Experimental Station, the beginnings of what was to become the Jamaica School of Agriculture, was established. The Imperial College of Tropical Agriculture (ICTA), which formed the basis for the St. Augustine Campus of the UWI, was set up in Trinidad and Tobago in 1921.

A number of community colleges were set up in response to a 1974 report of the Intergovernmental Committee on Caribbean University Education under the chairmanship of William Demas that called for their establishment, especially in the UWI non-campus countries⁴ (Cobley, 2000, p. 19). These colleges were needed because, despite the existence of the UWI and other institutions of higher learning in the region – the University of the Virgin Islands and the College of Arts, Science and Technology in Jamaica, now UTech – only a limited number of nationals from the smaller countries could avail themselves of the opportunity to attend, largely for financial reasons (ibid., p. 20). Thus, the countries experienced acute shortages of trained human resources.

According to Marrett (2006), based on a list provided by TLIU, in 2001 there were 137 tertiary institutions in the Commonwealth Caribbean, including colleges and skills training institutions but excluding universities (see Table i). Since 2001 there have been a number of changes in the tertiary level scenario with amalgamations, closures (for example, the college in Montserrat was devastated by the volcano eruption) and new institutions opening up.

Table i: Distribution of tertiary level institutions (excluding universities) in the Commonwealth Caribbean in 2001

Trinidad and Tobago	60
Jamaica	38
Guyana	11
Belize	7
Barbados	5
Dominica	3
Antigua Bahamas St. Vincent and the Grenadines	2 each
British Virgin Islands Cayman Islands Grenada Montserrat St. Kitts-Nevis Turks and Caicos Islands St. Lucia	1 each

Source: Marrett, 2006, p. 26.

Recognising the need for increasing access to quality tertiary level education for the development of their human resources, participants at the UNESCO/Caribbean Community (CARICOM) consultation on higher education held in St. Lucia in 1998 determined that the region should seek “to increase tertiary involvement from its 1997 level of 7.5 per cent to 15 per cent by the year 2005” (IESALC/UNESCO, 1998, p. 179). As a point of comparison, Table ii gives the total enrolment in tertiary education regardless of age for 1997 as a percentage of the population in the five-year cohort following on from the secondary-school leaving age for a number of regions in the world.

Table ii: Total enrolment in tertiary education in 1997 by region

REGION	1997 (%)
WORLD TOTAL	17.4
More developed regions	61.1
of which: North America	80.7
Asia/Oceania	42.1
Europe	50.7
Countries in transition	34.0
Less developed regions	10.3
of which: Sub-Saharan Africa	3.9
Arab States	14.9
Latin America/Caribbean	19.4
Eastern Asia/Oceania	10.8
of which: China	6.1
Southern Asia	7.2
of which: India	7.2
Least developed countries	3.2

Source: Extracted from UNESCO, 2000 in Marrett, 2006, p. 4.

As can be seen, the CARICOM estimate of 7.5 per cent for the Caribbean was substantially below the world total of 17.4 per cent and somewhat below the overall percentage for less developed regions (10.3 per cent). The 19.4 per cent presented for Latin America/Caribbean was skewed upward by the figures from Latin America. This may be accounted for in part by the fact that the establishment of universities in the Commonwealth Caribbean is a relatively new phenomenon compared to the establishment of universities in the Spanish Americas, which occurred from the 1500s.

In a 2004 unpublished paper, Vivienne Roberts of the TLIU reports that the 15 per cent target was reached or exceeded in 8 of 15 countries (not including Jamaica) based on a simple head count for the academic year 2004–2005 for full- or part-time, face-to-face or distance registrations of Caribbean citizens in local, regional and extra-regional tertiary institutions (p. 3). No attempt was made to assess the quality of the programmes. She points out, however, that the 15 per cent target is still below tertiary enrolment for the United States of America (USA) and France at over 80 per cent, the United Kingdom (UK) at over 50 per cent and Singapore at 35 per cent of the relevant age group (17–24 years). She states that Barbados has set a new target of one university graduate in each household by 2020, and that Trinidad and Tobago aims to become a developed country by 2020, which is likely to affect tertiary education enrolment (ibid., p. 4).

Globally, the impact of information and communications technologies (ICTs) on human activity and organisation is far-reaching. Drucker (1992) points out that advances in ICTs have spurred the growth of knowledge work (e.g., technicians, professionals, specialists of all kinds and managers), increasing the need for formal schooling. Human resources are identified as crucial in the globalised economies, and the demand for tertiary-level education and lifelong learning opportunities is growing.

Despite the increased number of tertiary institutions in the region and the growing use of distance education, especially as provided through the use of ICTs, the supply of tertiary education has not been sufficient to meet the rising demand. In addition to the indigenous public providers, the tertiary landscape is increasingly being populated by private and external providers who use a diversity of methods in their offerings, as indicated in the list provided by Brandon (2003):

- A considerable number of private, locally owned institutions focusing mainly on business and informatics, several of which are also conduits for external degrees from mostly UK universities
- Foreign universities that have come to a Caribbean country to teach their own programmes, with little or no formal assistance from local educational institutions
- A small number of private institutions that are targeting students from the region as well as from beyond for a more diverse range of programmes
- Programmes certified and awarded by external institutions, taught to some extent through local institutions, but often with direct involvement of staff from the external provider
- Distance education programmes from reputable external providers administered locally in different countries
- Institutions that are not targeting the local population; some operate with extensive periods of face-to-face teaching, others are approaching the status of virtual universities, some would no doubt be considered “degree mills”

EXTERNAL PROVIDERS IN THE CARIBBEAN

Foreign education activity is a relatively recent but growing phenomenon in Latin America and the Caribbean. Over the past few decades, the massive increase in student enrolments in higher education systems has prompted a surge in the number and diversification of foreign providers operating in the region (Aupetit and Jokivirta, 2007, p. 2).

Hamilton (2004) writes that tertiary education in the Caribbean region is under siege from overseas institutions. Howe (2005, p. 17) says that many foreign institutions are “seeking to become major educational providers in the region as part of their efforts at internationalisation, and search for profits.” Beckles (2005, p. 3), points out that “the tertiary education landscape has changed dramatically and open competition in the ‘knowledge market-place’ is now the order of the day.” In his view, the proliferation of external tertiary education providers in the Caribbean since the mid 1990s is cause for concern.

But is the presence of external providers in the tertiary landscape of the Caribbean a problem? Businesses set up by external providers in the Caribbean are considered by many to be lucrative investment opportunities. Such businesses are seen as contributing to a country’s gross domestic product (GDP) while also providing a needed service in educating the human resources, especially in small states such as those found in the region. Some external providers offer programmes by distance education, which has the ability to build capacity and transfer knowledge rapidly and flexibly. “It is notable that Belizeans are soliciting several US universities for programmes of studies rather than the other way around, mainly because the market population is too small for these institutions to invest recruiting time and money” (Tun, this book, p. 50).

Others consider the presence of the external providers to be a financial threat to the indigenous educational institutions in that they compete for students in the most lucrative revenue-earning portions of the market. The more dubious external providers also pose a threat to the perceived quality of tertiary education in the region, especially in cases where companies use Caribbean addresses from which to operate “universities” offering education in other regions of the world. St. Clemens University and the University of Asia were both registered as companies in the Turks and Caicos Islands and offered “education qualifications” in Australia, Asia and Africa. St. Clemens, which is now also registered in St Vincent and the Grenadines, continues to operate (Brown, 2005).

Some critics are concerned about the cultural appropriateness of externally produced education. The following quotation by a Warlpiri (Aboriginal) elder expresses a fear held by many leaders in developing countries: that globalisation, especially using new ICTs, is at odds with indigenous and local cultures (Molnar, 1990, p. 149).

In the olden days, Aboriginal people didn't have any satellites. They only had their traditional law on their tribal lands... Now people [are] chasing after them with satellites to interrupt their tribal law... That's why we got the land back, to keep away from European things (Darby Jampijinpa Ross, quoted in Michaels, 1986, p. 1).

This book examines some of the issues and perspectives on the presence of external providers in the tertiary landscape of the Caribbean. It builds on three previous important studies on this topic: Brandon, 2003; Hosein, Chen and Singh, 2004; and Beckles, 2005. However, each of these studies had a slightly different focus and methodology to the current study.

COMMONWEALTH CARIBBEAN CASE STUDIES

The editors of the current text chose to research the topic by commissioning a series of in-depth case studies of selected countries in the Commonwealth Caribbean.

In Chapter 1, **Michael Thomas** deals with external tertiary education provision in **Barbados**. With a strong emphasis on education, Barbados has a wide range of

educational institutions, from nursery to university level. Thomas points out that currently, external tertiary education provision in Barbados occurs only with formal assistance from local educational institutions. In the majority of cases, external tertiary education provision can be categorised as “twinning partnerships,” where the external provision of programmes is facilitated through a local tertiary or analogous institution. For the most part these foreign institutions have been able to establish themselves with apparent ease and ready acceptance, and have facilitated a high level of institutional diversification and contributed to the competition in the higher education sector.

In Chapter 2, **Maria Isabel Tun** points out that **Belize**, like other developing countries seeking to escape the “shackles of their colonial heritage,” cannot implement a human resource development strategy without major fiscal investment. In the absence of such investments, the irony is that in order to develop its human resource potential, Belize has found itself dependent on the global tools of the colonial powers. The national university in Belize is still young and cannot provide a wide range of degrees because it lacks the infrastructure and personnel to deliver programmes. Consequently, external tertiary education providers have a captive market. Under such circumstances, the Government must “ensure that its citizenry can differentiate between types of degrees offered by external providers in terms of quality assurance and relevance” (Tun, this book, p. 50).

In Chapter 3, **Marcia Potter** observes that while the influx of external tertiary providers into the Caribbean region is not considered a threat in the **British Virgin Islands** (BVI) at present, it is recognised as an area of concern for which preparation is needed. The BVI, like some of its neighbours, does not have a national body to ensure that academic programmes offered by the institutions present in the country conform to quality standards and to assess their impact on the tertiary education sector. In her chapter, Potter considers the providers currently operating physically and via distance in the BVI and makes recommendations on how the Government can ensure quality assurance.

In Chapter 4, **Deborah Ann Chambers** contends that many of the issues and concerns at the centre of debate on education in the **Cayman Islands** are explained and illustrated by the islands’ history. But Cayman today does not stand apart from other Caribbean islands, or indeed the global arena, when it comes to ease and diversity of access to tertiary education. More and more residents between ages 25–55 years are opting for online access to education as the preferred mode of delivery. Chambers looks at the local and twinning tertiary education partnerships, university alliances, offshore institutions and open and distance education providers.

In Chapter 5, **Nancy George** points out that increasing numbers of offshore institutions are providing opportunities for nationals in **Jamaica** to pursue tertiary programmes in both full-time and part-time modalities. The institutions range from recognised academic institutions accredited in their own countries offering brokered postgraduate degrees, to “diploma mills” reaching out to individuals through Internet advertising offering degrees, diplomas and certificates without the need to attend classes, buy books, write papers or sit examinations. This chapter examines the context within which these programmes are offered, analyses their target audiences and impact on the national tertiary system and the wider society, and makes recommendations about their operations in future.

In Chapter 6, **Karen Rosemin and Lystra Sampson-Ovid** discuss how the determination to democratise access to secondary education following the achievement of independence placed the tertiary education sector in **Trinidad and Tobago** in a serious phase of “catch-up.” The freedom of the local market allowed external tertiary providers to enter the system to address a demand that was beyond the capacity of the state to satisfy. From the study reported in their chapter, it is clear that private providers have a growing stake in

the education sector's development. To achieve sector targets the country may not be in a position to exclude external providers from the process. However, protecting the national interest should be paramount in all that is done so that inclusion remains on Trinidad and Tobago's terms and is not imposed by others.

In Chapter 7, **Carlton Mills** discusses the increasing demand for tertiary education in the **Turks and Caicos Islands** (TCI), triggered by the expansion and development in the tourism, banking, construction and fishing sectors. The growth that the islands are experiencing has resulted in the need for higher levels of education beyond what the state-owned Turks and Caicos Islands Community College (TCICC) is equipped to offer. Mills looks at the various external tertiary education providers that are operating in the TCI. The chapter concludes by proposing strategies that the Government needs to adopt to ensure that providers meet national requirements in relation to the quality of education offered to its citizens.

The various chapters in this book include recommendations on ways in which national governments could better deal with external providers to ensure that their citizens are not only protected from fraud but also receive maximum benefits. There are several external providers whose operations in the Caribbean are to be commended. In Chapter 8, **David T. Wilson and Carlton Mills** highlight one such institution as an exemplary case study, namely **The School for Field Studies** (SFS) in TCI. They critically analyse the successes and failures of this foreign institution that has a physical presence in the country.

The focus of Chapter 9 is **regional** and **Christine Marrett** examines one particular form of external provision: through institutional collaboration in distance education. The chapter is based on the author's 2006 doctoral thesis, which sought to establish the extent to which institutional collaboration in distance education at the tertiary level was enhancing human resource development in the small, developing countries of the Commonwealth Caribbean, in terms of both the provision of educational programmes within the region and the enhancement of the human resource capacity of the indigenous tertiary institutions to develop and offer their own distance education programmes. Relevant aspects of the research, conclusions and recommendations are presented in this chapter.

In an Epilogue, **Stewart Marshall** draws together the conclusions and recommendations from the various chapters in his discussion of "**The Global and the Local.**" He explores the view that globalisation and the importation of education are forms of academic imperialism that imply cultural uniformity, and considers the extent to which local autonomy and identity can be maintained in the Caribbean. Some of the important recommendations discussed relate to access and capacity building through collaborative partnerships, quality assurance and meeting the development goals of Caribbean countries.

ENDNOTES

- ¹ The UCJ describes its functions as including among others (1) the registration of institutions offering tertiary education in Jamaica to ensure minimum standards with regards to physical facilities; scope, appropriateness and educational value of the courses and experiences provided by the institution; qualifications and competence of staff and the adequacy of resources such as libraries and computer laboratories to support the programmes; and other operational factors; (2) the provision of programme accreditation for recognition and acceptability through the application of criteria established for the purpose of ensuring quality; and (3) the establishment of

equivalence and facilitation of local recognition of foreign qualifications (www.ucjamaica.com/profile/index.htm).

- ² COSTAATT was established in 2000 by an Act of Parliament and is itself an amalgamation of a number of smaller institutions.
- ³ A “normal school,” also called a “teachers’ college “ or “teacher-training college,” is an institution for the training of teachers. One of the first schools so named, the École Normale Supérieure (“Normal Superior School”), was established in Paris in 1794. (Encyclopedia Britannica Online, accessed at: www.britannica.com/eb/article-9056136/normal-school).
- ⁴ The UWI is funded by the governments of 15 territories. Apart from Barbados, Jamaica and Trinidad and Tobago, where the campuses are located, the other contributing countries are Anguilla, Antigua and Barbuda, The Bahamas, Belize, the British Virgin Islands, the Cayman Islands, Dominica, Grenada, Montserrat, St. Kitts and Nevis, St. Lucia and St. Vincent and the Grenadines.

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CASE STUDIES

CHAPTER 1

EXTERNAL TERTIARY EDUCATION PROVIDERS IN BARBADOS

Michael Thomas

INTRODUCTION

This chapter deals with external tertiary education provision in Barbados. Although a small developing country with an estimated population of 275,000, the island has a wide range of educational institutions, from nursery to university level. The Government pays the cost of education at primary, secondary and tertiary levels and includes the provision of textbooks. This strong emphasis on education has resulted in a literacy rate estimated at about 98 per cent – one of the highest in the world. The wide range of educational institutions has also contributed to the balanced economic development the country has achieved since independence.

During the last half of the twentieth century, Barbados was the region's star performer in education. Its adult population added 1.9 years of schooling from 1980 to 2000, a rate above the world average but similar to countries at its level of income. According to the World Bank, Barbados was the only country in the region not only providing broad-based quality secondary education, but also expanding access to tertiary education beyond the elite (2005, pp. 147–148).

The most easterly island of the Caribbean archipelago in the region of the Lesser Antilles, Barbados is located 435 kilometres (270 miles) north east of Venezuela and 300 kilometres (200 miles) north east of Trinidad and Tobago. It is 34 kilometres long by 23 kilometres wide and has a total land area of approximately 432 square kilometres (166 square miles).

The protected bays and shoreline of the island's Caribbean coast have been the preferred sites for early settlement, trade and commerce. More recently the sandy beaches, fringing reefs and relatively calm waters have been the focal points for the important tourism industry. Industrial facilities are located along or near to parts of this shoreline. Barbados became a sovereign nation on 30 November 1966, after 339 unbroken years as a colony of Great Britain, and there is still a strong British influence in the island.

THE HISTORICAL CONTEXT

Barbados was initially settled in 1627 by some 50 male settlers, who included some slaves captured en route. Although the island was probably originally inhabited by Arawak Indians, it had no inhabitants at that time and no food-bearing plants. Twelve years later, in 1639, the House of Assembly was formed, the only representative legislature in the Caribbean to remain in existence for more than three centuries.

Following the introduction of sugar in the early 1640s, the economy became dominated by large plantations. In the early years of settlement, the bulk of the labour was provided by white indentured servants from England, Ireland and Scotland. With the consolidation of the plantation system and its slave labour base, however, the demographic complexion of the island began to change. In 1680, when the first major census of the island was taken, there were around 23,000 whites and 38,000 slaves (Dunn, 1969 as cited in Welch, 2003). As the slave trade continued, Barbados became the most densely populated island in the Caribbean, a position that it held into the late 1980s.

However, after being “one of the Richest Spotes of ground in the world...” (quoted in Welch, 2003), the island’s fortunes declined during the eighteenth century due, *inter alia*, to falling sugar prices, the British embargo on shipment of American goods to British colonies during the American Revolution and a devastating hurricane. Another hurricane in 1831 ruined many buildings, including seven of the eleven churches on the island, while a cholera epidemic killed over 20,000 people in 1854. By the early twentieth century, Barbados was confronted with a rapidly growing population, a rising cost of living and a wage scale that was fixed at the equivalent of US\$0.30 a day. The effects of the worldwide depression in the late 1930s led to rioting in the country and throughout the Caribbean.

The riots in Barbados spurred Grantley Adams to found the Barbados Labour Party (BLP) in 1938 and he became leader of the Government in 1946. Between 1946 and 1951, he presided over uneasy coalitions in the House of Assembly as the BLP failed to win a clear majority. In 1951, in the first election conducted under universal adult suffrage with no property qualifications, the BLP won 16 of the 24 seats. However, the party was not unified. The left wing felt that Adams was closer to the governor than to labour, and a new member of the House, Errol Barrow, emerged as their leader. In 1954 Barrow left the BLP and the following year founded the Democratic Labour Party (DLP), which he led for the next 32 years. This won the 1961 elections by a large majority. Barrow became premier and continued to lead the Government until 1971. Between 1961 and 1966, the Government replaced the governor’s Legislative Council with a Senate appointed by the governor, increased workers’ benefits, instituted a programme of industrialisation and expanded free education. The DLP also won the election of 2 November 1966, capturing 14 of the 24 House seats. On 30 November 1966, Barbados gained independence, and Barrow became its first prime minister.

Post-independence, the Head of State has been Queen Elizabeth II, represented by a Governor-General. However, the present Government is proposing that Barbados become a Republic within the Commonwealth, with a ceremonial President replacing the Queen.

DEMOGRAPHICS

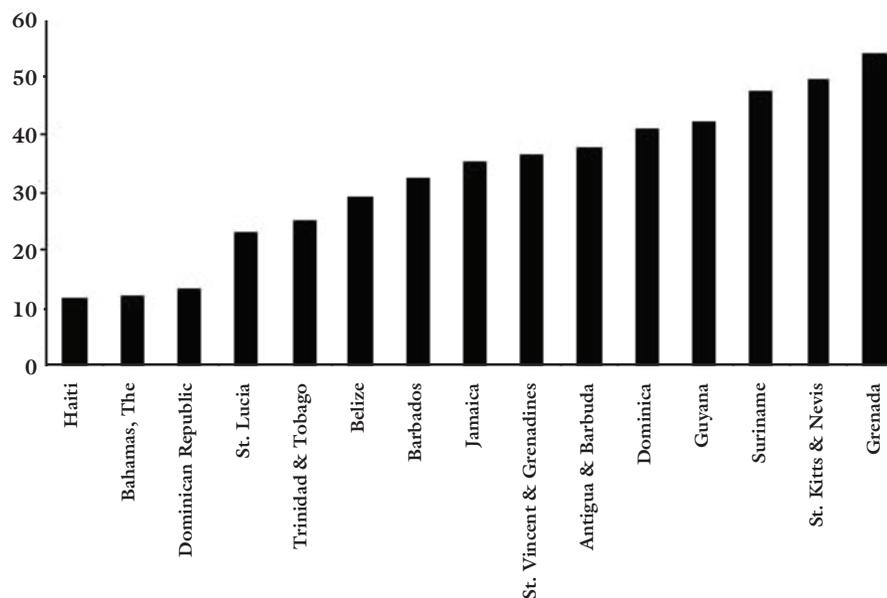
According to an Inter-American Development Bank Annual Report (1997), the population of Barbados grew at the negligible average annual rates of 0.4 per cent during 1970–80 and 0.3 per cent during 1980–90 as well as during 1990–96. The Barbados State

of the Environment Report has highlighted the following: “An analysis of the population structure for the census years 1970, 1980 and 1990 shows that the population under 15 years old declined from 87,100 in 1970 to 62,000 in 1990. This trend of a gradually ageing population is expected to continue as fertility rates decline and life expectancy increases. It is notable that the population of working age (15–60) increased from 128,600 in 1970 to 160,300 in 1990 and is estimated at 179,892 for 2000.”

Migration is also a factor. In Caribbean countries where appropriate post-secondary education and training for specific professions do not exist or exist in limited capacity, citizens migrate for educational purposes but then seek to remain in the developed countries. Their reluctance to return to their home countries may be due to the struggle they face in applying their training acquired in the milieu of developed countries to their work in a developing country context, or they may be driven by an urge to improve their economic status. On the other hand, a World Bank (1992) report, *Access, Quality and Efficiency in Caribbean Education: A Regional Study*, commented on the high level of emigration of professional, technical and skilled workers out of the region.

In fact, almost all the Caribbean countries are among the top 20 countries in the world with the highest tertiary-educated migration rates (Docquier and Marfouq, 2005). The World Bank (n.d.) cites a study by Simmons and Plaza (1991) showing that Caribbean nationals migrating to North America over the decades of the 1970s and 1980s had higher levels of education than the average for the population in their homelands. For example, of the adult immigrants in the USA from Barbados during the period, 37.5 per cent of females and 29.8 per cent of males had university education compared with 2 per cent of females and 3.8 per cent of males in the country of origin. The magnitude of these migration rates (see Figure 1.1 and Table 1.1) suggests that, potentially, emigration can have large impacts on the local labour markets and on the welfare of those who stay behind in the Caribbean countries. This demographic factor has specific implications for the financing of education (discussed in the next section).

Figure 1.1: Percentage of labour force migrating from Caribbean countries to OECD member countries, 1965–2000



Source: Docquier and Marfouq (2005).

Table 1.1: Percentage of labour force migrating from the Caribbean to the United States, 1965–2000 (by highest level of schooling)

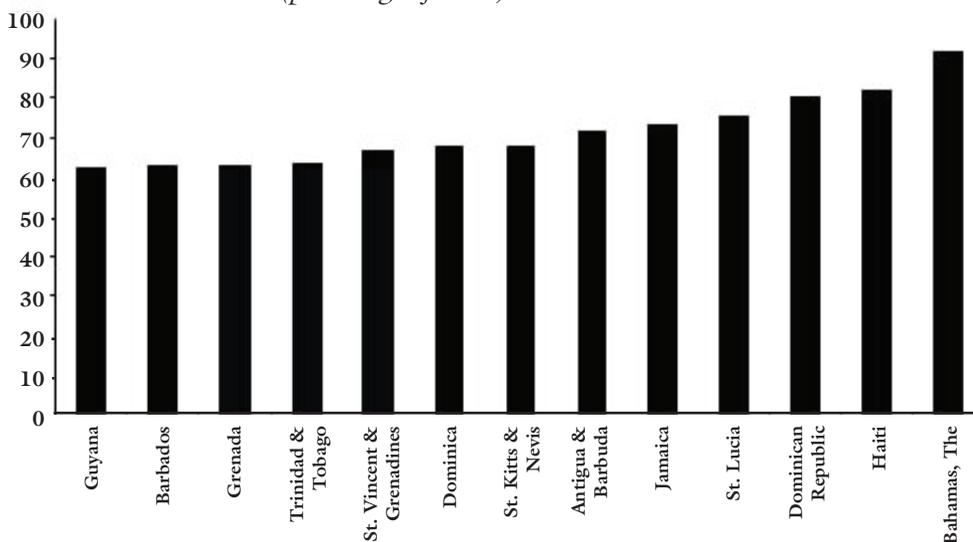
	PRIMARY	SECONDARY	TERTIARY
Antigua and Barbuda	3	57	56
Bahamas, The	2	10	58
Barbados	4	20	46
Belize	4	54	62
Dominica	6	56	49
Dominican Republic	5	28	18
Grenada	7	61	75
Guyana	7	35	80
Haiti	2	27	79
Jamaica	5	29	78
St. Kitts and Nevis	8	31	65
St. Lucia	2	13	53
St. Vincent and the Grenadines	4	23	71
Trinidad and Tobago	3	17	68
Average	4	33	61

Source: United States Census (2000); and Docquier and Marfouk (2005).

FINANCING EDUCATION IN THE CARIBBEAN

The World Bank (1992) report mentioned above noted that due to migration many countries are not reaping the full benefits of their social investment in education. The estimated government expenditure on the education of individuals who eventually left the Caribbean countries (largely to the United States, between 1965 and 2000) varies across countries but is higher in the larger countries (Figure 1.2).

Figure 1.2: Estimated government expenditure on education of migrants from the Caribbean (percentage of GDP)



Source: U.S. Census (2000); and Docquier and Marfouk (2005).

Governments in the Caribbean cover a major portion of the cost of the education of their citizens in the form of education subsidies. Table 1.2 shows the estimates of government expenditure on education per student by schooling categories for countries in the Caribbean for which data are available. These estimates are taken from the UNESCO Institute for Statistics (2004) and are averages over the period 1999–2002. For Barbados, Jamaica and Trinidad and Tobago, the expenditure on tertiary education is much larger relative to the subsidy on primary and secondary education.

Table 1.2: Government expenditure on education, average 1999–2002 (per student, as a percentage of GDP per capita)

	PRIMARY	SECONDARY	TERTIARY
Barbados	17	26	62
Belize	17	19	
Dominica	21	35	
Guyana	1	2	
Jamaica	16	24	76
St. Kitts and Nevis	9	9	
St. Lucia	13	2	
St. Vincent and the Grenadines	28	28	
Trinidad and Tobago	14	15	69

Source: UNESCO Institute for Statistics, 2004.

Until recently, Caribbean enrolment ratios at the post-secondary level, as reported to UNESCO, were below the norm for other countries at similar levels of development. In response to these issues, some years ago the CARICOM countries committed themselves to a goal of 15 per cent post-secondary enrolment, and three countries have succeeded here. Table 1.3 shows enrolment and gross enrolment ratios for post-secondary education for 2000 in five countries, adapted from World Bank indicators.

Table 1.3: Enrolment and gross enrolment ratio for post-secondary education in selected countries, 2000

COUNTRIES	GROSS ENROLMENT RATIO (percentage)	NUMBER OF STUDENTS
Bahamas, The	25	6,547
Barbados	38	8,078
Guyana	12	9,539
Jamaica	16	35,995
Trinidad and Tobago	6	7,737

Source: World Bank, 2003.

In order to assess the financial feasibility of increasing post-secondary enrolment, enrolments and expected public expenditures were projected to 2015 for the entire education system in two of three countries studied (financial data were lacking for The Bahamas). The assumptions in Table 1.4 were that gross post-secondary enrolment would be 40 per cent of the school-age cohort, enrolments in primary and secondary education would be 100 per cent of the school-age population and enrolments in pre-primary would be 80 per cent.

Table 1.4: Enrolment for 2000 and projections for 2015 in three Caribbean countries

	NUMBER OF STUDENTS BY LEVEL OF EDUCATION							
	Pre-primary		Primary		Secondary		Post-secondary	
YEAR	2000	2015	2000	2015	2000	2015	2000	2015
Bahamas	2,073	10,421	33,145	35,064	29,184	36,077	6,547	12,350
Barbados	6,282	5,545	24,225	19,004	25,367	19,663	8,078	7,120
Guyana	41,845	22,437		77,901	68,764	80,837	9,539	24,770

Source: CELADE – calculations, Wolffe, 2004.

Projected enrolment for 2015 is based on population projections from the Latin American and Caribbean Demographic Centre (CELADE) and enrolment goals defined for each level. Pre-primary projected enrolment is 80 per cent by 2015, as it is expected that the current ratio in Caribbean countries will be maintained. Primary education is projected to reach the Millennium Development Goal (MDG) of 100 per cent by 2015; secondary education is projected to increase enrolment to 100 per cent by 2015, as most Caribbean countries have already met the 75 per cent goal for 2005 committed to by the Summit of the Americas; and post-secondary education is projected to increase enrolment to 40 per cent by 2015, as upper-middle-income countries currently have a 30 per cent average.

Analysing the trends in expenditure on education in Barbados, the Governor of the Central Bank, Dr. Marion William, explained that education increased its share of total government expenditure from 15.2 per cent in 1957, prior to free education, to an average of 21 per cent over the period 1999–2004. The Governor postulates that spending on education expanded more quickly than total spending by the Barbados Government, which in effect means that other activities were losing resources in the interest of education. What is perhaps more significant is the fact that education's share in total expenditure was maintained even during the periods of recession (1981–82 and 1990–92). It is clear that this country has a profile of public spending on education that is similar to that of developed countries.

PRIMARY AND SECONDARY EDUCATION

The foundations of education in Barbados were laid by the philanthropic efforts of private individuals and by the humanitarian interest of the Churches. Most of the existing older public secondary schools were founded by endowments originally intended for the education of white children at a time when slavery existed in the island. The elementary schools grew out of modest attempts by the Anglican, Moravian and Methodist Churches to give a Christian education to the slaves in the period preceding emancipation. These efforts were intensified in the post-emancipation period (i.e., after 1834), and the setting up of small schools near a church became common. Although the legislature gradually took the financing and administration of education into its own hands, there has remained a close association with the Churches as far as education is concerned.

Formal development planning was introduced in Barbados in 1946 with the preparation of the *Ten Year Development Plan for Barbados: Sketch Plan of Development 1946 to 1956*. This long-term plan was followed by two medium-term plans: 1952 to 1957 and 1955 to 1960. The focus of these plans was on the development of the social infrastructure: health, education, water and housing (Downes, 2002). The building blocks for the “economic modernisation” of Barbados therefore began in the late 1950s. It was generally thought that the economy could not continue to be highly dependent on the export-oriented sugar industry for growth, employment and foreign exchange. The DLP sought to hasten the process of economic diversification and growth. Development planning became an important aspect of economic policy along with short-term budgeting to ensure macroeconomic stability in the economy (see Downes, 1989). Two key development policy goals were the creation of new employment opportunities through the diversification process and the development of the human resource base of the country through training and education in order to boost productivity and competitiveness.

Hence, since the 1950s, several changes have taken place in the school system (see Hunte, 1991; Newton, 1991; Shorey and Rose, 1996). These include the abolition of fees at government-owned secondary schools in January 1962, the introduction of comprehensive schools to cater to those who were unable to obtain a place in the limited number of grammar schools, improved teacher-training facilities and the introduction of technical and vocational education in the school system. In addition, the nutritional needs of primary school children have been met through a free school meals scheme. With the expansion of the public school system by the Government, the number of private schools has declined significantly over the years, and very few exist today.

Over the 1960/61 to 2000/01 period the share of government expenditure devoted to social development rose from 42.1 per cent to 52.1 per cent. This is illustrated in Table 1.5. The Government considered continuous modernisation and expansion of the educational system to be “central to the achievement of the developmental goals of the nation” (Government of Barbados, 1973).

Table 1.5: Government current expenditure by function in Barbados, 1960/61 – 2000/01

FUNCTION	1960/61		1970/71		1980/81		1990/91		2000/01	
	Bds\$m	%	Bds\$m	%	Bds\$m	%	Bds\$m	%	Bds\$m	%
General Services	5.10	23.6	18.92	22.8	61.59	15.6	146.89	15.3	260.89	17.2
Defence	0.10	0.50	0.14	0.2	8.38	2.1	22.59	2.7	40.33	2.7
Education	3.96	18.3	19.22	23.1	92.93	23.5	221.40	23.1	353.29	23.3
Health	2.61	12.1	15.54	18.7	61.67	15.6	141.01	14.7	203.50	13.4
Soc. Sec./ Welfare	2.34	10.8	10.47	12.6	47.80	12.1	87.80	9.2	151.15	10.1
Housing	0.07	0.3	0.18	0.2	8.55	2.2	48.02	5.0	55.01	3.6
Other Soc. Services	0.13	0.6	0.41	0.5	9.48	2.4	12.82	1.3	25.23	1.7
Economic Services	5.83	27.0	13.63	16.4	74.09	18.8	141.54	14.8	197.58	13.1
Debt Charges	0.70	3.2	4.64	5.6	30.49	7.7	132.19	13.8	225.82	14.9
Total Expenditure	21.62		83.14		394.98	15.6	957.27		1,513.79	
Expenditure as % of GDP (%)	17.2		28.7		25.7		32.3		35.3	

By virtue of its compulsory school-leaving age of 16 years, Barbados in effect has “universal” primary and secondary level education. Research undertaken by Downes (2002) shows enrolment in the primary and secondary school system increasing from 32,598 in 1950/51 to a peak of 57,485 in 1969/70. He further illustrates that since the 1970s, there has been a gradual reduction in public school enrolment, reflecting the steady reduction in the school-age population (5–19 years). This declined from 87,100 in 1970 to 66,900 in 1990. Using the 5–19 years age group, the gross primary and secondary school enrolment increased from 60 per cent in 1960 to 73.2 per cent in 1990. Several persons are also engaged in post-secondary education in a number of private institutions (e.g., information technology, management, accounting and secretarial studies).

An important observation made by Miller (2005), when comparing education systems in the Commonwealth Caribbean, is that the remarkable strides made over the years by Barbados were due to a combination of economic, political, social and cultural factors in its society. He reinforces the point that when all the factors are taken into consideration, the educational systems of Barbados and the Leeward Islands appear to have shown the most progress and achieved the highest quality at the primary and secondary levels.

THE EVOLUTION OF TERTIARY EDUCATION IN BARBADOS

Higher education in colonial Barbados essentially meant overseas university education for a fortunate class of the populace – sons of the oligarchs, the wealthy and often powerful merchants and planters – who could afford to pay to become educated in the classics and to enter the prestigious professions of law and medicine. This state of affairs would last up until 1813. Between 1813 and 1929, there was an annual university scholarship that the Society for the Propagation of the Gospel provided for graduates of the racially and class exclusive Codrington College to study law, medicine or theology in Britain for four years (Bennett, 1958). When this was withdrawn in 1829, the Barbadian oligarchy reverted to paying out of their own pockets until the Barbados Scholarship was introduced in 1890.

Religion and philanthropy were important in the evolution of tertiary education in the Caribbean region as a whole and Barbados in particular. The first institution of higher education in the English-speaking Caribbean was the same Codrington College mentioned above, an Anglican school established in Barbados in 1743 to train priests (Cobley, 2000; Chevannes, 2003). Patrick Keenan, who was sent out by the British Government in 1869 to report on the state of higher education, noted the lack of opportunities for this and the anguish of those parents who were faced with the burden of sending their children to Europe to complete their education. However, the failure of the colonial office to implement the recommendations of the Keenan Report resulted in territories being forced to pursue their individual plans for improving the state of education.

In 1876, Bishop Mitchinson made a series of proposals on the direction of higher education in Barbados, including the granting of one or two scholarships each year by the Government to allow the best students from the island to attend either Oxford or Cambridge University, considered in his report to be “the acme of academic excellence.” The recommendation was quickly implemented, allowing a number of brilliant Barbadians access to higher education that they might not otherwise have had. In the case of Codrington College, Murchison recommended that the programme offered by this institution be broadened to allow students who did not win scholarships to study secular subjects there. Therefore, 1876 marked the beginning of the teaching of a number of courses locally leading to degrees of the University of Durham. Until 1948 Codrington College was the only institution in the West Indies offering instruction leading to the award of university degrees.

Tertiary level education expanded significantly over the 1960–2006 period. The investment in education is reflected in the improved quality of the labour force. Available data indicate that the percentage of the labour force whose highest level of education was at the primary level declined from 46.8 per cent in 1981 to 20.4 per cent in 1999, while those with the highest level of education being secondary rose from 48.8 per cent in 1981 to 63.3 per cent in 1999 (see Table 1.6). While the numbers of those with technical and vocational education remained relatively small, the percentage of those with university education rose from 4.0 per cent in 1981 to 12.9 per cent in 1999. According to human capital theory, an improvement in the level of education of the labour force is expected to result in a higher level of output and productivity. As expected then, the labour productivity (as measured by the ratio of real GDP at factor cost to the number of employed persons) grew from Bds. \$3,719 in 1960 to an estimated Bds. \$7,829 in 2000, revealing an average annual growth rate of approximately 2 per cent (Downes 2002).

Table 1.6: Labour force in Barbados by highest level of education attained, 1981–1999 (%)

LEVEL OF EDUCATION	1981	1984	1986	1991	1993	1996	1999
Primary	46.8	41.0	37.6	28.5	24.9	20.8	20.4
Secondary	48.8	53.9	55.6	63.5	65.6	63.8	63.3
University	4.0	4.4	5.9	7.3	8.8	10.8	12.9
Technical	0.4	0.7	0.9	0.7	0.6	3.2	2.5
Other/None	0.0	0.0	0.0	0.0	0.1	1.4	0.9
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Total ('000s)	112.4	112.3	116.9	129.6	132.8	135.4	136.6

Source: Barbados Statistical Service: Labour Force Reports (various issues)

The improvement in the educational system has also resulted in more women entering the workforce. With a growing number of females taking advantage of government-provided education – from primary to tertiary level – the rate of female labour market participation has increased since the 1960s. While there has been a decline in the male labour market participation rate from 84.1 per cent in 1960 to 74.8 per cent in 2000, the female rate has risen significantly from 45.7 per cent in 1960 to 62.7 per cent in 2000.

