

Draft

**A MASTER PLAN
FOR
POST-SECONDARY
EDUCATION
IN THE BAHAMAS**

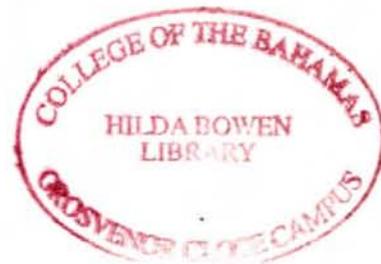
Part One: The Report

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A MASTER PLAN FOR POST-SECONDARY EDUCATION
IN THE BAHAMAS

PART ONE
THE REPORT



This Master Plan for Post-Secondary Education in The Bahamas is the outcome of the work of a Central Study Team (CST) set up for the purpose by the Minister of Education.

The project was conceived as part of the Second Technical and Vocational Training Project (World Bank Loan 3004-BM). The Central Study Team consisted of representatives of the four institutions mainly concerned and others, including the Ministry of Education and other Ministries. It was chaired by Dr Keva Bethel, Principal of The College of The Bahamas, and Ms Paula Sweeting, Senior Officer (Tertiary), Ministry of Education, and it had the support of a team of three consultants (one British and two American) secured through the Center for the Study of Higher Education, Pennsylvania State University. A Central Steering Committee, consisting of representatives from Government Departments, industry and commerce, the churches, professions and trade unions, and the institutions concerned, was also appointed to receive and comment on drafts of the Master Plan. The membership of the CST and CSC is listed in Appendix A. The first meeting of the Central Study Team was held in September 1990 and the final draft of the Plan was agreed in November 1991.

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[VOLUME TWO: APPENDICES]

ABBREVIATIONS

BATELCO	Bahamas Telecommunications Corporation
BEC	Bahamas Electricity Corporation
BGCSE	Bahamas General Certificate of Education
BHTC	Bahamas Hotel Training College
BSN	The Bahamas School of Nursing
CCOB	Community College of The Bahamas
CEES	Continuing Education and Extension Services (of COB)
CEO	Chief Executive Officer
CGPA	Cumulative Grade Point Average
CHTM	(see UWI)
COB	The College of The Bahamas
CSC	Central Steering Committee
CST	Central Stearing Team
EC	European Community
GCE	General Certificate of Education
GPA	Grade Point Average
ITC	The Industrial Training Centre
JBTE	Joint Board for Teacher Education
OAS	Organization of American States
SACS	Southern Association of Colleges and Schools
UCOB	University College of The Bahamas
UNESCO	United Nations Educational, Social and Cultural Organization
UWI-CHTM	University of the West Indies - Centre for Hotel and Tourism Management

1 EXECUTIVE SUMMARY

1 The project, conducted in 1990-91, was intended to overcome fragmentation and a lack of coordination in post-secondary education, and to recommend how it might better respond to the needs of the economy and society. A Central Study Team was appointed to be responsible for producing a Master Plan, with the support of a small team of consultants. The report was to be received and reviewed by a Central Steering Committee.

2 Each of the four public institutions concerned - The College of The Bahamas, The Bahamas School of Nursing, Bahamas Hotel Training College, and The Industrial Training Centre - was required to conduct a self-study. The reports of these, together with economic, demographic and other data collected by the Central Study Team, consultation with employers, schools and others, and detailed discussion by the CST, contributed the basis on which proposals were formulated. The self-studies described present strengths and concerns, and looked to the future. Consideration was given to previous plans, aims and reports on public post-secondary education, as well as to the education and training activities of other Government departments and agencies, and private post-secondary institutions and their plans and needs.

3 In addition to questions of coordination and rationalization, the project addressed issues of access to types of post-secondary education, present and future opportunities in The Bahamas and overseas, improved ease of progression through the system, and the assurance of standards.

4 The proposals are therefore intended to simplify, coordinate and improve post-secondary education and training as currently offered by the four institutions; strengthen its relationship with education and training under other auspices; increase students' opportunities, especially

at the bachelor's degree, trade and technician levels; give the system greater flexibility to respond to economic and social needs; increase the participation rate in post-secondary education; improve opportunities for the Family Islands; develop a four-year institution which can rapidly reach the condition of a University - to which the Government has long been committed; give institutions greater control over their planning and expenditure; improve library and other resource provision necessary to support programmes which can produce the skilled manpower needed by The Bahamas, and enable students to take advantage of the greater programme and institutional flexibility to obtain increased choice, including for continuing education on a full-time or part-time basis.

5 The proposals involve the creation of:

a) A Bahamas Coordinating Board for Post-Secondary Education, a Government-appointed, autonomous Board to ensure adequate policy development, and the planning and coordination of institutions and their programmes.

b) An Accreditation Board, a Government-appointed, autonomous Board to oversee standards in public institutions, and to meet the needs of private institutions seeking accreditation at post-secondary level.

c) The University College of The Bahamas, offering programmes initially up to bachelor's degree level, developing post-graduate and master's level work, and enhancing its capability to conduct applicable research in particular; with its own Governing Board with rotating membership, and the autonomy necessary to allow control over its planning and expenditure; not offering College Preparatory programmes, and aiming at an ultimate size of some 5,000 students; operating on a single, custom-built campus appropriate for work at the University College and then University level.

d) The Community College of The Bahamas, combining and extending the work now conducted by the Industrial Training Centre,

Bahamas Hotel Training College, other craft, trade, technical and vocational programmes, and programmes up to two-year Associate Degree level in selected areas; with its own Governing Board with rotating membership, and the autonomy necessary to allow control over its planning and expenditure: operating on multiple sites, with an ultimate target of some 20,000 students.

e) The Centre for Continuing, Extension and Distance Education, developed from the basis of the present Continuing Education and Extension Services Division of COB, with responsibility for developing a Distance Education scheme to serve the Family Islands in particular, and working in collaboration with the University College and Community College.

f) A library appropriately housed, equipped and stocked to serve the needs of all post-secondary education, and the research and information needs of the community.

g) A credit accumulation and transfer scheme that will enable students to obtain credit for in-house training schemes of public and private enterprises and accredited courses in other institutions, as a basis for entry to College programmes; to obtain credit within the institutions for purposes of progression and transfer; to obtain credit towards post-graduate and masters' programmes.

6 Accurate estimates of the costs of implementing the proposals have not been possible, and indicative guidelines point towards the alternatives and parameters that will need to be considered once the proposals have been broadly adopted.

7 Recommendations for implementation include the establishment of the Coordinating Board in the spring of 1992 and the Accreditation Board in the autumn of 1992, together with the Boards of the individual institutions. The Central Steering Committee and Central Study team will have interim functions until the Coordinating Body is established. The first bachelor's degree, in banking, will be launched by COB in

1991, others will follow under the University College, and other kinds of planning can be undertaken by ITC, BHTC and others to hasten the establishment and operation of the new institutions. 1997 is recommended as the target date for the designation of The University of The Bahamas

A review of the present situation in the Government would address the problem and the result was a study of existing hotel and tourism training programs in early 1988. This led to the plan developed with World Bank support, for a new facility on the campus of The College of The Bahamas (COB), to house the Bahamas Hotel Training College (BHTC), the University of the West Indies Centre for Hotel and Tourism Management (UWI-CHTM), and the Bahamian program of the Ministry of Tourism. This project, creating a facilities was a first step, pointing towards further work for program coordination among COB, BHTC and UWI-CHTM. A project brief was drawn up for a more comprehensive approach to the planning of post-secondary education. This brief suggested the following priority issues for consideration in preparing a master plan for the medium- and long-term development of post-secondary education in The Bahamas:

- (a) the fragmented and largely uncoordinated institutions - COB, BHTC, UWI-CHTM, and the Bahamas School of Nursing (BSN);
- (b) the virtually total lack of program articulation among them and the need to adapt and articulate programs to ongoing developments in education and training systems in other countries, notably Great Britain and the U.S.A.;
- (c) inadequately developed systems for the training of adequate numbers of qualified primary and secondary teachers, and no currently operating system for training secondary vocational/technical teachers;
- (d) the present underutilization of existing facilities for

II THE PROJECT

1 The decision to launch the project arose out of an awareness of the fragmented and uncoordinated way in which the country's post-secondary education and training had grown up in the 1970s and early 1980s. In December 1986 the Honourable Paul L. Adderley, Minister of Education, issued a policy decision that the Government would address the problem, and one result was a study of existing hotel and tourism training programs in early 1988. This led to the plan, developed with World Bank support, for a new facility on the campus of The College of The Bahamas (COB), to house the Bahamas Hotel Training College (BHTC), the University of the West Indies Centre for Hotel and Tourism Management (UWI-CHTM), and the Bahamahost program of the Ministry of Tourism. This proposed sharing of facilities was a first step, pointing towards further need for program coordination amongst COB, BHTC and UWI-CHTM. A project brief was drawn up for a more comprehensive approach to the planning of post-secondary education. This brief suggested the following priority issues for consideration in preparing a master plan for the medium- and long-term development of post-secondary education in The Bahamas:

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- (b) the virtually total lack of program articulation among them and the need to adapt and articulate programs to on-going developments in education and training systems in other countries, notably Great Britain and the U.S.A.;
- (c) inadequately developed system for the training of adequate numbers of qualified primary and secondary academic teachers, and no currently operating system for training secondary vocational/technical teachers;
- (d) the present under-utilization of existing facilities for

technician training (while technicians are in high demand in the labour market);

- (e) weaknesses in primary and secondary education, especially in the Family Islands, which currently force COB to direct substantial resources to remedial secondary education;
- (f) the high costs of primary and secondary education in the Family Islands, which inevitably influence resources potentially available for post-secondary and higher education;
- (g) the small size of the country's population in combination with the access and proximity to post-secondary and higher education institutions in the UWI system and on the U.S. mainland, which implies that only very country-specific or else relatively high-volume in-country education and training programs can be justified on a comparative cost basis; and
- (h) the need to develop entirely new programs justified by and linked to tourism development, such as for the performing arts, cultural preservation, including advanced local arts and crafts, etc."