POST-SECONDARY/TERTIARY INSTITUTIONS IN BARBADOS

The recently established Advisory Committee for Tertiary Education (ACTE) has as its purview rationalising the delivery of tertiary education and the co-ordination and articulation of programmes among post-secondary institutions. The membership of the Advisory Committee is broad-based and includes representatives of labour, business and other relevant societal groups, Government ministries and statutory boards involved in post-secondary education. In order to address the issues of accreditation, a Barbados Board of Accreditation and Certification has also been established. The Board has the responsibility for dealing with equivalency of educational credentials, accreditation of institutions and technical/vocational qualifications.

The main institutions now providing tertiary level education include the Cave Hill Campus of the University of the West Indies (UWI) (opened in 1962), the Barbados Community College (opened in 1969) and the Samuel Jackman Prescod Polytechnic (opened in 1970). Tertiary level enrolment rose from 1,047 students in 1967 to 10,711 in 2000 (Downes, 2004).

The University of the West Indies, Cave Hill Campus

The Cave Hill Campus in Barbados is one of the three campuses of the UWI. It was officially opened in 1968 after moving from a temporary site near the Deep Water

Harbour in Bridgetown, the capital, where it had been known as the College of Arts and Sciences from 1963–1967.

Qualified students are eligible for entry to this institution to pursue courses leading to the acquisition of Bachelor's Degrees in Law, Arts, Social and Natural Sciences, Theology (taught at the affiliated Codrington College) and Education. In addition, a number of certificates, diplomas and postgraduate degree programmes are offered. Adult education is catered for through the UWI School of Continuing Studies, while management studies are facilitated through the Centre for Management Development (CMD – now renamed the School of Business).

The enrolment was very impressive for academic year 2004/05 with over 5,784 students registered, of whom 5,556 were in undergraduate and graduate degree programmes. This figure excludes students enrolled in the distance education programme from Barbados and the Organisation of Eastern Caribbean States (OECS), who numbered 1,397. Therefore total enrolment for the period stood at 7,181. Over the period 2002/03 and 2004/05 there was an increase of 1,421 students, representing an annual growth rate of 10.85 per cent or an increase of 8 per cent over the projected annual growth rate in the University's Strategic Plan for 2002–2007. Postgraduate enrolment in 2004/05 was 739, an increase of 20.4 per cent over the previous year.

Barbados Community College

The Barbados Community College is designed to improve the facilities available to the community for training in a wide range of skills at the technical, para-professional, middle management and pre-university levels. Its graduates are very much in demand by the private sector in light of the high quality of preparedness. Part of its teaching mandate is to focus on information technology programmes and the performing arts, as well as hospitality through the Hospitality Institute, Division of Hospitality. The College also provides training in languages through the Barbados Language Centre.

On completion of their programmes, students are awarded with Bachelor's Degrees, Associate Degrees, diplomas and certificates in various disciplines, which include commercial studies, fine arts and health sciences, among others. This power to offer degrees is in keeping with the recommendation made by the Report of the Chancellor's Commission on the Governance of the University of the West Indies, 1994, which envisaged first degree programmes being offered by national institutions, while the regional UWI became known for its excellence in postgraduate degrees and research. The motivation was also to attain greater cost-effectiveness.

The Community College offers training on three campuses to more than 4,000 students. It has benefited from consistent strong leadership and a good physical plant. It also has close relations with industry and is able to place many of its students in jobs. It provides an excellent model of governance strategies to improve the relevance of public tertiary institutions and may be the region's best example of how a public tertiary institution can meet the training needs of the private sector. The College has put into action several strategies to ensure this, including:

- A nine-member external governing board that includes private sector representatives in the key areas of retail, banking, oil, manufacturing, legal, health, education/culture and the IT sector

- Advisory committees for each division of the College, which consist of professionals directly related to the division's careers. The committees meet at least once a semester
- Sale of training and consulting services to firms carried out via an Industry Service Unit located in the industrial area of Bridgetown. These activities not only contribute to the provision of relevant skills and business services and provide hands-on experience for students, but also augment the College's revenue
- Facilitation of staff exchanges/attachments with firms through flexible staff rules

Samuel Jackman Prescod Polytechnic

The Samuel Jackman Prescod Polytechnic (SJPP) is a post-secondary or tertiary level institution offering full-time, sandwich and part-time courses in various technical and vocational subjects that prepare students for the world of work. Programmes are offered in the building trades, electrical and mechanical engineering and agricultural and general studies.

The origins of the SJPP date back to the 1940s when it was recognised that vocational training was vital for the development of the Barbadian economy. The 1946–56 Plan called for the establishment of a vocational training centre in domestic subjects and a properly equipped technical school to cater to the needs of the agricultural, manufacturing and services sectors. Prior to the 1940s, vocational training was provided by the Board of Industrial Training, which was established by an Act of Parliament in 1924. In addition, an apprenticeship system was introduced in 1928. The SJPP was established in September 1969 (but officially opened in January 1970) to provide the training originally conceived for a Trades Training Centre. In order to rationalise the use of resources allocated to technical and vocational educational training (TVET), the work of the Technical Institute was absorbed into the SJPP. The aims and objectives of the SJPP were to:

- Develop trade skills and occupational competence up to the level of the skilled craftsman
- Meet the requirements of the labour market for skilled operatives and craftsmen
- Prepare students for direct entry into the Division of Technology of the Barbados Community College
- Train students to be useful, effective and good citizens

The establishment of the SJPP was informed by statistical data from the Labour Survey of 1965/66 and a survey of human resource needs in Barbados (Sandiford, 2000). The SJPP became a post-secondary/tertiary institution catering to persons 16 years and over. This arrangement went beyond the original intent of the proposed Trades Training Centre and hence raised the entry requirements over time (ibid.).

The SJPP has evolved in stages since 1969. The vocational training offered by the Housecraft Centre (home economics, food and nutrition, home management, laundry and textiles) was incorporated into the SJPP as a Division of Human Ecology; links were developed with the Government's Skills Training programmes; a Division of Distance and Continuing Education was established in the mid 1990s; and an Open and Flexible Learning Centre was opened in 2003. The SJPP now has ten divisions (Building, Electrical Engineering, Mechanical Engineering and Printing, Human Ecology, Business Studies, General Studies, Agriculture, Motor Vehicle and Welding, Distance

and Continuing Education, and Open and Flexible Learning). It is also a member of the Association of Caribbean Tertiary Institutions (ACTI). The SJPP has seen its enrolment increase from 1,284 in 1970/71 to about 3,000 in 2003/04 (see Table 1.7).

Table 1.7: Enrolment at the SJPP, 1970/71 – 2003/04

YEAR	MALE		FEMALE		TOTAL
	Number	Percentage	Number	Percentage	Number
1970/71	n.a.	n.a.	n.a.	n.a.	1,284
1976/77	n.a.	n.a.	n.a.	n.a.	1,755
1980/81	n.a.	n.a.	n.a.	n.a.	1,160
1985/86	1,389	75.0	463	25.0	1,852
1990/91	1,050	60.9	673	39.1	1,723
1995/96	1,242	64.6	679	35.4	1,921
2000/01	1,596	63.7	908	36.3	2,504
2003/04	1,593	54.1	1,351	45.9	2,944

Sources: Ministry of Education: Various Annual Reports and Digest of Education Statistics.

The number of graduates from full-time programmes at the SJPP increased from 222 in 1984/85 to 587 in 2003/04. The number of students graduating from various courses in the distance and continuing education programmes has been relatively high, averaging over 600 per year between 1996/97 and 2003/04. Despite accounting for just over 26 per cent of tertiary enrolment in Barbados (see Table 1.8), SJPP is unable to meet the demand for its courses. It is estimated that there are, on average, two applicants for each place. The Distance and Continuing Education Division has been able to cater to part of this demand by offering part-time courses and, in recent times, by providing an open and flexible learning programme.

Table 1.8: Enrolment in tertiary institutions in Barbados, 1980/81 – 2000/01

INSTITUTION	1980/81		1985/86		1990/91		1995/96		2000/01	
	No	%	No	%	No	%	No	%	No	%
SJPP	1,160	24.8	1,852	32.9	1,723	25.8	1,921	24.1	2,821	26.3
Erdiston College	260	5.6	87	1.6	168	2.5	163	2.0	108	1.0
BCC	2,274	48.6	1,750	31.1	2,382	35.7	2,783	34.9	3,844	35.9
UWI (Cave Hill)*	985	21.0	1,932	34.4	2,408	36.0	3,116	39.0	3,938	36.8
Total	4,679	100	5,621	100	6,681	100	7,983	100	10,711	100

Notes *Includes non-Barbadian students

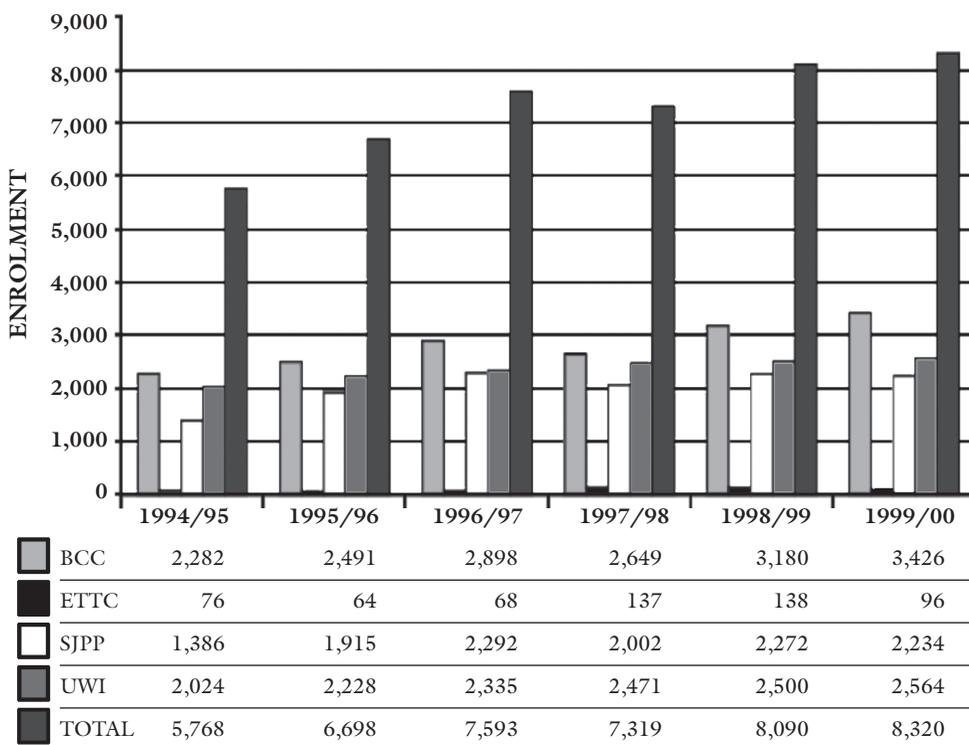
Erdiston Teachers' Training College

The Erdiston Teachers' Training College is charged with the responsibility of training teachers at all levels of the educational system. It is the policy of the Government that Erdiston College functions as the premier teacher training institution in Barbados. It offers high quality pedagogical training, research and outreach services to schools and other institutions – local and regional – that are concerned with education and teacher training. Its main programmes focus on training and retraining of primary school teachers, retraining of secondary school teachers, instructional and curriculum matters, pastoral care, effective social living and life skills development, pre-service/in-service Bachelor in Education (B.Ed.), remedial education and special needs education, training in creative arts, information technology in education, general interest courses for the public and research.

OTHER POST-SECONDARY/TERTIARY OPPORTUNITIES

Other educational opportunities are provided for through the National Training Board, Barbados Institute of Management and Productivity (BIMAP) and technical and vocational educational training (TVET), which also focuses on skill development. Figure 1.3 shows the national enrolment in government-assisted post-secondary/tertiary institutions in Barbados from 1994–2000.

Figure 1.3: National enrolment in government-assisted post-secondary/tertiary institutions in Barbados, 1994–2000



Source: Ministry of Education, Youth Affairs and Culture, Government of Barbados, 2001.

These institutions are focused on effective dissemination of knowledge to all course participants, which would among other things encourage continued interaction of learners and instructors and encourage persons to embrace the concept of lifelong learning. However, the ability of the Government to provide funding for all levels of education will significantly affect the quality of the educational product.

As alluded to earlier, since education provides the building blocks for national development, the education sector in Barbados is accorded the second highest portion of the Government's budget. Table 1.9 shows the allocation of the budget to education over the 1995 to 1999 period while Table 2.10 shows the distribution of the Government's education sector recurrent and capital expenditure for tertiary education over the five-year period 1999-2002. Figure 1.4 shows tertiary level expenditure for the period 1995-1999.

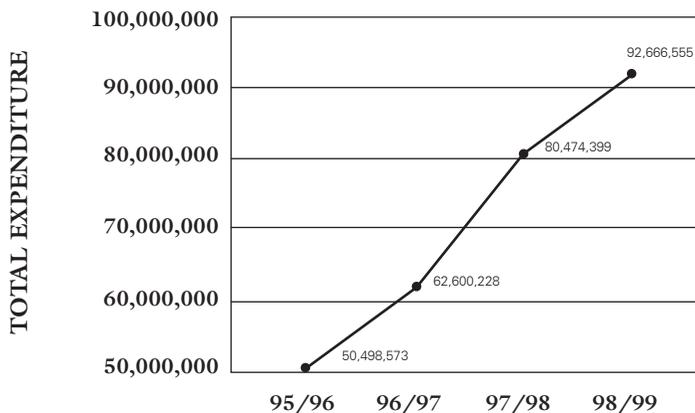
Table 1.9: Allocation of government budget on education in Barbados, 1995-1999

GOVERNMENT (actual expenditure)			MINISTRY OF EDUCATION BUDGET (actual expenditure)			Education budget as a % of total expenditure	Education budget as a % of GDP	
Year	Current	Capital	Total	Current	Capital			Total
1995/96	1,242.7	138.6	1,381.3	213.9	15.4	229.3	16.60	6.13
1996/97	1,308.0	225.6	1,533.6	235.6	25.5	261.1	17.03	6.55
1997/98	1,447.1	257.4	1,704.5	270.2	33.9	304.1	17.84	6.90
1998/99	1,352.1	240.8	1,592.9	224.5	21.5	246.0	15.44	5.15

Table 1.10: Distribution of the education sector's recurrent and capital expenditure for tertiary education in Barbados, 1999-2002

	1999/00		2000/01		2001/2002	
	Recurrent	Capital	Recurrent	Capital	Recurrent	Capital
Tertiary Education	81,547,379	862,750	112,092,035	1,288,192	106,602,939	1,001,190

Figure 1.4: Expenditure on tertiary education in Barbados, 1995–1999



Source: Ministry of Education, Barbados.

In recognition of the importance of post-secondary and tertiary level education to overall national development, the Ministry of Education is seeking to widen access. In particular, the increasing cost of the provision of post-secondary and tertiary level education for students both in the island and abroad, and also the continued increase in the number of persons wishing to access it, has seen the development of initiatives to facilitate expanded access to this level of education.

The Ministry has supported the establishment of the Centre for International Services at the Cave Hill Campus in an effort to provide necessary professional training in the services sector. There has also been the development of the Industry Services Unit at the Barbados Community College, to work closely with businesses and industries to identify requisite labour needs and to provide customised training. In addition, there is a proposal to merge the Barbados Community College, the SJPP and the Erdiston Teachers' Training College under one amalgamated structure referred to as the University College of Barbados. It is anticipated that, among other benefits, its establishment will increase the number of graduates with the necessary competencies and tools for the changing economic environment. A Planning Advisory Committee has been set up by the Government to give oversight to the proposal's implementation.

EXTERNAL TERTIARY EDUCATION PROVISION

Distance education in the Caribbean has a long history, although the number of indigenous providers is limited. Given the geographic dispersion of its target population and the fact that the UWI is a regional institution with three campuses, it was inevitable that the University would play a leading role. It is the main provider of distance education in Barbados, particularly in Management Studies, Business Administration and Public Administration. The number of Barbadian students registered with the UWI for distance education at the Cave Hill Campus was 317 for academic year 2002/03, 315 for academic year 2003/04, 208 for academic year 2004/05, 160 for 2005/06 and 158 for 2006/07. This pattern indicates a declining enrolment trend over the identified periods.

The numerous offshore programmes from North American and British institutions provide an alternative source of education for many in the Caribbean. The delivery of such programmes uses a variety of approaches and technologies, with the print

medium (“correspondence courses”) still widely used and quite appropriate in many circumstances. But advances in information technologies have opened up a whole range of new delivery mechanisms that provide means of reaching students at a distance as well as the flexibility and system management power to customise both the content and instructional schedule to meet the needs and circumstances of individual learners. Distance education provision is gaining popular support because of its ease of access and its ability to address the continuing under-supply of higher education places, and because it offers the chance to develop overseas connections and obtain overseas qualifications in certain critical fields (e.g. business).

The sectors of the Barbados economy that the Government believes are in need of more adequately trained persons include tourism, financial services, information and communication technology (ICT) and entrepreneurship. The emphasis on these areas is symptomatic of the fact that Barbados has made a transition from being a largely agrarian-based economy to a mainly service-based one. Lifelong learning opportunities are now regarded as being of critical importance to this, not merely because of the need to remain on the cutting edge of developments, but also because jobs and job descriptions and requirements are in a continuous state of flux and evolution (Howe, 2005).

The past 15 years have seen the rise of offshore universities, which have been offering higher education to local citizens either alone or in collaboration with local tertiary institutions. The most prominent of these is St. George’s University, which grew out of an offshore medical school in Grenada. Nova, Florida International, Barry and other Florida-based universities are among the scores of degree-granting institutions active throughout the Anglophone region, without any legal regulatory parameters. They compete with the UWI by lowering matriculation standards or by offering incentives (Chevannes, 2003). The local higher education providers are now competing with foreign-based institutions of higher learning that have identified niche markets in the West Indies and attempt to enter them by offering flexible programmes.

Anecdotal evidence does not indicate a significant number of adult learners in Barbados enrolled or registered directly in undergraduate or graduate programmes offered purely online and/or by mixed modalities in their home country. However, it is almost impossible to obtain an accurate account of the numbers of these learners because cross-border education programmes tend to fall outside standard data-gathering systems that are generally focused on domestic programmes. The most credible evidence of the existence of these providers operating in the Barbadian educational landscape is when they advertise in local newspapers inviting applicants to apply directly online or via e-mail. Providers that have recently entered the Barbadian market using online, virtual and distance-delivery modalities include Phoenix and De Vry Universities in the USA and the British Open University. They offer certificates and degrees that may be recognised in their home countries. These new types of cross-border post-secondary education constitute a growing phenomenon.

The emergence of new ICTs has brought significant benefits to tertiary education in terms of the use of multimedia, the Internet, computers and related technologies. These innovations have in turn made available new pedagogical strategies and approaches, creating the potential for greater access, improved quality and the overall enhancement of teaching and learning, as well as improved efficiencies and effectiveness. There are, of course, many questions and challenges that accompany the increasing virtualisation of tertiary education. Potential students will, for example, need significant assistance in distinguishing between and evaluating the quality of programmes being offered by the virtual mode, while employers will increasingly have to make judgements on the quality

of credentials acquired by students in this manner. Both students and other stakeholders need information concerning the recognition and the value of the qualification, its transferability and the arrangement for credit accumulation. Moreover, the current policy framework, whereby the Barbados Government pays the full economic cost of those of its students enrolled at the UWI using the traditional face-to-face modality only, does not seem to provide fertile soil for such initiatives to flourish.

If we interpret external tertiary education provision to include those cases where foreign institutions have come to a Caribbean country to teach their own programmes devoid of formal assistance from local educational institutions, then this type of provision does not exist in Barbados. Rather, in the majority of cases, external tertiary education provision can be categorised as “twinning partnerships,” where the external provision of programmes is facilitated through a local tertiary or analogous institution. The principle adopted by most partnering institutions indicates that the use of partners has allowed them to maintain a much smaller marketing effort than might be required if they were attempting to deliver programmes alone. The model of local facilitation varies. It may involve the provision of space and logistical support only; the use of staff from the local partnering institution to assist in course delivery; greater sharing, by localising course content to some extent; or the working out of articulation agreements based on specific programme areas. For the most part these foreign institutions have been able to establish themselves with apparent ease and ready acceptance, and have facilitated a high level of institutional diversification and contributed to the competition in the higher education sector.

Brandon (2003) provides an insight into the nature of these partnership arrangements in the context of Barbados. They include an arrangement whereby Carnegie Mellon University has licensed its Software Development Systems programme at basic skill level to the Barbados Community College. In addition, a recent development has seen Ernst and Young Caribbean collaborating with the Durham Business School, University of Durham, to offer an M.B.A. since September 2003 using face-to-face and distance education modalities. As noted above, the University of Durham has a history of collaboration with Codrington College dating back to 1875. In another case, The Barbados Institute of Management and Productivity (BIMAP) is collaborating with the Surrey European Management School (SEMS), University of Surrey, to offer five postgraduate programmes: an M.B.A., and an M.Sc. in Human Resource Management, Financial Services Management, Marketing Management and International Business Management. BIMAP also works with the Institute of Chartered Secretaries and Administrators (UK). SJPP has a link with the University of Wisconsin for the delivery of its Occupational Health Safety programme.

In April 2001 the Senate agreed to a proposal allowing the Department of Education, subject to approval of the university authorities, to offer B.Ed. programmes in association with selected overseas teachers’ colleges modelled after the existing B.Ed. in association with the Nova Scotia Teachers College. Erdiston Teachers’ Training College now has an arrangement with the Canadian-based Mount St. Vincent University (MSVU), which has been a pioneer in the field of distance education. MSVU offers courses leading to several undergraduate and graduate degrees to groups in Barbados through distance and off-site learning. An MSVU media release in October 2004 reported that 50 Barbadian students graduated with Masters in Education, with specialisations in Curriculum Studies and Educational Technology, during the institution’s first convocation in the country. The programme is part of an initiative of the Ministry of Education to provide more inclusive and expanded opportunities in school for children with special needs. The teachers enrolled in the programme continued to teach while they pursued their graduate studies.

The Certified General Accountants Association of Canada (CGA) Online has over 900 members and students in the Caribbean region and Bermuda. Offered in the Caribbean since the 1970s, the CGA programme of professional studies combines weekly assignments, optional lectures, national examinations and mandatory practical work experience delivered through distance education. It now has programme offices in Barbados, Bermuda and The Bahamas, and the Caribbean Region office in Barbados administers the programme in the Leeward and Windward Islands. The programme adapts to students' learning styles, career goals and lifestyles and accommodates entry that is consistent with students' educational background. If students are new to accounting they can enter at an introductory level. However, if students have already completed substantially equivalent courses at an approved post-secondary institution, they can apply for transfer credit to enter at a more advanced level. An online M.B.A. was launched in 2004.

In addition, it is believed that a number of students are accessing distance learning through overseas universities (although no research has been undertaken so far to determine its full extent in Barbados). Distance-based courses are also advertised in Barbadian newspapers (e.g., Holborn College, the University of London External Programme). Holborn College also offers public information lectures about its LL.B., which can be studied by distance learning modalities (see *Sunday Sun*, 2006, p. 34A).

A recent advertisement carried in the *Sunday Sun*, a widely circulated Barbadian newspaper, invites persons to earn top British degrees in Barbados by distance learning. The institution making this offer – Resource Development International (RDI) – is providing programmes inclusive of all study materials and support. It claims to have all programmes fully accredited by Royal charter, requires no travel, offers interest-free financing and regular enrolment dates and boasts of a 95 per cent success rate (ibid.). Recent data obtained directly from the admissions office of RDI indicate that at the time of the writing 29 Barbadian students are enrolled in this institution in four programmes: Certificate in Management (1), Diploma in Management (8), M.B.A./ M.Sc. (15) and Higher National Diploma/Bachelor's in Business and Management (5). RDI operates in Barbados in partnership with The Professional Institute of Marketing and Business Studies, a Trinidadian private sector entity, and the National Research and Development Foundation from St. Lucia. The emergence of the Caribbean Single Market and Economy may provide the framework for even more of these types of arrangements.

However, according to Williams (2004), “the required quality of education and its increasing costs have made it difficult for private institutions to survive or to compete with the services offered by government educational institutions.” The Government spends a record high share of GDP on education, 8.3 per cent according to World Bank figures for 2003, allowing it to channel 2.4 per cent of GDP to tertiary education. The smallness of the island is likely to reduce the attractiveness to private providers, since delivery of tertiary education requires significant economies of scale and requires regulatory stability. This would partially explain why private providers have found greater responsiveness in the Dominican Republic than in the smaller English-speaking nations – with the notable exception of the Organisation of Eastern Caribbean States (OECS), but catering there almost exclusively to US students, such as is the case with Ross University. In addition, the fact that (as noted earlier) the Government pays the full economic cost for its students enrolled in tertiary education using the traditional face-to-face modalities – a policy that does not extend to programmes using distance education/online modalities, – may help to explain the reluctance on the part of most Barbadian students to enrol in distance/online programmes.

Table 1.11: List of some tertiary education service providers, programmes offered and method of delivery in Barbados

EXTERNAL PROVIDER	PROGRAMMES & QUALIFICATIONS	DELIVERY	LOCAL PRESENCE	
Carnegie Mellon University (USA)	Software Development Systems Program	Face-to-face	Licensed by Barbados Community College	
Durham Business School, University of Durham	M.B.A.	Face-to-face and distance	Ernst and Young Caribbean	
Surrey European Management School (SEMS), University of Surrey, England	M.B.A.	Face-to-face	Barbados Institute of Management and Productivity (BIMAP)	
	M.Sc. in Human Resources Management	Face-to-face		
	M.Sc. in Financial Services Management	Face-to-face		
M.Sc. in Marketing Management	Face-to-face			
	Institute of Chartered Secretaries and Administrators (UK)	M.Sc. in International Business Management	Face-to-face	Barbados Institute of Management and Productivity (BIMAP)
	University of Wisconsin	Chartered Secretary	Face-to-face	Samuel Jackman Prescod Polytechnic
Resources Development International (RDI), England <ul style="list-style-type: none">• Liverpool John Moores University• University of Sunderland• University of Leicester	Chartered Administrator	Face-to-face	The Professional Institute of Marketing and Business Studies (Trinidad) and the National Research and Development Foundation (St. Lucia)	
	Occupational Health Safety programme	Face-to-face		
	UK business qualifications, ranging from access programmes at certificate and diploma level up to M.B.A.	Face-to-face		
	Multiple programmes	Face-to-face and distance		No commercial presence
Association of Chartered Certified Accountants	ACCA Certification	Face-to-face	Prestige Accounting	
	Chartered Accounting Technician			
Oxford Brookes University, England	B.Sc. Accounting	Face-to-face	No commercial presence	
CGA Laurentian University, Canada Southern Alberta Institute of Technology, Canada	Honours Bachelors of Commerce (H.B. Com.)	Online distance education	Caribbean and the Bahamas The CGA Student Services Inc. (Barbados)	
	M.B.A.			
	Bachelor of Applied Business Administration	Interactive learning environment, online teamwork, business simulations, in-depth case studies		
Holborn College in London in partnership	Law degrees	Distance	No commercial presence	

Source: Brandon, 2003 modified by Thomas, 2007.

CONCLUSION

An examination of external tertiary/higher education providers in, or impacting on, Barbados, is essentially an exploration of the still unfolding dynamics of the increasingly significant virtualisation of tertiary education provision in the region, as well as the use of new educational technologies to meet the triple challenges of access, cost and quality. Increasingly, educational institutions are being challenged and mandated to reach out to and educate an ever-extending and broadening range of learners in Barbados, irrespective of these students' location, work or home schedules, disabilities or other traditional barriers to access to formal education. The challenge is not only to educate greater numbers and types of learners but, equally importantly, to provide the type and quality of education that can produce as many enlightened and productive citizens as possible as the basis for continued and enhanced national development, cohesion, prosperity and competitiveness. Achieving these goals with persistently shrinking budgets is not an easy task for educational and other national officials.

There are obvious benefits accruing to both external tertiary education providers and local educational institutions from entering into partnership arrangements. These include the strengthening of the capacity and offerings of the local partner and the monetary benefits to the foreign ones. However, whereas in the other Caribbean states the ever-increasing risk of cross-border providers exploiting local educational institution is an issue for concern, it appears that policy decisions by the Barbados Government do not provide fertile ground for cross-border provision to thrive. Rather, it seems likely that the present policy arrangement will lead to an increase in partnership arrangement with local education institutions in the future, the same direction that the country has followed throughout the evolution of tertiary education in Barbados.

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CHAPTER 2

EXTERNAL TERTIARY EDUCATION PROVIDERS IN BELIZE

Maria Isabel Tun

INTRODUCTION

Over the past two decades, global political and economic changes have dictated institutional growth trends in higher education in Central America and the Caribbean. These influences have exerted market demands on human resources and required a broadened diversity of skills at the tertiary education level. In addition, technology and globalisation have reshaped cultural practices and the transmission of knowledge. Driven by these trends, higher education continues to reconfigure itself as technology-fashioned virtual libraries, computer software, and distance education modalities and pedagogy.

Historically, remuneration set out by the Government of Belize pay scales has reflected a public servant's posting, academic qualifications and service. This last, often used synonymously to mean work experience, usually refers to the number of years spent in the workplace continuously without "broken service." The expansion of junior colleges in the country and the establishment of a fledgling university that amalgamated with four other post-secondary institutions to form the national university in August 2000 opened higher education doors and salary options in line with advanced degrees. With this increased access, the emphasis on academic qualifications has taken on greater significance in both the public and private sectors. Meritocracy, now largely equated with advanced degree qualifications, is fast displacing seniority for promotions and postings based traditionally on work experience.

However, the national university is still very young and cannot provide for a wide range of degrees because it lacks adequate infrastructure (laboratories and libraries to serve its various campuses), as well as the requisite Ph.D. personnel to deliver programmes. Simultaneously, persons who have invested years in careers, but do not have the corresponding academic degrees, are now seeking the best means to acquire higher education so as to gain greater professional credibility and increase their earning power. Consequently, external tertiary education providers have a captive market.

Such providers, targeting markets that have the potential for student enrolment via distance, optimise on the needs of adult learners who usually have a job and find programmes run on flex time ideal for pursuing higher education. They further attract clientele by brokering degrees, usually via locally established institutions, and by offering

joint customised degree programmes. In other instances, inclusive corporate universities that act independently offer customised online programmes designed to meet the training needs of private sector companies requiring specific types of management instruction.

Distance education attracts many clients because it offers them the viable option of remaining home while pursuing higher education in fields not available at home-based universities. Depending on the distance education modality, travel abroad may only be for short periods, if at all. Education services geared to working around constraints specific to accessibility enable learners – adult and returning students who are either full-time or part-time – to pursue distance education degrees successfully.

At present, Belize is only just working on establishing a Higher Education Policy framework, particularly because it signed on to the Caribbean Single Market and Economy (CSME) initiative that became effective in January 2006. This initiative aims to facilitate the movement of skills in the CSME, with particular reference to the certification of professional qualifications. In anticipation of the CSME, Belize legislated the National Accreditation Council Act in late 2005.

SOCIO-ECONOMIC AND POLITICAL BACKGROUND: A BRIEF OVERVIEW

Situated on the north east coast of Central America, Belize occupies an area of 8,867 square miles. In a population of approximately 301,000, Mestizos represent 48.7 per cent, Creoles 24.9 per cent, Maya 10.6 per cent, Garifuna 6.1 per cent and others 9.7 per cent. The Government is built on a system of parliamentary democracy with Queen Elizabeth II as the Head of State, represented by a Governor General who must be a Belizean. The Prime Minister is the Head of Government. Elections are held every five years. Belize attained its independence in 1981.

The tourism industry is now the number one foreign exchange earner, followed by marine products, citrus, cane sugar, bananas and garments.

From the vantage point of distance education the Government, in instituting reform in 1998, promised to equip every classroom with computers in an initiative to facilitate access to knowledge via the Internet (Government of Belize, 1998). The implications were great, for while the Internet held the promise of providing greater access, it also meant that the education budget would have to factor in a new cost attached to the installation and maintenance of equipment and training of IT personnel.

NATIONAL TERTIARY EDUCATION IN BELIZE

Historically, religious denominations guided the national education system. The Anglicans and later the Catholics assumed the lead role in shaping education initiatives. It was not until the 1970s, leading into the independence era, that the Government assumed a more proactive role in establishing schools and directly began to participate in educational policy development and planning to complement the budget allocations assigned to the education sector, although the education system is still descriptively a church-state partnership.

University education was a privilege enjoyed by the elite during Belize's colonial period. To address this, the national University of Belize (UB) was established in 2000 through an amalgamation of five post-secondary institutions: the Belize College of Agriculture, the Belize School of Nursing, the Belize Teachers Training College, the Belize Technical

College and the University College of Belize. Through the establishment of the national university, the state sought to provide greater access to tertiary education for its citizenry and to strengthen state-sponsored higher education by promoting efficiency, relevancy and quality.

The UB marks the latest configuration of tertiary education in the territory. The first phase began in 1979 with the Belize College of Arts, Science and Technology (BELCAST), seen by the People's United Party (PUP) as a means of moving away from colonial control in education. However, BELCAST was accused by the then Opposition, the United Democratic Party (UDP), of being a communist hotbed. Thus when the UDP assumed power, BELCAST was dismantled in 1986 and reconfigured into the University College of Belize. In its early days, this came under the auspices of Ferris State College of Big Rapids, Michigan in the USA. The third phase of university building took place when the PUP stated that Ferris State had failed to obtain proper accreditation for the University College programme, and in turn dismantled it and put in place the UB.

Meanwhile, the general push for greater participation in education from across the various income levels resulted in a marked enrolment increase in primary and secondary schools. This growth also resulted in the establishment of eight post-secondary schools (junior colleges). Soon after the establishment of the national university, the Government licensed and chartered a private tertiary-level institution, Galen University. The Belize School of Continuing Studies (UWISCS, a UWI Centre) also forms part of this sector. It had been in existence before either the UB or Galen, but although Belizeans had ownership of the institution through payments to the UWI, they did not regard it as the primary university option. They considered the in-country arm, rather, as a centre that facilitated the writing of external examinations. In its inception, it was well known as the UWI Extra-Mural Department.

The UB, UWISCS and Galen currently grant both graduate and post-graduate degrees. In 2007, both UB and Galen began offering doctoral degrees in partnership with universities from the USA. In addition, two operational offshore medical schools cater to foreign graduate students and offer medical training and certification.

Fiscal implications and challenges in tertiary education

Fiscal challenges have been and continue to be barriers to higher education access. In the past, only those students who had the financial wherewithal to attend university abroad were able to do so. Other applicants had to compete for two annual prestigious national scholarships – the Open Scholarship and the Second Scholarship – that were awarded based on passes at the Advanced Level (A-Level) examinations set by Cambridge in England.

In the 1980s and 1990s, the United States Agency for International Development (USAID) offered nationals many scholarship opportunities to pursue studies in the USA. These included the Central American Peace Scholarships (CAPS) and Fulbright fellowships sponsored through the United States Information Service (USIS). The Organization of American States (OAS) and the Commonwealth also offer fellowships. Other options are made possible through scholarships and training opportunities in England, Canada and the West Indies (UWI). Students who meet the award criteria from the junior colleges, formerly Sixth Forms, are awarded Professional and Technical Scholarships to the UWI or UTech (the University of Technology in Jamaica). Those who speak Spanish – or are willing to learn it – can access opportunities in Guatemala,

Mexico and other Latin American countries. More recently, Belizeans are taking up the many scholarships offered by Cuba.

With the establishment of the local higher education institutions, it was assumed that the cost of higher education would be drastically reduced. Projections conceptualised tertiary education becoming more within the reach of locals. However, the merger into the national university brought with it an end to specific funding previously enjoyed by the state-owned and managed government institutions. In addition to low fees, the Government had in the past provided bursaries and even boarding to students of the Agricultural College, Nursing School, Teachers Training College and Technical College. While the Government supports the UB through annual subventions, the cost of running it has become a major challenge.

The fiscal implications for tertiary education are significant, for although the Ministry of Education receives approximately 22 per cent of the national budget, the tertiary sub-sector receives only about 5 per cent of this allocation (Government of Belize, 2005). In this regard, tertiary education has to grapple with how to best rationalise material and human resources. Consequently, while the university provides in-country higher education, it has kept away the type of students, drawn mainly from the lower socio-economic stratum, who in the past depended on post-secondary education subsidised largely by the Government.

It is also noteworthy that, individually, these former government institutions contributed to professional development in line with national development goals.

Changes in focus and mission and the opening of the gateway for external tertiary providers

Though the former missions and visions of the institutions that joined to become the UB became secondary to the University College of Belize, which took over the leadership in the merger, the University administrators had built up considerable experience with delivering business degrees and working within a university context. Furthermore, they had developed useful links with external universities and capitalised on these to broker degrees, in some instances, in areas in which the national university lacked sufficient numbers of Ph.D. qualified staff. It has successfully worked with the University of North Florida and Lethbridge, and collaborated with the UWI to deliver an Executive Master of Business Administration Degree (E.M.B.A.). More recently, it has collaborated with Nova Southeastern University from Ft. Lauderdale, Florida, to offer an Ed.D. programme.

For its part, the state has looked – with much anticipation – to higher education institutions putting in place mechanisms to create self-sustainability. In the meantime, external tertiary education providers began attracting clientele who were prepared to make personal sacrifices by paying for upgrading their academic and professional training via distance education. These providers have been able to fill the gaps in the Belize tertiary education system by offering a combination of modalities that involve face-to-face delivery for parts of instruction and testing, as well as fully delivered online programmes.

EXTERNAL TERTIARY EDUCATION PROVIDERS OPERATING IN BELIZE

The value of external tertiary providers resides in their ability to build capacity and to effect, almost instantaneously, the transfer of knowledge using technology. Another noteworthy attraction for Belize is their capacity for flexibility of programme changes, given the small population.

While this chapter provides an overview of the impact of external tertiary education on both institutions of higher education and industry, it is limited by the difficulty of obtaining specific quantitative data from institutions and organisations. While some institutions were open to providing data on their enrolment numbers, networking partners and distance programmes, others did not respond to the invitation to provide this critical information.

In some cases, the researcher was informed that data were not kept in readily accessible formats/databases, and that institutions would have to dedicate time and effort to access these. In other cases, institutions committed to providing the data, but did not follow up on these promises. It is worth noting that institutions are to a large degree territorial with data they consider critical to their success, and as a result they closely guard their records from outside parties. In some instances, data were gleaned from public announcements and news features. Although most of the research was carried out in 2005–06, the most recent programme offerings in 2007 by both UB and Galen at the doctoral level were also considered. An approximate combined enrolment of 57 students are pursuing, via these universities, Ed.D. degrees offered by external tertiary education service providers.

Furthermore, because the National Accreditation Council (NAC) is still not operational as a body that registers and monitors institutions of higher learning and their programmes and degrees delivered – despite the National Accreditation Act being passed in 2005 – institutions do not always cooperate in sharing data related to programmes and student enrolment. An operational NAC would be able to monitor and evaluate those programmes delivered by post-secondary and tertiary institutions receiving subventions from the Government as well as by all in-country institutions and external tertiary education providers operating in the country. In this way, the Ministry of Education would be better able to rate institutional and programme quality, register institutions and publish lists of accredited tertiary institutions/programmes that would guide students in choosing institutions of higher learning.

The following describes the Belize tertiary level institutions' interaction with external tertiary education providers and their delivery modalities.

The UWI School of Continuing Studies (UWISCS)

The UWI School of Continuing Studies (UWISCS) has reinvented its function, image and delivery, and its online programmes – made available through the UWI's Distance Education Centre (UWIDEC) – are allowing it to gain a firmer foothold as a viable option for earning higher education degrees. The primary difference among its programmes lies in the mode of delivery; for example, the M.B.A. programme and the Diploma in Human Resource Management are delivered face-to-face. Others (B.Sc., B.Ed., M.Sc. and M.Ed.) are delivered via distance mode.

Programme offerings include B.Sc. Management Studies, B.Sc. Educational Administration, B.Sc. Agribusiness Management, M.Ed. online, M.Sc. Counselling, M.B.A., Diploma in Human Resource Management, Certificate in Agriculture and Associate Degrees in Business Management/Paralegal Studies/Public Sector Management (see Table 2.1).

Table 2.1: Breakdown of students in UWIDEC programmes by year, 2000–2005, Belize

PROGRAMME	2000–2001	2001–2002	2002–2003	2003–2004	2004–2005
B.Sc. Management Studies	2	2	5	46	48
Certificate in Public Administration	27	30	29	4	5
Certificate in Business Administration	1	1	4	2	3
B.Ed. – Educational Administration	0	0	1	10	8
Certificate in Education	3	2	0	0	0
Agriculture (CEPAT and M.Sc. in Agriculture, Agribusiness)	0	0	2	0	1
M.Sc. Counselling	0	0	3	3	2

Note: the Certificate in Business Administration, Public Administration and Education programmes were discontinued in 2002. Those enrolled in the years that followed were completing the course. The M.Sc. in Counselling commenced in 2002.

The interviewee from UWISCS who participated in this case study indicated that the value of its distance programmes resided in the capability to provide tertiary education to countries without a campus. These programmes are financed mainly through funds from regional and national governments as well as from students' payments. The participant further explained that these programmes had a broad scope for replication and were used throughout the Caribbean.

From the national perspective, it is noteworthy that Management Studies had the highest demand. The B.Sc. Agribusiness Management and the Certificate in Agriculture – disciplines that lend themselves to economic development and sustainability – had only one student enrolled in each. This is an interesting research thread to pursue at the other tertiary institutions, as it might very well be an indicator that tertiary education is not developing on significant levels, and for a variety of reasons, the more broad-based education necessary for national development.

University of Belize (UB)

The UB has expanded its degree services from offering only Associate and Bachelor's Degrees to offering Master's and doctoral programmes. It has strategically raised the bar on degrees by moving students from one rung to the next.

From the students' perspective, the affordability of a degree – along with their personal/professional goals – is one of the major reasons why they enrol in local graduate

programmes. The cost of travelling abroad to earn an M.A. or Ph.D. is prohibitive in most cases. Students are attracted by degrees earned at very low cost, and will sometimes sign up for a degree even if it is not specific to their preferred major.

On 12 July 2007, Channel 5 Belize featured the commencement of an Ed.D. programme that was “a collaborative effort between UB and Nova Southeastern University of Florida. At least thirty-eight students form cohort number one and they’ll spend the next three years working long weekends and online to earn their prestigious degrees.” One interviewee enrolled in the doctoral programme explained to the newscaster his reasons for undertaking the Ed.D.:

It was one of my ambitions from way back. However, during research I found out the cost of doing a doctorate degree overseas and just that in itself, the cost, I knew that I wouldn't have gotten it [sic]. When it was offered in Belize and I saw what the cost was, I know that was the opportunity to do it (Channel 5 Belize).

The UB and the University of North Florida (UNF), in a joint news release dated 5 August 2007, stated that, “...since the Master’s programme in Belize was started in 1996, over 350 Belizeans (all on partial tuition scholarships) have graduated with UNF Degrees” (Amandala, 2007). The release also recorded the specific number of graduates for three cohorts receiving an M.Ed. from UNF: 11 in 2005, 3 in 2006 and 19 in 2007. In another partnership, 12 students were enrolled in the face-to-face programme delivered by the University of Lethbridge/UB M.A. cohort in Literacy Development that began in 2005 and was slated for completion in 2007.

The UNF concentrates mainly on graduate degrees and, as the release stated, had brokered several cohorts in Educational Leadership with the UB – and before that with the University College of Belize. The UNF and UWI programmes are delivered face-to-face. The Lethbridge programme is a mixed modality of face-to-face and online. The UB interviewee stated that the success of distance programmes provided by external providers depends largely on the Ministry of Education and the UB conducting regular assessments of programmes. Furthermore, the respondent commented that it was critical that the Ministry put in place regulatory frameworks specific to legislation and policy, in addition to accreditation principles that adhere to international principles or standards, perhaps through setting up of a single monitoring board. With regard to student and employment mobility, the respondent indicated that Belize should be cognisant of the CSME and Central American developments as they affect tertiary education. As well as the value of distance education in capacity building, he said that it allowed for rapid transfer of technology.

In addition to the UNF/UB and Lethbridge partnerships, UB collaborated with the UWI on an Executive Master of Business Administration degree. Other distance education programmes in the past included postgraduate degrees in Business and an M.A. in Health with the University of South Florida.

In the end, the success of UB’s partnerships with external providers will be measured by its ability to put in place its own mechanisms to provide for a diversity of degree programmes – including technical and agricultural disciplines – that are requisite for national development goals.

Galen University

Galen University is a private university that has been chartered and licensed by the Government. As such, its fees are considerably higher than those of UB. While it caters to international students, some of its faculty and students are Belizeans. Galen has an

agreement with the University of Indianapolis in which it teaches that University's courses in the classroom in the traditional manner. In essence, it provides the physical plant and faculty. It also has an agreement with the United States Sports Academy (USSA) to deliver online graduate degrees and certificates in sports subjects, providing library access and student support. It works with the University of London for their Master of Laws (LL.M.), a distance education degree with extensive self-taught materials including print, CD and Web-based tools. The Galen respondent who participated in this case study (personal communication, 18 August 2005), commented on the value of external providers:

Belize is too small – in terms of population – to offer the full range and variety of degrees in all the disciplines. Using educational providers external to Belize can offer Belizeans the opportunity to enrol in a wide range of degree programmes and, in many cases, to be able to study while living at home and working. A well-trained populace will advance the national goals and the economy... While some might worry that they will take away from state-supported junior colleges or universities, I think that is a narrow view. I think variety is good – as long as quality is assured.

In a more recent development Galen, in collaboration with Oklahoma State University, is offering an Ed.D. programme in Higher Education over a four-year period. There are approximately 24 students enrolled in the programme. According to the Vice-President of Galen (personal communication, 1 August 2007), the students will take two courses per semester – delivered in Belize by either Oklahoma State or Galen faculty – and spend one summer in Oklahoma. The programme consists of a minimum of 64 hours beyond the Master's programme and includes a cognate related to students' personal interests and professional needs. Furthermore, the Vice-President stated that

The Ed.D. programme in Higher Education is designed to provide a broad approach to the study of higher education, enabling those currently serving in either administrative or faculty positions (as well as those aspiring to these professions) to gain the knowledge and skills they need for professional development and greater service.

In working with external partners, Galen University found that all of them required that the institution provide the infrastructure (mostly IT) to support their courses. They also required curriculum vitae of faculty involved and detailed syllabi in the case of University of Indianapolis, and assurance that the Government recognised Galen and that the University complied with local laws, had liability insurance and provided student support. The seven degree programmes offered for the University of Indianapolis are fully accredited by the North Central Accrediting Agency in the USA. Undergraduate degrees are in Business (Business Administration, International Business, Marketing and Economics), Anthropology, Archaeology and Environmental Science. It also offers an M.B.A. degree programme.

In 2005 when this research was initiated, Galen's growth was still too small (some 100 plus) at the undergraduate levels to measure national impact compared to UB's enrolment. However, since 2005 that figure has almost tripled (260-275) in 2007, and is a mix of international and local students. Furthermore, as a private university, Galen illustrates the capacity of private entities that broker degrees with external providers to capture a sizeable share of the tertiary education market in a short time based on "international accreditation" that, though regionally a disputed concept, embodies significant market-added value. Moreover, the recently instituted doctoral programme has reinforced this value-added element. It demonstrated Galen's ability to become, within a

short time, a critical competitor contending with the established regional UWI and with local public tertiary degree-granting institutions.

Medical schools

The Ministry of Education provided the following requirements for medical schools wishing to apply for permission to operate in Belize (personal communication, 15 August 2005). They must develop and present a proposal to the Ministry; make a non-refundable deposit of BZ \$100,000.00 to the Government; pay an administration/accreditation fee of BZ \$50,000.00; and pay an annual license fee of BZ \$20,000.00. They must also be committed to operating in Belize for a period of not less than ten years.

In addition, all medical schools must have an independent board of trustees comprised of members with no financial interest in the school and adequate qualified lecturing staff available at the beginning of each academic semester. The above-mentioned proposal must include a statement setting out various stipulated commitments that include those of accreditation – for example, a commitment to initiate an accreditation implementation plan within the first year with an aim to be fully accredited within five years.

By the end of year one, the school is required to submit relevant documentation verifying clinical rotation arrangements at an accredited ACGME-approved or equivalent teaching hospital that offers full core clinical teaching. Successful applicants are required to establish an accredited internship programme by year three in order to comply with the requirements of the Medical and Dental Council for the registration of Belizean graduates or those of other nationalities who need to do an internship and who are recipients of scholarships awarded by the medical schools.

Operational schools

Of the five medical schools that are chartered with the Government, two (both offshore) are operational. These are the Central American Health Sciences University–Belize Medical College (CAHSU) founded in 1996 and the Medical University of the Americas (MUA Belize) founded in 2001. The local medical school, St. Luke’s University School of Medicine, closed in 2005.

CAHSU offers a curriculum in Basic Medical Science and the Clinical Sciences that on completion of both leads to an M.D. degree. Its programmes for faculty development and academic training include a Faculty Development programme in Medical Education (M.Sc.), offered by the University of London College of Medicine, and seminar type programmes offered by the Royal College of Physicians and Harvard University School of Medicine. The Harvard Medical School and the University of London College of Medicine provide instruction in Medical Education while the Royal College of Physicians provides instruction in Clinical Medicine.

MUA Belize offers an M.D. degree that consists of a curriculum covering the Basic Sciences and Clinical Medicine programmes. It also offers a B.Sc. degree.

Distance education and medical schools

A respondent from one of the medical schools (personal communication, 26 August 2005), who provided critical data on external tertiary service providers’ role in the Anglophone Caribbean, noted that:

[External providers are] significant for the development of the medical professionals and paraprofessionals operating in the field of medicine in the country. For example, although the statutory mandate for the re-registration of practicing physicians is a minimum of 60 contact hours of professional development, this criterion invariably has to be waived as there is not in country the face-to-face instructional capacity to deliver on this.

Commenting on the value of external providers, the respondent stated:

Distance education could be a viable way through which all physicians on an annual basis could meet this criterion. Furthermore, it could further strengthen the delivery of the training to medical students in the undergraduate programme.

Offshore medical schools do not see themselves in competition with local providers because they aim, for the most part, to attract clients from abroad. However, with the closing of St. Luke's Medical School, it is likely that local medical students will now seek admission to CAHSU and the MUA Belize. Moreover, the waiving of the professional development criterion indicates that the Belize Medical Accreditation body is not enforcing its regulations in order to maintain quality assurance. It is important for the Government to ensure that the monitoring regulatory body carries out its functions, for the consequences of inadequate training could have far-reaching effects.

Corporate universities and the utility companies

Corporate universities are possibly making the most gains as external tertiary providers acting independently from the Ministry of Education. Utility companies are forging ahead in sponsoring their managers and empowering middle management employees' quest for higher education. As market trends change rapidly, and career objectives adjust and anticipate trends, it has become critical that corporations keep employees abreast of new ways of doing business. Corporate universities enable companies to achieve their goals through continuous training. The Belize utility companies strategically and consistently offer higher education training through external tertiary providers' programmes. They operate on the principle that the quality of the external tertiary service provider is not in question because their home countries have accredited them. In addition, they have taken the initiative to constitute in-house review committees to vet the proposed university or institute at which employees propose to carry out programmes of studies for professional/academic advancement.

For the purposes of this case study, in-depth interviews along with a questionnaire constituted the tools to collect data from the country's two major utility companies, Belize Telecommunications Ltd. (BTL) and the Belize Electricity Board (BTB). One set is represented here (Table 2.2). The following findings from BTL show the importance that external tertiary providers are assuming in higher education training. Utility companies are supporting their employees in every way possible: paying for time off, travel, clothing (if necessary), cost of course, teleconferencing and Internet resources when necessary, and other costs that cover materials and travel visas.

Table 2.2: Programmes supported by Belize Telecommunications Ltd. for 2005

	TYPE OF DISTANCE PROGRAMME MODALITIES	NUMBERS	PROGRAMMES
<i>External Provider</i>			
Association of Chartered Certified Accountants (ACCA)	Face-to-face and online	14	Certified Accounting Technician (CAT)
KnowledgeNet	Online	10	Cisco Certified Network Associate (CCNA)
University of Phoenix	Online	3	M.B.A. and B.Sc.
Cable and Wireless Virtual Academy	Online	3	3 to 6 month training courses
University of Coventry	Online and face-to-face	3	Master's in Telecommunications Management
Cornell University	Online	1	Certificate in Human Resource (HR) studies, supervisory management and other short courses
<i>Local Provider</i>			
UWI-SCS	Face-to-face	6	Executive M.B.A. Diploma in HR

A representative of a utility company's perspective remarked on the quality of delivery of the external tertiary providers' programmes (personal communication, 5 September 2005):

[The] structure of academic-based and professional programmes is similar as all the institutions are striving to carve out a niche for themselves in the market. The differences are in delivery of course material, standards, and rigour of the programmes.

When asked about the providers' national impact he responded:

They are forcing local providers to step up the quality of their programme offerings. These [providers] are strictly contract for service arrangements. No special arrangements exist otherwise.

Incentives for clients and implications of external providers

In summary, incentives of promotions, self-development and higher salaries drive clients to sign-up for the services offered by external providers. If students prove to be self-disciplined and committed to intensive face-to-face and online programmes, their goals become far more attainable.

The similarities and differences in partnership arrangements vary according to individual institutions. External tertiary providers with in-country presence usually reach agreements using internal memoranda of understanding (MoUs) that include providing the curriculum and granting certification and degrees. The in-country institution agrees to provide the physical plant and human resources. The modalities differ in the approach and extent to which programmes employ Web-based materials and other online instructional materials, that is, delivered fully online or designed with a combination of face-to-face instruction. The major similarity centres on all providers' concern with providing education in a format that can reach the most students.

It is worth noting that arrangements between the utility companies and the external providers are agreed on outside the Ministry of Education. Within this context, it is important to consider several implications. Why has the Ministry not set out the operational guidelines necessary for distance education external providers to carry out business in the country? Should the Government seek to regulate external tertiary education providers' programme offerings? The implications of taking a proactive stance are many for the beneficiaries of distance education. For example, what happens to the employee who might want to transfer to a government job? Can the Government determine not to accept a degree if it does not recognise it? Other considerations include questions on the transfer of credits and accreditation, whether external providers are bona fide education service providers or "degree mills," whether degrees are in line with national development goals, etc.

EXTERNAL PROVIDERS: INVESTMENTS AND QUALITY ASSURANCE

Investments for most institutions and partners include physical facilities, human resources and technology. The partners in all cases required infrastructure (mostly IT) to support their courses. As noted above, some external providers have detailed requirements (e.g., curriculum vitae of faculty involved). Others act mainly on contractual arrangements to deliver programmes. From the utility companies' perspective, investments included salaries paid employees for studying, the support of the programmes of studies and the value appended to time release.

One participating administrator addressed the challenges of quality assurance (personal communication, 20 September 2005), stating:

Quality is the foremost issue. To be honest, it is not going to be easy to monitor distance programmes, particularly those with no physical presence that offer online degrees. Employers and the Government will have to be given guidelines in terms of how they recognize and accept online qualifications for employment and promotion. This would be the role of the Accreditation Council...

Another respondent from one of the utility companies (personal communication, 5 September 2005) commented on what appeared to be differences in terms of quality and standards. In some cases, the number of withdrawals from programmes suggested high

quality and rigour. Others are viewed as questionable because of the consistently high successes and completion rates – although success might have resulted from the support services provided to students by the external tertiary education provider. Whatever the case, what is certain is that there is not a local accrediting body in place to guide the selection of external providers' offerings.

This participant summarised how accreditation could be achieved:

Use the regional (Caribbean and Central American) frameworks that are already in place since the institutions are recognized for their quality offerings. This must be done in conjunction with regional institutions and governments since students and workers will be looking for quality and recognition in whatever their development pursuits are.

Another perspective (personal communication, 18 August 2005) looked at internal and external moderation:

Distance education and online education should be regulated as part of the regulation of education. They are courses like any others and the same criteria should be applied in evaluating them: who is teaching the course? Is that person qualified? Does the content cover what is generally accepted for that topic/area? Is there a fair assessment of student performance? Does the institution evaluate the course/programme regularly?

A student pursuing a Master's Degree online, who holds a senior post in a private company, summarised some of the issues raised by distance education (personal communication, 4 August 2006):

I decided to do a distance education degree programme because I can work and study at the same time. However, I find it extremely difficult because my senior position with the company requires me to move around a great deal. I believe that I would be doing a far better job of studying if I were enrolled full-time in a programme. Right now, the discipline to multi-task is incredible, and I question whether I am getting the most out of this kind of education because sometimes I go into the chat rooms and no one is there, and I have to make sense of ideas on my own. Moreover, I like to interact with my professors. Nevertheless, this opportunity at least allows me to get my degree.

CONCLUSION AND RECOMMENDATIONS

In post-colonial Belize, several different actors occupy the education arena. Higher education in this small colony had always employed the accoutrements of a colonial education system – City and Guilds and the A-Levels from Britain attest to this. The US influence has diverted the emphasis from these traditional programmes and accompanying examinations to a different type of education – one, however, that is still imported. Even in the case where educators have moved closer to a regional outlook by participating in the construction of the Caribbean Advanced Proficiency Examinations (CAPE), they have not truly articulated local curricula based on indigenous needs and cultures through which both educators and students construct knowledge.

Education administrators in higher education have found that systemic colonial cultural practices do not simply disappear with the advent of independence. They have discovered a myriad challenges in financing education, creating a common identity, opening up access and equity to the disenfranchised and exercising ethical governance to serve

the needs of the individual and country. Perhaps one of the most significant points of realisation for developing countries is that a human resource development strategy cannot be designed without major fiscal investments. The irony is that higher education necessitates developing the human resource potential using the global (masters') tools of developed countries.

Higher education policies need to consider how to integrate best practice in the use of technology to serve individual, institutional, community and national needs. For instance, external tertiary providers fill the gaps left by the fledgling institutions of higher education because of fiscal constraints. However, the Government/Ministry of Education has to ensure that its citizenry can differentiate between types of degrees offered by external providers in terms of quality assurance and relevance. Because the population of Belize is only about 300,000, the country has to be careful of not mass-producing degrees – a trend already evident in business administration (the country does not have the industries to absorb graduates) and educational leadership programmes (training at the administrative level is rapidly glutting the market). These degrees are usually profitable to and easily facilitated by the external provider and do not require significant infrastructural investments.

The country does need professionals trained in agriculture, medicine, technical areas (engineering, in addition to computer-related technology), health services, governance and the humanities. Such programmes usually require a longer time to complete and, in some cases, are less profitable than business and education degrees. Moreover, greater investments in infrastructure (laboratory spaces and physical/virtual libraries) are required than for programmes delivered online or in a classroom without need for these.

On the other hand, it would be short sighted to overlook the value of technology as employed by external tertiary providers. Distance education has the ability to build capacity and to transfer knowledge rapidly through a variety of portals. In addition, it has the capacity for flexibility of programme changes. External tertiary providers offer the types of degree programmes and training courses in demand by adult learners, returning students and professional cadres. It is notable that Belizeans are soliciting several US universities for programmes of studies rather than the other way around, mainly because the market population is too small for these institutions to invest recruiting time and money. For that very reason, it is important that the Government, through the Ministry of Education, put in place higher education policies and accreditation and quality assurance mechanisms. The Government must clearly identify its national goals for higher education so that institutions can work hand-in-hand with the Ministry to develop the country's human resources and guide its nationals in identifying bona fide institutions of higher education that are using technology to create and transfer knowledge.

The 1998 Draft Policy Paper on Higher Education emphasised the rising cost of higher education (it costs the Government approximately three times the cost of basic education). Within this context, it is critical that national quality considerations address the aspects outlined in the Policy: the teaching function, student support services, research and knowledge creation, outreach and community service, academic management and administration to develop what it termed a "quality culture." Accrediting bodies then must ensure that legislation and policy address these elements, whenever applicable, whether the delivery of education services follows traditional lines of delivery or technological paths.

The 1998 Draft Policy had reiterated its commitment to continued support for the growth and development of the UWI as a regional university and to its international partners in the joint recognition of programmes, certificates, diplomas and degrees offered, and

transfer of credits for courses offered at tertiary level institutions. The reality of CSME provides an opportunity to put in place a regional mechanism to monitor and post listings on accredited institutions and programmes coming to the Caribbean and Central America from Europe and the USA. However, it must be borne in mind that the Government cannot prevent the entry of external tertiary education providers that access or are accessed by Belizeans via the Internet.

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CHAPTER 3

EXTERNAL TERTIARY EDUCATION PROVIDERS IN THE BRITISH VIRGIN ISLANDS

Marcia Potter

INTRODUCTION

While the influx of external tertiary providers into the Caribbean region is not considered a threat in the British Virgin Islands (BVI) at present, it is recognised as an area of concern for which preparation is needed. The BVI, like some of its Caribbean neighbours, does not have a national body to ensure that academic programmes offered by the institutions present in the country conform to quality standards or to assess their impact on the tertiary education sector. Many of the tertiary education providers in the BVI are accepted because they supply a product that is sufficiently flexible to meet the needs of the clients. This chapter looks at the providers currently operating in the BVI physically and via distance and makes recommendations on how the Government can ensure quality assurance.

ABOUT THE BVI

The BVI is a self-governing British Overseas Territory comprising some 36 islands, cays and islets that is located approximately 60 miles east of Puerto Rico and about one hour from the US Virgin Islands by ferry. It enjoys a high degree of political autonomy. In accordance with the 1977 Constitution, the British Monarch appoints a governor to take responsibility for defence, foreign affairs and internal security. The country is governed by an elected legislature that comprises thirteen members and is elected every four years. The Executive Council, which includes the Chief Minister and four ministers, is chaired by the Governor.

The population is approximately 22,000 with the majority resident on the four largest islands: Tortola, Virgin Gorda, Anegada and Jost Van Dyke. Road Town, Tortola, is the capital city and financial centre. Because of traditionally close links with the US Virgin Islands, the US dollar became the local currency in 1959. There are no exchange controls.

The economy of the BVI is very vibrant and one of the most prosperous in the Caribbean. Its main pillars are tourism, which generates an estimated 45 per cent of the national income, and offshore financial services. The Government began offering offshore

registration to companies wishing to incorporate in the Territory over 20 years ago, and incorporation fees now generate substantial revenues.

A BRIEF OVERVIEW OF EDUCATION IN THE BVI

Education for all children (5 to 16 years) is free in the public schools. There is one main government secondary school each on Tortola, Virgin Gorda, Jost Van Dyke (up to the third year only) and Anegada. There are 16 primary schools (13 public and 3 private), which feed into these secondary schools, as well as 3 other private secondary institutions.

In the 1960s, many BVI Islanders accessed tertiary education in Canada, the USA and the Caribbean – at the University of the West Indies (UWI) – on Commonwealth and government scholarships. Close ties to the USA through the US Virgin Islands saw several persons accessing tertiary education there. However, for the fields of Law and Medicine, students attended the UWI. At present there are about 284 students studying on government scholarships overseas and by distance education. Approximately 80 per cent of these students are in the USA. Most students return to the BVI on completion of their studies, even if only to serve their bond of years of service for the scholarship.

In the 1980s, to increase the number of BVI Islanders accessing tertiary education, the University of Hull in the UK was invited by the Government to offer programmes on the ground in the field of education. Many took advantage of this opportunity and earned certificates and Bachelor's Degrees. A few persons earned doctoral degrees.

In 1990 the BVI Community College – now the H. Lavity Stoutt Community College (HLSCC) – was established to give citizens an opportunity to upgrade themselves and gain a tertiary education at home. It offers university parallel, technical-vocational and adult continuing education programmes. According to its stated mission, “the College’s instructional programmes are designed to prepare students for transfer into upper division of baccalaureate programmes of other colleges and Universities, or for immediate job entry or career advancement.” Ties with the University of the Virgin Islands made the educational pull to the north even stronger as it made the transfer of credits to some institutions on the mainland possible. At present, the College is seeking to be accredited by an institution in the USA: the Middle States Commission on Higher Education. As of September 2006, all BVI citizens enjoy tuition-free access to HLSCC.

The BVI is a founding member of the UWI and actively participates in the governance of this regional institution. The UWI BVI Centre was established in 1992 and for many years there was a UWI representative working in or through the Ministry of Education. The Centre was seen as a unit that would collaborate with HLSCC to augment tertiary education opportunities for citizens.

Given the number of institutions offering programmes through HLSCC (described below), the number seeking licenses to operate in the BVI, the number of online programmes available to citizens and those that are attended off island by scholarship holders and other nationals, it has become obvious that the tertiary education arena has changed significantly in a few short years. From time to time questions are raised regarding the quality of some of these institutions. There is no regulatory framework in the BVI to address this issue; and when there are questions about the authenticity of an institution, government departments (Ministry of Education and the Training Division) usually refer the question to HLSCC, the University Centre, the Education Advisory Board or some other body for advice. Very often the authenticity/accreditation

of an institution is assumed to be acceptable if it is well known or has been outstanding over the years. Others are accepted as long as the Internet or available catalogues giving accreditation information on US institutions are checked and it is stated that the institutions are accredited or they are institutions accepted/recommended by an affiliated institution.

EXTERNAL TERTIARY EDUCATION PROVIDERS OPERATING IN THE BVI

Colleges/universities associated with HLSCC

In order to meet the needs of the local market, HLSCC has a number of institutions affiliated with it to offer programmes that it is unable to provide. Most of the offerings are at the undergraduate level, but there have been postgraduate offerings at the Master's level in Educational Administration and Business Administration. Most undergraduate degrees and certificates have been in the areas of Business Administration, Finance, Nursing, Elementary Education and Disaster Management. The affiliated institutions are mainly from the USA with a few from the UK. The programmes are supported through tuition fees paid by the Government as scholarships or as a special training programme for public servants, or by individuals funding themselves from earnings or loans.

Articulation agreements are seen as a revenue-generation source for the Community College. When agreements are made with a college or university to offer a programme on site, HLSCC collects 15 per cent of the tuition charged to students as its fee. The affiliated schools are responsible for collecting all their tuition and fees from students and are allowed to have a desk, if required, where students can make enquiries about their programmes at the College. HLSCC is not responsible for arrangements made by students with the institutions.

Hocking College

In 1992 an agreement was signed between HLSCC and Hocking College, Ohio. The arrangement is described in the HLSCC catalogue as an "Articulation, Training, and Transfer of Credit Agreement." This school provides technical education using a cadre of teachers both employed locally and sent from Hocking College to do intensive teaching. The two programmes offered are Nursing and Hospitality Management, and courses are organised in the form of workshops and seminars. An Associate Degree is the certification offered on completion of studies.

Wright State University

Wright State University was approached by HLSCC to offer programmes both at the undergraduate and postgraduate levels in Business Administration (M.B.A.) and Education (M.Ed.) on the College's campus. The M.Ed. programme began in 1993 and only one cohort was completed. A Bachelor's programme was also organised, aimed particularly at mature students, and a degree in Business was offered for one cohort only. Through this affiliation, the institution has a formal agreement with the College to accept some of its credits for course exemptions, especially from the Associate Degree in Business. The M.B.A. continues to attract participants and the third cohort was completed in 2005.

Missouri Southern State University (MSSU)

Through an articulation agreement, credits from HLSCC are accepted by MSSU. Therefore students completing an Associate Degree at HLSCC can go to Missouri to complete a Bachelor's Degree. Areas of study carried out at the HLSCC campus by this institution include Business Administration and Nursing. The final portion of the Nursing programme is completed on the campus in Missouri.

Cleveland State University

There is an articulation agreement where credits from the HLSCC Associate Degree are accepted for exemption. Proposed arrangements to offer programmes on the HLSCC campus have not been realised.

University of the Virgin Islands (UVI)

HLSCC has an MoU with UVI to offer a Bachelor's Degree in Elementary Education as well as a formal articulation agreement for the transfer of credits. After an assessment of the programmes at HLSCC, it was agreed that all General Education and Teacher Education courses would be accepted for exemption when students apply to do a degree at UVI. Where courses that were not assessed are offered for exemption, the course outline etc. is sent to an accreditation body for evaluation of the credit value. The UVI has delivered a Master's Degree in Educational Administration on site. Generally, it is the College's affiliation with UVI that paved the way for articulations with other universities and colleges in the USA.

State University of New York at Buffalo

This institution signed an agreement with HLSCC to conduct classes on its campus for the upgrading of nurses from the Associate Degree and hospital-based certificate programmes to the Bachelor of Science Degree in Nursing. This was arranged at the request of the Government of the Virgin Islands to develop the capacity of health professionals. The programme was jointly taught by SUNY at Buffalo and HLSCC faculty; students transfer to the main campus after the initial classes on ground for the remaining years of study. An Associate Degree was also developed between the two institutions that would dovetail into a Bachelor's programme at the University. This has not yet come on stream.

Chartered Management Institute (England)

An articulation agreement was organised with the Chartered Management Institute through the Government's Human Resource Department as part of its succession planning programme. The Government wanted a programme that was "hands on," competency based and directly related to the workplace. The Institute is offering a special training programme for government workers only: Level 5 – Diploma in Management (for top management); Level 4 – Executive Diploma in Management (for middle management); and Level 3 – Certificate in Management (for supervisors).

HLSCC is now certified by the Institute to deliver the programme. There is an intake of only 15 participants at any one offering, and the course is organised as workshops. An external verifier visits at intervals to evaluate the programme. Participants in Level 4 work at a Bachelor's Degree level. At the end of the programme, they can continue their education at the degree level with credits transferred. Arrangements are being pursued with Manchester University for this degree. Level 5 participants must already have a

Bachelor's Degree. There is an articulation agreement with Metropolitan University for persons to go on to the Master's Degree after completing the Diploma programme. There are no examinations to be completed in these programmes. Student assessment is done entirely through individual and group projects that are externally assessed. The first cohort completed in June 2006.

South Tyneside College

HLSCC and South Tyneside College are currently discussing collaboration to offer training for sailors/captains.

Syracuse University

Syracuse University accepts credits for all HLSCC courses towards a full Bachelor's Degree. Talks were started with this institution for the development of a formal collaboration agreement. However, to date, nothing has been finalised.

New England Culinary Institute

The New England Culinary Institute (NECI) offers a programme to train professional chefs in partnership with HLSCC. The two-year programme, leading to an Associate Degree in Occupational Studies in Culinary Arts, features two 6-month educational residences and two 6-month internships. The programme, which is in its fifth year, is accredited by the Accrediting Commission of Career Schools and the Colleges of Technology, Virginia, USA.

Saint Augustine's College

In 1997, HLSCC entered into an articulation agreement with Saint Augustine's College of Raleigh, North Carolina. This set up a two-plus-two programme (Bachelor's Degree completion programme) that assures the transferability of Associate Degree credits gained at HLSCC. Students would therefore enter the third year of the programme at Saint Augustine's College to complete an additional 60 credits for the degree.

Arkansas Technical University (ATU)

HLSCC has a collaboration agreement with Arkansas Technical University for the offer of a Certificate of Achievement, an Associate Degree and a Bachelor's Degree in the area of Disaster Management. This includes the training of students in numerous areas of disaster management both at HLSCC and at ATU as well as allowing for a programme of student exchange.

Central Law Training/Society of Trust and Estate Practitioners (STEP), UK

HLSCC offers an Associate Degree in Financial Services through its Financial Services Institute that came about as a result of collaboration with Central Law Training (educational providers to STEP), International Chartered Secretaries Association and several universities. During the final year of the Associate Degree, students follow the certification programme for STEP and – if successful – receive the Associate Degree Diploma as well as the STEP Certificate. It is hoped that discussions with the universities will lead to a Bachelor's Degree.

Distance education: online institutions and programmes accessed

A number of individuals pursue tertiary education by distance through Web-based or Web-assisted programmes. The list in Table 3.1 is not complete but offers a general picture of the variety of online or distance learning institutions involved. The three institutions from the UK (Holborn College, University of Huddersfield and University of Wolverhampton) are accessed by a number of students, some of whom have completed the Associate Degree in Legal Studies offered jointly by the UWI Centre and HLSCC. Examinations for these institutions are proctored by the University Centre as well as the Department of Education. The University Centre also proctors examinations for the University of Sunderland and Certified General Accountants Association of Canada (CGA).

Table 3.1: Institutions accessed by British Virgin Islanders

COLLEGES/UNIVERSITIES	PROGRAMMES
Holborn College	Law (distance)
University of Huddersfield	Law (distance)
University of Wolverhampton	Law (distance)
University of Phoenix Online	Business Administration
University of Sunderland	Business Administration
Certified General Accountants Association of Canada (CGA Online)	Accounts
DeVry Institute of Technology	(Information on area of study unavailable)
Jacksonville University	(Information on area of study unavailable)
Florida Metropolitan University	(Information on area of study unavailable)
University of Leicester (RDI)	(Information on area of study unavailable)

There has been an increase in the number of persons accessing the University of Phoenix Online in recent years. A few students who have completed the UWI B.Sc. Management Studies have applied to do Master's Degrees with this institution. Some of them report that the University was accessed because they wanted to pursue further studies and nothing else seemed to be available that would allow them to remain at home and study. "Advertisements by Phoenix were seen 'everywhere' and it seemed to be authentic to pursue," said one candidate (informal interviews with students). It is considered a stressful way to study, however, and these persons would have preferred to have a group environment and face-to-face tutoring. Time management seemed to be a major stumbling block.

Offshore schools

Information received from the Chief Minister's Office indicates that several applications have been received over the past few years for the establishment of offshore medical schools in the Territory. To date no licenses have been issued. In 2003, an application was received from a citizen to set up a Bible School that is an affiliate of an institution in the USA. The school intends to offer programmes at the Certificate and Bachelor's levels. There is no regulatory framework in place regarding setting up private tertiary institutions.

Institutions registered as international business companies (IBCs)

The international financial services sector is one of the main income earners for the BVI. The country does not have a diversified financial services industry but is the world's leading jurisdiction for international business companies (IBCs). There are more than 180,000 IBCs registered in the BVI, most of which are private companies. The IBCs generate nearly half of the Territory's national income in management fees. While in general IBCs do not conduct business in the BVI, it is not impossible for citizens to access these institutions (interview, Financial Services Commission). They include:

- Columbus International University, UK – advertised as a private, non-traditional institution of higher learning
- Columbia Union University – US and BVI agents are given as contacts
- Mave University, UK – advertised as an open international British University; degrees are given based on a person's knowledge and experience as demonstrated through his/her CV/resumé
- Golden State University – South Asia
- Americus University
- Commonwealth Open University, UK
- Yorkshire University

Many of these institutions appear to mimic names of established universities. There is no evidence of locals pursuing programmes at them to date.

CONCLUSION AND RECOMMENDATIONS

Education is big business, and with the advent of liberalisation of the sector the region must become concerned with quality and prudent management. Businesses will go where they see market advantages. Governments must therefore be skilled and knowledgeable in order to negotiate the best possibilities for their people. New and innovative approaches must be used to ensure access to nationals in gaining a quality education.

The Government of the BVI must establish mechanisms for monitoring tertiary level institutions (TLIs) that will seek to establish themselves in the Territory, through mechanisms that will ensure quality by use of standards and transparent evaluation. It must also be recognised that distance education programmes often do not conform to the usual accreditation processes and that some measure of flexibility will have to be applied. However, this is not an insurmountable problem as guidelines already established in other countries can be used as templates. The following are some recommendations that can be considered:

- Set up a sub-regional accreditation body that would cover TLIs in the member countries and territories of the Organisation of Eastern Caribbean States (OECS) or even those in CARICOM or CARIFORA. A sub-regional body is recommended because it can be an expensive venture for each country to set up its own accreditation body – not only from the standpoint of initial start-up cost but also finding qualified persons within each country to serve on the body.
- Establish a national framework to include guidelines for negotiating licensing and accreditation requirements as well as quality assurance and legal safeguards. (A committee could be set up to oversee these activities.) Guidelines should include:
 - o Any institution seeking to offer programmes locally should be licensed and registered through the Ministry of Education.
 - o Activities of the institution should be closely monitored and kept under review to ensure quality assurance, consistency and standards in its work.
 - o The institution(s) must be required to contribute to national development.
 - o A business plan must be submitted to the Government. This must clearly outline the financial stability and viability of the institution. (These foreign institutions are often seen as seeking economic opportunities and therefore must receive adequate scrutiny.)
 - o The institution must be recognised internationally.
 - o Programme offerings must be relevant and of a standard and quality that will enable employment or further studies locally or abroad.