Related to these aims were also such issues as previously expressed intentions to develop COB to university status, with a substantial capability for applied research. The project brief suggested that the production of a master plan should be based on:

"(a) a deep insight into the current status of each of its post-secondary education institutions, hence the necessity for a self-study carried out by the institutional personnel and student leaders themselves; (b) the development changes each institution wants to make and a tentative timetable for them; (c) the financial, human and physical resources that are required and are available, or for which there is a reasonable expectation they can be made available; (d) how the expected results of the planned developmental actions would contribute to the attainment of the

nation's economic and social objectives during the plan period, as well as to the attainment of the institution's objectives; (e) would the national demand for the educated/trained manpower resulting from the planned actions be sufficient to justify the increased expenditures required; and (f) other pertinent information. Above all, the planned actions of the respective institutions, and the 'master plan' as a whole, must be the result of an honest critical analysis of each participating institution, via its self-study; and an acceptance that reforms and re-orientation, while frequently painful, are necessary and desirable".

The plan was to be the product of collaboration among representatives of government ministries, business and industry, the participating institutions, and a team of consultants. (See Appendix B for the full project brief.)

2 In addition to awareness of the lack of coordination the new project had roots in analyses of the economic and social contexts of post-secondary education. The Government's own consideration of manpower and training needs was supported by the work of specialists from UNESCO and the World Bank, and by local and regional investigations by CARICOM and others. The report that pointed most directly towards the master planning project was a Staff Appraisal Report produced by a World Bank team in connection with the Second Technical and Vocational Training Project in 1988. This report endorsed the view that post-secondary education in The Bahamas was uncoordinated and, extending the argument to cover training under the National Training Council, thought that the Government's basically sound strategy for human resource development needed to be strengthened. Institutions were of recent creation, and their growing size and diversity "increase the need for improved inter-institutional coordination and articulation", including for tourism training programmes. Post-secondary education was in general fragmented, and "particularly COB suffers from a lack of an overall development plan

based on national priorities. Government has not yet established clear long term plans and priorities for post-secondary education". This broad-ranging analysis led to the proposal that a master planning project should be included in the overall developments under the World Bank loan.

3 The Central Study Team was to be responsible for producing a Master Plan, and the CST was to have available to it self-studies that would be produced by each of the four institutions. Proposals for the supporting team of consultants were issued, and of the responses the one offered by the Center for the Study of Higher Education at Pennsylvania State University was accepted. This endorsed the need for a highly collaborative approach to the project. The senior consultant/investigator was the former Principal of a British college, with experience of higher education also in the United States and Canada. One American consultant was a specialist in vocational/technical education, and the other in general education with an interest in nurse education. An initial visit by the senior consultant took place in May 1990, and the work of the CST began in earnest in September 1990. BHTC was already engaged in producing a self-study report for the purpose of accreditation by the Commission on Occupational Education Institutions of the Southern Association of Colleges and Schools. The decision to establish the Central Steering Committee was postponed and this was established in June 1991, with the aim of receiving and reviewing drafts of the Master Plan, and acting as a consultative group for the implementation of whatever decisions would be taken by the Government following receipt of the final Plan.

4 It was clear from the outset that expectations of the project covered not only the detail of programme and institutional coordination but also wider, urgent issues relating to student access to post-secondary education in The Bahamas, the extension of opportunities for example at technician and baccalaureate levels, the future status of the

institutions, the ability of students to progress through the system, the relationship of the four institutions to others - public and private, standards throughout post-secondary education, and therefore questions of accreditation, and the deployment of resources. The CST determined and addressed the priority issues for its discussions, assembled available data, considered alternative ideas and suggestions, and through its own experience and that of the consultants reflected on the views of employers and schools, public and private institutions, opportunities in Grand Bahama and the other Family Islands, the experience and possibilities of distance education, and the aspirations for post-secondary education of Government Ministers past and present. It considered overseas experience, particularly with regard to coordination and accreditation, looking at American and British models as well as information on recent developments in Jamaica brought by one of the co-chairs and the senior consultant. The CST helped to lay the basis for work on the institutions' self-studies, received regular reports on their progress and then the self-study reports themselves in June 1990.

5 During the lifetime of the project other developments and changes took place which affected its work. In nursing, for example, there were moves towards the long-discussed programme amalgamation between COB and the Bahamas School of Nursing. BHTC successfully submitted its report for accreditation by the Southern Association of Colleges and Schools. The Ministry of Education was developing the Bahamas General Certificate of Education (BGCSE), intended to replace existing examinations in 1993. A project on the curriculum of secondary education was launched under the auspices of the Inter-American Development Bank. As part of the Second Technical and Vocational Training Project a Technical Instructor Training Programme was also begun. In more general terms, the national economy was affected by the downturn in international tourism as a result of recession and the Gulf War.

6 While the project was in progress there were changes in both the Cabinet and the senior administrative personnel of the Ministry of Education, as well as in the Ministry of Health and other Ministries. Both the Honourable Paul L. Adderley and the Honourable Bernard J. Nottage gave the project important ministerial support, as did the two Permanent Secretaries at the Ministry, Mr Gurth Archer and Mr Luther E. Smith. The Central Study Team and the consultants had the invaluable support throughout of Mr L.B. Darville, Project Coordinator at the Ministry of Education. A wide variety of people at the Ministry of Health, the Ministry of Tourism, the Ministry of Public Personnel, other public agencies and the public utilities, public and private schools, the churches, commerce and other areas of Bahamian life generously gave their time and provided information.

The institutions had available the self-study guidance of the North Central and Middle States regional accreditation agencies in the USA. They were asked to describe and analyze their present situation, and to determine its future needs, aspirations and possibilities. COB, RSN and TTC each established a Central team responsible for the final report, and sub-committees to work on specific aspects of the study. Here we summarize the institutions' judgments on the present position, and in the following two sections we consider wider aspects of post-secondary provision in The Bahamas, and the future orientations that emerge from the self-studies (for fuller information from the self-studies see Appendices C-F).

THE COLLEGE OF THE BAHAMAS

III THE SELF-STUDIES

Each of the four institutions directly addressed by the project conducted a self-study and submitted a report (BHTC using for this purpose the report it had already prepared by the summer of 1990 for the Southern Association of Colleges and Schools). The institutions had available the self-study guidelines of the North Central and Middle States regional accreditation agencies in the USA. They were asked to describe and analyse their present situations, and to comment on future needs, aspirations and possibilities. COB, BSN and ITC each established a central team responsible for the final report, and sub-committees to work on specific aspects of the study. Here we summarize the institutions' statements on the present position, and in the following two sections we consider wider aspects of post-secondary provision in The Bahamas, and the future orientations that emerge from the self-studies (for fuller information from the self-studies see Appendices C-F).

A THE COLLEGE OF THE BAHAMAS

1 A White Paper of the Ministry of Education and Culture in 1972 prepared the way for the establishment of The College of The Bahamas, forecasting that it would be "the apex of the systems of primary and secondary education for the nation". It was to meet the needs of The Bahamas in education, training and cultural development, provide for "the further or continuous education of citizens... include hotel, technical, business and educational studies, the academic arts and the creative arts". It was to be a centre of research, and it would "influence policies regarding the provision and operation of a national library, public archives and museums". The College was established by an Act of Parliament the following year. It formed part of Government policy to expand and enhance educational provision in an independent, developing country. The College was created by the amalgamation of two teachers' colleges, a technical college and the sixth form of The Government High School, and still with some uncertainty about its precise character and concern about its lack of autonomy, the College opened in September 1975. It offered programmes leading to associate degrees, diplomas and certificates, in addition to "A" level studies and a remedial "College Preparatory" program.

2 There were difficulties relating to the proportion of the budget and effort devoted to duplicating the work of the secondary schools, the small number of graduates in some areas, poor conditions and lack of autonomy. In 1979 the Government adopted a Proposed Policy for the Continued Development of The College of The Bahamas, mandating the College's function as "fostering a greater sense of national identity among students" and as "functioning in a manpower training role". Concentration was to be on programmes in areas of greatest need, including teacher training, applied science and technical and vocational studies. The intention was to phase out the College Preparatory

programme in a year. New and more stringent admissions requirements were introduced, resulting in a decrease in student numbers for the period 1979-83. During the following period of stability the College increased the range of its programmes in response to increasing demand, particularly due to the growth of the tourism, banking and insurance sectors of the economy, and the needs of a growing public service sector. Some new buildings were constructed on the Oakes Field campus, the College's Freeport Centre was launched in 1986, and a distance education programme designed to extend the College's influence beyond New Providence had achieved an enrolment of 2,000 students (two-thirds full-time) by the beginning of the 1990s.

3 The Leys Report, produced by a group of consultants in 1968, considered the need for the establishment of a college, and one which would be "capable of steady and progressive development towards a higher status". In spite of budgetary and other difficulties the intention was from the earliest days, in fact, to progress towards four-year programmes, capitalizing on the College's links with the University of the West Indies and other tertiary level institutions abroad. In recent years, with its two-year programmes stabilized, the College began to plan for its development towards four-year bachelors' degree awarding status, and the Prime Minister and successive Ministers of Education (and the initial brief for the present project) have confirmed four-year status as the aim for the College. It was also mandated by the Honourable Minister of Education in 1987 to "review its current structure and offerings with a view to adding new programmes or expanding upon existing ones in areas of perceived need". A number of College task forces were established at that time, comprising faculty, administration and members of the public, to consider such additions and/or modifications, particularly in non-traditional, non-academic or career-oriented programmes. As a result it was anticipated that new departments would be established in design (graphics and fashion), the

performing and visual arts, tourism and resort management, manufacturing and engineering. Steps have also been taken recently to improve the College's research capability. All such developments point towards the description of the College by the Minister of Education in 1975 as "a multi-purpose institution serving as far as possible every important need of The Bahamas".