CHAPTER 4

EXTERNAL TERTIARY EDUCATION PROVIDERS IN THE CAYMAN ISLANDS

Deborah Ann Chambers

INTRODUCTION

Many of the issues and concerns at the centre of the debate on education in the Cayman Islands are explained and illustrated by the islands' history; their economic and cultural vulnerability; the numerous transformations they have experienced; the resourcefulness of Caymanians; dilemmas over the orientation of future development in education; the difficulty in recruiting local teachers and, in some instances, retaining expatriate teachers; a shortage of craftsmen and technicians; and a current complex education structure.

In the 1920s, according to Cranton (2003), a very small number of exceptionally talented students ventured to British universities and colleges. A few more sought out American and Canadian universities to continue their post-secondary education. For Caymanians, the only available opportunity to pursue tertiary education in the region was at three Jamaican Teacher Training Colleges: Mico, Calabar (a Baptist theological college that later became part of the United Theological College of the West Indies) and Shortwood. As knowledge became increasingly important so did higher education, and the quality of education and its accessibility became critical to national competitiveness.

Cayman today does not stand apart from other Caribbean islands, or indeed the global arena, when it comes to ease and diversity of access to tertiary education. More and more residents between the ages of 25 and 55 are opting for online access to education as the preferred mode of delivery. This modality is very attractive to Cayman's highly transient society. Moreover, this growing trend is not limited to the expatriate population, many of whom may have begun their personal development back in their homeland and are seeking to continue via distance education. With limited on-island programme variety, more persons are embracing the "click of the mouse" in pursuit of their educational advancement.

This chapter looks at local and twinning tertiary education partnerships, university alliances, offshore institutions and open and distance education providers. While the Cayman Islands does not have a functional committee or board to screen or advise on the various providers, the islands have managed to keep at bay the seeming proliferation of offshore and "degree mills" seen in other islands like St. Kitts and the Turks and Caicos Islands.

A GLANCE AT CAYMANS' GEOGRAPHICAL, HISTORICAL AND ECONOMIC CONTEXT

The Cayman Islands is located in the western Caribbean, 180 miles north west of Jamaica and 480 miles south of Miami, Florida. Cayman Brac and Little Cayman lie approximately 90 miles east north east of Grand Cayman, a little over five miles apart. The islands' total area is 259 square kilometres (100 square miles). The capital, George Town, is located on Grand Cayman. The islands are a self-governing British Overseas Territory, with a parliamentary democracy made up of judicial, executive and legislative branches. The people elect members of the legislature, and the legislature elects the majority (five) of the Cabinet (the other three are appointed by the Governor). There is no second tier government.

The three islands were sighted by the Spanish on 10 May 1503 and reportedly given the name Las Tortugas by Columbus because they were so full of turtles. In 1655 they came under British control when Jamaica was captured from the Spanish and were renamed by Sir Francis Drake for the caimans (reptiles of the alligator family) found there. After Britain's signing of the Treaty of Madrid in 1670, the Cayman Islands officially became a British territory. History reports that Cayman Brac and Little Cayman, which were uninhabited, were first settled by the British around 1666–71. Oral tradition, however, offers another account from a Spanish captive that there was a family from Jamaica living in Little Cayman in April 1670. According to Bodden (2007) "most, if not all, of the early settlers were people who were on the fringes of society... [including] deserters from the British garrison in Jamaica, social outcasts, fugitives from the law, runaway slaves, speculators and exploiters." Settlement, however, did not last long due to the islands' strategic insignificance, unsuitability to large-scale agriculture and small size (ibid.).

The Cayman Islands differed from other classic Caribbean farming colonies of sugar and slaves in their early economic development. While the others had generally started to develop agricultural economies in the seventeenth century, Wrong (1923, cited in Fergus, 2003) claimed, perhaps exaggeratedly, that the Cayman Islands had no history until the late eighteenth century and that its usefulness was confined to the provision of turtle-meat for hungry ships. Stories shared by Caymanians 50 years and older tell of life that was difficult. They had to contend with rocky soil, lack of natural resources and isolation. Development prior to the 1950s was so slow as to be almost non-existent. McLaughlin (1999) recounts that our people had, of necessity, to rely on the sea for food and communication with the rest of the world; consequently shipbuilding and seafaring, or 'sailorising' as the locals called it, was very important.

Population and work force

For a country that is described by many as "the three little rocks" and among the smallest of small, Cayman's growth in all of its sectors in a relatively short period of time has been phenomenal. To start with, there has been rapid population growth, increasing more than fivefold between 1970 and 2006 from 10,249 to 52,465. In particular, a 2003 status-granting exercise to approximately 3,000 expatriates, who now make up almost half the population, contributed to the drastic increase. This has led to concerns and heated discussions among Caymanians; they see themselves close to being outnumbered and fear the erosion of local culture, dependence on imported labour and possible future social tension, which is already rearing its head.

The Caymanian unemployment rate has been steadily decreasing since 2001, when it stood at 7.5 per cent (Economics and Statistics Office, 2006a). The Spring 2006 Labour

Force Survey reported that 35,959 persons were in the labour force (i.e. aged 15 years and older and employed or unemployed), of whom 35,016 (or 97.4 per cent) were employed while 943 (or 2.6 per cent) were unemployed. In terms of nationality, there were 18,303 Caymanians in the labour force (50.9 per cent), while Non-Caymanians numbered 17,656 persons (49.1 per cent) (Economics and Statistics Office, 2006b). Expatriates often hold high-ranking positions, such as chief executive officers in the financial, tourism, health and education sectors.

Undoubtedly, one of the first industries people associate with the Cayman Islands is finance. The financial sector is the mainstay of the economy of the islands, which represent the world's sixth largest financial centre, with over 8,000 companies registered in a typical year (Cayman Islands Chamber of Commerce, n.d.). The islands are also one of the leading tourism destinations of the world, with this sector accounting for about 70 per cent of gross domestic product (GDP) and 75 per cent of foreign currency earnings. This luxury tourist market averages about 1.2 million arrivals annually, the bulk of them from the USA.

The financial industry's high profile lures high school and college graduates to gravitate towards this sector in pursuit of careers. However, while one commonly finds Caymanian youths and children of expatriates pursuing careers in finance, banking and law, the paucity of local interest in other important areas such as tourism is glaring. The tourism sector has the largest number of expatriate workers followed by construction, the third major commercial activity.

OVERVIEW OF THE DEVELOPMENT OF EDUCATION IN THE CAYMAN ISLANDS

To appreciate the growth in the area of education one draws particularly on McField (1969) and the University College of the Cayman Islands (2005). To fully understand current discourse on this sector in the Cayman Islands it is essential to keep in mind the recent and rapid development of the education system.

According to McField (1969), Cranton (2003) and Bodden (2007) there was little formal education in the islands before the nineteenth century. Bodden (2007) states that education before 1833 was inequitably dispensed and was largely confined to slave owners and the more well-to-do who were able to send their children away to school. After the abolition of slavery the white population petitioned England for finance to develop education, largely out of fear that the 1,000 freed slaves might otherwise cause trouble. However, no finance was forthcoming. In 1884 the first day school was set up and education was largely in the hands of the Wesleyan and Presbyterian Churches with advisory influences coming from Jamaica. 1901 saw the first public schools being introduced and the first education law passed. While the focus and commitment by a few individuals to education was encouraging, the development was slow and public interest was said to be low.

The Education Act of 1908 led to the registration and recognition of teachers and schools. This was followed by the Education Act of 1920, which introduced free and compulsory education from ages seven to fourteen years and attempted to monitor results, standards and attendance. This Act established the first truly public education system, which allowed for supervision by a Board of Education funded by and responsible to the Government. It was at this point that teacher certification and training became necessary. The 1925 Hutchings' report stated that trained teachers were at a premium and that

the solution lay in the training of native-born candidates. More than 80 years later the preponderance of expatriates and the paucity of Caymanian teachers still features as a matter of great concern.

The 1991–1996 Education Plan stated that there was little equity in education and that there was a shortage of indigenous skilled labour leading to ever increasing numbers of expatriates being brought in. Teachers at all levels continue to be drawn largely from Canada, Jamaica, the UK and the USA. Teachers must have certification from a recognised educational institution and a licence from the Education Council. Private schools must be registered by the Education Council and must equate to Cayman and US standards. The system by and large continues to be based on the British system, while preparing students for both Caribbean and UK examinations and for transfer to post-compulsory education opportunities locally and in the wider Caribbean, the UK and the USA.

The struggle continues to be that of getting young Caymanians interested in investing in education as a career. In recent times discussions have focused on having a Cayman School of Education offered through the University College of the Cayman Islands (UCCI), a government-funded tertiary institution. It is hoped that this initiative will serve as a magnet to lure those persons who may be interested in becoming educators but are unable to pursue their education off island. As mentioned earlier, there is also a low level of interest in the tourism sector. This is reflected in the low enrolment in programmes available locally – approximately 10 students for 2004 to 2006 at the UCCI, which provides a locally assessed certificate programme and an Associate Degree in Hospitality Studies in consort with the University of Tampa, Florida. This is a bit odd when the Government has an annual scholarship programme of CI\$25,000 for sending students abroad to study tourism. Additionally, at least two scholarships were given from the Cayman Islands Education Council for overseas study in tourism management. There are currently 20 scholarship recipients pursuing hospitality and tourism degrees, all at US universities. In an attempt to keep the money in Cayman, perhaps a survey can be conducted to ascertain the reason(s) why students seek external providers over the local offerings.

THE DEVELOPMENT OF POST-SECONDARY EDUCATION

While there is readily available documented evidence on secondary education in the Cayman Islands, there is a paucity of recorded work on the tertiary education sector. The importance of developing post-compulsory education on the islands was not evident until the late 1950s. In 1985, the Government decided to centralise the administration of public post-secondary educational institutions. The Hotel Training School, the Marine and Trade Training Schools and the Secretarial/Business Studies section of the Sixth Form of the Cayman Islands High School were amalgamated to form the Community College of the Cayman Islands (CCCI). The two other local providers were the International College of the Cayman Islands (ICCI) and the Cayman Islands Law School.

Today the tertiary education landscape has expanded. The late 1990s saw the introduction of The University of the West Indies (UWI) and the Institute of Theological Leadership and Development. In 2003 an offshore medical school, St. Matthew's University School of Medicine, was started. These three institutions are all linked to their overseas parent institutions. Government-sponsored tertiary education in the Cayman Islands began in 1975 with the part-time evening institution of the CCCI. This operated on the American education system and offered Associate Degrees and professional, vocational and adult and continuing education programmes. In 2002, the College's Board of Governors put in a request to the Ministry for Education, Human Resources and Culture for a change

of name to the University College of the Cayman Islands (UCCI) and consideration of the following: the introduction of four-year programmes in selected specialisations; an amalgamation of the Law School with the University College; the introduction of teacher training programmes; the development of higher level vocational programmes; and continued collaboration with the private commercial sector (Cayman Islands Community College, 2002). UCCI introduced Bachelor's Degree offerings in 2004. Cayman Brac and Little Cayman currently have no tertiary education institutions, though discussions are in train to set up the Huntington Brac Medical School.

Bray (2002), who visited Cayman to research the education system, found that most Caymanian students prefer to go to universities in Canada, the UK and the USA. As a result the local (indigenous) tertiary providers, the UCCI, the ICCI and the Cayman Islands Law School, sought to partner with external education providers in offering their programmes. Of note, there are no “feeder partnerships” among local tertiary education providers.

Data gleaned from the UNESCO Statistics and Indicators 1998/1999 report highlighted in Howe (2005) show that in 1998 there were 196 Caymanians studying at home, while in the wider Caribbean there were 3 Caymanians studying in Jamaica but no Caymanians studying at the countries of the Organisation of Eastern Caribbean States (OECS) at this time. The report went on to note that of the 2,274 foreign students studying in the Caribbean region in 1998, 28 came from other Caribbean countries and 21 were international students from Asia, Europe, Oceania, and North and South America. Of interest was *Table 3: Caribbean tertiary students studying in other Caribbean countries in 1998* in Howe's paper, which showed that there were three Barbadians, three Guyanese, twenty-one Jamaicans and one citizen of Trinidad and Tobago studying in Cayman (as well as the three Caymanians studying in Jamaica). Unfortunately the paper did not indicate the programmes that the students pursued.

1999 to 2002 appeared to be quite an active period for Caymanians pursuing tertiary education as seen from the December 1999 Higher Education Statistics Agency Limited (HESA) report, which pointed to 95 Caymanians studying in Britain (67 pursuing undergraduate degrees, 24 postgraduate and 4 postgraduate research). According to the UWI Strategic Plan 2002, of the 11,569 Caribbean students studying at universities in the USA between 2001 and 2002, 249 were from Cayman of whom 232 were registered for undergraduate degrees and 17 in postgraduate work. In 2006, however, the statistics reflected in the *Global Education Digest 2006* (UNESCO Institute of Statistics, 2006) show that the number of Caymanian students studying abroad was 298, indicating an outward mobility of 76.4 per cent and a cross-outboard enrolment ratio of 43.4 per cent.

LOCAL TERTIARY EDUCATION PROVIDERS

While this section speaks to local tertiary education providers, of particular note is the number of local providers that are strongly linked to external provisions, be it through associated learning sites (Miami) the writing of foreign examinations and programme development (University of London) or accreditation (Accrediting Council for Independent Colleges and Schools – ACISC – and University Council of Jamaica).

The Cayman Islands Law School

The Law School was established in 1987 with approximately 110 students, and 20–30 enter each year (50 per cent Caymanian). The school is affiliated to the University of Liverpool in the UK, which carries out regular inspections. It offers a three-year Bachelor of Laws degree as well as a five-year attorney-at-law course and a Diploma in

Legal Studies. The tendency has been to concentrate on financial and business law, but there has been increasing diversity in recent years. In the late 1990s the thinking was to amalgamate the Law School with the Community College, which was at the time planning towards University College status, but this did not occur.

The Community College of the Cayman Islands/ University College of the Cayman Islands

The University College of the Cayman Islands (UCCI), formerly the Community College of the Cayman Islands (CCCI), has five academic departments: Mathematics and Science, Business Studies, Computer Science and Technology, Social Science and Humanities and Continuing Education. Students do not need A-Levels to enter and are usually admitted into the Associate and Bachelor's Degree programmes with four O-Levels/SAT scores of 950. Prior to the Bachelor's Degree offerings, students completing Associate Degrees in Accounting, Business Administration, Economics, Literary Studies and Social Studies continued their education through 2+2 articulations with over 60 providers (University College of the Cayman Islands, 2005, Appendix 1). UCCI also offers certificate programmes in Hospitality Management and an Associate Degree in Business with a specialisation in Hospitality Management.

Before 2004 many, if not all, of the Community College's Associate Degree graduates seeking further education sought this from Canadian, UK or US institutions. With the introduction of the UCCI, there were no longer any government-sponsored scholarships to read for similar degrees at external tertiary education providers. Caymanians who would have applied to the UWI to read for the B.Sc. degrees in Accounting, Economics, Finance and Management were therefore no longer eligible to receive government scholarships. In spite of this, Caymanian UCCI Associate Degree holders have applied and been accepted to read for their Bachelor's Degrees at the UWI in the areas of Accounting and Management Studies. 2004–2006 saw applications from four UCCI Associate Degree graduates to read for Medicine and two for Law.

In its recommendations to the Government in 2002, the Community College sought to pursue articulation arrangements with the University of Miami to enable students to pursue an Associate Degree in Education at UCCI and then complete another two years in Miami. This would also have allowed students to gain teaching certification for the State of Florida as well as the Cayman Islands teaching certification. This move was a pressing one as dependence on Canada, the UK and the USA was declining (Community College of the Cayman Islands, 2002). The introduction of the new programme was proposed for September 2004, but did not come to fruition, perhaps due to lack of interest among Caymanians in teaching as a career choice or, as Swing (2003) suggests, an unattractive remuneration package. Nevertheless the Ministry of Education is seeking to correct this, and models of teacher education are being viewed to ascertain the best fit for the Caymanian environment.

The University of the West Indies – School of Continuing Studies and Distance Education (Cayman Islands)

The UWI is represented in the Cayman Islands via its Distance Education Centre, which is located on the compound of the UCCI. Before July 2002 the President of the UCCI acted as the honorary representative. In August 2002 a Resident Tutor was appointed to have oversight of the day-to-day management of the Centre. At present none of the

School of Continuing Studies (SCS) programmes are offered at the Centre. This is largely due to the fact that many of the SCS programmes are already offered at the UCCI and, given the small population, the numbers are too small to duplicate offerings. In addition, the requests forthcoming have been for undergraduate and postgraduate degrees and as such the SCS programmes have not been attractive. Instead the UWI offers the Certificate in Youth in Development Work, a four-month Certificate in Social Work, a Diploma in Gender Studies, Bachelor's Degrees in Management Studies and Economics/Accounting Level 1, a B.Ed. in Education Administration, the Advanced Diploma in Construction Management, Master's Degrees in Counselling and an M.Ed. in Education Administration. Proposals for 2006 were in the areas of an M.Sc. in Family Medicine and B.Ed. in Literacy Studies (online). Given the great need for teacher training at the general level, the Ministry of Education has asked that the UWI consider the reintroduction of the Certificate in Teacher Education and offering general B.Ed. and M.Ed. programmes.

Between 2004 and 2006 students from the UCCI and the high schools have been approaching the UWI to apply for programmes offered on campus. Students from UCCI are also asking for the UWI to accept their Associate Degrees and give advance standing to read for the B.Sc. in Management Studies. In many instances it is expatriate students who are asking for the transfers to read for their Bachelor's Degree. Between 2002 and 2006 there were 16 Caymanians attending UWI programmes and a larger number of Jamaicans. The smaller number of local students may be attributed to the fact that scholarships are not awarded to locals pursuing undergraduate distance education degrees.

The International College of the Cayman Islands

The International College of the Cayman Islands (ICCI), a non-profit, private, independent institution of higher education, opened in the fall of 1970 in response to the needs of the rapidly growing commercial sectors, and the vast majority of its courses reflect these interests. The college was registered by the Cayman Islands Education Council in 1970, and it has an associated learning site in Miami. It offers Associate and Bachelor's Degrees in Business, Accounting and Liberal Studies and Master's Degrees in Management: Human Resources Concentration, Management: Education Concentration and Business Administration. ICCI also offers certificate and degree programmes in Hospitality Management and the Associate Degree in Business with a specialisation in Hospitality Management.

The College's programmes are recognised by the Accrediting Council for Independent Colleges and Schools in Washington, DC, and it is currently applying for a license to make the transition from a Florida Certificate of Exemption to a license by means of accreditation (International College of the Cayman Islands, 2004).

The Institute of Legal Training (ITL)

The Institute of Legal Training (ITL) has approval from the University of London and the Institute of Legal Executives (ILEX) to facilitate legal programmes in the LL.B. and LL.M. Law. Applicants must be at least 17 years old and have a combination of either passes in two subjects at GCE A-Level and at least three further subjects at GCSE or GCE O-Level (at no less than Grade C or a 'pass' if taken prior to 1975); or three subjects at GCE A-Level plus one further subject at GCSE or GCE O-Level (at not less than Grade C). There is no link between the ITL and the Cayman Islands Law School.

Innovation Management and Programme Training

Innovation Management and Programme Training (IMPT) is a relatively new and privately run continuing education provider offering professional development courses, workshops, seminars and certificates in information technology, customer service, time management and ACCA (Association of Chartered Certified Accountants) programmes such as the Diploma in Financial Management (Dip.F.M.), ACCA Certified Accounting Technician (CAT) and Certified Professional Secretary (CPS). The CPS programme is offered by the International Association of Administrative Assistants (IAAP). The advertisements for these programmes highlight that the courses are accepted by many US universities as credits in their degree programmes. The IMPT joins eight other Caribbean islands in serving as the examination centre for the CPS Examination.

The Health Service Authority's Practical Nursing Programme

In 1971, with assistance from Ms Hyacinth Rose, a Senior Lecturer at the University Hospital School of Nursing, Jamaica, the Cayman Islands Health Services Authority (HSA) began to offer the Licensed Practical Nurses (LPN) programme. Students undergo a combination of 22 months of classroom instruction as well as supervised clinical experiences in nursing care at the Cayman Islands Hospital. After completing their training students are required to sit and pass the Florida State Board of Nursing Examination before being certified as LPNs. For those wishing to become registered nurses, further training will be required. The LPN programme provides the base and serves as a stepping-stone for students to pursue further education in nursing or other health occupations.

OFFSHORE INSTITUTIONS

With the indigenous Caymanian population not expanding at the rate of the island's development, the country continues to depend on the importation of an expatriate workforce. Both these expatriates and the locals seeking further education find themselves turning more and more to offshore institutions to pursue their personal development. The Cayman Islands benefits from the following providers:

St. Matthews Medical University, School of Medicine

St. Matthew's Medical University (SMU) relocated to the Cayman Islands from Belize in 2003. It was reported that the move to Cayman was due to other medical schools being allowed to offer degrees when the Government of Belize had initially agreed to have the SMU as the only provider. The campus offers wireless Internet connectivity, spacious study areas and student lounges, while a newly renovated residence hall accommodates the 500 overseas students who make up over 99 per cent of its student population. Two local students who successfully completed the Associate Degree in Sciences at UCCI are now attending the university. SMU's students all have at least an undergraduate degree, which is used for matriculation. In August 2005 the St. Matthew's Veterinary School was opened and students have the option of rotating through the local veterinary hospitals.

Previously medical students left SMU after their fifth semester of Basic Sciences courses to begin clinical clerkship rotations at US-affiliated hospitals. An additional option was presented when in 2006 the school joined forces with the George Town Hospital and

students now have a choice of doing their rotations at this facility, a move that resulted in the hospital being recognised as a teaching hospital. Additionally, SMU offers a concurrent programme with St. Joseph's College in Maine. Through this affiliation students can earn a M.Sc. in Health Services Administration while completing their Doctor of Medicine degree at SMU.

Huntington Brac Medical School

The Huntington Foundation has invested as a token of good faith almost US\$700,000 in start-up funding for the proposed Huntington Brac Medical School. The founding committee is said to consist of eminent medical educators from the USA, including a Governor of the American Medical Association. Students would receive basic science training in their first two years at Huntington Brac. For their final two years they would receive clinical training at teaching hospitals in Canada, the USA and possibly the UK and other nations. During those clinical years close education contact would be maintained through the Internet.

Institute of Theological and Leadership Development and International University of the Caribbean

The Institute of Theological and Leadership Development (ITLD) offers a B.A. and Diploma programmes in Guidance and Counselling, accredited by the University Council of Jamaica (UCJ), Diploma programmes in Theology, a Certificate Course in Community Care and Counselling and an M.A. in Pastoral Psychology and Counselling in conjunction with St. Stephen's College in Canada. It is owned and sponsored by the United Church of Jamaica and the Cayman Islands. Courses and practical experiences are taught with intentional inclusion of the Caribbean context and St. Stephen's College degrees are conferred.

In 2004 the United Church in Jamaica and the Cayman Islands decided to combine the ITLD with its other two institutions that offered tertiary-level education (Knox Community College and Mel Nathan Institute) to form the International University of the Caribbean (IUC). The IUC was officially launched on 24 November 2005. A key feature of the University is its distance-learning centre (named in honour of the late Caymanian educator and stalwart of the United Church, Hyacinth Conolly). (*Editors' note: see also Chapter 5 on the IUC in the Jamaica.*)

EXTERNAL TERTIARY INSTITUTIONS AND PROGRAMMES ACCESSED BY CAYMAN RESIDENTS

"53 Scholarships Granted by Cayman Islands Education Council" was the headline in the Cayman Net News in August 2001. According to Jennifer Smith, the Assistant Director of Employment Relations and Education Council Secretary, most of these young people pursued undergraduate, graduate and vocational training overseas. In addition to popular subjects like business, finance and accounts, students enlisted in fields that include physical therapy, art and music education, hospitality studies, medicine, videography, veterinary medicine, mass communications and nutrition.

Five Master's Degree candidates were awarded scholarships to read for Education at the University of South Florida, Economics at the University of Central Florida and an M.Sc.

in Business Administration at the University of Tampa. Two students attended British Universities and read for an M.Sc. in Medical Genetics at the University of Brunel and an M.Sc. in Museum Studies at the University of Leicester.

Of the undergraduate students, the vast majority attended US institutions. Five persons chose to study in the UK, three travelled to Canada and one to Denmark. Three remained in Cayman to pursue classes at the CCCI. As was mentioned earlier, the upgrading of the Community College to University College status resulted in more students obtaining scholarships to read for their degrees locally. There are still a sizable number of students, however, who elect to pursue their degrees overseas.

In 2006 Portsmouth University's M.B.A. distance education programme had approximately 40 participants from Cayman. The Centre for Management Development, Barbados, advertised a similar programme to be offered in 2006. The interest that was forthcoming began to wane, however, when applicants learnt that a component of the programme called for participants to spend a portion of their study (the summer) in Barbados. Though a short period, it was not conducive for many given job and family constraints.

While government overseas scholarships may not be as easily acquired as they were in the past, we are now seeing a growing number of businesses offering scholarships to Caymanians – for example, Maples and Calder, Deloitte and CITCO Fund Services – and these scholarships are not limited to study in the Cayman Islands.

Higher education, once a luxury, has become a pre-requisite for meaningful careers. Table 4.1 illustrates external tertiary institutions and programmes accessed by Cayman residents. The majority of persons reading for degrees in the column labelled “off-island programmes” were scholarship recipients.

Table 4.1: External tertiary institutions and programmes accessed by Cayman Islands residents

INSTITUTION	DISTANCE PROGRAMME ACCESSED IN SITU	OFF-ISLAND PROGRAMMES
Portsmouth University	M.B.A., M.Sc., HRM Dip., HRM Certificate in Personnel Practice	
York University	B.Sc. Engineering	
Nova Southeastern University	M.B.A.	
Barry University		B.A. Communication Studies, M.Sc. Business Administration
University of Florida		B.S. Tourism, B.S. Business Administration, B.S. Management Information Systems, B.S. Accounting, M.A. Education
Walden University	M.Ed., M.B.A	
New England Institute of Technology		A.S. Design Technology, A.S. Architectural and Construction Technologies, A.S. Electronics, A.S. Information Technology
Phoenix University	M.B.A.	
Athabasca University Canada	B.Sc. Accounting	
University of Pennsylvania, Wharton Business School		B.S. Economics, B.A. International Finance and Economics
University of Evansville		B.S. English Education
Ball State University, Muncie, Indiana		M.A. Literature and English
Arcadia University		B.S. Business Administration
Birmingham University		B.S. Accounting and Finance, M.S. International Accounting and Finance
University of Central Florida		M.Sc. Economics
University of Brunel		M.Sc. Medical Genetics
University of Leicester		M.Sc. Museum Studies
Emory University		D.M. Medicine, B.S. Business Management
Johnson and Wales University		B.A. Culinary Arts, B.A. Food and Beverage Management
University of London School of Economics	B.S. Public Policy and Management	LL.B. Law, B.A. Anthropology
University of Manchester		LL.B. Law, B.A. Accounting, B.Sc. Financial Services

INSTITUTION	DISTANCE PROGRAMME ACCESSED IN SITU	OFF-ISLAND PROGRAMMES
The University of the West Indies	M.Sc. Counselling, M.Ed. Education Administration, B.Sc. Management Studies, Diploma in Gender Studies, Advanced Diploma in Construction Management, Certificate in Social Work, Certificate in Youth Development	LL.B. (Law), M.B.B.S. (Medicine), B.Sc. Nursing, B.A. Media and Communications, B.A. Accounting, B.Sc. Social Work
University of Surrey		B.A. and M.S. Management and Tourism Planning B.S. International Hospitality and Tourism Management
University of Colorado-Boulder		B.S. Business Management, B.S. Information Management
Texas Christian University		B.S. Business Management
Florida International University		B.S. Environmental Studies, B.S. Marketing, B.S. Hospitality, B.S. Nutrition, B.S. Computer Science, B.S. Communication and Broadcasting
Brock University		B.S. Social Sciences, B.S. Business and Economics
Pace University		B.S. Business Management
Queen's University		B.S. Psychology
University of Manitoba		B.S. Natural Sciences
Florida Technical Institute		B.S. Electrical Engineering
University of Aberdeen		M.B.B.S. (Medicine)
University of London	Certificate in Personnel Practice, M.Sc. Public Policy Management	
University of South Florida		B.S. Finance, B.S. Management, B.S. Accounting, B.S. Computer Sciences
University of Leeds		B.S. Politics and International Relations
Nottingham University		B.S. Psychology
University of Illinois		B.S. Business Management
Holborn College	B.A. Business Administration offered in partnership with the University of Wales, LL.B. and LL.M.	

Discussions with the UCCI Registrar indicated that there were at least 74 universities willing to accept its Associate Degrees. Of this number 44 were North American colleges and universities that award two years of advanced standing to UCCI graduates who have completed these degrees. Twenty-two were from the UK and eight were Canadian universities. The UWI accepts UCCI students with a GPA of 2.5 in the following faculties: Science and Technology, Pure and Applied Science and Natural Sciences and Agriculture. The Registrar also shared a list of some of the overseas universities and colleges that UCCI's Associate Degree graduates attend:

USA

University of North Carolina
 Oakwood College
 Columbia University
 University of South Florida
 University of Maine
 DePaul University
 University of Pennsylvania
 University of Maryland
 Eckerd College
 University of Southern Colorado
 University of Miami
 Emory University
 University of Tampa
 University of Michigan
 Florida Institute of Technology
 University of Tennessee
 University of Illinois, Chicago
 Florida International University
 University of Virginia
 University of Colorado, Boulder
 Florida State University
 Washington University, St. Louis
 Stetson University
 Georgia State University
 Webber College
 University of Central Florida
 Howard University
 Xavier College, Louisiana
 Nova Southeastern University
 University of New Orleans
 University of Nevada
 State University, New York
 New York University
 Saint Leo College, Florida

UK

University of Aberdeen
 University of Lancaster
 Birmingham College
 University of Birmingham
 University of Leeds
 Nottingham Trent University
 University of Bradford
 University of North London
 London School of Economics
 University of Plymouth
 University of Wales
 Loughborough University
 University of Southampton
 University of Warwick
 Richmond University
 University of Surrey
 University of Sussex
 University of Brighton
 University of London
 University of Essex
 University of Exeter
 University of Bristol

CANADA

University of British Columbia
 York University
 Brock University
 University of Manitoba
 Queen's University
 McMaster University
 University of Ottawa
 Western University

THE DEVELOPMENT OF REGULATORY FRAMEWORKS

A report by Roberts (2003), which focused on 17 Caribbean countries, highlighted results of quality assurance questionnaires that were sent to key tertiary institutions and the various Ministries of Education. Feedback gleaned from the Cayman Islands indicated that it was “very definite that it will not establish an Accreditation body and would be prepared to buy services from the University Council of Jamaica (UCJ).” The question that arises is whether the UCJ has been approached with regard to having Cayman’s tertiary education programmes examined for quality assurance purposes.

Certainly, representatives of the Ministry of Education have taken a keen interest in this area in recent times and have been attending workshops addressing matters of quality assurance and accreditation and seeking to forge links with the Caribbean Area Network for Quality Assurance in Tertiary Education (CANQATE) and other quality assurance bodies. This may also be a move towards the establishment of a local accrediting body.

The following are a few comments and suggestions for consideration by local providers and the Ministry of Education, Training, Employment, Youth, Sports and Culture:

- Strategy ten cited in the Ministry of Education’s “National Consensus on the Future of Education in the Cayman Islands” report (Cayman Islands Government, 2005) speaks to “the development of high quality initial teacher training and continuing professional development opportunities for teachers.” In addition to this, a robust recruitment exercise to promote and market teaching as a profession of choice among Caymanian youth needs serious consideration. The success of this drive may temper the high numbers of expatriate teachers, and thereby quell the fear of the erosion of the Caymanian culture.
- At the Junior Achievement debates on 29 April 2006, it was refreshing to hear the youth call for more local technical/vocational programmes. In 2004 a workshop was held with representatives from Trinidad and Tobago’s National Training Agency (NTA) and Jamaica’s National Council for Technical and Vocational Education Training (NCTVET) regarding the establishment of technical/vocational standards. Early in 2006, the Minister of Tourism stated that an apprenticeship programme in Hospitality and Tourism would be introduced. The skills and expertise of the expatriates who service our hotels – the Ritz Carlton, Marriott, Hyatt and Westin – should be utilised as mentors on these apprenticeship programmes.
- Since there is a demonstrated interest from UCCI’s Associate Degree graduates to pursue the B.Sc. in Tourism Management and B.Sc. in Management Studies at the UWI, the pursuit of an articulation system for students to move between these tertiary education institutions is worth consideration. A similar exercise can be conducted with the Institute of Theological Leadership and Development’s (ITLD) Bachelor’s Degree in Guidance and Counselling by way of articulation with the UWI’s M.Sc. in Counselling. Local tertiary providers can also use the model to strengthen relationships among themselves.

CONCLUSION

The Ministry of Education has undertaken a massive streamlining and quality assurance exercise with the island’s primary and secondary school programmes and, to a lesser extent (especially during this reporting period), with tertiary education providers. The Government’s Strategic Policy Statement for the financial year ending 30 June 2006

outlines its plans regarding tertiary education. The document states that the Government is committed to:

- Establishing minimum achievement standards and encouraging academic excellence in the pursuit of tertiary education
- Promoting vocational training and the pursuit of excellence in technical/vocational areas and providing vocational programmes both within the school sector and after high school
- Fostering lifelong learning and promoting adult education, literacy and vocational programmes

With the advent of the General Agreement on Trade in Services (GATS), introduced in the region since 2000, it has become more incumbent on governments to ensure that countries' human capital is ably equipped to stand up to the competition. According to Howe, the "complex and integrated benefits of tertiary education's value to national development" are expressed "quite nicely" by the World Bank:

Tertiary education institutions have a critical role in supporting knowledge-driven economic growth strategies and the construction of democratic, socially cohesive societies. Tertiary education assists the improvement of the institutional regime through the training of competent and responsible professionals needed for sound macroeconomic and public sector management. Its academic and research activities provide crucial support for the national innovation system. And tertiary institutions often constitute the backbone of a country's information infrastructure, in their role as repositories and conduits of information (through libraries and the like), computer networks hosts, and Internet service providers. In addition, the norms, values, attitudes, and ethics that tertiary institutions impart to students are the foundation of the social capital necessary for constructing healthy civil societies and cohesive cultures – the very bedrock of good governance and democratic political systems... (World Bank, 2002, cited in Howe, 2005, p. 24).

As in other parts of the Caribbean, many tertiary education institutions in Cayman Islands have sought to legitimise or bring credibility to their offerings by forging articulation/affiliation arrangements with established providers abroad. In Cayman's case these attachments are mostly with North American institutions. Another similarity with other Caribbean countries is that of students wanting ease of access to tertiary education. While this desire is in the beginning stages among college students, persons between the ages of 25–55 years are more assertive in opting for an asynchronous modality. This option is attractive and favoured by this highly transient society, though it is not limited to the expatriate population.

While the Cayman Islands does not have a formal and functioning committee or board to screen or advise on the variety of education providers this paper has alluded to, it has successfully managed to keep the proliferation of "degree mills" at bay. Competition is healthy and welcomed, and one would think that Cayman would be a magnet for offshore education providers. Their absence could be attributable to the high Business Board Trade Licensing fees or it could merely be a reflection of the available market size. For an island discovered 500 years ago, inhabited 300 years ago, whose history dates the beginning of tertiary education – considered at that time a "rite of passage" reserved for the more affluent – to the late 1950s, and the amalgamation of its local tertiary education institutions and offerings to the middle 1980s, the journey can be considered a successful one. The platform has been laid and the tertiary education landscape of the Cayman Islands continues to unfold.

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CHAPTER 5

EXTERNAL TERTIARY EDUCATION PROVIDERS IN JAMAICA

Nancy A. George

INTRODUCTION

The pirates and buccaneers have returned to the Caribbean (Miller, 2005).¹

In the current global educational environment, economic imperatives are demanding that tertiary educational institutions become more self-sufficient and economically independent. With continuing advances and improvements in the availability of information and communications technology (ICT), many developed country universities and colleges see the offering of their programmes to wider audiences in developing countries around the world as a means of improving their income and strengthening their economic viability at home.

In Jamaica increasing numbers of offshore institutions are providing opportunities for nationals to pursue tertiary programmes in both full-time and part-time modalities. The institutions range from recognised academic institutions accredited in their own countries offering brokered postgraduate degrees, to “diploma mills” reaching out to individuals through Internet advertising offering degrees, diplomas and certificates without the need to attend classes, buy books, write papers or sit examinations.

At present, because there is a dearth of policies in Jamaica governing the provision of offshore tertiary education, a wide diversity of institutions have entered the tertiary marketplace offering a plethora of programmes to a cross-section of the Jamaican population. This chapter examines the context within which these programmes are offered, analyses their target audiences and impact on the national tertiary system and the wider society, and makes recommendations about their operations in future.

THE JAMAICAN GEOGRAPHICAL AND HISTORICAL CONTEXT

Jamaica, which is 10,991 square kilometres in area, is the largest of the islands that comprise the Anglophone Caribbean. Situated in the northern Caribbean 144.8 kilometres south of Cuba, 160.9 kilometres south west of Haiti and 898 kilometres south east of Miami, it has a population of approximately 2.6 million and boasts two major urban areas

– Kingston in the south east and Montego Bay in the north west. Just over 50 per cent of the population lives in rural areas.

The island was discovered (from the viewpoint of Europe) by Columbus in 1494, settled by the Spanish and then lost to the English in 1655. Taking its name from that given to it by the original Taino inhabitants, Xaymaca (land of wood and water), Jamaica has plentiful natural resources and one of the world's most remarkable natural harbours that, in the heyday of piracy in the Caribbean, was home to a group of notorious English pirates and privateers that plundered the Spanish fleet in the region in the late seventeenth century, sent their plunder back to England and kept the Spanish too busy to attempt to recapture the island. In fact, the most successful of these privateers, Henry Morgan, was rewarded for his enterprise with the governorship of the island and a knighthood. Under the English settlers, Jamaica became the home of a prosperous slave-based plantocracy, providing sugar, tobacco, indigo and rum to Britain.