4 The College's explicit philosophy and purpose include both the aims of contributing to national development efforts and fostering a sense of national identity, and of helping the personal development of students. Many programmes are aimed directly at meeting perceived economic and social needs. For example, the Business and Administrative Studies Division offers programmes in accounting, banking and finance, computer data processing and management. There are a variety of technical and vocational programmes in the Technology Division. In the Humanities, Natural Sciences and Social Sciences it is programmes that lead to vocational qualifications that have carried the highest enrolments. Associate degree programmes in tourism studies and resort management have been introduced or are planned. Some Divisions, notably Humanities and Social Sciences, offer courses with Bahamian content, for example Bahamian dialect, Bahamian literature, Bahamian studies, and the politics and government of The Bahamas. These divisions also sponsor projects and activities involving the community and providing a forum for showcasing indigenous culture. The Continuing Education and Extension Services Division also contributes to the fulfilment of this objective. In all of this activity, however, the general education of the student is not overlooked. The College's philosophy is one of "providing a sound programme of general education, which will expose the student to important knowledge and ideas, teach him to think critically, enable him to develop an understanding of the world around him, assist him to evaluate that world and his place in it".

5 In 1989-90 the College enrolled 2,500 full-time and part-time students, as well as 1,300 enrolled in its evening institutes. The percentage of the high school graduating population applying to the College was 53% in 1985-86, fluctuated between 49% and 71% for the next four years, and was 51% in 1990-91. The selection process is competitive, given the existing constraints, and in the late 1980s approaching 30% of applicants were being accepted. There is a growing trend for accepted students to be from the private high schools, which raises questions about the performance levels of and career plans of public school students, and about the College's commitment and ability to minimize the effects of traditional barriers to post-secondary opportunities. Disadvantaged groups include not only public school students but also those in the Family Islands, who have fewer opportunities to benefit from the major post-secondary institutions, which are located in New Providence. Some two-thirds of recent intakes have been from the private schools, and 17% have been from the Family Islands.

6 Enrolment statistics by Division in the recent past (including returning students as well as new enrolments) have been as follows:

<u>Division</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
Business	458	590	315
Education	153	178	113
Humanities	48	41	35
Natural Sciences	214	279	189
Social Sciences	65	174	83
Technology	221	285	187

The least subscribed programmes continue to be education, natural sciences and humanities and the economic and social potential of undersubscribed programmes like agriculture, teacher education and foreign languages is not recognized. The programmes offered and planned, indicating the level of qualification than can be reached, is as follows:

Bachelor of Business Administration Degree Programme

Programmes in accounting, banking and management at this level have been designed and there are plans to offer them in the near future.

Associate Degree Programmes

These form the core of the College's work, with 100 programmes of various kinds, in the form of Double Majors, Combined Majors, Single Majors, and Associate Degrees in Applied Sciences. (G.C.E. "A" levels are also offered in five subjects and these, as well as the Associate Degree may be used for transfer purposes.)

Vocational Qualifications

These are offered in the form of Associate Degrees, Certificates and Diplomas in the following areas:

Business and Administrative Studies: Diplomas in Banking and Trusteeship; Certificates in Computer Data Processing, Word Processing and Office Assistant.

Humanities: Associate Degrees in Journalism and Mass Communication, Library and Information Services; Certificate in Art and Music.

Social Science: Associate Degrees in Social Work, Public Administration, Tourism, Law and National Security; Advanced Certificates in Social Work and Public Administration; Diplomas in Social Work; Certificate of Proficiency in Social Work.

Technology: Associate of Arts and Associate of Applied Science Degrees in thirteen options; Certificate in Building Construction.

Continuing Education and Extension Services: Professional Development seminars are offered in conjunction with off-shore institutions.

Education Programmes (offered by the Education Division)

B Ed in History and English (UWI); Certificate of Secondary and Primary Education (JBTE); some sixteen subjects or subject combinations at the Associate Degree level for secondary ~~and~~

teachers: Associate Degree in General Studies for primary school teachers. The CEES Division has also provided upgrading courses for Family Island teachers in the core subjects through its Distance Education Project, originally established in association with the OAS.

Upgrading Programmes

The College Preparatory and Pre-Technology Programmes are designed to upgrade students' qualifications prior to College level work. Through evening institutes in the Family Islands and New Providence the CEES Division offers Royal Society of Arts GCE courses for students not in the regular programme.

Adult and Continuing Education

Courses are offered in a wide variety of subjects by all the College's Divisions, most of them arranged through the CEES Division. Examples include arts, crafts, physical fitness, social sciences, technology and business management.

7 The College's Associate Degree, Diploma and Certificate programmes are structured to provide a general education component, a component of specialized knowledge and skills, and an elective component. For the Associate Degree, for example, the general education component requires six credit hours each of College English skills, humanities, social sciences and natural sciences, and three credit hours of mathematics. Two non-credit courses, Student Development Seminar and Library Orientation, are also required. Nine credit hours of electives enable the student to strengthen either this general education or the area of specialized study. In order to analyse the level of achievement of students a sample of 1169 graduating between 1985 and 1990 was taken, and their Grade Point Average (GPA) was tabulated. The minimum acceptable level of GPA is 2.0. 81% of the students completed their programmes with a Cumulative Grade Point Average (CGPA) of between 2.0 and 2.99, and under 20% therefore obtained a CGPA of 3.0 or over. Performance varied across

the Divisions but all of them have a majority of their graduating students achieving at the lower end of the spectrum. On the basis of their performance at the College students were able to obtain credit exemptions at a range of colleges and universities in other countries, including the United States and Canada. Between 1985 and 1990 Florida International University, for example, admitted 35 students from COB, all with full exemption.

8 The full-time employees of the College, as at October 1990, numbered 361, of whom six were senior management (Principal, Vice-Principal, Registrar, Bursar, Academic Dean and Assistant Registrar), 11 were middle management, and 157 faculty. The Principal chairs the Academic Board, which is responsible for the academic affairs of the College. The Education Act of 1962 gave the Minister of Education responsibility for "the superintendence, direction, and control of all primary, secondary, and further education in the Bahamas which is wholly maintained from Government funds". The College of The Bahamas Act of 1974 further confirmed the Government's directional and operational controls - which the Minister of Education shares with the Minister of Finance. The functions and powers of the Council of COB are also set out in the 1974 Act, and are circumscribed by the allocation to the Minister of Education of the power to "give the Council such directions as he thinks fit with respect to the exercise of its functions... either generally or in any particular case". The Minister of Education, not the Council, has the power to fix fees, and the Minister of Finance has the power to control all expenditure. Long-term planning is faced with various difficulties, including the regular, complete reconstitution of the Council, leaving the College repeatedly without a Council. Nevertheless, in addition to the continuous processes of policy-making by the College's management and committees, formal planning of a long-term nature is undertaken. Self-analysis and institutional planning have been a feature of annual faculty seminars since 1979. College-wide task forces have been formed at

four-year intervals to study and make recommendations on aspects of the College's work. In 1988, for example, task forces were established to consider the Minister of Education's mandate for the Proposed Future Development of The College of The Bahamas, and they considered the future of the College as a four-year institution. All aspects of the College's work are, in fact, the subject of consistent scrutiny by the management, the Academic Board, the Chairperson's Committee, and advisory committees. The College is aware of the need to supplement its procedures with one for programme review and evaluation.

9 Of the College's 157 full-time faculty, 66 are male and 91 female. 47% are from The Bahamas, 19% from the Caribbean, 13% from Europe, 9% from the US and the remainder from other countries. 16% hold a Ph.D. degree and 54% a Master's degree. A faculty evaluation system has been introduced, on the basis of criteria relating to teaching, service to the Division or College, and research or service to the community. For the year 1989-90 18% of the faculty were rated as outstanding, 56% good, 16% satisfactory, and 10% weak or poor. Feedback is provided to faculty members following the evaluation. Those rated as weak are referred to a senior colleague for assistance, and workshops to improve instruction are occasionally held.

10 The mission of the College's library constantly expands to meet the demands of a wide variety of academic and special programmes. Because of the developing nature of the society and the economy to which the College responds, the library has to support the needs of this diversity in its programmes, as well as the research and reference needs of its students and faculty, and many outside the College in government, other institutions and elsewhere. The College library is an essential part of all the functions of the College. In its premises, resources, funding, staffing and opportunities for planning and improvement, the library is seriously deficient. It has difficulty in recruiting professional

librarians because of inadequate budgets. It has an out-of-date and inadequate bookstock, and is judged as in general unable adequately to support the instructional programmes of the College, and the needs of its students and faculty.

11 The College provides an extensive range of support services for students, through its central offices, the faculty, special services relating to such areas as job placements and personal counselling, and the College of The Bahamas Union of Students. These are services which are designed to ensure that students have access to academic advice, and can overcome personal problems, be securely housed, overcome obstacles arising from health or physical disability, and in general benefit from whatever is necessary to see them through to successful completion of their programmes, and to appropriate transfer or employment afterwards.

12 One of the intended features of the College was the promotion of research necessary for the academic health of the institution and for the needs of The Bahamas. Although a certain amount of research is conducted by individual faculty, and plans have been formulated, the necessary resources have not yet been made available to enable a systematic research activity to develop. The College has elaborated a research policy, and requests for funding to appoint a Director of Research have been submitted. An example of the way research could be developed is Project Q, a research initiative relating to the Bahamas Quincentennial Commission, and designed to establish an institute of anthropological and historical studies which could present nationally relevant data to scholars, classroom teachers and the community.