Following the abolition of slavery in 1808 and emancipation in 1834, the majority of English landowners sold their plantations and returned home, but life did not improve for most of the blacks or the other ethnic groups, which included the Hakka Chinese and Indian indentured labour who were imported to build the railway, work the sugar cane plantations and build the infrastructure of the country.

During three centuries of British rule, Jamaica was administered by a governor, a planter-controlled legislature and Crown Colony legislation from London. There were frequent uprisings and rebellions in its development, which provided the roots of the trade unionism that grew up in the 1930s. This, in turn, gave birth to two-party democracy (built on each of the two most powerful unions) and resulted in universal adult suffrage in 1944, internal self-government in 1959 and ultimately independence in 1962. The Government is bicameral, constructed on the Westminster model with its Prime Minister being the leader of the party winning the greatest number of seats in national elections held at least every six years.

Historically, the economy has had an agricultural base primarily dependent on sugar and bananas. Bauxite and tourism subsequently grew in economic significance, the former in the 1950s and the latter beginning in the 1960s. More recently, the Government has been attempting to develop Free Zone industries, and the Ministry of Commerce, Science and Technology (MCST) has been spearheading the development of ICT and related industries as a means of increasing the country's competitiveness in the global economy.

JAMAICA'S NATIONAL EDUCATIONAL STRUCTURE

The national education system comprises early childhood education (serving children ages two to five years in pre-schools, basic schools and kindergartens),² primary education (serving children ages 6 to 11 in preparatory and public schools), secondary education (serving children 12 to 17 in junior high schools, high schools and technical high schools) and tertiary institutions (serving young adults and adults in teachers' colleges, community colleges, multidisciplinary institutions and universities). Many of these institutions were originally church-based; a number are still supported to some degree by the Churches that founded them.

There are two public universities: a campus of the regional University of the West Indies (UWI) at Mona and the University of Technology, Jamaica (UTech), the sole national public university. There is also one recently chartered private university, Northern Caribbean University (NCU), which has emerged from the West Indies College, an

Adventist institution that is supported by its US-based founding institution, the Adventist Andrews University. Both NCU and UTech were chartered in 1999, while the UWI will celebrate its 60th anniversary in 2008.

There are also seventeen other public institutions offering academic programmes at the tertiary level: six teachers' colleges and eleven other nationally-supported colleges, five of which are multidisciplinary and three of which are specialised, one offering instruction in sports, one in the visual and performing arts and one in police training. Of these tertiary institutions, ten offer teacher-training programmes, as do all three of the universities.

There are three tertiary technical institutions: UTech, offering programmes at the diploma, undergraduate and postgraduate degree levels; the Vocational Training and Development Institute (VTDI), offering some tertiary level diplomas, a limited number of undergraduate degrees³ and National Vocational Qualifications at level three (equivalent to tertiary awards); and the Caribbean Maritime Institute (CMI), a regional institution offering programmes in the maritime sciences and engineering at the Associate Degree and Higher Diploma levels.

The three universities offer postgraduate programmes. However, while the UWI has a broad range of Master's and doctoral programmes, the two younger universities have more limited offerings at the postgraduate levels. NCU's US-based parent university has provided much of the postgraduate support to the University, sending instructors to teach courses and awarding the postgraduate degrees.

All except one of the national public tertiary institutions come under the aegis of the Ministry of Education, Youth and Culture and receive some financial support from that Ministry. The exception is the Jamaican Constabulary Staff College, which is under the aegis of and is funded by the Ministry of Security and Justice. In addition, the CMI is a statutory body under the Government that has adopted a regional mandate under the aegis of the International Shipping Association.

As well as public tertiary providers, there are also private nationally based tertiary institutions registered as businesses that are targeted to adult learners and offer tertiary certification (certificates, diplomas and undergraduate degrees). These institutions offer courses in business and management, theology, IT, hospitality, insurance and specialised medical technology. At present, there is no government policy or regulation that requires that an educational institution be registered or approved by the Ministry of Education, Youth and Culture in order to offer tertiary programmes. Therefore, many enterprising business people have registered their educational institutions as private sector companies and opened their doors to offer tertiary level programmes without any involvement of the Ministry.

PRESSURES ON THE JAMAICAN TERTIARY EDUCATION SYSTEM

Historically, only members of Jamaica's elite were able to pursue tertiary education. For more than 30 years, the regional UWI campus offered the only local higher education, and its limited capacity and demands for A-Level certification for matriculation meant that there were spaces for only the highest academic performers in the society. National statistics up until 1998 have documented university enrolment and graduation at approximately 8 per cent of the age cohort. The children whose parents were wealthy

enough to afford to send them overseas for tertiary education (or even secondary education), of course, have always had a distinct advantage.

Traditionally, teachers' colleges, where the Government subsidises not only students' fees but also their food and lodging, have been the route by which children of the lower economic levels in society have been able to access tertiary education. Funded by Churches and British-based Trusts, the teachers' colleges were specifically established to aid the children of the economically disadvantaged to better themselves. Until the mid-1980s, the UWI offered the only local opportunity for teachers to complete their undergraduate degrees. Once teachers had completed their diploma-level certification (awarded under the aegis of the Ministry and the UWI-regulated Joint Board of Teacher Education), the UWI offered a route to university education for those without A-Level qualifications. However, qualified teachers completing Bachelor's Degrees at the UWI on an annual basis were fewer than 40 in number.

In the face of an urgent need for qualified secondary level teachers, in 1986 the Government accorded the College of Arts, Science and Technology (CAST) the right to award post-Diploma Bachelor of Education degrees. This programme, offered over three summers to practising technical teachers in the secondary system and technical high schools, soon began graduating the largest number of teachers with B.Ed. degrees, and it continues to do so now that it is one of UTech's programmes.

In accordance with the CARICOM objective, the Government has set a national objective of having 15 per cent of the age cohort enrolled in tertiary education by 2005 and 30 per cent by 2015. This ambitious target places intense pressure on the limited tertiary resources and on the Government's ability to support students in the tertiary system. Traditionally, government subventions have reduced the real cost of their education to the students. Although at one time all education up to and including the tertiary level was offered at no cost to students, economic realities have led to the Government paying a percentage of the cost for tertiary students and requiring that the students pay fees to cover the rest. At present, all students enrolled in public tertiary institutions receive subsidised education – the highest subsidy being 80 per cent of the real cost for those accepted for studies at the UWI and the lowest 44 per cent for those studying in community colleges.⁴ All students enrolled in public tertiary institutions receive some percentage of subsidised support for their studies at the tertiary level. Nurses enrolled in the Ministry of Health's (MOH) Nursing Certificate programme currently enjoy 100 per cent subsidisation.⁵

The Government's signing of the General Agreement on Trade in Services (GATS) has created additional pressure on the national tertiary system. The GATS' rules state that there are no offshore providers under the Agreement, and students registering with any tertiary provider are entitled to the same support as that provided to students in public institutions, if they are in competition with private providers. The Government has recently filed an exception to this clause.

The tertiary system has traditionally been targeted to the age cohort just emerging from high school and A-Level⁶ studies; however, with the rapidly growing interest of working adults in pursuing tertiary education and training opportunities to advance their careers or personal development, the increasing demand by business and industry for their workforce to have tertiary level qualifications and the aspirations of those already qualified working adults to pursue advanced tertiary education, the opportunity to provide part-time tertiary education targeted to working professionals at a variety of levels has opened entirely different market opportunities for tertiary providers. The new markets – for the practising professionals, working adults and adults who want to change jobs or upgrade their education – are the ones that external tertiary providers have mainly

addressed. In this market, the demand is matched by available money to support the programmes.

The programmes offered by external providers may be expensive, but they are tailored to meet the specific needs of those pursuing them. These programmes rarely compete with those offered by local tertiary institutions, as they are primarily offered in areas where there are gaps in the tertiary offerings, or there is such overwhelming demand that there is room for expansion of the number of institutions offering such programmes.

ACCREDITATION BODIES OPERATING IN JAMAICA

In the global environment, especially in the context of the GATS, the process of accreditation – the examination of the quality of programmes measured against international benchmarks – is becoming increasingly important to protect learners, to facilitate the mobility of learners between institutions and programmes, to ensure the value of programmes they pursue and to certify the quality of the awards graduates achieve. The Government has recognised that one means of ensuring the value of tertiary offerings in the country is through programme and/or institutional accreditation at the tertiary level. However, there is no policy requiring the accreditation of tertiary programmes at the present time; accreditation applications are voluntary. The absence of a government policy framework that demands that tertiary institutions register and obtain permission to operate according to set parameters of programme quality, resource provision and learner support creates the opportunity for unscrupulous operators or institutions to set up shop and run tertiary programmes in the country or offer programmes across borders.

By late 2005, however, there were three recognised bodies that established quality measures for tertiary institutions and accredited tertiary level programmes offered by registered public or private institutions, and an increasing number of potential candidates for tertiary programmes were inquiring about the accreditation status of the programmes they were seeking to pursue. In the absence of government policy, perhaps public education about the importance of accreditation can serve as a reasonable substitute to encourage tertiary providers, whether local or foreign, to seek accreditation.

Each of the three accrediting bodies currently operating in Jamaica is briefly described below.

The Joint Board of Teacher Education

Established by the UWI and governed under its Regulations, the Joint Board of Teacher Education (JBTE) is responsible for setting the performance standards, the quality of programmes in teachers' colleges and the certification of teachers. The JBTE's sphere of influence extends to The Bahamas and Belize. All teachers' college diploma programmes offered in Jamaica are under the aegis of the Joint Board.

The University Council of Jamaica

Established in late 1987 by the University Council of Jamaica Act, the University Council of Jamaica (UCJ) is a statutory body under the portfolio of the Minister of Education responsible for establishing and maintaining a quality assurance system for the tertiary sector. This system includes a process for institutions to submit their programmes for – and achieve – international accreditation. A member of the International Network of Quality Assurance Agencies for Higher Education (INQAAHE) and home to the Secretariat for the INQAAHE sub-network, the Caribbean Area Network for Quality

Assurance in Tertiary Education (CANQATE), it has established standards for various subjects areas through its Boards of Studies and regularly publishes lists of accredited programmes in tertiary institutions in the country.

National Council for Technical and Vocational Education and Training

Established under the aegis of the Human Employment and Resource Training (HEART) Trust /National Training Agency, the National Council for Technical and Vocational Education and Training (NCTVET) is an independent quality assurance and certification body responsible for setting standards and certifying competencies in technical areas. Certification at levels three and above is equivalent to an academic tertiary qualification. NCTVET is a member of the Caribbean Association of National Training Agencies (CANTA).

THE ISSUE OF UWI ACCREDITATION

Even though there are three accrediting bodies operating in Jamaica – one of which is operated out of the UWI-regulated JBTE – the issue of accreditation is a prickly one for the UWI. As a regional institution, the UWI has consistently asserted that it should not submit its programmes for accreditation by a national body such as the UCJ. Instead, it has established its own quality assurance system that requires its programmes to undergo a quality audit managed by its internal Board of Studies on a four-year cycle.

The UWI has been holding out for a regional accreditation model managed by the Caribbean Community (CARICOM) Secretariat. However, CARICOM's regional accreditation framework has been constructed on the assumption that it will be implemented at the state level by national accrediting bodies. Therefore, the UWI finds itself in a conundrum: it knows that accreditation is going to be necessary to attract students to its programmes, to form lucrative research and teaching partnerships with overseas universities and to ensure the mobility of its graduates, but it is reluctant to submit to a national accreditation system, even if it does conform to the policies and criteria of a regional accreditation framework.⁷

MODES OF EXTERNAL TERTIARY PROVISION IN JAMAICA

There may be a significant number of adult learners in Jamaica who are registered directly in undergraduate and postgraduate programmes offered online and in mixed modality by external providers in their home countries; however, it is virtually impossible to get an accurate count of the numbers of these learners. Several of these institutions advertise in local newspapers inviting applicants to apply directly online to e-mail or Web addresses. In November 2005 one enterprising external tertiary institution resorted to billboard advertising in Kingston for its cross-border online offerings.

The external tertiary providers operating in Jamaica offer their programmes through several modalities, including brokerage arrangements with national tertiary institutions, project-based offerings and “storefront” arrangements with mixed modality and online instruction from the institution's home location.⁸

A survey of UTech has revealed that almost 80 per cent of those enrolled in postgraduate programmes among the senior staff are pursuing their degrees through external providers offering programmes in mixed modalities. For example, Bath University (UK) offers a Doctorate in Educational Administration targeted specifically to learners in developing

countries. In December 2005 six members of the senior administrative and academic staff at UTech were enrolled in this doctoral programme and one had graduated. Bath requires that students attend classes in England in six-week segments over two years, complete their course work and preparations for their dissertation by distance and then complete their dissertation from their home location, returning only to defend their thesis. At least one senior administrator at UTech has also completed a doctorate through Brunel University (UK) under a similar system.

Many of the offshore providers have gained legitimacy in the national tertiary system by registering with the UCJ or by partnering with a local registered and/or accredited institution that brokers their programme offering(s). In a number of cases, the offshore institutions have applied for and received UCJ accreditation of their offerings. In mid-2005, eight overseas institutions offered a total of thirteen accredited programmes in Jamaica (see Table 5.1).

Table 5.1: Overseas institutions with UCJ-accredited programmes in Jamaica

INSTITUTION	PROGRAMME(S)
Florida International University/Institute of Management Studies (USA)	M.B.A.
Manchester Business School/Jamaica Institute of Bankers (UK)	M.B.A.
Mount St. Vincent University/Jamaica Council for Adult Education (JACAE) (Canada)	M.Ed., M.A. Education
Nova Southeastern University (NSU) (USA)	M.B.A., B.Sc. Professional Management, M.Sc. Human Resource Management, M.Sc. Instructional Technology and Distance Education, Ed.D. Instructional Technology and Distance Education
Temple University/Church Teacher's College (USA)	B.Sc. Education
University of New Orleans (UNO) (USA)	Executive M.B.A.
University of South Florida (USF)/Shortwood Teachers' College (USA)	M.A. Early Childhood Education
Eastern Connecticut State University/Hanover Education Foundation (USA)	B.A. Sociology and Applied Social Relations

The colleges or institutions with which they are partnered do the administrative work, although in several cases the applicants apply directly to the offshore institution. The degrees are awarded by the offering institution and are accredited in the home country as well as Jamaica. There were, however, at least 21 programmes offered by offshore institutions in Academic Year 2005/06 (see Table 5.2). These do not include programmes in which students are enrolled directly online.

Table 5.2: Degrees offered by external providers in Jamaica

TYPE	# OF INSTITUTIONS
<i>Doctoral degrees</i>	
D.Ed. Instructional Technology (IT) and Distance Education (DE)	1
<i>Master's degrees</i>	
M.B.A.* (1)	7
M.Ed. Leadership*	4
M.Sc. Human Resource Management	1
M.Sc. IT and DE	1
M.Sc. (WED)*	1
M.A. Education	1
M.A. Early Childhood Education	1
M.A. Reading and Literacy	1
<i>Bachelor's degrees</i>	
Bachelor of Fine Arts (B.F.A.)*	1
B.Sc. Education	1
B.A. Sociology and Applied Social Relations	1
Total	21

Note: *Not currently registered with or accredited by UCJ, but offered by institutions accredited in their home countries.

A graduate of a postgraduate programme that operates in direct competition to one offered by a public tertiary institution explained why she elected to pursue her degree with an external provider rather than the local one:

...[The local institution] insisted that I attend full time in the daytime, and took ages to decide whether my certification was appropriate for entry into the programme. [The overseas provider] gave me excellent support, offered classes on weekends and online, meaning that I didn't have to take leave from my job, and [it] even gave me online access and support to use their on-campus library at my convenience... They made it easy for me to study... (Interview with Nova Southeastern M.B.A. graduate, 12 September 2005).

The enrolment in UCJ-registered programmes in 2001–2004 appears in Table 5.3. There is no information on throughput of the enrolled students or their retention in the programmes at the present time.

Table 5.3: Enrolment in overseas institutions registered by the University Council of Jamaica

INSTITUTION	AY 2001–02	AY 2002–03	AY 2003–04
Florida International University (FIU)	53	93	-
Manchester Business School	208	73	67
Mount St. Vincent University (MSVU)	30	58	-
Nova Southeastern University	460	368	845
Temple University	55	43	-
University of New Orleans	44	45	60
University of South Florida	25	23	19
Total	875	703	991

The Master's and Doctoral Degrees offered at Northern Caribbean University (with the exception of its M.B.A. programme), although not counted in these figures, are actually awarded by NCU's sister institution, Andrews University in the USA. While NCU did not advertise the availability of Master's and Doctoral studies in Education until 2005, arrangements are made for interested and eligible candidates to study by distance at Andrews, taking blocks of classes in the summer months at NCU and receiving their award from Andrews University. To date the number of candidates supported in this way is very small, and the first graduates are still to be awarded their degrees.

In addition to the 41 public and private tertiary institutions and training units registered with the UCJ and offering programmes in Jamaica, there are several other external providers operating in the country.

One of the more creative and obviously longer-term arrangements for a consortium of external providers to offer their programmes in Jamaica is through the establishment of the University College of the Caribbean (UCC). In addition to the limited number of tertiary programmes offered by the local private tertiary partners in the enterprise – the Institute of Management and Production (IMP) and the Institute of Management Sciences (IMS) – the UCC also hosts programmes for several US-based universities. It operates much like a brokerage house: it provides classroom space, computing labs, resource centre facilities and administrative services for the offering of degrees and postgraduate programmes. Since the courses are offered in the early morning, in the evening and on weekends, they are particularly convenient for working adults. The UCC has been formally in operation for only three and a half years; therefore, the throughput of successful graduates is very small. It is building on the reputations of IMS and IMP and promoting its connections with external providers. UCC has recently announced that it

has purchased 100 acres of land in Portmore, a municipality adjacent to Kingston, where it is planning to build a second campus. Clearly, it has plans for expansion.

An even newer venture – announced only in August 2005 – is the International University of the Caribbean (IUC), founded by the United Church in Jamaica and the Cayman Islands. It comprises Knox Community College (a college registered under the Ministry of Education and Youth), the Institute for Theological Leadership and Development (UTLD) (a UCJ-registered private tertiary institution offering some UCJ-accredited programmes) and the Mel Nathan College (a church-funded, community-based education institution without tertiary status). The programmes it is advertising to recent high school graduates are not the accredited undergraduate programmes offered by either Knox or UTLD, and there is no indication in their advertisements of whether these programmes will be offered through external providers or through one of the two UCJ-accredited institutions in its consortium. IUC's advertisements encourage enrolment but are silent on accreditation or UCJ registration. Rather than being registered with the UCJ and the Ministry of Education and Youth, IUC is registered as a business with the Ministry of Labour.

Mount St. Vincent University (MSVU) not only has accredited programmes in Jamaica but also offers its Master's in Educational Leadership programme through St. Joseph's Teacher's College. (In the past, the degree was offered to practising teachers through the UWI, Mona during the summers.) This programme was initiated as part of a government educational project and loan from the Inter-American Development Bank through which 300 practising school principals were supported to complete their Master's Degrees at MSVU with parts of the programme offered at St. Joseph's Teachers' College.

Other universities broker their programmes with registered Jamaican tertiary institutions and gain some legitimacy through the registered institution. For example, Central Connecticut State University offers an M.Sc. in Educational Leadership and an M.Sc. in Language and Literacy (Reading) through Sam Sharpe Teachers' College. Alternatively, tertiary institutions enter into arrangements with external partners to offer undergraduate and postgraduate programmes in areas where they perceive demand but lack the capacity to offer the programmes in the immediate future.

While UCJ has published a booklet entitled, "Information for Overseas Institutions," advising overseas tertiary providers of the need to register with the UCJ to offer programmes – whether on their own, through a registered Jamaican tertiary institution or with a Jamaican partner institution – and submit these programmes for approval prior to the actual offering of these programmes in the country, there is no government "bite" behind this at present. It is only UCJ that requires the external provider to submit its programmes for review and approval, not government policy that will shut the programme down if the institution does not comply.

That other Ministries besides Education are becoming involved in facilitating the establishment of tertiary programmes offered by external providers is evident in a recent announcement that a new Medical School is soon to be established in Jamaica under the aegis of another Ministry (at the time of writing, this initiative was being led by the Ministry of Commerce and Technology). The Medical School is being established as a business venture and will train medical personnel for export. It will, however, offer direct competition to the UWI Medical School.

Samples of other external tertiary institutions offering currently unregistered programmes unaccredited in Jamaica are:

- Holborn College, University of London (undergraduate) and the University of Wolverhampton (postgraduate) (UK) are supported by the locally based Institute of Law and Economics (ILE). Undergraduate and postgraduate degrees in Law are available by distance for Jamaican students. Local tutorials support the distance offerings.
- University of Sunderland (UK)/Caribbean International College (CIC) is an initiative that began in academic year 2005/06 offering an Associate Degree in Business Studies (awarded by CIC), a B.A. (Hons.) in Business Management and Business IT, and an M.B.A. awarded by the University of Sunderland.⁹
- Cambridge University (UK), in addition to the traditional A-Level examinations, is now offering a variety of Cambridge International Diplomas in subjects such as Tourism, ICT, Computing, Project Management and Business Studies. These are offered in collaboration with local private providers. Cambridge has gained recognition of these International Diplomas for advanced standing in several British universities; however, although some offerings have recently been advertised in the local press, no one has graduated from them as yet in Jamaica, and it is unclear what status these Diplomas will have in the local context.
- The Pratt Institute (USA) and Rhode Island School of Design (USA) both offer undergraduate and Master's Degrees through the Edna Manley School for the Visual and Performing Arts. The awards are from the external providers, but a portion of the students' instructional experience takes place in Jamaica.
- Resource Development International (RDI) has established an office and enrolls students in a diversity of online programmes offered by UK universities. Its advertisements assert that "all courses are accredited under Royal Charter" and that graduates receive the same degrees as graduates in the UK. However, the Royal Charter is a registration rather than accreditation mechanism in the UK.

All of the identified external providers are accredited institutions – or their programmes are accredited – in their home countries. Whether the programmes or the institutions are accredited depends on the approach of the respective country (in the USA, for example, institutions rather than programmes are accredited).

This list is by no means comprehensive; however, it is indicative of the kinds of programmes and awards offered by external providers in Jamaica. There are also professional accounting opportunities (CPA and ACCA), and candidates sit examinations for those certificates at the same time as do others around the world. These examinations have been available in Jamaica for more than 30 years.

The majority of programmes that the external providers offer are academic and professional degrees at the postgraduate level. This level is where the greatest demand is among those who can pay the full cost for their education, and where there are the fewest spaces available locally. However, there are a few undergraduate and diploma offerings in areas where there is perceived to be sufficient demand to allow successful competition from outside. The entry of Cambridge International into selected areas at the Associate Degree level – in IT, Hospitality and Business Studies, for example – indicates that where there is perceived need, there are external providers willing to exploit the business opportunity.

TVET is particularly challenging for external providers because of the need for laboratories and specialised equipment to support the programmes. In general, the

offshore providers are looking for inexpensive programmes that are easy to support and manage and offer the greatest potential for return on investment. Nevertheless, City and Guilds has offered tertiary level Diploma programmes in Jamaica for more than 35 years, and continues to do so through a private educational institution that brokers these programmes. Indeed, in 2006 City and Guilds announced the establishment of a Centre of Excellence in collaboration with a local business, where applicants can earn certification through Prior Learning Assessment and bridging courses up to the doctoral level. Since the venture is fledgling, there is no information on its success. Undoubtedly this venture is an attempt by City and Guilds to regain some of its former widespread influence in the TVET sector, which it had lost because of the UTech, VTDI and HEART/NTA technical programmes with which it cannot compete.

IMPACT OF EXTERNAL TERTIARY PROVIDERS ON NATIONAL TERTIARY INSTITUTIONS

For the most part, external providers working with local tertiary institutions have been invited into brokering partnerships in order to strengthen the capacity and offerings of the local partner. Therefore, there is an immediate benefit for the local institution as well as a monetary one for the external provider. An excellent example of this kind of partnership has been UTech's brokering of a Master's Degree in Workforce Education and Development offered by Southern Illinois University (SIU). For five years, the degree was offered through UTech and awarded by SIU; however, the partnership with SIU has come to an end and this degree will now be awarded by UTech. The most important consideration in entering into a brokerage arrangement with an overseas partner is the duration of the agreement: there must be an agreed exit strategy for the local institution with clear objectives for each partner. The local institution has a different agenda from the overseas partner, and neither partner must be able to exploit the other.

To date, there is no evidence of partnerships with overseas providers exploiting the Jamaican tertiary institutions to the detriment of the national institutions. However, with the proliferation of cross-border offerings in the current context, the risk of such exploitation is steadily increasing. It is worth observing, too, that the influx of external providers, while filling an immediate gap in the tertiary infrastructure, poses a longer-term threat to the expansion of the local tertiary capacity. Monies that should be supporting local infrastructural growth in the tertiary system are flowing out of the country.

THE POTENTIAL INFLUENCE OF THE CARIBBEAN KNOWLEDGE AND LEARNING NETWORK ON THE PROVISION OF TERTIARY EDUCATION IN JAMAICA AND THE REGION

The donor-funded consortium that is establishing the Caribbean Knowledge and Learning Network (CKLN) is planning to encourage the creation of Centres of Excellence in tertiary institutions across the Anglophone Caribbean, potentially making an individual tertiary institution in one state a cross-border provider in other states.

The intent of this project is to strengthen tertiary education and institutions across the region, economise on the high cost of tertiary offerings, benefit from strengths in respective countries by making excellent programmes more widely available, and facilitate the wider availability of high quality tertiary education across the region.

The project contains specific means of ensuring the quality of programme offerings through CKLN, including programme accreditation. It offers an opportunity for tertiary institutions in the region to collaborate on the improvement of tertiary offerings available in respective countries and ensure that the best value for money is being achieved.

The engagement of the countries of the Anglophone Caribbean, the respective Ministries of Education and the tertiary institutions themselves in deciding on the governing quality assurance and accreditation principles to be enacted in the CKLN can assist in guiding national accreditation policies in the region.

SUMMARY AND RECOMMENDATIONS

It can be seen from this overview that, while “the pirates and buccaneers” have indeed returned to the Caribbean, in Jamaica they are here more as Captain Morgan was in his later, “respectable” days as a privateer than in his earlier days of pillage and plunder. Though sending the proceeds of their work back to their home institutions, they are making a contribution to the growth of the country in terms of developing its human resources by filling the gaps in tertiary offerings available in the country. We must simply ensure that they do not hijack national programmes and drain resources that should be building the national tertiary system.

While there are at least 55 external providers, both registered and unregistered, offering accredited and non-accredited programmes in Jamaica at the present time, the vast majority of these are offering a valuable service to learners. In the main, they are not competing with local tertiary providers to their detriment but are offering programmes to working adult learners whose needs and demands are not being addressed by the local system.

In several cases, where external providers are offering their programmes through brokering them with local tertiary institutions, the latter are benefiting by having their capacity improved and their staff upgraded at a cost that is less than it would be for the individuals to take time off to travel abroad to pursue the same programme.¹⁰

However, despite the obvious benefits to local tertiary institutions, the external providers’ provision of programmes over a long period of time will divert important monies from the growth of the national tertiary system. The local partner, therefore, has to design a timeline within which it will assume responsibility for offering the programme or phase the programme out.

Extrapolating from the Jamaican experience, the following are recommendations for addressing the challenges posed by external providers in Jamaica and the region.

- To meet the needs of the working adult market for tertiary education, national institutions need to expand their focus beyond the traditional 17–24 age cohort and develop plans to offer continuing and professional education to the wider and more lucrative adult market.
- National governments need to establish accreditation agencies (where they do not already exist) and require that national tertiary institutions and their external partners register and comply with its standards.
- National governments need to establish policies that require stated accountability from both local and overseas tertiary providers.

- National governments need to institute policies that require external providers to register with the national accrediting body within a stipulated time period or have their right to offer programmes face-to-face in the country or through brokered arrangements withdrawn.
- National governments need to ensure that programme offerings are relevant, and of a standard and quality that will enable graduates to use their certification to gain employment or continue their studies either locally or abroad.
- National governments should support the implementation of the CKLN, which will strengthen tertiary education throughout the region and proliferate strong tertiary programmes in states where these programmes are not available or are in fledgling states of development.
- National tertiary institutions brokering programmes of external providers should plan a “sunset” clause for the brokerage arrangement that will encourage the strengthening of national programmes and discourage continuing dependence on external providers.
- Foreign providers should not be permitted to offer programmes or courses that directly compete with those offered in national tertiary institutions unless there is documented evidence that the local institution cannot meet the demand for graduates in the programme’s area of concentration.¹¹

ENDNOTES

- ¹ Professor Miller used this quotation in reference to the influx of tertiary institutions offering programmes in Jamaica and the wider Caribbean.
- ² Early childhood education (ECE) has become an increasingly important focus of attention in the past five years.
- ³ Undergraduate degrees are awarded through the University Council of Jamaica (UCJ) or offshore institutions, as VTDI does not have degree-granting status.
- ⁴ UTech receives a government subsidy of 45 per cent – slightly higher than that given to community colleges.
- ⁵ This circumstance will come to an end in Academic Year 2008–09, when the last cohort of Certificate graduates complete the Ministry of Health programmes. The programmes will move to UTech and be translated into four-year degree programmes for which students will have to pay some level of fees beginning in Academic Year 2007/08.
- ⁶ The Caribbean Examinations Council (CXC) has developed a regional equivalent to the A-Level examination called the Caribbean Advanced Proficiency Examination (CAPE), which is gradually replacing the A-Levels in Jamaica. However, it should be recognised that CAPE and A-Level are both tertiary offerings in Jamaica: high school ends at the end of Grade 11 with the regional Caribbean Secondary Examination Certificate (CSEC). The grey area between high school and traditional university matriculation is becoming blurred as more and more tertiary institutions accept CSEC subjects as their matriculation requirement. However, Jamaican high school graduates are young by international standards, since they leave high school at 16.

- ⁷ The current exception at the UWI has been its medical programme, which has traditionally been accredited by the British Medical Association. Recently, however, the UWI has submitted this programme to review by a newly established regional medical accrediting body. In mid-2006, after lengthy negotiations with the UCJ, the UWI Mona Campus agreed to participate in the UCJ accreditation of the UTech/UWI Joint Degree in Hospitality and Tourism Management, and latterly has applied for UCJ accreditation.
- ⁸ Undoubtedly, some students undertake programmes directly online with offering external institutions. For example, the Doctor of Pharmacy (D. Pharm.) offered by the University of Ohio (USA) has several Jamaican and Caribbean candidates registered at present (three from UTech). However, as stated previously, it is virtually impossible to quantify the numbers of students involved in such programmes or identify the providers or the programmes students are pursuing except through incidental word-of-mouth information.
- ⁹ It should be noted, however, that the QAA states that Sunderland has only 246 overseas students registered in its programmes outside the UK; therefore, it is a relative novice at being an external provider.
- ¹⁰ One interviewee noted that she was permitted to pursue her Master's programme for the same cost as nationals do on the US campus of the University rather than having to pay fees as an international student, which she would have had to do if she had attended classes at the University in the USA.
- ¹¹ Signatories to the General Agreement on Trade in Services (GATS) would not be able to effect this prohibition, because the GATS asserts that there is no such entity as an external provider between and among signatories to the GATS. Fortunately, except for Jamaica (which has submitted an exception to its signing of the Agreement to exclude national public tertiary institutions) and Trinidad and Tobago, none of the other Caribbean countries have signed on to the GATS Higher Education clause as of February 2006. UNESCO has organised world-wide regional consultations to explore the implications of the GATS on higher education (Knight, 2006).

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CHAPTER 6

EXTERNAL TERTIARY EDUCATION PROVIDERS IN TRINIDAD AND TOBAGO

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INTRODUCTION

You, the children, yours is the great responsibility to educate your parents, teach them to live together in harmony... to your tender and loving hands, the future of the Nation is entrusted. In your innocent hearts, the pride of the Nation is enshrined. On your scholastic development, the salvation of the Nation is dependent...you carry the future of Trinidad and Tobago in your school bags (Williams, 1962).

More than 45 years after the first Prime Minister of Trinidad and Tobago, Dr. Eric Eustace Williams, enunciated these words on the occasion of the country's independence from Great Britain on 31 August 1962, the sentiments contained in his address still ring true. Education is still seen as the key to sustainable development and an indispensable means to prepare citizens for effective participation in societies that are constantly challenged by the impact of globalisation (Government of Trinidad and Tobago, 2005). It is therefore important to take note of what happened in the post-colonial period of the country's history to better understand why external tertiary education providers are again on the country's doorstep.

HISTORICAL OVERVIEW

The twin-island republic of Trinidad and Tobago is located at the southern end of an archipelago of islands called the Lesser Antilles, situated between the Caribbean Sea and the North Atlantic Ocean, and covers an area of about 1,980 square miles. Christopher Columbus stumbled upon Trinidad on his way to the East Indies in 1498 and claimed it in the name of Spain. The island remained under Spanish rule for approximately 300 years, before being taken over by the British in 1797. Trinidad's sister isle, Tobago, however, endured a more turbulent past, changing hands some 22 times among the British, French, Dutch and Courlanders before finally being ceded to the British in 1814. The islands of Trinidad and Tobago were eventually incorporated into a single territory on 6 April 1889.¹

When the country gained its independence from the British in 1962, Dr. Williams stated:

... a country will be free, a miniature state will be established, but a society and a nation will not have been formed. After August 31, 1962, the people of Trinidad and Tobago will face the fiercest test in their history – whether they can invest with flesh

and blood the bare skeleton of their National Anthem, 'Here, every creed and race find an equal place.' That is their challenge (Williams 1962).

Social and economic development

The formation of the nation state began in earnest after World War II (1939–45), during which Trinidad and Tobago had witnessed profound economic and social transformation. With the building of a United States military base in Chaguaramas in 1941 came an increase in employment in the construction sector in Trinidad (between 15–20 per cent of the labour force). Traditional agricultural exports were further replaced as US oil companies began setting up operations following the discovery of significant oil reserves. In the 1950s the country experienced real GDP growth, with an average increase of 8.5 per cent annually from 1951–61. In the early 1960s, however, economic growth slowed, resulting in social unrest.

In 1973 the country was rescued from its economic slump as world oil prices quadrupled. An oil boom from 1973–83 led to escalating government revenues that also fuelled increased government spending. However, as oil prices started falling again the country experienced negative economic growth from 1983–86, leading to a recession in the late 1980s and a drastic reduction in the country's international monetary reserves. To lift the country out of its quagmire, long-term macro-economic policies had to be implemented. The 1990s saw a turn around in the country's affairs as economic growth returned.

Over the last ten years foreign direct investment, which has exceeded \$700 million annually, has been largely in the lucrative energy-based sector. The capital derived from foreign investment contributes not only to the development of the energy sector but also to other sectors, particularly those concerned with human development. Currently, the country is once again on the verge of another boom, this time in the petrochemical sector – methanol, urea, ammonia and Liquefied Natural Gas (LNG). Trinidad and Tobago is the fifth largest exporter of LNG in the world and is also responsible for the majority of US LNG imports. Substantive increases are therefore anticipated in oil and gas production over the next few years.

NATIONAL EDUCATION CONTEXT AND GOVERNMENT POLICY DECISIONS

Primary and secondary education

As the country assumed complete control of its affairs following independence, it was faced with systems left behind by the colonial government. A key concern was the relevance of the educational system to the needs of the people and its capacity for shaping the new society. A fundamental goal was transforming the elitist system that prevailed during the colonial era to a mass system. It has been said that the lack of social and national consciousness among the people at that time could be attributed to the failure of the educational system, and in particular the curricula of the early secondary schools, to make a positive contribution to the emergence of a national society.

The establishment of a formal education system had been initiated by the colonial government with the construction of "Ward Schools" at the primary level. By the time the British captured Trinidad, the Roman Catholic Church and some private bodies had already attempted to start a few schools that incorporated both primary and secondary education (Alleyne, 1996). Although a decision was made by the colonial government to allocate public funds to secondary education, the students who in fact received this

education were not representative of the “people” of the country. This early provision set a pattern that meant that secondary education was a privilege of only a small segment of the population.

In 1950, under a system of internal self-government, the country received a new constitution under which a Minister of Education was appointed and educational policy became the responsibility of the Ministry of Education and Social Services. The two documents that steered the course of development for Trinidad and Tobago during the early years of independence were the Five-Year Development Programme, 1958–1962, and the Second Five-Year Plan, 1964–1968 (Alleyne, 1996). Following these plans was a 15-Year Plan, 1968–1983. This Plan stated that:

Full national independence and identity will be achieved and secured only on the basis of an education system which does not rely on foreign assumptions and references for its existence and growth. Every component of the system would require to have, as the foundation of its validity, its relevance to the needs of the people it serves (Government of Trinidad and Tobago, 1974).

Under these plans, unprecedented growth both quantitatively and qualitatively was achieved in the educational system at the secondary school level. School places were created at a feverish pace and new schools had facilities such as laboratories, workshops, agricultural areas and libraries. The development of new curricula, training of teachers, expansion of the curriculum supervisory service and provision of guidance counsellors all contributed to improving the quality of education.

Beside the ordinary secondary schools, the Government also established two technical institutes. One was the John S. Donaldson Technical Institute, established in 1962, which offered full-time courses in several subjects (usually lasting two years) to students who had already reached the General Certificate of Education (G.C.E.) O-Level. The other was the San Fernando Technical Institute, which offered full-time courses of a five-year duration and admitted pupils from the Common Entrance Examination level.

Tertiary education

During the colonial period, talk about setting up a West Indian University had been centred on the need to have an indigenous institution to write examinations, especially for secondary schools. This idea did not get sufficient support until the middle of the twentieth century when the University College of the West Indies was created in Jamaica in 1948. This became the first campus of The University of the West Indies (UWI). The St. Augustine campus entered the system in 1960 when the Imperial College of Tropical Agriculture (ICTA) merged with the UWI. Certain specialties were located on separate campuses. The Faculty of Medical Sciences was located at Mona, Jamaica; the Faculty of Law was located at Cave Hill, Barbados; and the Faculties of Engineering and Agriculture were located at St. Augustine. A second medical school, established by the Trinidad and Tobago Government at the Mount Hope Medical Sciences Complex in 1989, taught Veterinary Medicine and Dentistry in addition to human medicine.

The original intentions for a West Indian University, however, did not match the reality because of certain mindsets. In fact the statement was made that systems of the “colonial mentality” that had plagued Trinidadian society and stagnated the growth of realistic curricula in secondary schools now plagued tertiary education. “It was a symptom of the disassociation of the West Indian intellectuals from the society that many of the elite, who had been educated abroad, questioned the advisability of establishing a local university” (Sherlock, 1966, p. 133).

When the University was finally established, its local purpose was not placed as a priority. In fact, it started with course arrangements, gowns, staff and principles that made it differ little from an English university. It was “primarily thought of as a projection of the best of Britain abroad,” (Brathwaite, 1965, cited in Alleyne, 1996) and for some time operated under a special relationship with the University of London. As such, during the early years after independence, secondary schools in Trinidad and Tobago did not find in the regional University the strong force that could have helped steer their curricula away from the traditional paths.

The G.C.E. examinations administered by the University of Cambridge at the secondary level came to be regarded as measures of ability and admission to university and other post-secondary education. The A-Level Certificate in particular was relevant to university (O-Levels was taken at the end of the fifth year and A-Levels two years later). In fact, the work in the sixth form of secondary schools could be considered on par with the preliminary or first year in a US university or college course.

The rapid expansion in secondary education achieved after independence required an equivalent or consequential increase in upper-level secondary education and training. Various upper-secondary institutions were thus created to provide further education and training for students after five years of secondary education. These included some specialised training institutions associated with government ministries (e.g., Health, Education and Agriculture) and the Extra-Mural Department of the UWI, which provided semi- or para-professional training opportunities.

In large part, however, the cost of pursuing university education was still prohibitive for most citizens. In 1972 the Government therefore negotiated a \$3.7 million Inter-American Development Bank loan to assist in setting up a Student Revolving Loan Fund to help students in university training. Scholarships financed by public funds were also offered to students in a wide variety of developmental fields. The Government eventually began subsidising the tuition fee for students attending the UWI, paying the economic cost portion of the tuition for certain faculties.

The challenge for upper-level education outside of the University was the lack of coordination among national initiatives. An early attempt at coordination was made with the setting up of the National Institute of Higher Education (NIHE). This provided the original structure for the current National Institute of Higher Education, Research, Science and Technology (NIHERST). NIHERST was designed to train technical and semi-professional human resources and was designated by the Government as the base institution for the formation of a community college, which was to grow out of an amalgamation of existing upper and post-secondary institutions. The college was expected to produce the middle-level or semi-professional worker. Although there was also a lack of professionals, scientists and technologists, the lack of middle-level technicians, engineering and scientific assistants and the like was identified as a major constraint to economic development.

The College of Science, Technology and Applied Arts of Trinidad and Tobago (COSTAATT) was named by Cabinet decree in January 1999. Along with certificates and diplomas, COSTAATT had the ability to award Associate Degrees. The goal was to produce highly trained graduates with theoretical and hands-on skills, ready to make a valuable contribution in the world of work or to pursue further degrees. COSTAATT eventually comprised the Eastern Caribbean Institute of Agriculture and Forestry (ECIAF), John S. Donaldson Technical Institute (JDTI), Point Fortin Vocation Centre, San Fernando Technical Institute (SFTI), the Joint Services Staff College and NIHERST's

College of Nursing, College of Health Sciences, Information Technology and Business Management College, School of Languages and General Education Division.

COSTAATT was touted as a response to the challenge of widening access to tertiary education, which less than 10 per cent of the population were enrolled in at that time. However, in addition to the need to expand physical capacity, the Government of the day also introduced a programme called Dollar for Dollar to defray the cost of tertiary education to students. Through this programme, the Government paid 50 per cent of a student's tuition expenses. In 2004, the Dollar for Dollar programme was upgraded to the Government Assistance for Tuition Expenses (GATE). GATE provided the further opportunity to fund up to 100 per cent of a student's tuition expenses based on a means test. This assistance was made available to students accepted at both public and private tertiary level institutions. Eventually in 2006, free tertiary education was made available to all citizens pursuing higher education within the country, at the other campuses of the UWI and at other specified institutions in the region. Also in 2006 the Higher Education Loan Programme (HELP) was rolled out to assist with part or total expenses including tuition fees, accommodation, airfare, personal maintenance and living expenses, books and related materials, special equipment and insurance coverage.

Prior to independence, agriculture had been the mainstay of the country's economy. As such it was initially seen as the area in which education was expected to make its greatest contribution to economic development by generating new knowledge. The bulk of the new agricultural technology was expected to come from research centres at the Faculty of Agriculture of the UWI and the Eastern Caribbean Farm Institute. However, by the turn of the century the global environment had experienced extensive change based on technological advancements, and the country's economic focus had shifted dramatically to petroleum and energy-based industries. The Government felt there was sufficient justification to advocate for a national university to meet the country's needs for a highly trained and qualified technological human resource base. The University of Trinidad and Tobago (UTT) was thus established in 2005.

UTT emerged out of programmes and arrangements of the National Energy Skills Centre (NESC), which had been set up as a non-profit foundation, incorporated in July 1997, to address the training and human resources development needs of the energy and industrial sectors. One of NESC's divisions was The Trinidad and Tobago Institute of Technology, which had responsibility for the delivery of a 2½ year Diploma in Technology and 4-year Bachelor of Applied Technology programmes in all the industrial engineering areas and in Information Technology. Today UTT is a partnership of the Government, the private sector and international centres of excellence including Instituto Superior de la Energia (ISE) (Spain) for Energy Studies, Southampton Institute/Warsash Maritime Centre (WMA) (UK) for Maritime Studies, Southern Alberta Institute of Technology (Canada) for Engineering and Information Technologies, TATA Infotech (India) for Information Technology and Software Development, the University of Houston (USA) for Mechanical and Electrical Engineering Technologies, the University of Texas at Austin (USA) for Petroleum and Geosystems Engineering and the UWI for Mechanical and Electrical Engineering Technologies.

For the future, the specific goals for the tertiary level include:

- Ensuring that by 2008, all nationals have access to tertiary education in Trinidad and Tobago, free of charge
- Achieving a participation rate in post-secondary and tertiary education of 60 per cent by 2015 (i.e., 60 per cent of secondary school graduates proceed to attend university level or post-secondary level institutions)

SURVEY ON EXTERNAL TERTIARY EDUCATION PROVIDERS

There is a saying that education creates its own demand; the more education the people get, the more they want. While the Government was busy provisioning for a technical, semi-professional and technological labour force, the private sector began taking up the slack in the business and professional segments, where demand was growing fast. These areas initially fell below the radar of tertiary education. One reason for this could have been the fact that persons pursuing these programmes often had more work experience than secondary qualifications for matriculation to university. The training and curricula were largely orchestrated by the professional bodies and associations that certified practitioners in their related fields of endeavour. In most cases, these bodies had international coverage and as such qualification standards were consistent across countries.

A prime example of this phenomenon was in the field of accounting where persons could, in their individual capacities, pursue ACCA (Association of Chartered and Certified Accountants) qualifications. Although self-study learning materials could be received directly from ACCA, UK, private centres began to emerge in the country that facilitated the writing of examinations by local students. Eventually, these centres expanded their offerings to tuition. Herein lay the seeds of the growth of external tertiary providers in Trinidad and Tobago. This trend in the provision of tertiary education, however, has been largely undocumented; as such, to effectively report on the phenomenon, a survey had to be executed to collect data on this aspect of the sector.

The Survey

For the purposes of the survey, there was a need to clearly identify what elements of external education provision were to be observed. Based on the General Agreement on the Trade in Services (GATS) definition for the four modes of trade in services, the survey covered:

- Mode 1: Cross-border Supply – which does not require the consumer or the service provider to physically move. Examples include distance education, e-learning and virtual universities.
- Mode 3: Commercial Presence – where a service provider establishes a commercial facility in another country to provide a service. Examples include local branch or satellite campuses, twinning partnerships and franchising arrangements with local institutions.

The survey involved the use of two different data collection methods. The first was an administered questionnaire to tertiary level institutions (TLI) in the country. The second was a public invitation to submit specific information on programmes accessed by students of external tertiary education providers. The data collection exercise for the administered questionnaire was carried out from April to June 2006. The public invitation to students pursuing distance learning/e-learning programmes was published in the daily newspapers for one month in April 2006.

The survey pool for the administered questionnaire largely comprised TLIs registered with the Ministry of Science, Technology and Tertiary Education. Some institutions were, however, discovered from advertisements placed in the daily newspapers. In all, 56 institutions were identified and responses were received from 36 of them, a 64 per cent response rate.

The public invitation yielded 94 responses of which 49 persons were considered as true distance learners according to Mode 1 of the GATS definition and not participants in programmes with an in-country service presence.

Survey Results

External providers within country jurisdiction

There were 52 external providers associated with the 36 local institutions with an in-country presence (see Table 6.1). Some of these providers were affiliated with more than one local institution. For example, the University of London programmes were offered by approximately eight organisations. The ownership status of the local institutions included 32 private enterprises, 1 state enterprise and 3 state-assisted enterprises. In terms of country of origin, the vast majority of external programmes came from the UK, followed by the USA and Canada. There were also two from the Caribbean and one from Germany.

Table 6.1. Local onshore providers and their foreign offshore partners, Trinidad and Tobago

LOCAL INSTITUTION	FOREIGN PARTNERS
Trinidad Institute of Medical Technology	Burwin Institute of Diagnostic Medical Ultrasound, Manitoba, Canada; Stratford Institute of Canada, Quebec, Canada; Florida Medical Training Institute, Orlando, Florida.
Trinidad and Tobago Hospitality and Tourism Institute	
University of the West Indies Distance Education Centre (UWIDEC)	
Caribbean Nazarene Theological College	Nazarene Bible College, USA; Institute of Theological Studies, USA
CTS College of Business and Computer Science Limited	University of Hertfordshire, UK; University of London, UK; Association of Business Executives (ABE), UK; Institute for Management of Information Systems (IMIS), UK; Association of Computer Professionals (ACP), UK
West Indies Theological College	
Metal Industries Company Limited (MIC)	ICON Institute, Germany; American Welding Society, USA
Bordercom International Tertiary Academy	University of London, UK; Association of Business Executives (ABE), UK
University of the West Indies – School of Continuing Studies	UWI Mona, Jamaica (Associate Degree); Association of Chartered Certified Accountants (ACCA), UK; London Chamber of Commerce and Industry (LCCI), UK; Institute of Administrative Management (IAM), UK; Association of Business Executives (ABE), UK; Association of Computer Professionals (ACP), UK

LOCAL INSTITUTION	FOREIGN PARTNERS
Student Accountancy Centre Ltd.	Association of Chartered Certified Accountants (ACCA), UK
IKAN (Information, Knowledge Acquisition Network)	Association of Business Executives (ABE), UK; Association of Chartered Certified Accountants (ACCA), UK
Institute of Law and Academic Studies	University of London, UK
Professional School of Accountancy Limited	Association of Chartered Certified Accountants (ACCA), UK
Trinidad and Tobago Reading Association	NOVA Southeastern University, Florida, USA
Higher Education Limited (Higher Education and Consultancy Services)	Heriot-Watt University, UK; Sterling University, UK; Association of Business Executives (ABE), UK
College of Legal Studies Ltd. (The Legal Eagle)	University of London, UK
Omardeen School of Accountancy	Association of Chartered Certified Accountants (ACCA), UK
Automation Technology College	City and Guilds, UK
YIL Tertiary Education Ltd.	Institute of Administrative Management (IAM), UK; London Chamber of Commerce and Industry (LCCI), UK; Microsoft Certified System Engineer (MCSE), USA; Microsoft Certified System Administrator (MCSA), USA; Institute for the Management of Information Systems (IMIS), UK
Trinizuela Technical and Vocational College	City and Guilds, UK
Caribbean Institute for Research and Professional Education Limited	University of Sheffield, UK; Oxford Distance Learning College, UK
RBTT Roytec	
Caribbean Management Consulting and Training Centre	University of London, UK; Association of Chartered Certified Accountants (ACCA), UK
Trinidad and Tobago Institute for Teacher Advancement (TTUTA)	Mount St. Vincent University, Canada

LOCAL INSTITUTION	FOREIGN PARTNERS
College of Science, Technology and Applied Arts of Trinidad and Tobago (COSTAATT)	Michener Institute for Applied Health Sciences, Ontario, Canada
INTAD LTD. Institution of Training and Development	Athabasca University, Canada; Association of Business Executives (ABE), UK; London Chamber of Commerce and Industry (LCCI), UK; Association of Chartered Certified Accountants (ACCA), UK; University of London, UK
College of Ultrasound Sciences	Anglia Ruskin University, UK
SITAL College of Tertiary Education Limited	Association of Business Executives (ABE), UK; Association of Business Managers and Administrators, UK; Cambridge International Examinations, UK; Sabre Inc, USA; Tourism Training Institute, Canada; London Chamber of Commerce and Industry, UK
School of Accounting and Management	NCC Education, UK; University of Huddersfield, UK; Anglia Polytechnic University (APU), UK; Henley Management College, UK
University of the Southern Caribbean	Andrews University in Berrien Springs, MI, USA; Adventist Virtual Learning Network (AVLN), USA
Institute of Tertiary Tutors	University of London, UK; Institute of Commercial Management, UK; Institute of Administrative Management (IAM), UK; London Chamber of Commerce and Industry (LCCI), UK; Nebosh, UK; City and Guilds, UK
Arthur Lok Jack School of Business	Institute of Strategy and Competitiveness, Harvard University, USA
Academy of Tertiary Studies	University of London, UK; Institute of Administrative Management, UK; London Chamber of Commerce and Industry, UK
HCU Institute for Higher Learning	University of the Caribbean, Jamaica; Middlesex University, UK; City and Guilds, UK; Chartered Institute of Insurance, UK; Marishi University of Management, USA; Florida International University, USA
School of Business and Computer Science Limited	Association of Chartered Certified Accountants (ACCA), UK; Association of Business Executives (ABE), UK; Edexcel, UK; Chartered Institute of Marketing (CIM), UK; Chartered Institute of Purchasing and Supply (CIPS), UK; City and Guilds, UK
Professional Institute of Marketing and Business Studies Ltd.	University of Cambridge, UK; Association of Business Executives, UK; Chartered Institute of Marketing, UK; Institute of Administrative Management (IAM), UK

The type of external providers included 21 Universities, 18 Institutes, 8 Associations, 2 Colleges, 1 Chamber of Commerce, 1 Society and 1 Vocational Organisation. The most popular form of relationship between external provider and local institutions was the partnership arrangement (14 responses), followed by providers of content/tuition providers (12), validation (4), franchise (3), articulation (2) and twinning, double/joint degree, virtual/distance, alliance and sub-registry (1 each).

Business was the most popular discipline, offered by 19 institutions. The others were Accounting (13); Engineering, Information Technology (7 each); Education (6); Social Sciences (5); Law, Environment (4 each); Communications, Marketing, Medical/Health Sciences, Theology, Electrical (3 each); Environment Science (2); and Construction, Culinary Arts, General Education, Hospitality/Tourism, Insurance (1 each).

Of those organisations that responded to the question on the level of provision of programmes, 62 certificate programmes were recorded, 86 diplomas, 33 advanced diplomas, 40 undergraduate degrees, 25 postgraduate degrees, 2 postgraduate diplomas and 1 associate degree. The kinds for programmes offered included 20 academic (in-country provider), 8 academic (distance), 15 professional (in-country), 5 professional (distance), 4 adult and continuing education (in-country), 4 adult and continuing education (distance), 4 self-enrichment (in-country), 2 technical vocational (in-country), 2 technical vocational (distance), 1 self-enrichment (distance), 1 staff training (in-country) and 1 staff training (distance).

Most of the local institutions indicated that the external programmes were accredited: 28 programmes were said to be accredited by international bodies, 13 by professional bodies and 1 by a regional body.

In an attempt to understand the kind of financial resources invested in these programmes by students, an average of the annual tuition according to programme areas was determined. For Medicine/Health Sciences, the average was TT\$136,267; Engineering, TT\$18,493; Environment, TT\$16,700; Education, TT\$12,711; Electrical, TT\$12,340; Communications, TT\$8,700; Business, TT\$7,808; Information Technology, TT\$7,666; Accounting, TT\$7,657; Law, TT\$7,513; Insurance, TT\$6,000; Construction, TT\$6,000; Social Sciences, TT\$5,756 Hospitality, TT\$5,250; Marketing, TT\$3,668; and Theology, TT\$2,862. A random survey of courses offered in national institutions revealed that their programmes in Law and Social Sciences, for example, were between 45–55 per cent more expensive than those offered by external providers. However, because tuition fees for undergraduate programmes in national institutions are fully subsidised by the state, this cost differential is not a significant factor.

The total number of students participating in external programmes, based on reported enrolment figures for 2005–06, was 14,103 persons. Enrolment according to programme categories consisted of: Business, 6,628; Accounting, 3,249; Engineering, 1,704; Information Technology, 687; Marketing, 368; Environment, 270; Hospitality and Tourism, 245; Law, 218; Education, 216; Construction, 151; Social Sciences, 148; Electrical, 93; Medical/Health Sciences, 68; Communications, 35; Insurance, 22; and Theology, 1.

To determine the kind of resources invested to facilitate external programmes, local providers were asked to estimate an annual cost to the provision of facilities such as computers, Internet access, libraries, multimedia facilities and tutorial rooms. The total annual sums reported for external programmes was TT\$14,101,860. The Automation Technology College, for example, invested approximately TT\$105,900, of which 89.6 per

cent was spent on lab and learning materials, 7.5 per cent on computers and 2.8 per cent on library resources.

External providers accessed directly by distance education or online

Nationals who were involved in distance/online programmes directly accessed 26 external providers outside the jurisdiction of Trinidad and Tobago:

Association of Chartered Certified Accountants (ACCA)

American Management Association Int'l (AMA)

Business Training Ltd.

Certified General Accountants Assn. of Canada

Chartered Institute of Marketing

Christian Leadership University

DeVry University

Edinburgh Business School

Institute of Chartered Secretaries and Administrators

Institute of Actuaries

Institute of Chartered Shipbrokers

London School of Hygiene and Tropical Medicine

Penn Foster Career School

The Michener Institute

The Writers Bureau Ltd.

Berklee College of Music

University of Cardiff

University of London

University of Melbourne

University of Reading/College of Estate Management

University of Salford

University of Sheffield

University of Texas (Permian Basin)

University of Wales

University of Warwick

University of Waterloo

The most popular institution was Penn Foster Career School, USA with 14 persons, followed by the University of London, UK with 6 persons and the University of Reading/College of Estate Management, UK and Thomson Education Direct, USA with 3 persons each. However, overall, the most popular location for directly accessed external providers was the UK (23 students) and the USA (22 students). Canadian providers were used by 3 people and Australian by 1 person.

In all, 49 programmes were pursued in the following categories: Business (13), Social Sciences (9), Medical/Health Sciences (7), Information Technology (6), General Education (4), Construction (3), Education (2), Engineering (2), Hospitality/Tourism (1), Law (1) and Marketing (1). The kinds of programmes pursued included 9 Master's, 9 Professional, 8 Technical/Vocational, 7 Bachelor's, 6 Diplomas, 4 Secondary (US High

School Diplomas), 2 Postgraduate Diplomas, 1 Postgraduate Certificate and 1 Doctorate. The programmes pursued were:

Actuarial Science	Internet Tech/Multimedia
Advanced Business English Diploma	LL.B.
Applied Computer Science	M.Ed. in e-Learning
Assoc. Degree in Civil Engineering Technology	Maintenance/Operations Management
B.A. English	Master of Business Administration (X 2)
B.Sc. Information Technology	M.B.A. in Construction and Real Estate
B.Sc. Politics and International Relations	Medical Transcriptionist
B.Sc. Leadership	M.Sc Kinesiology
B.Sc. Management/Information System	M.Sc. Financial Economics
B.Sc. Quantity Surveying	M.Sc. Occupational Psychology
Certificate Physical Therapy Aide	M.Sc. Public Health
CGA programme of Professional Studies	M.Sc. Real Estate and Property Management
CIM Professional Diploma in Marketing	Music Industry Entrepreneurship
Comprehensive Writing Course	Music Publishing
Computer Science 100	PC Repair
Corporate Secretaryship	PG Diploma Financial Management
Dip. Surveying Practice	Ph.D. Management
Diploma Catering/ Gourmet Cooking	Postgraduate Diploma Magnetic Resonance
Diploma Child Care Management	Postgraduate Certificate in Avian Health
Diploma Computer Graphic Artist	Qualifying Diploma in Shipbroking
Diploma Small Business Management	Teacher Aide
Fitness and Nutrition	US High School Diploma (X 4)
High Level Translation Spanish to English	Veterinary Assistant

DISCUSSION AND RECOMMENDATIONS

Access

Continued growth in the external provision of education is anticipated as the Government pushes to achieve an increased participation rate of 60 per cent by 2015. The data collected indicate that the most significant similarity between onshore and offshore external education providers is the kind of programmes pursued by students. Business programmes were the most popular, accounting for 47 per cent of the onshore students and 27 per cent of the offshore students. The most popular geographic location for external providers was UK/Western Europe (46 per cent onshore; 47 per cent offshore).

The majority of students pursued programmes from universities (40 per cent onshore; 27 per cent offshore) usually at the undergraduate level (12 per cent onshore; 14 per cent offshore). However, students of offshore providers pursued more professional qualifications (18 per cent), while those of onshore providers pursued more academic qualifications (42 per cent). The popularity of business programmes meant that more

money annually was spent by students of offshore providers in this area (an average of TT\$22,532 per student per annum). Medicine/Health Sciences, however, was the area with the highest per annum expenditure per student of onshore providers (TT\$136,267).

Determining whether external providers are having an impact on national institutions was not the intention of the survey. It became clear during the exercise, however, that a major impetus for the growth of private providers was the absence of tuition provision in national institutions. Further, with Government's emphasis on expanding access, private providers seemed to be better prepared to respond quickly to the growing demand.

In 1989 the UWI St. Augustine responded to the competitive threat of external providers by entering into a joint venture arrangement with the private sector to provide postgraduate education in business and management. It established the UWI Institute of Business (UWI-IOB), later renaming it in October 2005 as the Arthur Lok Jack Graduate School of Business. During this period, the School produced more than 900 graduates and trained more than 19,000 people in its executive and professional programmes.

Real concern still remains that demand will continue to outstrip local capacity in tertiary education. The UWI St. Augustine, for example, was said to have surpassed its target of a 5.8 per cent increase in undergraduate registration. The growth rate has now been set at 16.8 per cent per annum, more than doubling initial expectations. In 2003/04, St. Augustine enrolled approximately 10,693 students. On-campus enrolment increased to about 13,900 students for 2005/06 and 14,196 (13,138 on-campus) students for 2006/07. Enrolment in its Summer School programme was approximately 20 per cent higher in 2005/06, enrolment in Master's programmes increased by approximately 12 per cent, while enrolment in UWIDEC programmes increased by 31 per cent. Approximately 82 courses were also made available online, and the Evening University began in 2005.² The UWI intends to increase opportunities for continuing professional education via the Evening University by the phased expansion of the taught Master's programmes, expand and strengthen the distance education programmes with a shift to asynchronous delivery systems and continue the expansion of physical capacity to meet demand.

With the coming on stream of UTT in 2005, the public tertiary education system seemed better poised to accommodate more students. UTT's initial enrolment of 1,600 students in diploma and degree programmes was expected to increase to 3,100 in the 2005-06 academic year, and it is anticipated that these figures will increase dramatically as the University begins rolling out its campuses across the country (Point Lisas, O'Meara, Chaguaramas, Wallerfield, Mayaro and Tobago).

COSTAATT enrolment dropped from 4,763 students in 2004/05 to 3,837 in 2006/07. This decline was in large part due to the transfer of some of its institutions to UTT (e.g., JDTI and SFTI). However, the College remains committed to increasing access through distance education modalities, including to geographically remote students and working adults. Also, there are plans to extend access to students with physical and learning disabilities and to provide alternate access routes for mature students through the introduction of challenge examinations and prior learning assessment.

Accreditation

In 2004 providers of post-secondary and tertiary education were required to seek registration from the Ministry of Science, Technology and Tertiary Education in order to operate in the country (Act No. 16, 2004). Registration was one way of ensuring that institutions met or exceeded the minimum standards required for quality provision

of education and training, as institutions that were not registered faced the possibility of being closed down. This registration process in addition yielded a list of approved institutions that were eligible to offer state funding assistance – GATE – to their students. As noted earlier, the GATE programme was expanded in 2006 to provide for free tertiary education (tuition) to all nationals pursuing undergraduate programmes at local and regional public tertiary institutions, including distance learning programmes, as well as grants to cover 50 per cent of tuition for those pursuing postgraduate programmes at these institutions. Students pursuing approved postgraduate programmes at private institutions, including distance learning programmes, would be eligible to receive a grant representing 50 per cent of tuition fees up to a maximum of TT\$10,000 per year.³

Registration, however, was just the first step in the development of a regulatory framework for tertiary education. The Accreditation Council of Trinidad and Tobago (ACTT), which was also established by Act No. 16, 2004, eventually came into being in 2005. ACTT assumed responsibility for the key functions of the accreditation and re-accreditation of institutions and programmes, the recognition of foreign qualifications and the promotion of quality enhancement and quality assurance in tertiary education.

As accreditation is a voluntary process, ACTT's initial focus has been on encouraging education providers within country jurisdiction to undergo this vital exercise. Offshore/distance education providers present additional issues that will need to be addressed, one of which is ensuring that programmes offered by distance are of the same standard as those offered by the institution in its country of origin. Systems will need to be established to ensure that agreements between local and external institutions adequately address issues such as the conditions under which examinations are organised, the assessment of scripts and the calibre of invigilators. Ultimately, non-traditional programmes may need to be treated within a broader context that may be more outcomes-based – where, for example, students demonstrate their satisfaction with learning objectives – rather than based on the passing of examinations. The onus then shifts to the institution to provide evidence that its students are meeting these standards.

ACTT has been aware of the growing trend of local institutions “franchising” foreign programmes; however, it is not in a position to determine what type of education is being provided. Of concern has been the quality and relevance of these programmes to the society and whether graduates are able to function effectively in the workplace on completion of studies. The Council, however, expects to generate its influence through advising on the registration and licensing of foreign institutions and their regulation through collaboration on accreditation.

Policy framework

Coordinating activities within the tertiary sector still remains a critical challenge as the sector develops. In the interest of national development, Government needs to:

- Ensure that the changing tertiary education sector and system are coherent and effectively regulated and governed
- Create all the necessary linkages for the establishment of a Seamless Education and Training System

- Establish integrity, relevance, quality, access, performance and conformability within the context of educational systems to make certain that citizens’ social and economic needs are being met
- Deliver the necessary expectations of a national economy-in-transition and those of the country’s goals for 2020 (Ali, 2006)

Towards this end, there have been quite a few policy initiatives including the Seamless Education and Training System; Baseline Study for Tertiary Education; Licensure, Registration and Accreditation; Rationalisation of National Qualifications; Rationalisation of Teacher Education; and Rationalisation of National Training.

CONCLUSION

The determination to democratise access to secondary education following the achievement of independence placed Trinidad and Tobago on a somewhat “out of control” path, as the educated rapidly created their own demand for more education. By the 1980s, for example, the secondary system had begun unleashing increasing numbers of graduates to a largely unprepared tertiary system. The economic fortunes of the country in the 1990s meant that tertiary education quickly became within the reach of the average person. By the turn of the century, with the added forces of globalisation and the impact of technology, the tertiary education sector had found itself in a serious phase of “catch-up.” The freedom of the local market, however, allowed external tertiary providers to enter the system to address a demand that was beyond the capacity of the state to satisfy. External providers, in addition, offered a sense of “legitimacy” to a populace still not over the colonial mentality of “foreign is better.”

To ensure that the sector remains on course to Vision 2020, the country’s national development plan, it has therefore been suggested that the management of tertiary education should engage in a four-step strategy (recommended by Eduardo Ali, Education Adviser, Ministry of Science, Technology and Tertiary Education). This should include:

- Researching the international and national tertiary education environment and defining national tertiary education policy
- Linking tertiary education policy goals to clearly defined strategies developed with stakeholders
- Ensuring that strategies are managed by stakeholders and progress and outcomes reported to the Government
- Establishing annual monitoring and triennial evaluating of effectiveness by the Government to re-define policy and strategies with stakeholders

It is evident from the study that private providers have a growing stake in the education sector’s development. To achieve sector targets the country may not be in a position to exclude this segment from the process, as it is doubtful whether the state will be able to develop critical mass (human resources and infrastructure) on its own. As such, as the words of our National Anthem – “Here, every creed and race find an equal place” – continue to resonate in our psyche, we know that our mission must be one of inclusion in the creation of this nation. However, protecting the national interest should be paramount in all we do so that inclusion remains on our terms and not imposed by others.

ENDNOTES

- ¹ Government of the Republic of Trinidad and Tobago online, “About Trinidad and Tobago.” Retrieved from <http://visittnt.com/General/about/education.html>
- ² Information provided to the Ministry of Science, Technology and Tertiary Education for the Social and Economic Policy Framework 2006–2008.
- ³ Note for Cabinet on the Revision of the GATE programme to provide for Free Tertiary Education (Tuition), paragraphs 5 and 6.

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CHAPTER 7

EXTERNAL TERTIARY EDUCATION PROVIDERS IN THE TURKS AND CAICOS ISLANDS

Carlton Mills

INTRODUCTION

In the Turks and Caicos Islands (TCI), particularly since the 1980s, there has been a rising demand for higher education triggered by the increasing growth and development in the tourism, banking, construction and fishing sectors (Hamilton 1998). This growth has also placed a greater requirement on the residents in the TCI to acquire higher levels of educational qualifications in order to effectively prepare themselves for the changes in society. Whiteley (2000) notes that greater access to tertiary education has become an important item on the regional political agenda, with the target set by CARICOM governments of 15 per cent of the age cohort in tertiary education by 2005. It is believed that the TCI is close to achieving this target as the Government is making more efforts to increase access to higher education.

Currently, the state-owned Turks and Caicos Islands Community College (TCICC) is the predominant tertiary education provider in the islands, with a student population of over 400. However, the institution suffers from a major drawback in that it only makes provision at the Associate Degree level in a limited number of subject disciplines. That the islands need higher levels of education than TCICC is equipped to offer was highlighted during the annual budget presentation in April 2005, when the Minister of Education announced that there were over 400 other students (representing about 8–10 per cent of the relevant cohort of the population) pursuing higher education overseas at a cost of about US\$15 million annually. Additionally, there are also a number of individuals pursuing higher education at home from external providers.

The literature on globalisation and its effects on the economies of small states like the TCI is voluminous. The growth in distance education over the years has made these effects more pronounced as boundaries and borders are rapidly disappearing and local institutions are being forced to compete with other education providers for potential students. This is why Hamilton (2004) writes that the Caribbean region is under siege from overseas institutions. She has even noted that the University of the West Indies (UWI), which was established as the regional higher education institution serving the English-speaking Caribbean, can no longer claim monopoly status over the region because students now have more choices when it comes to their education (ibid.).

This chapter attempts to shed light on the various external tertiary education providers that are operating in the TCI. It also outlines the impact that such providers are having on the local institution and provides a list of their programme offerings and the regulatory framework that is in place to monitor their activities. Issues related to quality assurance and accreditation are also examined. The chapter concludes by proposing certain fundamental strategies that the Government can adopt to ensure that such providers meet national requirements in relation to the quality of education that they offer to citizens. It should be noted that the information does not cover all the external providers that are believed to be operating in the islands since no proper records are kept of their activities.

OVERVIEW OF THE TCI

The TCI consists of some 40 islands scattered over a radius of about 200 miles with a total landmass of approximately 196 square miles. The population was estimated at 32,200 in 2006 (Turks and Caicos Islands Government, n.d.). Politically, the TCI is a British Overseas Territory, with the mainstays of the economy being tourism, offshore banking, construction and fishing (Hamilton, 1998). These sectors have experienced substantial growth over the last ten years, resulting in a demand for more highly skilled labour. In response to this demand, the Government has embarked on an extensive training programme through the provision of scholarships to locals to pursue studies overseas so that they will be able to acquire the necessary skills to better position themselves to benefit from this growth and development.

EXTERNAL TERTIARY EDUCATION PROVIDERS

There are several external tertiary education providers operating in the TCI, offering a range of programmes (see Table 7.1). The UWI through its Distance Education Centre (UWIDEC) and The School for Field Studies (SFS) both have a physical presence in the islands. The other providers operate in collaboration/partnership with either the Government or the TCICC or act independently. For the purposes of this chapter, the UWI is considered as an external provider since the TCI is not a contributing territory to the University.

From the table, it is noticeable that the majority of providers are offering programmes in business studies. This could be because the economy is highly service-oriented and, as a result, a need for training in this area is paramount. Although the TCI has other pressing needs, these institutions tend to focus on programmes that are more marketable and that require less overhead expenses in their initial set up. Beckles (2005) addresses this situation most appropriately when he argues that external providers only cater minimally to such territories. Hamilton (2004) shares the same view and further questions the extent to which external providers of higher education are committed to national development of the territories in which they operate or are driven by profit motives.

There is no regulatory framework that clearly sets out how arrangements are made between the respective parties regarding provisions for education in the TCI. In some instances, the Government signs agreements with external providers without informing the TCICC; in other cases, the TCICC signs agreements with external providers without involving the Government. With these various memoranda of understanding (MoUs) and articulation and partnership agreements, the philosophy of bringing the “mountain to Mohammed” can adequately be applied to the TCI in relation to tertiary education.

Table 7.1: External providers in the Turks and Caicos Islands

IN-COUNTRY	PROGRAMME
UWI Distance Education Centre (UWIDEC)	B.Sc Management Studies, B.Ed., Certificate in Gender Studies, Certificate in Adult Education, Certificate in Education
School for Field Studies (SFS)	Marine Sciences, credit transfers
Partnerships/Articulation agreements	Programme
Resource Development International (RDI)/ University of Leicester	M.B.A., M.Sc. Marketing, M.Sc. Finance, Diploma in Management, Cert. in Management
RDI/University of Sunderland	B.A. Business, B.A. Business IT
RDI/EDEXCEL	H.N.D. Business, H.N.D. Computing
Mount St. Vincent University (MSVU)	B.A. Business
UWI School of Continuing Studies (Trinidad)	Cert. in Child Care, Cert. in Human Resource Management, Cert. in Social Work
Joint Board of Teacher Education (UWI Mona)	Associate Degree in Primary Education
Independent	Programme
University of Phoenix	M.B.A.
University of Surrey	M.B.A.
University of Keele	M.B.A.
University of Leicester (CELM)	M.Sc. Education Leadership, M.B.A. Education, M.A. Education, M.A. Primary Education
Chatham College	M.B.A.
University of Bristol	Ed.D.

Despite criticisms that are being levied against external providers, they provide a valuable service that neither the Government nor the TCICC is capable of providing at this stage. Moreover, when these providers offer programmes in collaboration with the TCICC, they furnish the opportunity for global networking, greater choice, wider access, capacity building and institutional strengthening through joint venture modalities (Beckles, 2005).

Table 7.1 identified three modalities for external providers operating in the TCI. These are: in-country presence, partnership/articulation agreements and independent operators.

In-country presence

Currently, UWIDEC and The School for Field Studies (SFS) operate under this modality.

The University of the West Indies Distance Education Centre (UWIDEC)

The TCI has a long-standing relationship with the UWI where, over the years, a number of students were sent by the Government to the UWI to pursue undergraduate studies in various disciplines. This relationship was strengthened in 1998 when the Government and

the UWI established the local UWIDEC site. UWIDEC offers a number of programmes to the TCI through its distance modalities, including those listed in Table 7.1.

UWIDEC commenced delivery of programmes in the TCI in 1998. After utilising the facilities of the TCICC for a short period of time, it established a physical presence on Grand Turk with teleconferencing facilities. However, due to the astronomical telephone cost, this modality had to be abandoned. The lack of teleconferencing facilities is believed to be the main contributing factor to the decline in interest by students since they depended mainly on one-hour tutorial support weekly, which they felt was inadequate to meet the challenges that this level of study demanded. Another disincentive was the delays experienced in the receipt of print materials and examination results. Within a year, all six students dropped out.

Despite these challenges, an interest in the programmes developed on the island of Providenciales. However, a similar situation to that in Grand Turk occurred. Initially, 14 students pursued programmes from UWIDEC. So far, two have successfully completed their programme of studies, one in the Certificate in Public Administration and the other in the Certificate in Business Studies. Three students currently remain in the B.Sc. in Management Studies programme. The students who pursued the B.Ed. in Education Administration, however, dropped out because of the difficulties experienced in getting grades for assignments and examinations.

There is a demand for tertiary education, particularly on the island of Providenciales since this island is the economic “hub” of the TCI. If the UWI intends to have a greater presence in the TCI, partnering with the TCICC is the way forward and it will also need to provide the same level of facilities and the kind of support that is provided in the other non-campus territories, provided that the Government is willing to assist in funding the requisite expansion. Because of the lack of interest shown by UWIDEC in expanding its facilities in the TCI due to the non-existence of an agreed funding formula with the Government, students have sought alternative means of furthering their education. They have also tended to view the UWI’s programmes as not being student-friendly, arguing that other providers are more supportive in their programme delivery.

The School for Field Studies

The School for Field Studies (SFS) has been in operation on the island of South Caicos for a number of years. This American-based institution provides courses in Marine Sciences, and students come mainly from the USA for one semester to pursue these courses. The SFS also offers two scholarships annually during their summer semester to permit local students to benefit from the programme. It has a physical presence on the islands, housing both faculty and students on the same compound. Credits from the SFS are transferable to colleges and universities in the USA towards undergraduate degrees in science. The institution is associated with Boston University, which selects the faculty. The Government has little or no input into the School’s management or curriculum.

In order to sensitise its students to the culture and heritage of the TCI, the SFS has recently introduced a course in British West Indies Culture and Society. The institution also invites persons from the local community to give guest lectures on the political, cultural and social issues facing the country. (*Editors’ note: The SFS is the subject of the case study in Chapter 8.*)

MoUs/partnerships/articulation agreements

MoUs, partnerships or articulation arrangements have been made either by the Government or by TCICC. In 2004 the Government signed an MoU with The New England Institute of Technology and also made arrangements with Howard University so that students from the TCI who have completed studies at the Associate Degree level at the TCICC to matriculate into programmes at these institutions. The TCICC has also formed partnerships with a number of external providers, as outlined below.