13 The College is wholly dependent upon the Government for its finances. Education receives the largest share of Government expenditure, and this share has been consistent over the past decade. The College's share of the Ministry's expenditure increased in the

period 1984-89 from 6.6% to 8.3%. The College's expenditure rose from \$5.3 to \$9.1 million, but was reduced by some 2.5% in 1990. The College's annual budget is approved for one year, but it is not known until the beginning of the second semester (January) of the academic year, making planning difficult. A further difficulty is that budget allocations are now released quarterly. Receipts and expenditures are channelled via the Consolidated Fund, which is managed by the Treasury. The College's lack of autonomy in matters related to expenditure results from The College of The Bahamas Act, which laid down that "no expenditure shall be incurred by the College without the prior approval in writing of the Minister of Finance". A further example of the College's lack of control over its finances is the provision laid down in the Act that any gifts, donations, grants or other moneys received by the College "shall be expended in such manners as the Minister of Finance may direct". At present tuition rates are \$25 per credit, making the typical cost of tuition \$600-775 per credit. The present tuition rate would need to be raised to \$55 per credit to parallel, for example, current private high school rates.

14 In summary, COB has established itself as a credible institution of post-secondary education, offering Associate Degree and other awards. It has attracted a dedicated and competent faculty and administrative staff, and has earned public respect for the quality of its work and its graduates. As a result high school students who might otherwise have gone abroad for their post-secondary education have been applying to the College in increasing numbers. It has developed a wide range of programmes in response to its declared mission, has operated a centre in Freeport, has established firm links with the University of the West Indies and many universities and colleges in the United States, Canada and elsewhere. Its students have been successful in obtaining credit for their work when transferring to four-year institutions abroad. It has established strong connections with schools and employers, and contributes to the cultural life of The

Bahamas in a variety of ways. It has regularly reviewed its activities and priorities, and its planning has continually included the proposed development of four-year baccalaureate degree programmes, and research. It has, within its constraints, been responsive to the needs and directions set by the Government, employers, students and the community, and has given leadership in the development of programmes and a cadre of trained personnel for The Bahamas. Concerns relating to the work of the College (as of the other institutions) are discussed below in Section V.

B THE BAHAMAS SCHOOL OF NURSING

1 The education of nurses in The Bahamas under the Ministry of Health is a joint effort between nursing education and nursing service under the Director of Nursing. Since the first record of formal training in 1902 the education of nurses and midwives has been in constant evolution, including in conjunction with the General Nursing Council of England and Wales in the 1960s. The Nurses and Midwives Act of 1971 provided for the formation of a Nursing Council, the statutory body which governs the education and the practice of Nursing in The Bahamas. In 1982 the Chief Nursing Officer proposed that nurse education should be placed in an institution of higher learning. Following joint meetings between the Ministry of Health and Ministry of Education an Associate of Arts Degree in Nursing was established in 1984 at The College of The Bahamas. The BSN Diploma programme is scheduled to be phased out by 1992.

2 The overall aim of the Bahamas School of Nursing is to provide curricula and facilitate the teaching and learning process in order to produce a variety of practitioners who will practise nursing effectively. BSN is committed to the preparation of beginning practitioners to provide care for individuals, families, groups and/or communities at

basic levels; to function as a member of an inter-disciplinary team in a variety of health care settings; to use a preventative approach to health care; to use research material as a basis for the provision of patient care; to adjust to change and to assume responsibility for personal and professional growth. BSN has an overall philosophy based on the Christian philosophy, sees health care as a basic human right, and nursing as an active ongoing process through which the learner and the practitioner integrate knowledge, skills and attitudes to gain and maintain competency throughout their career. The curricula and knowledge base of the School of Nursing are grounded in those assumptions, and are designed to encourage positive relationships amongst education, service, community and allied agencies.

3 In the period 1983-90 the BSN Introductory Course and the COB Associate Degree programme graduated 316 Registered Nurses. BSN graduated 197 students from the Clinical Programme, and a total of 183 from its midwifery, community, psychiatric and maternal and child health programmes. The total nursing staff in The Bahamas in 1990 consisted of 631 Registered Nurses, 467 Trained Clinical Nurses and 370 Nursing Auxiliaries, and BSN'S basic programmes and five post-basic programmes aim to ensure an adequate supply of nurses whose basic and continuing education enable them to contribute to the profession and promote improvements in its standards. The faculty of BSN consist of nurse educators who are qualified by education and experience to teach the programmes, that is, they meet the criteria of three years post-basic clinical experience and are holders of Certificates in Nursing Education from recognized programmes. The Principal Nursing Officer and the five Senior Nursing Officers have each completed over 30 years in nursing, two having masters' degrees, two with first degrees and two with Nursing Education Certificates. Of the eleven other full-time faculty three have completed over thirty years service, two have first degrees, seven have Nursing Education Certificates, and the others have speciality certificates. Other qualified

resource persons are used in programme implementation.

4 The Registered Nurse Programme lasts three years, and graduates are eligible to apply for registration with the Nursing Council, Commonwealth of The Bahamas. Candidates have to be between the ages of 17 and 35, and are required to have a good basic education with a minimum of five GCE "O" level subjects at grades A, B, C, or the equivalent (these must include English and a science subject). The programme combines theory and clinical experiences. Since the establishment of the Associate of Science Degree at COB in 1984 all faculty of the School of Nursing have participated in teaching the nursing courses for this programme, and the curriculum committee is chaired by a nurse educator from BSN. It is foreseen that the transition from BSN to a Division of The College of The Bahamas will therefore be smooth, and the ground has been laid for the amalgamation of the two programmes, and an extension to bachelor's degree status.

5 The Trained Clinical Nurse Programme prepares men and women to perform practical nursing effectively, under the supervision of a Registered Nurse in a variety of health care settings. It is an 18-month programme, and graduates are eligible to apply for enrollment to the Nursing Council of The Bahamas. Applicants have to be between 17 and 40 years of age, and to have five Bahamas Junior Certificate subjects (including credits in English and Health Science) or the equivalent.

6 The five post-basic programmes consist of:

Midwifery Programme: previous programmes were replaced under the 1971 Nurses and Midwives Act by a one-year course for Registered Nurses, and is offered according to manpower need. It leads to certification and registration as a midwife with the Nursing Council of The Bahamas, is arranged in two

semesters and integrates theoretical with clinical instruction.

Community Health Nursing Programme: a one-year programme established in 1972, to replace a system of inservice awards to pursue studies outside The Bahamas. A revised curriculum was completed in 1986, and centres around the community and its component groups, and the attainment and maintenance of optimum health by the family throughout the life cycle. The programme has operated ten times.

Psychiatric Programmes: two programmes, one for Registered Nurses and one for Trained Clinical Nurses, the former having been offered twice and the latter five times. The programmes last nine months. On completion of the course a Registered Nurse will be able to apply the nursing process in the management and care of patients and families with various maladaptive behaviour patterns, assess the health needs of the patient and use relevant knowledge from the physical and behavioural sciences in the rehabilitation of the patient. The Clinical Nurse is expected to develop competency in clinical skills in the practice of psychiatric nursing, assessing patient needs and implementing a plan for the prevention, treatment or rehabilitation of the patient.

Maternal and Child Health Programme: a six-month programme introduced in 1984, and so far offered only once, for Trained Clinical Nurses. The aim is to enhance the quality of care to the community and reduce mortality among mothers and children.

7 The School of Nursing occupies new buildings opened in 1987, providing adequate space and amenities, including a library which is well appointed but has an inadequate supply of books, periodicals and other learning materials. An Advisory Board for BSN contains representatives from nursing education and service on matters relating to the basic programmes, and each post-basic programme has its own Advisory Board. There are a number of standing committees and

regular meetings, and there is collaboration with service and other agencies. The programmes, activities and facilities of the School are regularly reviewed, and there are internal and external evaluation committees. A student nurses organization holds educational and recreational activities, and is invited to send a representative to all relevant standing committees.

8 The budget is prepared and submitted in June of each year to the Permanent Secretary, Ministry of Health, and the Ministry allocates the School's budget by 31st December. The expenditure of these approved estimates is controlled by the Ministry of Health. It is difficult to assess detailed costing of the School as many items purchased through the central unit are not cost-coded to the School. The approved budget for BSN was \$1,477,370 in 1989, \$1,257,682 in 1990, and \$1,263,254 in 1991. These figures contained \$65,000, \$50,000 and \$10,000 respectively for capital expenditure, and approximately 80% of the budget was for personal emoluments.

C BAHAMAS HOTEL TRAINING COLLEGE

1 The Bahamas Hotel Training College was formed in 1973 to provide an education and training centre which would be responsive to needs of the developing tourism industry of The Bahamas and the Caribbean. The College is accredited by the Commission on Occupational Education Institutions of the Southern Association of Colleges and Schools (SACS) in the USA. An Occupational Education Institution as defined by the Commission's Policies and Standards is one "that has as its major purpose the preparation of individuals for employment in jobs. An occupational education institution should recognize the achievement of skills, competencies, attitudes, and knowledge through the issuance of awards such as certificates, diplomas, or other appropriate credentials..

Instructional programs offered by occupational education institutions are designed to provide a sequence of educational and skill development experiences. These programs are designed to prepare an individual for entry, promotion, or updating in a specific occupation or cluster of occupations at less than a baccalaureate level".

The explicit purpose of the College, therefore, is "the training and education of employees for hotels, tourism organizations and allied industries, for the development of their careers... post-secondary education which will prepare people for useful careers ...(and) offer a continuous career development opportunity for all employees of the tourism industry". The organizational structure of the College is intended to enhance teaching in the technical, vocational areas - skill-oriented training programmes dictated by the needs of the industry. From its inception the College has provided both academic and on-the-job programmes.

2 BHTC was established as a "quasi-government institution" by the Bahamas Hotel Training Council, also established in 1973, and it took its first students in September 1974. In the academic year 1989-90 the College had a total of 361 Diploma and Certificate students, 74 of the latter at the Training Centre in Freeport. The College runs summer school sessions primarily for employees in the hotel industry, evening courses as part of the regular programme schedule, and an adult education programme mainly on a part-time evening basis. Also in 1989-90 the College had two full-time senior administrators, 16 full-time instructors/tutors, ten registry and secretarial staff, and five maintenance staff.