University of the West Indies School of Continuing Studies (UWISCS)

One such partnership was formed in 1997 between the TCICC and the UWI School of Continuing Studies (UWISCS), St. Augustine Campus. The general terms of the agreement allow the TCICC to franchise several programmes from UWISCS. These include Certificates in Human Resource Management, Early Childhood Care, Social Work, Corporate Secretaryship, Administrative Professional Secretaryship, School Administration and Guidance and Counselling.

The agreement also allows the TCICC to use the syllabuses of UWISCS and for lecturers at the TCICC to teach the programmes, set examination papers and act as first markers while UWISCS plays the role as moderator of the examination papers and second markers. On completion of the course, the Certificates come from UWISCS. It is anticipated that, in future, they will be issued jointly by UWISCS and TCICC.

Other University of the West Indies programmes

In addition, there are two students in the TCI who are currently pursuing the Master's Degree in Education from the UWI Mona Campus online. Another is pursuing a Master's Degree in Executive Management from the Cave Hill Campus and a fourth is pursuing an M.B.A. from the same campus. The M.B.A. programme involves a mixture of on-site visits and distance education.

Joint Board of Teacher Education

The TCICC also has arrangements with the Joint Board of Teacher Education (JBTE), UWI Mona Campus, where both parties in 2004 collaborated in the development of an Associate Degree in Primary Education. With the support of the JBTE staff, it is expected that eventually the programme will be crafted to better suit the local teaching culture of the TCI. Plans are also in place to develop an Associate Degree in Secondary Education. Members of the JBTE make at least one site visit annually to the TCI to review the programme.

Resource Development International USA Ltd.

The TCICC signed an MoU in 2004 with Resource Development International (RDI) USA Ltd. that enables it to offer programmes from the University of Leicester, the University of Sunderland and EDEXCEL. The programmes that are being offered from the University of Leicester include an M.B.A. in Business, an M.Sc. in Marketing, an M.Sc. in Finance, a Diploma in Management and a Certificate in Management. Programmes that are franchised from the University of Sunderland include a B.A. in Business Studies and a B.A. in Business IT. Programmes from EDEXCEL include the Higher National Diploma in Business and the Higher National Diploma in Computing.

Under the MoU, the TCICC is responsible for:

- Promotion, marketing and recruitment to a range of RDI distance learning programmes
- Providing such advice and assistance as may be required by potential sponsors to enable them to meet the requirements for admission to and registration for the said programmes
- Dealing with any enquiries relating to the programme realised by a potential student or their sponsors in the territory (If the TCICC is unable to respond to the enquiry in a satisfactory manner, full support will be offered by RDI.)
- The proper and efficient conduct of any admission and registration procedures in line with the university's admission and registration policies
- Where applicable, the university shall provide course materials to enable (the TCICC) to distribute these to each student registered on a distance learning programme

As a result of this MoU, the TCICC receives a prescribed commission per student entry into the programme.

Other partnerships

The TCICC also has articulation agreements with Wilberforce University, American Intercontinental University and Mount St. Vincent University (MSVU). These agreements provide the opportunity for students who have completed the two-year Associate Degree programmes at the TCICC to gain advance placement at these institutions. This is a major cost saving to the Government since it generally only takes students about 18 months to two years to complete their undergraduate studies through these arrangements. It also provides the opportunity for students to spend two years at home after graduating from secondary school and thus they can be better prepared for tertiary level studies.

Independent operators

There are other external providers that operate independently in the TCI. These include the University of Keele, the University of Surrey, the University of Bristol, the University of Sheffield, Manchester School of Business, Chatham College, the International Correspondence School, Answorth College and Northern Caribbean University. In several instances these providers involve the TCICC as an examination centre, while in other cases no arrangement is made between the parties concerned. Because some of these institutions operate independently, data on their programmes and their student numbers are generally difficult to access.

The University of Leicester, Centre for Education Leadership and Management (CELM), runs three Master's Degree programmes in Education. These are the M.B.A. in Education Administration, M.Sc. in Educational Leadership and M.A. in Primary Education. Only the M.B.A. in Business, which is franchised by RDI, USA Ltd, is run in collaboration with the TCICC. Materials for the education programmes are sent directly to students who are also assigned a tutor. Communication between the tutors and the students is mainly through electronic media. Five students are currently pursuing the M.Sc. in Educational Leadership and five are pursuing the M.A. in Primary Education. There are currently four students pursuing doctoral studies with two other universities in the UK, three with the University of Bristol and one with the University of Sheffield. The students are required to make at least three site visits annually. The Government provides financial assistance for three of the students on the Doctorate of Education programme.

Other providers operating privately in the islands include The College of Law, Florida Metropolitan University, the University of Phoenix and Saint Leo University. They have one student each who is funded by the Government. There are also providers that are registered with the local Companies Registry as Universities and Colleges. These include AIWA International University, Burkes University, Hunter International University Ltd., Southern Pacific University, St. Clements University, St. Columbia University, St. George's University International and International Managers College. No record of student enrolment is available from these institutions. Registration simply means that these institutions pay fees to the Government, which is a small source of income, but they do not necessarily have a presence in the country.

Table 7.2 provides information on the number of students currently registered in various programmes with external providers in the TCI. From this, it can be seen that apart from the franchised UWISCS programmes, the most subscribed programmes are those from the University of Leicester. Business is generally the preferred choice of study.

Table 7.2: Universities and colleges and number of students registered, the TCI

INSTITUTION	NUMBER OF STUDENTS
University of the West Indies, School of Continuing Studies	64
University of Leicester	30
School for Field Studies	25
University of the West Indies	6
University of Bristol	3
Mt. Saint Vincent University	2
University of Sunderland	1
University of Surrey	1
EDEXCEL	1
University of Phoenix	1
Answorth College	1
University Keele	1
Chatham College	1
University of Sheffield	1
Manchester School of Business	1
Northern Caribbean University	1
College of Law	1
Florida Metropolitan University	1
Saint Leo University	1
International Correspondence School	no information

This table does not, however, provide information on all the external providers in the country as there are students who are pursuing studies from institutions on their own without the knowledge of the Ministry of Education. This is a limitation to the chapter as what is presented comes primarily from what is actually documented.

Resource provision

In many instances, very little in the form of resources are provided by external providers operating in the TCI to develop local facilities in order to accommodate the delivery of their programmes. UWIDEC and the SFS are the only providers that have made some provision in this area for their students. Instead, many of the external providers give their students direct access to their libraries online and also provide print materials and e-journals to support their students. In the case of some North American providers, students form chat groups in which they can discuss and share information collectively online. The programmes originate from the respective institutions and, with the exception of UWISCS and the SFS, no effort is made to incorporate any aspect of the local culture in their curricula.

IMPACT ON THE NATIONAL INSTITUTION

The impact that external providers are having on the local institution can be viewed as both positive and negative. In the case of the UWI, some of the lecturers at TCICC conduct tutorials for some of the courses that are being offered. This acts as a confidence booster and can also be regarded as a grooming process for them as there is talk of TCICC eventually moving towards University College status. This networking process helps TCICC enhance its human resource capacity, adds to institutional strengthening and provides opportunities for establishing professional relationships.

In some instances, TCICC offers similar programmes to those being offered by some of the external providers and more cost-effectively. Despite this, many locals refuse to register for programmes at TCICC because they think that the programmes that are being offered by the external providers have greater standing.

The fact that the programmes that are being offered by TCICC articulate into international universities can help to improve its status recognition. It can also set the foundation for further collaboration with these institutions in other areas. Support for this is encouraged by Hosein, Chen and Singh (2004), who point to evidence of this kind of arrangement between the UWI and other universities. They also note that there are more than 100 such partnerships, with many community colleges and other tertiary level institutions (TLIs) now offering Associate Degrees, Bachelor's and Master's of Science Degrees in conjunction with external TLIs. The TCICC, because of the country's closeness geographically to North America, is in a strategic position to develop similar arrangements with institutions in that country. In fact, efforts are now being made by the TCICC to collaborate with selected institutions in the USA to run at least two undergraduate programmes there in the near future.

REGULATORY FRAMEWORK

The Government has established a regulatory framework that is supposed to monitor the operations of external tertiary providers in the TCI. These regulations came into effect with the passing of the Universities and Colleges Ordinance (Ministry of Education, 1998). Despite this document, there is concern as to whether the regulations are being

seriously adhered to since there are still external providers that operate in the islands without the consent or the knowledge of the Government. The Ordinance states that:

- The Minister may licence any person resident in the islands or any corporate body having a place of business in the islands after having satisfied the criteria for the operations of an institution and may renew such licence from year to year or at such other intervals as he/she may determine.
- No institution shall operate as a University, College or training agency in or from the islands unless there is in existence in relation to such institution a licence issued by the Minister under the provisions of this Ordinance.
- Every University, College or training agency to which this ordinance applies shall make a return to the Minister at the commencement of each academic year showing:
 - (a) The number of students enrolled by name, age, sex, marital status, place of origin, previous qualifications and position on respective courses.
 - (b) The number of academic staff and other staff employed by name, age, sex, marital status, place of origin, academic qualifications where appropriate and courses taught or jobs, for which the external providers are also commissioned to file an annual financial statement to the Ministry of Education and on the work of the institution.
- The Minister may inspect or appoint someone to inspect the premises of any University, College or training agency to which the Ordinance applies and call for any records he/she deems necessary.
- There shall be a Higher Education Advisory Board consisting of not less than five and not more than seven members to be appointed by the Minister. Such members shall serve for a period of three years and shall be eligible for reappointment unless their appointment is earlier terminated by the Minister.

This Higher Education Advisory Board has been assigned specific functions, including advising the Minister on matters relating to Universities, Colleges and training agencies operating in or from the islands and in particular to:

- Advise on the quality of education and training at such Universities, Colleges and training agencies
- Supervise and monitor the academic operation of every University, College and training agency operating in the islands
- Advise every University, College and training agencies on its educational and training policies, disciplinary problems, standards of examinations, selection of faculty members and similar matters
- Investigate and report to the Minister on any matter relating to tertiary level education or above in the islands upon which the Minister may in writing request the advice of the Board
- Serve as an accrediting body for tertiary level institutions

The Board Members are currently reviewing the Ordinance. It is anticipated that with the functioning of this Board, the legislation will be given more teeth and proper record keeping and monitoring of external education providers will be done. While the situation

may prove difficult to monitor effectively because of the scattered nature of the islands, it is anticipated that greater accountability will be realised if the proper mechanisms for monitoring are put in place.

THE WAY FORWARD

The present situation in the TCI, where external tertiary providers can operate without restrictions under minimum or no supervision and without penalties being imposed, cannot be allowed to continue. Before it becomes unmanageable, the Ministry of Education needs to ensure that the procedures as set out in the Universities and Colleges Ordinance are adhered to. The first step is to make sure that external providers know that a formal application has to be made to the Ministry before they are able to operate in the TCI. Any provider found operating without such a licence will be suspended and charged, and students pursuing courses from any institutions that operate without a licence will suffer the same fate. The severity of the penalties should be so structured that they would discourage any institution from wanting to operate in the TCI without a licence.

Second, the Ministry of Education will need to ensure that proper background checks are made – of the institutions already operating and those that apply to operate in the TCI – before a licence is granted. A history of the institution along with its national and international ranking and a list of agencies that it has been accredited by should also be provided. Additionally, information on its programmes and faculty is pertinent. The academic qualifications and research backgrounds of faculty members should be provided and carefully evaluated. If, for example, the institution is providing undergraduate programmes, their faculty members should have at least a Master’s Degree in the discipline and should also be involved in research. Furthermore, the assurance must be given that the faculty of the external provider will work in collaboration with the faculty at the local institution. Exchange visits can also be a part of the arrangement. The Ministry of Education will also have to ensure that the relevant teaching resources related to the programmes being offered are provided by the external tertiary providers. These can be shared with the local institution to foster capacity building and institutional strengthening.

With the coming into force of the Higher Education Board, their members should be given the authority to inspect the operations of every external provider in the TCI annually and report their findings to the Ministry of Education. Additionally, this Board should be given further powers to critically evaluate institutions to determine issues of accreditation and status recognition. As the TCI is a small developing country, there may be institutions that want to operate mainly for profit rather than helping to meet the needs of the society. The Government has to be vigilant in this regard.

Finally, the Ministry of Education has to also ensure that persons who are selected to be members of the Higher Education Board have a strong background in education. This group should also be commissioned to devise monitoring mechanisms and be enforcers of the Universities and Colleges Ordinance.

CONCLUSION

The education system in the TCI is very open in relation to international standards. This is in keeping with what certain international bodies such as the World Trade Organization (WTO) have prescribed. Many individuals in the TCI continue to subscribe to the view that the provisions that are being made by external providers for education are superior to those being provided by the TCICC. The mind set is that since it is foreign it is “better.” However, there is a need for more effective monitoring of the system.

By legislating the Universities and Colleges Ordinance and appointing a Higher Education Board to implement the regulations in the Ordinance, the Ministry of Education has shown its concern about the number of external providers that are operating in the islands. Since the Board is a recent phenomenon, it cannot be properly assessed at this stage. However, if it is going to be an effective body, it is fundamentally important that its members have the backing and the overwhelming support of the Ministry. Failure to ensure this will only result in the TCI continuing to go through the motions when it comes to providing tertiary education for its people. The TCI needs to heed the advice given by Hosein, Chen and Singh (2004) to proceed cautiously and only make commitments that will serve the country’s best interest.

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CHAPTER 8

MAXIMISING THE BENEFITS OF AN IN-COUNTRY FOREIGN TERTIARY EDUCATION PROVIDER: THE SCHOOL FOR FIELD STUDIES, THE TURKS AND CAICOS ISLANDS

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INTRODUCTION

The demand for tertiary education throughout the wider Caribbean is expanding at a rate that has already outstripped the region's ability to provide for domestic educational needs. Students are thus often forced to leave their home countries to pursue higher education – in many cases for extended, or even permanent, stays abroad. This pattern is in line with global trends, where demand for international education is expected to increase from 1.8 million students in 2000 to 7.2 million students by 2025 (IDP Education Australia, 2002).

Education delivery is also changing, with increased cross-border education provision involving multiple types of education providers, modes of delivery, programmes and national regulations. Cross-border education can be defined as the movement of education across national jurisdictional or geographic borders. To be competitive in the international education market, higher education providers throughout the world are being compelled to provide international/intercultural curricula, involving interdisciplinary studies, research and community service/outreach (Knight, 2002; 2004a; 2004b). At the international conference on Accreditation, Quality Assurance and Recognition of Qualifications in Higher Education in Africa, held in Kenya in 2006, the steering committee indicated that enrolment rates of 40–50 per cent of the relevant population group are required if a country is to perform effectively in a competitive world (Okebokula, 2006).

The dearth of national providers of higher education in the Caribbean has led to the establishment of numerous cross-border programmes within the region (Whiteley, 2000; Brandon, 2003). While this could be considered a major benefit to the host countries, all too often the level of access to these institutions by local students is extremely limited or absent altogether. Moreover, as many cross-border providers are driven by a profit motive rather than a national development motive, there seems to be an inherent conflict in the agendas of the national governments on the one hand and the external providers on the other.

The various chapters in this book include recommendations on ways in which national governments could better deal with external providers and ensure that their citizens are not only protected from fraud but also receive the maximum benefits. Certainly, there is a need for well-articulated guidelines for cross-border providers operating within the region. However, there are several providers whose operations in the Caribbean are to be commended. This chapter will highlight one such institution as an exemplary case study: The School for Field Studies (SFS) in the Turks and Caicos Islands (TCI). It will attempt to critically analyse the successes and failures of this foreign institution that has a physical presence in the TCI. Since Chapter 7 provides much of the background for the present case study, this chapter will only briefly describe the local setting.

SFS ORGANISATIONAL OVERVIEW

The SFS, an international non-profit academic institution, provides environmental education (primarily as a study abroad provider for US-based students) and conducts research through its field-based programmes in five countries around the world, with the Center for Marine Resource Studies in the TCI being the location of the Marine Resource Management programme. The SFS is committed to providing hands-on, interdisciplinary education and environmental research in partnership with natural resource-dependent communities. The goals of the organisation are to: (i) provide students with a unique and challenging educational and life experience that assists them in successfully advancing their careers as skilled professionals and globally aware citizens; and (ii) work with local community stakeholders to develop models for the sustainable management of their natural resources.

The various programmes offered by the SFS are based on a general philosophy and a set of core values and aim to:

- Identify natural resource/human conflicts and help all concerned to better grasp the issues involved
- Use a hands-on, field-based interdisciplinary approach
- Expose students to and train them to do field research
- Give students the opportunity to study in a local context that provides an understanding of bigger-picture environmental concerns
- Focus on field data collection that contributes to the understanding and sustainable management of critical ecosystems and natural resources
- Provide a fixed centre location to facilitate immersion in local issues and create a “living classroom”
- Provide opportunities for students to interact with the local community to learn about the traditions, values and socio-economics of that community
- Employ faculty/experts who are usually, but not exclusively, from the host country or host country region and are intimately familiar with local environmental problems
- Provide students with extensive mentoring throughout their coursework and/or summer projects
- Help students to evolve from “caring about” the environment to recognising the complexities and realities inherent in every issue

Although the SFS has a 26-year history of environmental education and research around the globe, it was not until 1985 – when it began offering both semester and summer programmes at local bases, in order to integrate the SFS into the surrounding communities – that the true benefits of this external tertiary education provider became evident. Initially, the SFS-Center for Marine Resource Studies was located in the US Virgin Islands. However, following the destruction of the centre during a hurricane in 1989, the SFS moved to the TCI and ran its first semester course there in the fall of 1990. This in-country presence has helped to establish a mutual sense of commitment with the local community in solving environmental problems.

In response to the growing interest in sustainable development, the SFS began shifting the focus from a primarily ecological approach to a more comprehensive resource management focus. Including the human role in environmental issues was a vital step for the SFS in its approach to research and problem solving. In 1993 the SFS changed from a course-based approach to learning to a case studies-based approach that involved looking at an actual environmental issue and coming up with a solution for the local partner organisation/community involved. This supported the original mission to provide an education that is action-oriented, experience-based, manifested in practice and concerned with voluntary actions and ethical decisions.

WHY THE TURKS AND CAICOS ISLANDS?

The traditional economies of some Caribbean and tropical Atlantic island nations, including the TCI, are based on natural marine resources. While many Caribbean communities have promoted economic diversification, particularly tourism, to improve economic and social stability, mass tourism threatens fragile marine ecosystems and traditional Caribbean culture if it is not carefully managed. The spectacular marine environment that supports tourism can easily be degraded by uncontrolled and environmentally insensitive development. A critical factor in choosing the TCI for an in-country presence of a small campus with resident faculty and international students was the existence of complex marine ecosystems surrounding most of the islands that provide food, physical protection from storms and a destination for tourist recreational activities such as diving and sport fishing. While the TCI national government departments responsible for conservation, environmental research and resource management had effective regulations in place, enforcement was lacking due to logistical and financial constraints. In addition, the TCI lacks an in-country, university level higher education institution. Thus, the SFS identified a need and subsequently sited the SFS Center for Marine Resource Studies on the island of South Caicos.

CONNECTING WITH THE LOCAL COMMUNITY

Key elements that are often missing from the interactions between external tertiary education providers and local communities are information and resource sharing. As noted in other chapters, it is rare to find an organisation that is willing to invest substantial resources in building close working relationships with the community in which it operates. Resources can take many forms and include financial and knowledge-related resources, information sharing, education and training of local stakeholders and other forms of community outreach. In the TCI, the SFS is working with the local community of South Caicos and, to an ever increasing extent, with the whole territory – including the private sector and the Government – to understand marine environmental issues and, in turn, to determine effective management strategies. The programme is oriented toward helping the community conserve and sustain its natural resources.

The SFS aims to provide the local community and tourism developers with advice that will help sustain the traditional fishing economy as well as minimise the environmental impacts of growing tourism on the terrestrial and marine environments. Students quickly become involved with the community, spending time with local residents, fisherfolk and resource managers, learning about the challenges they face and the local culture.

Throughout the programme, opportunities are provided for students to participate in cultural and social activities. These are facilitated by the SFS staff and community groups, who identify and select those that will help students become grounded in the local context of the issues they are researching and studying, as well as learn from each other and the community. The SFS is committed to preserving the ecological health and sustainability of the communities in which it works. It takes the lead from its local partners, who identify environmental issues critical to them, and then develops research plans to address these. Through ongoing research efforts, it provides high-quality results and recommendations that promote the sustainable use of the natural resources on which the TCI communities depend.

HOST COUNTRY SCHOLARSHIPS (CARIBBEAN STUDENT SCHOLARSHIP PROGRAMME)

The SFS also offers the “Caribbean Student Scholarship Programme.” This is designed to increase the participation of Caribbean nationals in academic programmes at the SFS centre in the TCI. It is intended for:

- University students, graduates and high school seniors (summer only) who are citizens or permanent residents of the TCI (future funding is being sought to widen this pool to include students from all the Caribbean nations)
- Students who would not normally be able to afford to attend the SFS
- Students who will benefit from the hands-on approach that an SFS education provides and who want to conduct research that benefits local community stakeholders
- Students who want to put a human face on the environmental problems they are studying
- Students who will go on to make future contributions to the sustainable use of their country’s natural resources

The SFS Caribbean Student Scholarship Programme is designed to:

- Provide opportunities for personal development, academic enrichment and cross-cultural experience
- Provide hands-on field experience and practical, transferable research skills: organism identification, stock assessment, survey methodology
- Develop leadership skills and build self-confidence
- Teach students how to work with local communities to help them effectively manage their natural resources through research, training and education
- Teach students transferable problem-solving skills that can be applied to future endeavours, such as graduate school or professional careers

Students who are awarded a Caribbean Student Scholarship receive:

- Full tuition, room and board for the programme period they are enrolled
- Books and transportation allowance
- An official transcript from Boston University, which accredits SFS programmes, on successful completion of the programme

This programme has resulted in many students developing a greater appreciation for and more sensitivity towards their environment. More importantly, it has contributed towards motivating a local student to pursue a career in Marine Sciences. This particular student now holds a Master's Degree in Marine Biology and is also one of the leaders of the Department of Environment and Coastal Resources (DECR). This has been one positive benefit of the presence of the SFS in the TCI.

Such scholarship programmes are critical to the success of external providers ensuring the transferable nature of the education provided as well as the information gathered by the organisation. Host country governments should make it a requirement that such scholarship programmes are offered by external providers. If this is not done, then the door is left open to external providers to essentially "use" that country's resources with little or no return in the form of capacity building. Having said this, the SFS has had substantial difficulty in meeting its goal to enrol host country students, despite the fact that full scholarships are available for each summer semester programme. Efforts are continually being made to recruit local students through the TCI Community College (TCICC); despite this, however, no local students were enrolled at the SFS in 2006. Whether this is a result of different educational objectives by the TCICC (finance, tourism) and the SFS (environmental studies, biology, marine resource management, environmental economics) is unclear. Additional work is required to ensure that the SFS is able to meet its goal of enrolling local students.

ACCREDITATION

As a result of the globalisation of higher education and the explosion of cross-border providers, the quality of the many programmes now operating in the Caribbean is highly variable. In the TCI, there is a regulatory framework to monitor the operations of external providers, the Universities and Colleges Ordinance (Ministry of Education, 1988). However, the implementation and enforcement of the ordinance is almost completely lacking, and the onus of compliance lies entirely in the hands of the external provider. This type of self-evaluation leaves the TCI in a vulnerable position. Education departments within host countries must take action to ensure that periodic internal and external reviews are carried out on the programmes operating within the country. Quality reviews must involve independent specialists with international higher education experience. Foreign providers should be examined for their willingness to exchange knowledge, their interactive networking within country and the relevance of any research projects to the national government's needs. In addition, an examination should be carried out of whether the external provider takes into account the national cultural values. The TCI Board of Education is currently undertaking an internal restructuring with the intention of revamping the Ordinance so that external providers are held more accountable for their operations locally. Furthermore, an Education Officer has recently been appointed by the Minister of Education with the responsibility to oversee the day-to-day operations of all external tertiary education providers, and the Minister has mandated the members of the Board of Higher Education in the Universities and Colleges Ordinance (1988) to formulate policies to regulate the activities of such institutions.

The SFS already has in place a rigorous internal and external evaluation process involving affiliated and non-affiliated universities throughout the USA. Participants are

registered at and receive transcripts from Boston University, which accredits all SFS programmes and annually reviews the credentials of all SFS faculty, who hold Lecturer status at the University. As such, Boston University applies a rigorous review process to each course offered by the SFS. In addition, students from SFS Affiliate and Consortium schools receive credit directly from their home institutions, which also assess SFS programmes independently. Most students attending SFS programmes from US colleges have been able to transfer credits for their participation.

THE SFS AFFILIATE PROGRAMME

The SFS Affiliate programme is designed to assist students in maximising their SFS experience by building better linkages to the academic community from which the students are drawn. Students from Affiliate institutions receive preferential admission and financial aid from the SFS. Affiliate schools typically provide direct academic credit for SFS participation and have curricular input into SFS programmes. Each Affiliate school has an SFS representative who is available to provide on-campus counselling on all SFS programmes. At present, no such relationship exists between the SFS and regional higher education providers such as the University of the West Indies (UWI). However, within the region, students that attend SFS programmes are able to transfer those credits to other US-based affiliated institutions.

LEVEL OF PROVISION

The SFS in the TCI has developed a five-year research plan (5-YRP) to help identify, address and resolve critical local environmental problems and provide information to assist local, regional and national agencies in resource management decision-making. The purpose of this research plan is to respond to the resource conservation and management needs of the local community. The 5-YRP includes a clearly defined body of work, which can be summarised as a problem statement, an overall research question and the methods or means by which the research question will be addressed over a five-year period. It also includes a timeline of specific research projects and supporting academic activities, which form the basis for the academic and community/extension programme content.

The aim of the 5-YRP is to produce information and knowledge that will help the people of South Caicos assess and manage the impacts of tourism on the marine and terrestrial environments, as well as on socio-cultural conditions. The research plan is divided into four components or areas of work.

SFS PROGRAMME STRUCTURE AND CONTENT

The SFS in the TCI offers two semester-long and two summer programmes each year. Semester programmes are approximately 95 days each. The academic content of SFS semester programmes is designed to teach students about local realities and environmental problems; introduce students to and train them to do field research, data collection and analysis; further the School's 5-YRP; and promote student interactions with the local community. SFS programmes are delivered at the third year (junior) level. They are holistic in that they integrate academic, social and community activities.

In order to give students an interdisciplinary and holistic understanding of the background, context and relevance of local environmental issues surrounding the research direction, the SFS develops two or three case study questions each semester. Case studies provide an analysis of an actual (not simulated or contrived) local environmental situation

or dilemma requiring both a decision and action. Within the case study format, the lecture courses provide the theoretical framework, background and essential tools necessary for students to carry out their directed research projects. Resident faculty work with students so that they understand the case study problem and can identify potential solutions and alternatives. In the end, students will identify what they know and do not know and what they can and cannot manage regarding the particular issue raised by the case study. Lecture courses (Table 8.1) taught by faculty members provide the background information and skills needed to understand and address the content of the case study questions. Each course is designed to provide students with transferable academic credit according to the US university and college system.

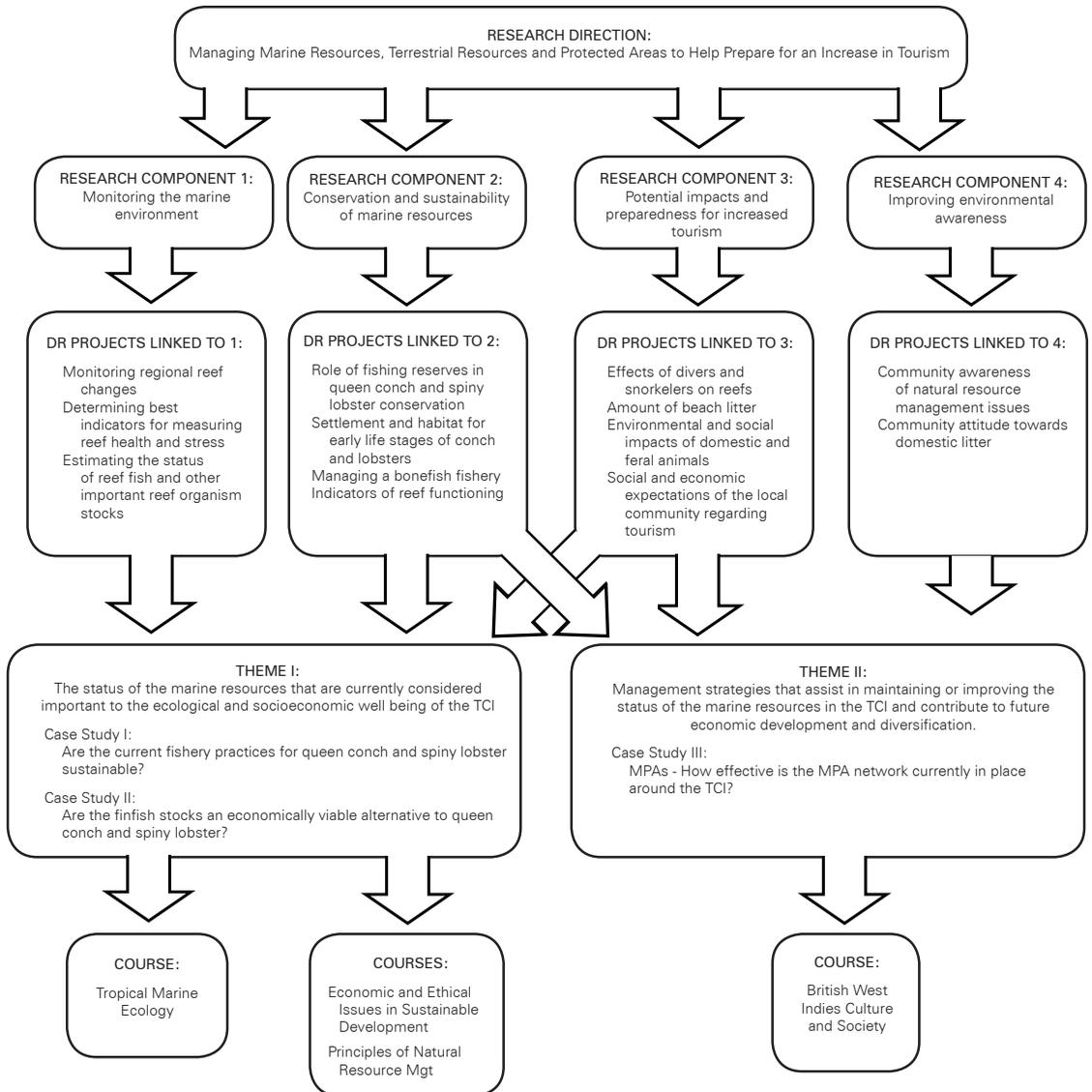
Table 8.1. Semester course titles at the School for Field Studies, the TCI

COURSE TITLE	CREDITS	COURSE NUMBER
Tropical Marine Ecology	4	BI/EE (NS) 373
Principles of Marine Resource Management	4	EE (NS) 374
Economic and Ethical Issues in Sustainable Development	4	EE (SS) 302
Directed Research	4	EE 491/492
British West Indies Culture and Society	2	EE (SS) 205 E

As part of its year-round undergraduate academic programmes, SFS staff, a research advisory committee, local clients and the community define and develop research priorities and projects that address critical environmental problems and define the five-year research direction. The research advisory committee is a conglomerate of international academic advisors, primarily from the USA, and in-country stakeholders. These local stakeholders range from fisherfolk, small business owners, developers and artisans to the various government departments with responsibilities for the environment (Dept. of Environment and Coastal Resources), education (Dept. of Education) and planning (Dept. of Planning and Communication). The research direction also provides the community and students with a framework for the direction of student coursework and research projects, and shows how such courses and research fit into the bigger picture of local natural resource conservation. Assessing the pros and cons of resource management and habitat conservation options, and the social and economic implications of these options, brings students face to face with the real-life dilemmas experienced by the governmental regulators and the residents of South Caicos.

In aggregate, the data and solutions from SFS projects address a major environmental problem whose solution is important to the long-term viability and sustainability of local and regional communities, both natural and managed. In addition, students write reports and/or present their findings to stakeholders and/or other community members to ensure accountability. General areas of research focus include human ecology, marine resource monitoring and management, coastal resource management and sustainable development. Figure 8.1 contains a graphic representation of the research direction, research components, directed research projects, case study questions and courses at the SFS.

Figure 8.1: The research direction, research components, directed research projects, case study questions and courses, School for Field Studies, TCI



In addition to the marine resource management-based courses, the SFS took it upon itself to introduce a course aimed at sensitising its students to the culture and heritage of the TCI. The course “British West Indies Culture and Society” is an examination of socio-cultural aspects of island communities in the TCI and the wider Caribbean region and requires an understanding of – and direct contact and interaction with – the local communities with which the centre works, primarily the Turks and Caicos Islanders. The course is designed to help students experience the culture and therefore be more adept at working effectively in their community-based directed research efforts. It provides students with an understanding of the various Caribbean ethnic groups’ histories, societies and cultures. Particular emphasis is given to culture, history, norms and social

and behavioural stratification issues, along with the impact of the SFS centre on the island and region. SFS students participate in various community projects that expose them to day-to-day community activities. Cultural sensitivity training and expectation setting for students is also included, so that students understand the heterogeneity of the TCI community and learn to live within the framework of the SFS institutional mission of community-driven research. Almost every lecture is supported by guest lectures from local “experts” and provides a local perspective on all issues discussed. This method assists the students in gaining a true understanding of how foreign cultures and practices are shaping the modern day TCI culture, both positively and negatively.

PARTNERSHIP ARRANGEMENTS

Working in isolation has been a failing of many external providers throughout the wider Caribbean. Not only does it limit an institution’s ability to integrate into the host country, but it also undermines the work of local providers in ensuring knowledge about the local setting is available for in-country use. The SFS has a philosophy of tackling environmental problems in an inter-disciplinary way and this requires active collaboration among a range of local and regional partners, some of which are outlined below.

Government departments

The SFS works closely with the TCI Government’s Department of Environment and Coastal Resources (DECR) and the Protected Areas Department to develop management strategies that will shield the TCI from the fate that has befallen other nearby areas in the Caribbean. Relations with the DECR have fluctuated over the 16-year history of SFS having an in-country presence. However, the relationship was formalised in 2001 when the DECR and the SFS signed a memorandum of understanding (MoU), based on mutual interest and commitment to environmental sustainability, for the purpose of cooperating in conducting research and sharing data on a broad range of topics. On an annual basis, both parties review the status of the in-country work by the SFS and develop a mutual consensus on its direction and focus for the following year. The MoU is aimed at ensuring that student and faculty field research is helping to provide the local government, community and tourism developers with advice that will help sustain the economic, societal and ecological stability of the TCI with a major focus on South Caicos and its island community. The DECR frequently makes requests to the SFS for targeted research and information sharing.

The relationship between the SFS and the TCI Government’s Department of Education (DoE) is yet to be formalised, other than the necessary registration as an in-country education provider. Reasons for this lack of active collaboration are unclear, although the SFS has actively pursued the development of an MoU with the DoE. In addition, the SFS is developing environmentally based curriculum for the primary school system that it hopes the DoE will adopt. Through the “Caribbean Student Scholarship Programme,” the SFS is actively targeting local students from the TCICC’s science programme to spend a semester with the SFS. There have been several success stories because of this type of programme at the SFS, with a number of key positions in the DECR being held by TCI citizens or residents who began their environmental field studies as students of the SFS scholarship programme.

Non-governmental organisations

The range of non-governmental organisations (NGOs) in the TCI is small and so are possible avenues for collaboration. The Turks and Caicos National Trust (TCNT) and the Turks and Caicos National Museum (TCNM) are the two primary collaborators; however, no formal agreements exist. Both organisations collaborate freely with the SFS and, wherever possible, experts from these organisations participate in teaching various aspects of the British West Indies Culture and Society course.

Regional collaboration

The SFS is an active member of the Association of Marine Laboratories of the Caribbean (AMLC) with a seat on the Executive Board. The AMLC was founded in 1956 by marine researchers with interests in the marine science of the tropical Atlantic and the Caribbean. Set up primarily as a scientific organisation, AMLC's strength lies in the diversity of its member laboratories and the extensive expertise of its membership. The aim of the association is to "encourage the production and exchange of research and resource management information, advance the cause of marine and environmental education in the region, and facilitate cooperation and mutual assistance among its membership" (see www.amlc-carib.org/en/).

SFS IMPACT ON NATIONAL INSTITUTIONS

At present, there are no operational or jurisdictional conflicts between the SFS and any other national institution in the TCI. The TCICC currently offers an Associate Degree in a limited number of disciplines, none of which conflict with the relatively narrow focus of marine resource management studies offered by the SFS. In fact, the SFS has acted in the past as a form of bridging course between the science programme offered at the TCICC and US or regional universities. The SFS is also making an effort to bring faculty from the TCICC to the SFS centre to teach some aspects of the courses offered. This type of collaboration has resulted in a faculty member of the TCICC becoming Adjunct Faculty at the SFS, with the added benefit that the TCICC now has the ability to shape certain aspects of the curriculum taught at the SFS.

PORTABILITY OF SFS COURSES

Over the 16-year history of the SFS in the TCI, more than 1,500 undergraduate students representing approximately 275 different US colleges and universities have participated in semester and summer programmes. In addition, as a result of the host country scholarship programme, some two local students each year have benefited from SFS programmes. A recent survey of host country SFS alumni showed that most local students who attended a summer semester are now employed in the Government, either with the Department of Environmental and Coastal Resources (Deputy Director, Chief Conservation Officer, Conservation Officer) or other departments (Immigration, Customs). Similarly, students from the USA who attend the SFS programme in the TCI frequently go on to graduate school or join the workforce in an environmental capacity (consulting, education, research). Table 8.2 shows the results of a recent survey of 220 SFS alumni from the TCI programme on their current education or employment status.