3 The College has several means of assuring that it is serving the needs of those in its target area. The members of the Council, the College's governing body, include representatives from the hotel industry. The Council is, in fact, a tripartite body established by

agreement amongst the Minister of Education on behalf of the Government, The Bahamas Hotel Association on behalf of the industry, and the Bahamas Hotel Catering and Allied Workers' Union. Advisory committees, hotel management and staff, community leaders, union representatives and others provide continual feed-back about the College's products and services. A Senior Staff Committee meets on a regular basis to make plans and evaluate progress. There are periodic meetings of all faculty and also of the administration and support staff. A newly created Institutional Advisory Committee has discussed the purpose and quality of service of course offerings. The Executive Director and senior staff attend frequent meetings with industry representatives to discuss progress and areas for development. The College also has committees to review examinations and bring programme coordinators together, as well as a Student Council.

4 In addition to the planning functions of the Council and the College administration, faculty and staff, the Council periodically commissions independent study reports, which are presented to Council and are in the main acted upon as part of the overall policies of the institution. Recent long-range planning has included a European Community funded project for a joint regional hotel training initiative by BHTC and the Caribbean Hotel Training Institute, EC funding for an 80/100 bedroom dormitory building for BHTC Nassau campus, and new Nassau campus construction by the World Bank and the Bahamas Government. Important new facilities will result from these projects, and the regional initiative will provide an initial team of five professionally qualified itinerant faculty who will conduct training programmes. BHTC will also spearhead the implementation of a Caribbean Regional Certification Board and a Career Passport Database for cross-credit transfers between hotel schools within the Caribbean region.

5 The requirements for student admissions into BHTC vary

according to the programme. Though not applicable to full-time study, the College offers a school link programme, which exposes school students to the College's programmes and facilities, with a view to acquainting them with the hospitality industry and to attracting them to the College's full-time programmes when they complete high school. This "Slipstream Programme" takes place over 8-10 weeks on a day release basis, and the student visits include hotels, restaurants, travel agencies, cruise liners and casinos. The school students meet with general managers, heads of department, personnel directors and other personnel. Student recruitment exercises are conducted at the senior high schools, within the hotels and local community groups. The College is publicized through the media, then presented through video and slide presentations. This represents a large-scale annual recruitment exercise, which is reflected in the increase in enrollments by 50% in the three years from September 1987.

6 BHTC programmes include the following:

Ordinary National Diploma Programme: a two-year programme to prepare students for supervisory and middle management positions in the hotel and catering operations sector of the hospitality industry. The premise of the programme is that practical and technical skills are viable paths towards success in careers in the hospitality industry. It therefore provides instruction in the practical and theoretical areas of hotel and catering operations, upgrades practical and technical skills from shorter certificate programmes in the College, and prepares students for degree level programmes from the junior year of a four-year college. Former graduates have been successfully following career paths in the industry. Regular consultation is held with senior management personnel within the industry concerning admission level requirements (an applicant requires a minimum of three GCE "O" levels or equivalent, including English and mathematics, or successful completion of the

College's Placement Examination).

National Apprentice Chefs Programme, a three-year day release programme designed to prepare competent chefs for the industry. It aims to provide the training vehicle for the hotel industry in the culinary field, provide certification through BHTC in affiliation with the Bahamas Culinary Association and the American Culinary Federation, and enable students to progress to responsible jobs with the Commonwealth of The Bahamas.

National Apprentice Waiters Programme: a two-year day release programme to improve the professional qualifications for food and beverage service personnel.

Bahamas Certificate in General Catering Skills, a one-year programme to take school leavers who have not reached the academic standards required for the Diploma Programme, concentrating on the practical areas and with less academic course work than the Diploma Programme.

One term (12 weeks) programmes that have been successfully run consist of a Bahamas Certificate in Bakery Skills, a Bahamas Certificate in Book-keeping and Front Desk Skills, a Bahamas Certificate in Culinary Skills, and a Bahamas Certificate in Food Service Skills (as well as others that have been offered but not run for lack of demand). All of these require applicants to have a minimum of three BJCs, including English and mathematics, or successful completion of the College's Placement Examination.

7 The method of funding the operations of the College was laid down by the Tripartite Agreement in 1973. Operating costs were to be met by the Council out of monies provided as follows:

"A. Half of the operational expenses of the Council by the Minister to a sum not less than \$200,000 per annum.

B. The contributions of the Industry will equal the contributions of the Minister... and will be administered by

The Bahamas Hotel Association.

C. The Union shall contribute 5% of the combined contributions of the Minister and the Industry to a sum not less than \$20,000 per annum.

In the period 1987-90, however, the College's revenues have in fact consisted of the following:

<u>Revenue source</u>	<u>1987-8</u>	<u>1988-9</u>	<u>1989-90</u>
Tuition	136,306	125,903	131,585
Services and fees	46,186	57,431	31,672
Gifts, endowments etc.	12,078	7,729	12,595
Government grants	400,000	450,000	500,000
Industry grants	305,000	280,000	255,000
Interest on fixed deposits	5,053	10,993	4,441

As a result of the economic downturn resulting from the drop in tourism Government and industry grants were reduced in 1990-91, though in that year the Union was able to make a small contribution to the College - something it had been unable to do for some years. Although these were to have no impact on the running costs of the College, the EC funding for the regional hotel training initiative was \$4.48 million (US equivalent), EC funding for the dormitory building was \$2.2 million (US equivalent), and the cost of the Nassau construction project was \$14 million.

8 The premises of BHTC are regarded as Government property and as such they are under the administration of the Ministry of Education which performs routine maintenance. Additionally, the College has a budget heading for repairs and maintenance with which in the recent past the Nassau campus has undergone a major process of rehabilitation. The premises in Freeport were donated to the Government by the Grand Bahama Port Authority, and BHTC's share of the premises consists of kitchen facilities, a training restaurant, two

classrooms, and offices. At the Nassau campus three new buildings have been constructed, and the administration building destroyed last year by fire has been replaced.

D THE INDUSTRIAL TRAINING CENTRE

In February 1980 the Cabinet considered a memorandum by the Minister of Education and Culture for the establishment of an Industrial Training Programme, and the Cabinet gave its authorization. It did so against a background of changes in economic activities in The Bahamas from the late 1960s, with a drop in construction activity and an upsurge of banking and related service industries. Unemployment had grown, particularly amongst those aged 14-24. In the late 1970s a construction boom followed without the trained personnel available, and The Bahamas had to import artisans such as carpenters, masons and plumbers. The skills of unemployed Bahamians did not match the job opportunities, so despite the recovery in the economy unemployment persisted at high levels, and severe social problems became apparent, particularly among unemployed youth. Four major conditions influenced the decision to make technical and vocational education a priority: a) high youth unemployment; b) the levelling off of tourism-related jobs and the need to diversify; c) high migration from the Family Islands to New Providence and Grand Bahama due to a lack of economic activities on the islands; d) the severe shortage of well trained Bahamian craftsmen. An Ad Hoc Training Committee, made up of representatives of Government, industry and training, made recommendations which culminated in the establishment of the Industrial Training Programme. The objective at the outset was to provide basic job skills to as many individuals as possible in the shortest possible time. With an emphasis on carpentry and plumbing, three-month evening courses were begun in April 1980 with 150 and 120 trainees respectively. The courses were extended to six months the

following year, with five months in classroom training and one month in job experience. The range of programmes was expanded. In 1984 the Soldier Road Campus vacated by COB became the official site of the Industrial Training Centre. Programme offerings continued to be increased, though numbers dropped in 1983-85 as a result of changes in programme emphases and a limitation on the size of classes. In 1990-91 there are 733 trainees at the Nassau Centre and 85 in Grand Bahama.

2 The 1980 decisions involved the creation of a National Training Council. An interim Council was created in 1983, and following a review of its progress a report was submitted in 1984 and the Cabinet recommended the formation of the Council, and although no action was taken to formalize the National Training Council a large number of programmes have been operated under the aegis of the interim body in Nassau, Grand Bahama, Abaco and Exuma. These form only a fraction of the Council's intended activities, which were to include a very wide range of training and retraining activities, a manpower projection system, the definition and monitoring of standards in training programmes and national certification standards for trades, and advisory services. ITC has not had the benefit of, for example, the manpower projection system in gearing its programmes to the needs of industry.

3 ITC aims to provide technical and vocational for school leavers, in order to meet the training needs of industries in The Bahamas. From the beginning the aim was reduce unemployment, and programmes were targeted at school leavers without sufficient skills to find employment, and without the qualifications to pursue training at COB. Since the emphasis was on practical skills academic excellence was not a criterion for admission to the programmes, which were to be available to all young persons interested in learning a trade. ITC sought to identify the needs of industry and provide training that would

facilitate economic growth. It aimed, not to train complete craftsmen and technicians, but to develop the attitudes and basic skills of the trade that would allow them to perform under supervision. Additional training would be necessary, and was seen as the responsibility of industry. Students were to be able to prepare for, secure, enter and experience success in their occupational career. The role mapped out for ITC was to understand the needs of industry and of the students, to foster a respect for the dignity of work, promote high standards of workmanship, help students to meet changing occupational requirements and develop occupational adaptability, and offer supportive educational programmes and services.

4 Student enrollment was necessarily high in the first four years, reaching a peak of 788 trainees in 1984, given the demand for trained construction workers. After the drop in numbers in the mid-1980s numbers rose to 733 in 1991, an escalation of enrollment resulting from the recession. When the programme began in 1980 it was anticipated that there would be difficulty in attracting potential trainees, and a stipend of \$42 per week was offered. Industrial, technical and vocational education had low status, but this has slowly changed. The academic abilities of trainees in these programmes has improved tremendously, and for the 733 training spaces in 1991 ITC received 1,500 applications, the majority having at least some BJC passes. The improvement in academic abilities of trainees has allowed ITC to operate slightly more advanced training. This has meant, however, excluding individuals who are not academically inclined and whom the Centre has a mandate to train.

5 All ITC programmes are ten months in length. They cover: air conditioning and refrigeration, arts and craft, auto body repair, auto mechanic, carpentry, commercial skills, cosmetology, electrical installation, electronics, joinery, light clothing, masonry, office machine repair, painting and decorating, plumbing, tailoring, welding. Many of

these are offered in multiple courses (for example, five courses in cosmetology and four in commercial skills and electronics). The programmes with the largest number of enrollments are cosmetology, commercial skills and electronics. Nine of these programmes are offered at Freeport. The number of classes in non-construction trades has steadily increased, and those intended to attract female applicants have increased particularly since 1988, and in addition the enrollment of females in many of the non-traditional trades such as welding, masonry, carpentry and plumbing is increasing. All trainees are given Entrepreneurial Skills Training, related Mathematics, related Communication Skills and First Aid and Safety. The need for general education and stronger related studies is growing. Efforts are underway to develop national craft standards in the various trades. The Centre's personnel, in cooperation with the subject advisory committee and engineers from the Ministry of Works, have developed standards for Basic and Journeymen Welders, which have been accepted as the National standard. Work is ongoing to develop a master level welding and a three-year standards certification in air conditioning and other crafts. Although ITC programmes are regularly offered in Grand Bahama, those conducted in 1984-86 in Abaco and Exuma have not been repeated.

6 ITC has a small administrative team, consisting of a manager, accountant, personnel officer, supplies officer, and a part-time placement officer. It has a faculty of 58 instructors, 32 (55%) of whom are part-time employees. 36 of the instructors were interviewed by a consultant at the end of 1989. 61% of them had six years or more of full-time industrial experience in their trade, and 60 per cent were still involved part-time or full-time in industry. However, 57% of the instructors had five or fewer years of experience in technical and vocational education. Only about a quarter had three or more years of training in teaching, and a quarter had less than one year of training in their trade. Beginning in 1990, and as part of the Second Technical and

Vocational Project, a scheme for the training of technical instructors was launched. It was intended that the instructor training programme and a Certified Technical Instructor Corps would come under the NTC and the ITC. Cooperative ties would be developed with the Ministry of Education Technical Education Division and the Technical Education Department of COB. A consultant was appointed through the Association of Canadian Community Colleges.

7 ITC does not control its own staffing (except for part-time instructors), full-time staff being hired through the Ministry of Education. Although a salary scale similar to that of BHTC was approved in principle by the Cabinet, it cannot be implemented until the Council is legalized. Some staff are currently paid out of COB's budget, while others are paid through the Ministry of Education on the technical instructor salary scale. ITC also has no control over its finances. All purchases have to be approved by the Ministry of Education and by the Ministry of Finance, and the Centre does not always receive the equipment and supplies it orders, or the quality that it orders. The procedures involved lead to funds being unspent: in 1988-90 some \$1.5 million worth of equipment and supplies that could have been acquired were not acquired. In practice, the Centre's budget has been reduced each year since 1989, from \$2.3 million in 1989 to \$2 million in 1990 and \$1.5 in 1991. In 1990 over 60% of the budget went on trainee stipends and part-time instructors' salaries, while only 10% was spent on training supplies, capital assets and repairs to capital assets. As the budget declines, trainee enrollment is increasing and consuming more than 50% of the budget. There is therefore little finance available to purchase equipment and supplies and to improve facilities.

8 The Bill that was intended to become the National Training Act 1986 was not enacted, and in its absence an effective National Training Council has not come into existence, and ITC operates with a skeleton

administrative team. Although ITC conducts the range of activities outlined above, it is unlike the other three institutions described in that it is essentially an interim body with no guaranteed future.

In addition to the four institutions described above there are many departments for post-secondary education and training in The Bahamas, public and private, open or industry-specific. A number of offshore institutions have operated in the past and some still operate as a means for students to enroll for American degrees or other qualifications. Such institutions require Bahamian Government authorization but they are not directly discussed here. The other public and private provision, however, has direct relevance for the discussion of the future pattern of post-secondary education in The Bahamas.

Under the Education Act 1970 private "further education" institutions are required to apply for registration to the Ministry of Education, and registered institutions are required to report annually on student numbers, instruction staff and other matters. Although institutions not providing this information may be de-registered, in fact very little information about the private institutions reaches the Ministry. In recent years the number of registered private institutions has been about 33-40, most of them offering commercial or computer courses and preparation for GCE and BJC. Not much is known centrally about the level or aims of the courses provided, and few institutions offer them at levels or in subjects comparable with those of the public institutions. A number of church-related institutions also operate at the post-secondary level.

The most significant of the post-secondary private institutions is Swains Training College, with some 300 students, six full-time and 20 or so part-time faculty (many of them teachers in secondary schools). Programmes range from basic vocational, GCE, RYA and Puman courses, to Diploma and Associate Degree programmes. The range of subjects is very wide; the facilities adequate (except for the lack of a

IV POST-SECONDARY EDUCATION IN THE BAHAMAS

1 In addition to the four institutions described above there are other opportunities for post-secondary education and training in The Bahamas, public and private, open or industry-specific. A number of offshore institutions have operated in the past and some still operate, as a means for students to enroll for American degrees or other qualifications. Such institutions require Bahamian Government authorization but they are not directly discussed here. The other public and private provision, however, has direct relevance for the discussion of the future pattern of post-secondary education in The Bahamas.

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3 The most ambitious of the post-secondary private institutions is Success Training College, with some 300 students, six full-time and 20 or so part-time faculty (many of them teachers in secondary schools). Programmes range from basic secretarial, GCE, RSA and Pitman courses, to Diploma and Associate Degree programmes. The range of subjects is very wide, the facilities adequate (except for the lack of a

library, a deficiency the College is attempting to rectify), and relations with a variety of American institutions for transfer purposes are well established. Its past ambitions to operate masters' degree programmes (particularly in management and financial services) have not been realized. The College is anxious to secure accreditation, and would seem to be a secure feature of the private post-secondary field. Other commercially-based institutions, such as the recently renamed Bahamian Community College, do not operate at the degree awarding level.

4 Church-related post-secondary institutions are either Bible Colleges or seminaries, or are developments from church-related secondary education. From the basis of the work in the Baptist secondary schools, for example, a four-year degree programme is planned, in religious studies and other subjects, and the question of accreditation has been under discussion. The Methodist Queen's College has established a Centre for Further Education, running evening courses for GCE "O" level, "special help", business and commerce courses, and special interest skill courses.

5 In the field of training there is a wide range of activity, both public and private. In the private commercial and industrial areas there are training activities of various kinds - for example those provided by banks for their employees, and courses - including for a Certificate of Merit - organized by the Bahamas Employers Federation and the Industrial Society (including a Management Development Programme, Industrial Relations for Shop Stewards, Instructional Skills and others). A considerable volume of training activity is undertaken in the public sector. Each of the public utilities has a training operation, and an extensive array of courses is mounted annually in each case. The Bahamas Electricity Corporation, for example, runs courses at basic engineering trade and craft levels, technician level, , computing, report writing for foremen and assistant managers, projects management and contract administration, for different levels of

examinations in accounting, and many others. The utilities also support staff for attendance at courses elsewhere, including at COB and at overseas institutions. The activities of the Water and Sewerage Corporation's Training Centre include not only directly work-related courses (e.g. heavy plant operators, water treatment...) but also the preparation of employees for COB programmes, and support for employees at COB secretarial, technical, business communication and other courses.

6 It will be helpful to take three examples of training activities within Government services:

a) The Bahamahost Programme under the Ministry of Tourism. This is a lecture and self-improvement training scheme, aimed at improving standards of visitor satisfaction. Its declared objectives are to "create self-awareness and foster positive attitudes" among those in the hospitality industry, to increase self-confidence on the basis of knowledge about The Bahamas, to emphasize "the importance of maintaining standards of performance", a professional approach to service, and the importance of giving value for money. The programme is the official education and training arm of the Ministry of Tourism, has a core of full-time and a variety of part-time instructors, and topics covered include tourism and the economy, the geography and history of The Bahamas, and culture and folklore. These short courses are for public service drivers, Bahamasair, hotel and leisure facility employees, managers and others. In 1990 22 Bahamahost sessions were conducted in New Providence, with 751 graduates. In Grand Bahama and the Family Islands there were 590 graduates of the programme.

b) The Public Service Training Centre, the Training Division of the Ministry of Public Personnel. It conducts a systematic training needs analysis of the Ministries and departments and works with them in the implementation of their policies. It focuses on the improvement of the "results-producing capacities of upper level management", upgrading

"managerial, supervisory and policy executing skills", and sensitizing officers to a programme of "personal and organizational self-renewal to meet the new and emerging needs of the 1990's". The Centre therefore runs a series of service-wide programmes, departmental seminars, consultancy and other services, and various programmes in collaboration with the Continuing Education and Extension Services of COB. With assistance from the University of Pittsburgh, the Centre also runs an Advanced Diploma in Public Administration and Policy Management for senior Ministry officials.

c) The Police College. The training programme for the police force lasts 20 weeks, including a four-week "education course". Candidates are required to have five "O" levels, including mathematics and English, and sit an entrance examination unless they have a bachelor's degree. The 100 or so recruits on each course undertake a complex programme, at the conclusion of which they become "probationary constables" and are subsequently assessed for continued service or not. There is substantial wastage in the first five years of service. The College also runs courses for sergeants and chief inspectors and others, and a variety of in-service courses. Instructors are experienced police officers, and part-time lecturers contribute from elsewhere (e.g. on law from the Attorney General's Office). Recruits range from those with minimum qualifications, perhaps treating the police force as a "last resort" for employment, to those with BA or MA degrees. Women recruits tend to be the better qualified. Few police officers attempt to use their training as credit for entry into other professions or levels of education, though a small number do higher level programmes in the United States. All the College's programmes are conducted at the College itself. The Royal Bahamas Police has itself also conducted educational and training activities, either alone or in collaboration with other bodies. On different occasions it has, for example, run classes in English language and mathematics for regular officers, management seminars for senior officers, and courses on security and intelligence, narcotics investigation and other matters with

other Government and overseas agencies.