Table 8.2. Survey results for 220 recent alumni from the SFS programme in the TCI

OCCUPATION	TOTAL NUMBER
Continuing Higher Education	74
Fisheries Management and Research – Government	29
Education and Training	17
Consulting Services (Environmental)	11
Non-profit (Environmental)	11
Health Care and Medicine	9
Legal	9
Physical Sciences Research	9
Non-profit (Other)	8
Biotechnology and Pharmaceutical	6
Accounting, Auditing, Finance	5
Information Technology	3
Sports, Recreation, Tourism	3
Advertising, Marketing, Public Relations	2
Sales	2
Veterinary Medicine	2
Misc. other	20
Total	220

As pointed out in Chapter 7, there are several other external providers operating through various means in the TCI. One of the principal operators is the UWI Distance Education Centre (UWIDEC). This institution and the SFS are the only two that have a physical plant in the islands. However, unlike UWIDEC, SFS faculty members and students reside on islands within the TCI, thus providing their students with easy access to faculty members. The SFS operation is similar to that of St. George’s University in Grenada, which over the years has continued to provide access to tertiary education for residents of that country where the regional institutions have been lacking.

RECOMMENDATIONS

The Government of the TCI must develop a clear set of protocols and guidelines regulating the operations of external tertiary education providers within the country as a matter of urgency. The current Universities and Colleges Ordinance must be reviewed and given more power to act against rogue institutions. This will require a clear, systematic process of application, review, reporting and accreditation before, during and after any cross-border provision takes place within the TCI.

It should be noted that the current system is failing the people of the TCI as, apart from UWIDEC and the SFS, no other external provider is adhering to the current regulations, due largely to the lack of enforcement of the Ordinance. We therefore recommend that the following steps be taken:

- Revisit existing regulatory provisions to examine if changes need to be made
- Devise mechanisms to monitor the implementation of the revised ordinance
- Address the issues of student mobility and employment across the region
- Maintain quality by conducting periodic reviews of external providers
- Regulate the accreditation of external providers using internal and external evaluators

The SFS has set high standards for itself in terms of the programmes it offers and the level to which it integrates into the local setting. As such, it is recommended that the TCI Higher Education Board use the SFS as a model on which to base its standards and policies for other external providers wishing to have a presence in the TCI.

ENDNOTE

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CHAPTER 9

EXTERNAL PROVISION OF TERTIARY EDUCATION THROUGH INSTITUTIONAL COLLABORATION IN DISTANCE EDUCATION IN THE COMMONWEALTH CARIBBEAN

Christine Marrett

INTRODUCTION

Many of the chapters in this book examine the presence of external tertiary education providers within individual nation states of the Commonwealth Caribbean. In contrast, the focus of this chapter is regional and examines one particular form of external provision: through institutional collaboration in distance education. It is based on the author's 2006 doctoral thesis, which sought to establish the extent to which institutional collaboration in distance education at the tertiary level was enhancing human resource development in the small developing countries of the Commonwealth Caribbean, both in terms of the provision of educational programmes within the region and in enhancing the human resource capacity of the indigenous tertiary institutions to develop and offer their own distance education programmes. The study examined collaboration both among the institutions in the region and with overseas or extra-regional institutions. However, this chapter focuses on the findings as they relate to collaboration with external providers.

The definition of institutional collaboration used in the study incorporated initiatives or arrangements of various kinds that had institutional commitment between two or more organisations working to accomplish specific goals in distance education. The premise was that such institutional collaboration, although contributing to human resource development within the Commonwealth Caribbean, was not significantly contributing to the local institutions' ability to develop and offer their own distance education programmes.

Through semi-structured interviews, self-administered questionnaires and document analysis, a cross-case analysis was done of 38 instances (and one that did not come to fruition) occurring between 1982 and 2002, to identify their genesis, strengths and weaknesses. The study involved 28 Caribbean (local) institutions in nine Commonwealth Caribbean countries, three non-English-speaking Caribbean countries and 26 non-Caribbean (overseas) institutions. Relevant aspects of the research, conclusions and recommendations are presented in this chapter.

CONTEXT

Globally, the impact of information and communication technologies (ICTs) on human activity and organisation is far reaching. Drucker (1992) points out that advances in ICTs have spurred the growth of knowledge work (e.g., technicians, professionals, specialists of all kinds and managers), increasing the need for formal schooling. Human resources are identified as crucial in the globalised economies. Demand is growing for tertiary level education and lifelong learning opportunities. The technologies are also impacting the way these educational services are delivered. Distance education, especially provided through the use of ICTs, is more and more often the mechanism used to meet the demand. Increasingly, this provision at the tertiary level is being carried out through various kinds of institutional linkages.

The Commonwealth Caribbean comprises mainly small island states, with the exception of Belize and Guyana, which are located in Central and South America respectively. Policy makers in government and traditional institutions of learning in these countries are challenged to keep pace with the demand for increased access to quality tertiary level education for the development of their human resources. Distance education is seen as one strategy for meeting this need. There are currently some eight traditionally site-based, local tertiary level institutions offering their own programmes by distance and at least another seven indicating an interest in or developing capabilities to offer their programmes at a distance. However, these institutions are themselves faced with human, technological and economic resource constraints that limit the development and provision of distance education programmes. Distance education “has a weighting towards sometimes quite high fixed costs in start-up but which allow for economies of scale as student numbers increase” (SAIDE, 2004, p. 2). SAIDE identifies student numbers of 500, 1,000 and 10,000 as important thresholds for decline in average cost (ibid., p.8). The small populations of the Commonwealth Caribbean countries, coupled with varying degrees of development of regional, national and institutional infrastructure to support the delivery of distance education, thus present particular challenges.

Collaboration in distance education in one form or another has been recommended as one means of improving the offer of such programmes throughout the region (Koul, 2002; Bates, 2001; Thurab-Nkhosi, 2000; Marrett and Harvey, 1998). The following section presents the findings of the study of instances of collaboration in distance education.

COLLABORATION IN DISTANCE EDUCATION

Dhanarajan (1998, para. 30) articulates the reasons for the development of collaboration in distance education as including economic and funding stability issues, changing enrolment patterns to allow for more flexibility on the part of students and development of curricula requiring a variety of academic talents. He is of the view (para. 31) that:

Partnerships, especially with institutions located in those parts of the world where the demand for learning will far exceed the ability to supply, will be particularly helpful as nations begin to accelerate the agenda for greater equality of opportunities.

And further (para. 35) that:

Partnerships of the 21st century cannot be about territorial preservation (cyberspace does not recognise this), [but] will be about student volume and economics, learner

choice and autonomies, mobility of jobs and people, explosion of knowledge and technology and interdependency and universalisation.

Perraton, however, cautions that collaborations are fraught with difficulties: “While educational institutions have a long tradition of cooperation in research, there is little culture of cooperation in teaching” (2004, p. 29).

Different types of institutional collaboration exist, which include:

- Distance education associations (local and international)
- Organisations formed to promote collaboration among groups of institutions – e.g., the Commonwealth of Learning (COL)
- Programming and certification of one institution provided to students in various locations, with other institutions collaborating through the provision of a reception site, assisting students with registration and ensuring local library support – e.g., Master in Library Science degree offered by the University of Arizona via satellite (Thach and Murphy, 1996)
- International twinning of institutions, where programming from one institution is offered to students of another – a type of arrangement said to promote “cooperative planning and development of instructional programmes to avoid the threat of cultural invasion or imperialism” (ibid.)
- Consortia of various kinds involving more than two institutions – e.g., the Open University of British Columbia and Western Governors’ University (Bates, 2001)

With the growth in the globalisation of education, collaboration in distance education of one sort or another is likely to rise. The Caribbean is increasingly caught up in the wave of such arrangements, which require different forms of management than previously practiced.

Introducing distance education in traditionally site-based institutions as well as developing collaboration between or among institutions should be guided by policies. Gellman-Danley and Fetzner (1998) recommend posing the “tough policy questions in advance” in order to “mitigate future bureaucratic problems and roadblocks.” The advantage of having previously determined policies is that they provide “a framework for operation, an agreed upon set of rules that explain all participants’ roles and responsibilities.” Table 9.1 describes a policy analysis framework for distance education.

Table 9.1: Policy analysis framework for distance education

POLICY AREA	KEY ISSUES
Academic	Calendar, Course integrity, Transferability, Transcripts, Student/Course evaluation, Admission standards, Curriculum/Course approval, Accreditation, Class cancellations, Course/Programme/Degree availability, Recruiting/Marketing
Governance/ Administration/ Fiscal	Tuition rate, Technology fee, Full-time equivalent, Administration cost, Governmental fiscal regulations, Tuition disbursement, Space, Single versus multiple board oversight, Staffing
Faculty	Compensation and workload, Development incentives, Faculty training, Congruence with existing union contracts, Class monitoring, Faculty support, Faculty evaluation
Legal	Intellectual property, Faculty, student and institutional liability
Student Support Services	Advertisement, Counselling, Library access, Materials delivery, Student training, Test proctoring, Audio/Videotaping, Computer accounts, Registration, Financial aid, Labs
Technical	Systems reliability, Connectivity/access, Hardware/software, Setup concerns, Infrastructure
Geographic	Coverage, Local vs. collaborative tuition, Consortia agreements
Cultural	Adoption of innovations, Acceptance of online/distance teaching, Understanding of distance education (what works at a distance), Organisational values

Source: Adapted from King et al, 2000 and Gellman-Danley and Fetzner, 1998.

SOME FINDINGS

In the Caribbean it is the traditional face-to-face tertiary institutions that are introducing distance education, largely without sufficient attention being paid to the contingent changes in policy. This is likely due to the fact that distance education initiatives are primarily projects within a department and, too, the time required for policy formulation contends with the immediacy of demand, rendering an incremental approach to policy formulation expedient.

The new technologies call for:

organisational systems rather than physical entities ... that ... cut across traditional managements, departments and functions and operate through a variety of networks, partnerships and alliances which are interactive, interorganisational and international. These systems are 'messily open' rather than 'neatly closed', comprising temporary configurations of organisations that share common interests and which members join and leave as opportunities arise and wane (Rumble and Latchem, 2004, p. 127).

There are a significant and growing number of collaborative arrangements involving distance education in the region. Of the 38 cases investigated, only two began prior to the 1990s – both involving the University of the West Indies (UWI) – with almost as

many (15) beginning between 2000 and 2002 as began in the entire decade of the 1990s (20). This increase in collaborative arrangements is likely a reflection of the impact of (i) the growth of ICTs in the region, coupled with (ii) the concomitant rise in awareness of distance education as an option for programme delivery on the part of the Caribbean institutions and (iii) a concurrent push by overseas institutions to make their programmes available internationally facilitated by the technology.

These arrangements for the most part have involved the delivery of programmes of external institutions, with the policies of the overseas institutions being applied to the programmes. Table 9.2 gives the distance education programmes developed and offered as a result of collaboration.

Table 9.2: Programmes developed and offered as a result of collaborative arrangements incorporating distance education

DISCIPLINE	PRE-UNDER-GRADUATE DEGREE LEVEL	UNDER-GRADUATE LEVEL	GRADUATE LEVEL	TOTAL
Education	3	4	11	18
Management/Business/ Public Administration	2	4	6	12
Health	-	-	2	2
Agriculture	-	-	4	4
Information Technology	-	3	-	3
Hospitality Management	-	2	1	3
Other	3	2	6	11
Total	8	15	30	53

Source: Marrett, 2006, p. 262.

Education and business or management programmes were the basis of the majority of the collaborative arrangements, with a number of specialisations focusing on management of an area, such as hospitality management or natural resource management. The programmes provided have contributed to the human resource development of the region, especially at the graduate level and in the areas of education and management. However, in only 37 per cent of the initiatives investigated was there any degree of training provided for the development of distance education within the local institutions, perpetuating the pattern in the region of being consumers of imported goods, with limited value added.

Similar to other economic areas of endeavour, collaboration in distance education among the Caribbean institutions is also limited. This may be a fading but still powerful vestige of the history of colonialism in the region in which there were strong ties between the colonial power and the colonised, with little interchange encouraged among the colonies. Only now the institutions in the Caribbean are willing partners to the exploitation, short-sighted in not seeking also to become producers of a commodity (distance education) that relies to a greater extent on the skill of our people than on physical raw materials. Additionally, the institutions – with the notable exception of the UWI and for one programme each in the case of the Caribbean Maritime Institute and the University of Technology, Jamaica (UTech) – largely retain a national focus. Except in the larger countries in the region with more sizable populations, this will present a challenge of

sustainability for distance education offerings. Even where there has been collaboration between the UWI and other Caribbean institutions for facilitating the UWI's distance education programmes, development of the host institution's capabilities in distance education has not resulted.

One area where the Caribbean institutions have shown some willingness to work together is in what limited training there has been in distance education, with the UWI or the Institute for Distance and Continuing Education (IDCE) of the University of Guyana playing a role in 50 per cent of such cases. This is a strength that should be further enhanced through concerted efforts in collaboration both intra-regionally and with overseas institutions to improve on the skills within these two institutions as well as others, especially in the area of the application of ICTs.

Within the small, developing countries of the region, the role of the government in the provision of tertiary education is dominant, with many of the institutions being funded from the national purse. Many of the ministries (e.g., education, health, agriculture) have also played a role in fostering the development of collaboration in distance education in their respective programme areas and have themselves provided resources for the development of materials and delivery in the field. It is the intervention of these governmental bodies and other organisations such as COL that has been the catalyst for most of the collaboration in distance education between local institutions.

At the regional level, through the Caribbean Community (CARICOM), governments also foster collaboration in distance education between and among the tertiary level institutions with the aid of projects such as the Caribbean Knowledge and Learning Network (CKLN, see www.ckln.org), supported by the Organization of American States (OAS), the World Bank, the European Union and the Canadian International Development Agency (CIDA), and the UNESCO-UWI Caribbean Universities Project for Integrated Distance Education (CUPIDE, see www.cupide.org), funded through the Japanese Funds in Trust for Capacity Building. These two initiatives not only offer some amount of funding but also provide the basis for further development of policies and action at the regional and institutional level on collaboration and internationalisation of programmes originating in Caribbean institutions. It is for the tertiary level institutions in the region to shake off the inertia, distrust or competitiveness that seem to be preventing greater collaboration. The governments are setting the stage for the institutions to act.

In the development of collaboration, close attention needs to be paid to the wording of agreements. Additionally, policy issues that govern the offer of a programme and their implications should be determined in advance and made clear to all stakeholders: administration, faculty and students.

There is evidence that the materials produced for distance education programmes have value within the traditional tertiary level institutions as well as for distance learning. A mechanism for facilitating the sharing of materials among the institutions should be developed to identify and update what exists as well as to broker agreements for their adaptation and use, with due attention to intellectual property issues.

Concern has been expressed by some students, faculty and evaluators about cultural considerations in programmes from overseas institutions. The answers lie both in acculturating faculty from the overseas institution to the Caribbean and in having Caribbean persons adapt or develop course materials and also deliver courses as part of the distance education programme from overseas. Some of this has taken place but more needs to be done, particularly at the institutional level. In considering working across language groupings, even within the Caribbean due consideration needs to be

paid not only to the language and cultural differences but also to the differences in educational systems.

The provision of education is viewed as a business opportunity for many of the overseas institutions, while in the Caribbean it is largely viewed as a tool for development. The latter view may lead the local institutions to be less assertive in collaborative ventures with overseas institutions and more ready to deliver the overseas programme without regard for developing their own institutional capabilities in order to meet pressing demands.

There are advantages to institutional collaboration that redound to the personal development of the faculty and students involved. The opportunity to share experiences for faculty and students and for professional development outside of formal training is beneficial. The more the Caribbean institutions can develop programming for offer not only within the region but beyond, the greater will be the benefit to the individuals and to the institutions. Interaction among students is one area that collaborative distance education programming can and should exploit.

Personal contact was recognised as an important element in the origin of and in facilitating many collaborative arrangements. In this regard, the Caribbean diaspora – with some members well placed within educational institutions – should be harnessed in the pursuit of developing arrangements of reciprocal value to both local and overseas institutions. The creation of a database of such persons would be an asset. Supportive interactive technology further facilitates collaboration. Although there have been a number of conferences held globally that deal with distance education, there have been few in the region. The success of the Fourth Pan Commonwealth Forum on Open Learning (see www.col.org/pcf4), held in Jamaica in 2006, highlights the benefits that can accrue from such activities. More opportunities for sharing should be developed through the hosting of regional conferences and seminars, both virtually and site-based, the strengthening of professional distance education associations and the development of a Web portal on distance education.

Of the various types of collaborative arrangements facilitated by a third party, those that are most inclusive, involving all stakeholders and providing opportunity for interaction, have been the most successful.

CONCLUSION AND RECOMMENDATIONS

Collaboration in distance education at the tertiary level has been shown to be contributing to the enhancement of human resource development within the region, especially at the graduate level and in the areas of education and management training. However, the level of collaboration among the institutions in the region is low in comparison with what obtains between local and overseas institutions and in contrast to the various recommendations for intra-regional collaboration. Intra-regional collaboration has largely been at the instigation of a third party.

Collaboration with overseas institutions overall has not provided significant training for local institutions to be able to develop and deliver their own programmes by distance. On the other hand, training in the practice of distance education has been a feature in several instances of intra-regional collaboration, with IDCE and the UWI playing lead roles.

As a result of the research conducted for her doctoral thesis, the following recommendations were made by the author:

Establish a forum on institutional collaboration in the Caribbean

Given that collaboration in distance education is a viable means of enhancing human resource development, but that there are currently low levels of collaboration among tertiary level institutions in the region, there needs to be a forum provided for the institutions to consciously decide on inter-institutional collaboration as a strategy, the forms it should take and its implications for policy and operation. This was one recommendation emanating from CUPIDE.

Establish a regional facilitating body or focal point

A regional facilitating body for collaboration in distance education will very likely be needed to help with the follow through on the recommendations emanating from the consultation and their further development, especially in areas such as policy formulation, identification of funding, training and marketing of regional programmes. Additionally, a number of regional associations exist that are charged with coordination of different aspects of tertiary level education in the region, some of which have expressed the intention of incorporating distance education. The regional facilitating body would be a mechanism for pulling initiatives in distance education together. COL, with its Commonwealth-wide focus and information and other resources, would be an important link for such a body. An existing organisation, such as the Caribbean Association for Distance and Open Learning (CARADOL, see <http://caradol.dec.uwi.edu>) or CKLN, could be strengthened to perform the role rather than establishing a new one.

Develop a Web portal

As sharing of experiences was one of the strengths highlighted for both students and faculty in collaboration in distance education, the development of a Web portal for Caribbean institutions involved in distance education is recommended as one way in which ICTs can facilitate this kind of collaboration. Under CUPIDE, such a portal has been developed (see www.cupide.org/moodle) that is intended to cater to the different language groupings in the Caribbean (English, French, Dutch and Spanish). The on-going maintenance of the Web portal was still to be determined at the time of writing but could reside with the focal point.

Develop a database of graduates, skills and funding sources

At the institutional level, given the importance of personal contact in the development and facilitation of collaboration, attempts should be made to identify graduates of the region who are working in education and areas related to distance education locally and internationally so that their expertise and interest in the region can be tapped as the need arises. In addition to each institution keeping track of its own graduates, a regional database (possibly an amalgamation of the institutional databases) should be maintained by the focal point. Some of these persons may well be able to provide expertise for assistance in the development or delivery of programmes.

Additionally, a database of persons with expertise relevant to development and delivery of distance education should be maintained by the focal point, thereby facilitating the sharing of scarce resources for activities such as training and technical maintenance.

Likewise a listing of possible funding sources for collaborative programme development and delivery should be maintained. This may only require links to already existing databases that may be accessible on the Web.

Foster lifelong learning

Efforts need to be made through the public media by existing national distance education associations, CARADOL or CKLN (whichever serves as the regional focal point) and through hosting of seminars and conferences to foster and further nurture within the region the desire on the part of the citizenry for lifelong learning and to promote distance education as one option. Strategic alliances with other organisations with a similar mandate, such as the Caribbean Regional Council for Adult Education (CARCAE) at the regional level and the national adult education associations, should also be sought.

Take a modular approach

In meeting the demand for lifelong learning, distance education lends itself to a modular approach, encouraging the development of small modules and short programmes that Bates (2001) maintains are of more interest to the lifelong learner. Here again, the focal point would have a role to play in maintaining a database of courses available from the tertiary institutions within the Caribbean that either students or institutions interested in particular programme areas could consult. As credit recognition is important to students, a mechanism for certifying the courses taken from different institutions would have to be formulated. Indeed, it should even be possible for a learner to be granted a degree of some kind (e.g., liberal arts) if a sufficient number of courses have been successfully completed over a particular period of time.

Ensure strategic planning

The strengthening of strategic planning capabilities within participating institutions is an intended outcome of both CUPIDE and CKLN. The process will need to be sustained beyond the life of the projects and, as described by Gordon, Lewis and Young (1997), there needs to be a recursive relation between policy and action.

Set up a repository for learning materials and reports

The focal point should also be a physical and virtual (through the Web portal) repository for distance education learning materials and relevant reports, including evaluation reports of pertinent projects in the region or of research output. Links to other repositories, such as COL, should be provided.

Engage in analysis and research

The focal point should not only be a repository of reports but it should also engage in the analysis of the reports with a view to extracting and sharing the lessons learned. It should also identify areas for further research.

Set up a fund to support collaboration

In addition to funding provided by overseas agencies for fostering collaboration in distance education, the region should establish a fund managed by the focal point to finance the development of collaborative programmes in distance education among the institutions in the Caribbean. This fund could be used, for example, for financing initial licensing and adaptation agreements or joint research in distance education. Apart from possible sponsorship provided by a funding agency, the fund could also be financed from other sources, such as subscription fees charged for listing on databases, for example.

Foster personal linkages

Notwithstanding the recommendation of a structured approach of a facilitating body or focal point for engendering collaboration in distance education, there is still a place for the personal link between and among colleagues within and across institutions generating collaborative solutions to shared problems. Indeed, the existence of the focal point will provide an additional meeting place for such individuals and also possible support for their collaborative solutions.

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EPILOGUE

THE GLOBAL AND THE LOCAL

Stewart Marshall

GLOBALISATION AND CULTURAL UNIFORMITY

The advances in information and communications technologies (ICTs) that created the knowledge economy are also having an impact on the way educational services are delivered. The convergence of telecommunications, publishing, television and computing is creating a media and communications environment with enormous implications for mass tertiary education. As the price of electronic equipment and Internet access falls, access to these knowledge media will increase and the globalisation of communication will permit the globalisation of tertiary education.

As mentioned in the Prologue, there is a fear held by many leaders in developing countries that globalisation, especially using new ICTs, is at odds with indigenous and local cultures. But this fails to acknowledge that other forms of communication between cultures have been in existence for some time, and the fact that cultures survive such transculturation is evidence of cultural resistance and adaptation. Collins (1991), for example, discusses the relationship of US culture and Canada's distinctive identity. The US media has been involved in Canada for over 100 years, yet there has been a generalised resistance to the adoption of this foreign culture. Similarly, it has been noted that television broadcasting has extended over national boundaries in Europe for some time, but it would seem that it has failed to dramatically alter individual nationalities within the area (Jacka, 1990).

“Transculturation” can also describe the way in which the West appropriates aspects of other cultures (often under the guise of multiculturalism) for its own consumption (Ang, 1991). The middle classes in the West consume foreign movies (including many movies originating in or concerning Asia) at the same time that Asian peoples watch Hollywood movies. Australia offers a station dedicated to broadcasting foreign programmes. Clearly, this use of material from other cultures can have an impact on Western culture in much the same way that Western culture can have an impact on other cultures.

Both McQuail (1994) and Ang (1991) discuss the ability of communities to redefine the material that is received. Ang terms this process “indigenisation” (1991, p. 6). Audiences will interpret media messages in different ways, very much dependent on their circumstances and positions in society in terms of class, gender or ethnicity (Beng, 1994; Kishore, 1994; McQuail, 1994). As Appadurai (1996, p. 32) points out,

at least as rapidly as forces from various metropolises are brought into new societies they tend to become indigenized in one or another way: this is true of music and housing styles as much as it is true of science and terrorism, spectacles and constitutions.

Tomlinson argues that “cultural domination occurs when Third World governments fight a futile battle to preserve ‘tradition’ in the face of popular wellsprings of modernist energy” (quoted in Wilson, 1993, p. 56). Giddens (1991, p. 210) points out that the globalising influences of modernity

should not be understood simply as increasing unification of an emergent ‘world society’. The intensifying of worldwide social relations sets up dialectical ties between the global and local, such that what happens in any particular milieu is an expression of, but also can often stand in contradistinction to, distanced social forms.

However, while there is evidence of cultural “resistance” and “adaption,” and of the “local” being strengthened in contradistinction to the “global,” there is also evidence of significant disjunctures. This is particularly true in relation to the Western education systems introduced into developing countries.

IMPORTED EDUCATION AS ACADEMIC IMPERIALISM

Guy (1995) writes of his concern about the intrusive effects of Western curricula and pedagogies that have been imported into Papua New Guinea with little accommodation to indigenous languages, cultures and learning. All too often, existing cultural values have been replaced by ones of the dominant ideology, and many indigenous languages are under threat from the spread of English. The latter is seen to provide social mobility and improvement in employment prospects in the formal sector. Renck (1990) comments on the prevalence of this cargo cult attitude towards the learning of English in Papua New Guinea. But like so many other cargo cults, the learning of English and the education system generally have failed to deliver the desired goods to most Papua New Guineans (Swatridge, 1985).

According to Tun (in this book, p. 49), tertiary education in Belize had always employed the accoutrements of a colonial education system. In post-colonial times, the US influence has diverted the emphasis to a different type of education – but it is still imported. Even in those cases where

educators have moved closer to a regional outlook by participating in the construction of the Caribbean Advanced Proficiency Examination(s) (CAPE), they have not truly articulated local curricula based on indigenous needs and cultures through which both educators and students construct knowledge.

Evans (1995a; 1995b) fears that globalisation, especially in relation to open and distance education, will reduce the tolerance of difference. Evans believes that by using the new ICTs to reach a global audience, open and distance education cannot achieve any substantial accommodation to local conditions.

If the audience is global, how can local issues and contexts be addressed? If they cannot be addressed, what is exported culturally through open education? What are the consequences of this cultural importation/invasion for developing nations? Does the exporting nation provide a set of invading values and practices against which local products and conditions are judged? Do these practices and values then become the local ones as traditional values and practices are displaced? (1995b, pp. 314–315).

Similarly, Edwards (1995, p. 250) views the globalising of distance education as “invested with the uniform cultural messages of modernity – of mastery, progress and moral superiority through the development of reason” that will “marginalise and displace alternative knowledges and value systems.” These marginalised knowledges are what Foucault (1980, pp. 81–84) termed “subjugated knowledges.” George (1995, p. 165) argues that “all content is value laden” and that a course of study is concerned with “the induction of students into the values and practices of the field of knowledge” and “represents a particular view of the world.” To a great extent, Western educational systems are based on modernist ideals that stress

the capacity of individuals to think and act critically, to exercise social responsibility, and to remake the world based on notions of reason and freedom. ...Knowledge in this conceptualisation is drawn almost exclusively from a European model of culture and civilisation (Guy, 1994, p. 163).

Even discourses about modes of teaching are grounded in particular views of the world. As Evans (1995b, p. 312) says

distance education is very much a product of modernity. Its administrative systems, distribution networks and print production processes are characteristic of modern societies with developed mass production, consumption and management cultures.

Where the values that underpin particular discourses of the field of study are in direct contradiction to traditional values, there is potential to alter social and cultural patterns in fundamental ways. For example, where the traditional economic base is collaborative and focused on groups, discourses that operate within a framework of competition and individualism may implicitly advocate the adoption of these values in general social contexts (George, 1995).

The view that knowledge is an “open commodity” valued for “individual personal empowerment” can conflict with traditional values, and hence such education may well be seen as “a subversive activity” or “a form of academic imperialism” (ibid., p.165–166).

LOCAL AUTONOMY AND IDENTITY IN THE CARIBBEAN

The discussion in the previous section would seem to imply that academic imperialism is inevitable, i.e., that local traditional values and practices in developing countries will be displaced by the importation of globalised education (Evans, 1995b). However, although education can bring conformity to the dominant system, it can also become “the ‘practice of freedom’, the means by which men and women deal critically and creatively with reality and discover how to participate in the transformation of their world” (Freire, 1972, p. 38).

There is a major change in the way in which the social world is viewed. There has been a move away from the pursuit of uniformity to an acceptance of difference; from seeking to control to seeking to empower; and from an expectation of predictability to seeing change as unpredictable. This major cultural shift is reflected in the use of concepts such as post-modern, post-industrial, post-Fordism and post-colonial to describe the social interactions and institutions of the contemporary period. As Edwards (1995, pp. 242–43) suggests, we are “lost in the post,” and the significance of the “post” is that “in many ways writers are articulating an ending of something, but without the confidence to put a definite alternative in its place.”

The current multiplicity of uses that surrounds the three words meaning, discourse, and text should be sufficient to indicate that we are not only in an era of blurred genres ... but we are in a peculiar state that I would like to call “postblurring”, in which ecumenism has – happily, in my opinion – given way to sharp debates about the word, the world, and the relationship between them (Appadurai, 1996, p. 51).

The “postblurring” referred to above makes Guy (1995, p.79) optimistic because

the increasing prominence of post-colonial discourses encompassing indigenous voices, local perspectives and epistemologies, together with the post-modern shift within Western academic disciplines that define the field, open up new possibilities and opportunities for understanding and organising distance education.

In this way, “post-colonial discourses direct attention to cultural difference and local productions which resist or transform imperialist and neo-imperialist cultural forms” (ibid., p. 81).

According to Appadurai (1996, p. 32), the new global cultural economy “cannot any longer be understood in terms of existing centre-periphery models.” Instead, he proposes a set of “-scapes” that are

perspectival constructs, inflected by the historical, linguistic, and political situatedness of different sorts of actors: nation-states, multinationals, diasporic communities, as well as subnational groupings and movements (whether religious, political or economic), and even intimate face-to-face groups, such as villages, neighbourhoods, and families (ibid., p. 54).

It is the withholding of “the global imagination from ordinary people” that is to be feared, not the global cultural flows that occur in and around the scapes. “Local knowledge is substantially about producing reliably local subjects as well as about producing reliably local neighbourhoods within which such subjects can be recognized and organized” (ibid., p. 181).

Edwards (1994, p. 11) maintains that with globalisation there comes “a pressure for local autonomy and identity” and “the affirmation of local, regional, and ethnic identities,” and that “the integration of the globe reconfigures rather than supplants diversity.” Danaher and Wyer (1995, p. 158), in their study of a programme of itinerant education for the children of Queensland-based show people in Australia, found that “a minority culture has the capacity to refine its own culture alongside the dominant culture, for its future generation to be able to enter and exit the dominant culture at will and to be able to take from that culture whenever required.” Further, they maintain that open and distance learning, by taking on a post-modernist dimension and operating as a border pedagogy, promoted “the particularising tendency of localisation, and with it the recognition of, and restructuring in response to, a minority culture and its associated identities” (ibid.).

The task for researchers and educators in a post-colonial world is to develop better understandings of the relationships between difference, identity and power and to develop effective pedagogies which acclaim difference as the basis of genuine democratic forms of social and educational organisation (Guy, 1995, p. 81).

As Tun (this book) points out “education administrators in higher education have found that systemic colonial cultural practices do not simply disappear with the advent of independence” (p. 49). Post-colonial external providers of tertiary education in the

Caribbean must be responsive to the knowledge, culture and needs of the local learners. One aspect of this process is the modification of the curriculum to allow local knowledge and culture to be incorporated and valued. External providers should also recognise the need for the region and the individual countries to build local tertiary education capacity as a means of strengthening local identity. An external-local collaborative model for development and delivery actualised as a co-alliance between institutions in equal partnership would go a long way towards this.

ACCESS AND CAPACITY BUILDING THROUGH COLLABORATIVE PARTNERSHIPS

Governments in the Caribbean have found “a myriad challenges in financing education, creating a common identity, opening up access and equity to the disenfranchised and exercising ethical governance to serve the needs of the individual and country” (Tun, this book, p. 49). External tertiary providers can be useful in filling the unmet demand. George (this book, p. 91) notes that while there are at least 55 foreign providers in Jamaica, “in the main, they are not competing with local tertiary providers to their detriment, but are offering programmes to working adult learners whose needs and demands are not being addressed by the local system.” But in some parts of the Caribbean, local institutions find themselves in competition with external providers. This is the situation for the Turks and Caicos Islands Community College (TCICC), which finds that “many locals refuse to register for programmes at the TCICC because they think that the programmes that are being offered by the foreign providers have greater standing” (Mills, this book, p. 118).

There are clearly obvious benefits accruing to both external tertiary education providers and local educational institutions from collaborative partnership arrangements. These include the strengthening of the capacity and offerings of the local partner and the monetary benefits to the external one. However, in order to avoid the risk of external providers exploiting local educational institutions, governments need to ensure that appropriate policies are in place (Thomas, this book). As George (this book, p. 90) points out, although to date there is no evidence of such exploitation in Jamaica, “with the proliferation of cross-border offerings in the current context,” the risk “is steadily increasing.”

It is worth observing, too, that the influx of foreign providers, while filling an immediate gap in the tertiary infrastructure, poses a longer-term threat to the expansion of the local tertiary capacity. Monies that should be supporting local infrastructural growth in the tertiary system are flowing out of the country (ibid).

She goes on to suggest that the local partner should set a timeline within which it will assume responsibility for offering the programme or phase the programme out.

Marrett’s research (this book) shows that collaboration in distance education is contributing to the enhancement of human resource development within the region. “However, the level of collaboration among the institutions within the region was low in comparison with what obtains between local and overseas institutions” (p. 141). She points out that “collaboration with overseas institutions overall did not provide significant training for the institutions to be able to develop and deliver their own programmes by distance” (ibid).

QUALITY

Governments must establish mechanisms for monitoring quality in the delivery of cross-border education, whatever the modality of delivery (Uvalic-Trumbic, 2005). Consideration must be given to the monitoring of the teaching function, student support services, research and knowledge creation, outreach and community service, academic management and administration (Tun, this book).

The research conducted for the chapters in this book has revealed that in some cases, the mechanisms established in the Caribbean are not effective. In the case of the Turks and Caicos Islands, the Government established a regulatory framework that is supposed to monitor the operations of external tertiary providers. Despite the Universities and Colleges Ordinance (1998) document, however, “there are still external providers that operate in the islands without the consent or the knowledge of the Government” (Mills, this book, p. 119). Wilson and Mills (this book) suggest that the Ordinance must be reviewed to give the Government more power to act against rogue institutions operating within the country. They recommend that the following steps be taken:

- Revisit existing regulatory provisions to examine if changes need to be made
- Devise mechanisms to monitor the implementation of the revised ordinance
- Address the issues of student mobility and employment across the region
- Maintain quality by conducting periodic reviews of foreign providers
- Regulate the accreditation of foreign providers using internal and external evaluators

Generalising from the chapters in this book, the following recommendations by Potter (this book) need to be considered in the establishment of regional and national frameworks for quality assurance:

- Set up a sub-regional accreditation body that would cover tertiary level institutions in the countries and territories in the Organisation of Eastern Caribbean States (OECS) or even those in CARICOM or CARIFORA.
- Establish a national framework to include guidelines for negotiating licensing and accreditation requirements as well as quality assurance and legal safeguards.

Guidelines should include:

- o Any institution seeking to offer programmes locally should be licensed and registered through the Ministry of Education.
- o Activities of the institution should be closely monitored and kept under review to ensure quality assurance, consistency and standards in its work.
- o The institution(s) must be required to contribute to national development.
- o A business plan must be submitted to the government. This must clearly outline the financial stability and viability of the institution. (These foreign institutions are often seen as seeking economic opportunities and therefore must receive adequate scrutiny).
- o The institution must be recognised internationally.
- o Programme offerings must be relevant and of a standard and quality that will enable employment or further studies locally or abroad.

EXTERNAL PROVIDERS AND NATIONAL/REGIONAL DEVELOPMENT GOALS

“Higher education policies need to consider how to integrate best practice in the use of technology to serve individual, institutional, community and national needs” (Tun, this book, p. 50). Because of the small population size of Caribbean countries, there is a need to be careful not to produce too many qualified people in a particular area, e.g., business or educational administration. Each government must clearly identify national goals for higher education so that institutions can work hand-in-hand with the Ministry of Education to develop the country’s human resources and guide its nationals in identifying bona-fide institutions of tertiary education. In their discussion of Vision 2020, Trinidad and Tobago’s national development plan, Rosemin and Sampson-Ovid (this book) highlight a four-step strategy for the management of tertiary education:

- Performing research on the international and national tertiary education environment and defining national tertiary education policy
- Linking tertiary education policy goals to clearly defined strategies developed with stakeholders
- Ensuring that strategies are managed by stakeholders and progress and outcomes reported to the government
- Establishing annual monitoring and triennial evaluating of effectiveness by the government to re-define policy and strategies with stakeholders

It is important to ensure that external providers “do not hijack national programmes and drain resources that should be building the national tertiary system” (George, this book, p. 91). Based on the findings of the research conducted for the chapters in this book, the following are recommendations (adapted from George, this book) for addressing the challenges posed by external providers in the region.

National governments:

- should establish accreditation agencies (where these do not already exist) and require that national tertiary institutions and their foreign partners register and comply with the standards of the agency
- should institute policies that require external providers to register with the national accreditation agency within a stipulated time period or have their right to offer programmes face-to-face in the country or through brokered arrangements withdrawn
- should establish policies that require stated accountability from both local and external tertiary providers
- should ensure that programme offerings are relevant and of a standard and quality that will enable graduates to use their certification to gain employment or continue their studies either locally or abroad
- should support projects that promote intraregional collaboration to strengthen tertiary education throughout the region, e.g., the Caribbean Knowledge and Learning Network (CKLN) and the Caribbean Universities Project for Integrated Distance Education (CUPIDE)

National tertiary level institutions

- should expand their focus beyond the traditional 17–24 age cohort to meet the needs of the working adult market for tertiary education and develop plans to offer continuing and professional education to the wider and more lucrative adult market
- should plan a “sunset” clause for any arrangement made with external providers to broker their programmes in order to encourage the strengthening of national programmes and discourage continuing dependence on external providers

External providers

- should not be permitted to offer programmes or courses that directly compete with those offered in national tertiary institutions unless there is documented evidence that the local institution cannot meet the demand for graduates in the programme’s area of concentration

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