7 Many of these activities in public and private organizations involve substantial numbers of people. The Training Centre of the Bahamas Telecommunications Corporation, for example, annually assists some 800-900 students. By the end of 1990 the Bahamahost programme had 8,475 graduates. A considerable range of "continuing education" or "adult" education activities is conducted by other bodies not outlined here - including the Royal Bahamas Defence Force, the Red Cross, the Salvation Army (School for the Blind), Abilities Unlimited for those with disabilities, and other Ministries (for instance, the Ministry of Youth, Sports and Community Affairs). A limited amount of education and training is conducted by correspondence or distance education, in addition to that provided by COB. The Bahamas Institute of Bankers and the Institute of Canadian Bankers, for example, offer opportunities for career enhancement by correspondence.

8 A special place in the pattern of post-secondary education in The Bahamas is occupied by the University of the West Indies Centre for Hotel and Tourism Management (CHTM). Since this Centre is directly responsible to a Steering Committee of UWI, and not to the Bahamas Ministry of Education, it was not included in the self-study process for the present project, although it has been represented by its Head of Department on the Central Study Team. CHTM offers a full-time BSc programme in Hotel Management and Tourism Management and a Diploma in Hotel Management. A Diploma in Tourism Management is planned. In 1989, of the 44 students 28 were on the BSc programme in hotel management, 13 on the BSc programme in Tourism Management, and three on the Diploma programme. The number of Bahamian students entering this programme has always been low. Students from BHTC are not able to gain direct entry, and COB students eligible (by an Associate Degree in Business) to do so rarely

apply. The Head of Department reported in April 1990 that at that time there was only one student from The Bahamas at the CHTM: "It is now evident that there is no interest from students from the College of the Bahamas to enter the CHTM". Of the 147 graduates of the CHTM in the period 1979-89, 11 were from The Bahamas. The question of articulation between the Bahamas institutions and the UWI has been a subject of prolonged discussion, and suggestions have recently been made by UWI to improve access by Bahamian students to the Centre.

9 It is not possible to give an accurate figure of the numbers of Bahamian students who complete their studies in other countries. The issues of student choice and ability to pay for overseas education, and the amount of public and private resources supporting students abroad, are important to the present planning exercise. The number of student visas issued by the US Embassy in Nassau from October 1, 1989 through August 31, 1990 was 1186 (1019 "academic" visas, and 167 "vocational" visas). In 1991 there were 73 Bahamian students studying at UWI campuses other than in Nassau. The number studying in the UK fell in recent years, particularly as a result of increases in fees, but although the precise number is not known, it is now increasing. Other Bahamian students are at colleges and universities in Canada and elsewhere. In addition to Government scholarships for many of these students, private companies and others make scholarships available. In Grand Bahama, for instance, there are significant scholarship schemes by the Port Authority and Syntex. The public utilities provide support for employees to study in the USA, the UK and elsewhere. A calculation by the Central Bank puts the funds going to support Bahamian students abroad at well over \$20 million per year, counting only those funds for which formal currency exchange is sought.

10 The Ministry of Education, as we have seen in a number of respects, plays a direct part in the control and financing of the

institutions involved in the self-study, except for the Bahamas School of Nursing, which will remain the responsibility of the Ministry of Health until its amalgamation with The College of The Bahamas. The Ministry's relationship to the other three institutions, although different in each case (for BHTC the Government providing only one share of the total budget), is one of varying degrees of oversight and control. In appoints, or has control over the appointment, of faculty. Together with the Ministry of Finance it has responsibility for expenditures. It appoints members of COB Council, and the Minister has powers to guide, to direct and to intervene. In the case of ITC the Ministry receives and may adjust budget proposals before they are submitted as part of the Ministry's budget to the Ministry of Finance. Capital outlay is the responsibility of the Government. In addition to capital and operating costs, the Bahamas Government contributes to the maintenance of post-secondary education in a number of other ways. The 1991 estimates, for example, provided for a \$1 million allocation for bonded scholarships and \$300,000 for student loans, \$100,000 for teacher trainee fees at COB, approaching \$300,000 for COB student grants, scholarships and in-service awards - all of which figures were down on those of the previous year. Direct Government funding of the institutions has recently amounted, as we have seen, to over \$7 million for COB, \$1.5 million for ITC, \$500,000 for BHTC, and approximately \$1.25 million for BSN. Total Government funding substantially exceeds these amounts, when account is taken of the funding of the activities of the Ministry of Tourism, the Ministry of Public Personnel, and other activities in the public sector outlined above. While the present project was invited to consider questions of articulation and rationalization among the four main institutions, those questions have to be placed in this wider setting of overall provision and access by school leavers and others to initial and continuing education and training in The Bahamas.

II The picture of post-secondary education therefore raises questions

not only of articulation and the avoidance of duplication, , but also of the deployment of resources, the role of private post-secondary education and the monitoring of standards across both public and private institutions, the discrete nature of many of the activities and their qualifications (or lack of them) and therefore difficulties of progression into or through higher levels of education or training, and the concentration of provision in New Providence and Grand Bahama, with sporadic efforts to extend particular activities to the Family Islands. Although provision in the public sector is complex and varied, it is difficult to portray what is on offer in all of these institutions and activities as a "system", a conclusion that is addressed in Section VII below.

V CONCERNS

1 For the purposes of planning it is important to underline several sets of concerns - those emphasized by the four main institutions in relation to their own operations and futures, those which emerge as common to all of them, and those concerns for the future identified more widely. Of the four institutions, specific concerns are more readily identifiable in the cases of The College of The Bahamas and the Industrial Training Centre, as recent decisions and developments have to some extent muted those of the other two institutions.

2 The Bahamas School of Nursing looks to the future with concerns which are mainly

"those associated with the transfer into an institution of higher learning. It is important for nursing to maintain its identity and to continue to grow as a profession. It is also vital that the institution of higher learning recognises that nursing is a profession with a strong practical component so that the Nursing Division may make its own policies suitable for the education of nurses".

The decision to become part of COB has meant seeing the future in terms of moves towards a baccalaureate degree for Registered Nurses, the possibility of masters' degrees in nursing as well as other post-basic programmes and specialized courses, an increase in library holdings, the establishment of research in the Nursing Division, and greater opportunities for continuing education for faculty. BSN has planned possible routes through the system as far as masters' degrees for existing Diploma Registered Nurses, Associate Degree Registered Nurses and Enrolled Nurses. While planning for such possible progression BSN has in mind the importance of the professional components in the education of nurses, and is clearly anxious to ensure that these are not lost or minimized in the wider concerns of a larger institution. A move to four-year degree status for nursing would mean increased staffing in some essential curriculum areas, and the transfer of post-

basic programmes and development toward masters' degrees would mean a further expansion of, particularly, staffing resources. BSN and the new Division of Health Sciences (which it is intended to house in the present premises) are fortunate in having new and appropriate accommodation, making it possible to recommend directions for resource development of other kinds.

3 The report of BHTC for its accreditation coincided with improvements in existing facilities and prospects of further improvements as a result of World Bank and EC support. Its concerns have therefore focused on the limitations imposed upon it by considerations of scale. The weakness of the College is that of "a small institution and often desperately in need of additional personnel on the full-time teaching staff". The College sees itself as "not large enough to be able to afford the luxury of single subject tutors". There are therefore operational difficulties and scheduling problems. An example of its problems of scale is that of media services. It has no designated viewing room for audio-visual materials, a limited amount of reference texts and periodicals, and no full-time media staff (maintenance and repairs are carried out by private media repair companies). The College was hard hit by its budget reductions in 1991, preventing it from filling important managerial and faculty vacancies.

4 The concerns emerging from COB's review cluster in a number of clearly defined categories:

a) The College has almost from the beginning considered that it has not been given the opportunity to balance accountability with a requisite degree of autonomy. The budgetary arrangements make it difficult for the College to plan, in everything from staffing and programmes to grants for attendance at courses and conferences. It believes that "what is missing in the structure of controls by the Ministries of Education and Finance is a vision of The College of The Bahamas as an institution of higher education, capable of

exercising responsibility for its academic and administrative operations, within broad guidelines laid down nationally and interpreted by the College's Council, management and committees".

Its lack of autonomy was impeding "its present functioning and future progress". As early as 1976 consultants (in Education for National Progress) were advising that the Government and the College needed to "review the concept of the College itself and its relationship to the Ministry of Education". The College now recommends that The College of The Bahamas Act " be amended to take account of its transition to full higher education status... to provide it with the degree of budgetary autonomy appropriate to an institution at this level".

b) The College underlines the weaknesses in its governing and academic structures. All Council members are appointed at the same time and for one year, preventing continuity. The structure, method of appointment and period of tenure of the Council therefore needs to be reviewed, including making provision for faculty representation on the Council.

c) The College emphasizes the provision of adequate resources to enable it to carry out its mission and plan and develop as appropriate. The premises are inadequate for the purpose of carrying out "its mission as the upper level of Government provision of post-secondary education", and some of its needs are acute - including the need to upgrade and modernize the library, with regard to premises, processes and resources. As part of the re-examination of the future method and level of funding, the College underlines the urgent need to review fee levels.

d) At the opening of the College in 1977 the Rt. Hon. Lynden O. Pindling, Prime Minister of The Commonwealth of The Bahamas, stated: "Ten years from today we will have developed the University of The Bahamas... the College of The Bahamas will have given way to the University of The Bahamas". A UNESCO review of Education, Training and Society in 1986 echoed various comments by Ministers and

COB on development towards a four-year degree granting institution. Preliminary discussions had begun, and UNESCO recommended careful planning to meet a provisional target date of 1990. Lack of resources and the appropriate conditions have delayed implementation of a move towards four-year degrees, but a beginning is being made in 1991 with banking. The College is proposing to consolidate existing programmes where possible, and to begin a phased development of other bachelors' degrees, beginning with nursing, accounting and management, and teacher education, followed by tourism, pre-law, engineering, journalism and natural sciences. These developments have resource implications, and also the long-delayed transfer from the College of its College Preparatory and Pre-Technical programmes. The College is concerned also about the lack of balance in its recruitment, with some areas of national importance failing to attract candidates. It has need of a programme evaluation machinery to supplement its existing monitoring procedures. It is looking to the possibility of developing post-graduate diploma and masters' degrees, in order to respond to increasing demand.

e) The transfer of College Preparatory work from the College can be achieved by encouraging high schools to add another year's work, allowing students to repeat "O" levels or the future BGCSE, by experiments such as the one currently conducted with The Bahamas Baptist College, and by the establishment of "a new community-college type institution with more flexible admissions" than COB.

f) Despite having a well qualified and professionally competent faculty, the College emphasizes that morale is low. Salaries do not reflect the level and quality of work, and salaries and fringe benefits are not competitive with those in business and industry. Staffing levels are poor. Differences in conditions of service between Bahamians and non-Bahamians make for dissatisfaction. The College urges the implementation of new salary scales, the removal of barriers that divide faculty, a sabbatical policy and more ready access to academic and professional development.

g) The College also underlines its inability to implement the

research plans defined for it at its foundation, by Ministers, UNESCO and others since, and in its own planning. It emphasizes the need to strengthen its capability to undertake applicable research in particular, in order to respond to the needs of the Government, industry and commerce, society and the institution's own curriculum and teaching development.

h) There is emphasis on the need to contribute more fully to the pre-service and in-service preparation of teachers, and to collaborate more closely with the Ministry of Education Learning Resources Unit. A serious concern is the failure to attract sufficient numbers of intending teachers.

i) The College expresses general concerns of two other kinds. Its 1989-90 enrollment figures show that 1.5% of the population of The Bahamas was served by the College in that year - a low figure when set against the fact that a quarter of the population is of school age. The College, secondly, has found itself increasingly in competition with non-accredited private institutions, since The Bahamas has not developed a system of accreditation. It therefore strongly supports moves towards the establishment of such a system, to include both public and private institutions.

5 The concerns of the Industrial Training Centre revolve around a small number of central concepts. The first and dominant concern is that of lack of direction, and particularly the failure to implement proposals for a National Training Council with responsibility for the coordination and management of technical and vocational education and training. All the specific concerns are subsumed in the ITC's regret that the National Training Council has been established, and in the recommendation that Parliament should pass the Bill intended for adoption in 1986.

6 A related concern is the lack of autonomy, given that the Centre has a mission to respond to national needs but is unable properly to

evaluate those needs and make appropriate plans. It does not have a secure policy and budgetary base, does not have a large enough management team to enable it to go beyond the day to day running of the institution and carry out the long-term planning and development necessary if the institution is to carry out its mandate. It considers essential the adoption of a salary scale that would enable it to compete with industry and attract and retain quality instructors.

7 In general ITC emphasizes the need to make better financial provision to enable it to accomplish its mission. It needs the equipment and supplies which can support quality technical and vocational training. In addition to improvements in management and staffing it underlines the lack of a learning resources unit with responsibilities for curriculum development and staff development, a technical library and audio-visual and other resources and services. It points to the need for housing particularly for Family Island trainees, and the ending of the stipend system (to be replaced by a small fee, and a system of financial aid for those who qualify for assistance). The Centre urges priority for increased finance to enable the Centre to meet the known and future needs of Bahamian industry and commerce, and the autonomy that would enable it to enter into specific training contracts with companies willing to pay the Centre to provide training that would meet their particular needs.

8 The areas of most common concern to the institutions are all inter-related: finance, autonomy, planning and - to a lesser extent - accreditation and certification. All the institutions express an underlying financial difficulty in meeting the present and future needs of the economy, the society, the professions. They are not unaware of the economic difficulties facing the country, but underline a commitment to the long-term development of the country's economy and services that can only be implemented with a sufficient deployment of resources. They express the need, secondly, for the degree of

autonomy that would enable them to operate as competent, mature and responsible institutions. BHTC, as a result of its tripartite basis, already has a degree of autonomy, but COB and ITC in particular indicate the constraints imposed on their activities by the detailed supervision of their expenditure by the Ministries of Education and Finance. They also both underline the need for them to be able to alter their status with regard to fixing fees and contracting for income in the market. The institutions, thirdly, feel these constraints not only on their present activities, but on their ability to plan. COB and ITC have concerns, different in detail, about their respective Councils, research and manpower forecasting. The institutions are all forward looking in their desire to serve the constituences for which they have mandates, and are aware of their relationships to the wider sectors of education and work. They are aware of the practical and physical difficulties of providing for present and increased numbers of students in New Providence and Grand Bahama, and the problem of extending their activities to provide equitable access for the populations of the Family Islands. These difficulties include those of adequate premises, residential facilities for students, staffing, equipment, libraries and other facilities. The Central Study Team, in looking at the future pattern of post-secondary education in The Bahamas has been clearly aware of the achievements but also of the difficulties highlighted in the self-studies carried out by the institutions.

9 Ministers, private institutions, employers and others have pointed to some of the issues outlined above, but also to some others. Questions of access to initial and training further training have been raised, notably in relation to the Family Islands, and the expansion of the provision already in place in Freeport. Questions of quality assurance and accreditation have been raised in many connections, as has the question of transfer between education and training programmes of different kinds. The balance of opportunity between post-secondary education in The Bahamas and in other countries, and the most

appropriate ways of ensuring a supply of qualified manpower, have frequently surfaced. These and other concerns that have been identified have been addressed in the proposals contained in Section VII below.

Planning the development of an education system and its components takes place in a variety of inter-related contexts, which will overlap with different orders of priority at different times. Changes in the economy or in particular sectors of the economy, in population and its distribution, in political direction, and in social and cultural aspirations are of direct relevance both for the deployment of resources for educational purposes, and for the requirements of educational institutions and their facilities and methods. Public and private investment in education leads to investments in longer term outcomes, and the two may be in competition. Determining priorities is particularly important and difficult in small countries - and with its population of just over a quarter of a million. The Bahamas is, for example, one of the 16 Commonwealth countries with a population of a quarter of a million or less. Countries of this size face problems of high vulnerability to international economic changes, and seek to establish themselves both as independent nations and as members of regional groupings or alliances. Planning for post-secondary education therefore takes place in multiple contexts.

Using 1980 Census figures, the Department of Statistics in 1987 forecast a population of just over 253,000 in 1990, and the 1990 Census in fact gave its preliminary count (May 1990) as 254,021. The 1990 Provisionary Results indicate that the population had increased by 21.56% in the decade, an average annual growth rate of 1.97% - slightly lower than that for the previous decade (mainly as a result of changes in the birth and immigration rates). New Providence in 1990, with a population of 170,542, accounted for just over 67% of the total population, an increase which continued the previous trend of a shift of population to New Providence from the Family Islands. Grand Bahama accounted for 16% of the population. New Providence and

VI CONTEXTS FOR PLANNING

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2 Using 1980 Census figures, the Department of Statistics in 1987 forecast a population of just over 253,000 in 1990, and the 1990 Census in fact gave its preliminary count (May 1990) as 254,685. The 1990 Preliminary Results indicate that the population had increased by 21.56% in the decade, an average annual growth rate of 1.97% - slightly lower than that for the previous decade (mainly as a result of declines in the birth and immigration rates). New Providence in 1990, with a population of 171,542, accounted for just over 67% of the total population, an increase which continued the previous trend of a shift of population to New Providence from the Family Islands. Grand Bahama accounted for 16% of the population. New Providence and

Grand Bahama therefore registered the greatest population gains in this period, while other Family Islands registered either small gains or losses of different magnitudes. The Bahamas is not only a country with a population dispersed across 17 islands with populations numbered in either hundreds or thousands, and others with smaller numbers, but is also one with a persistent population movement towards the main urban centres of New Providence and Grand Bahama. Over 83% of the population are resident in those two islands. Abaco, Andros and Eleuthera account for more than another 10%.

3 The Bahamian economy is based primarily on tourism and financial operations. After a dip at the beginning of the 1980s tourism rose steadily in the 1980s, until the international recession and the Gulf war of 1991. Tourism and finance have been the principal means of counteracting the country's trade balance. The Bahamas has, however, faced the traditional problems of a small country with a limited range of production and manufactures, and intentions to diversify the economy - through agriculture and fisheries, for example - have been difficult to implement. The country therefore has the problem of investing in activities that will result in a more balanced economy, or strengthening further its existing economic base, or a mixture of the two. The will to raise the country's economic profile was clearly stated by the Prime Minister in 1987 in the following terms:

"... we're going to try to move the Bahamas from a Third World country in the '80s to a First World country in the '90s... With the social programs, the economic programs, the educational programs, whatever they are, whatever it takes, we are going to try to put them in place to move us in that direction" (in Collinwood and Dodge, Political Leadership in The Bahamas).

Post-secondary education clearly has to respond to directions in economic policy, forecasting the kinds of specialist that will be needed for the kinds of economic activity change or development that are likely to have priority in a foreseeable future. Curriculum planning at the

levels at which COB and ITC operate is dependent on the policy priorities and forecasts of the Government, and those of industry, commerce and public services.

4 The development of manufacturing industry has been weak, and has been concentrated largely in Grand Bahama, while the main Government and public services, including post-secondary education, are concentrated in New Providence. One of the difficulties faced by existing companies is the continued shortage of skilled technicians, mechanics and other personnel. There is no reservoir of skilled technical and professional manpower for the establishment of new companies or the extension of existing ones. Some small enterprises (including in the hospitality and leisure industries) have need of non-specialist technicians. While there has been a change in the past decade in attitudes towards technology and technical training, there is still emphasis by Ministers and others on the need to overcome traditional resistance to technology. The implications for post-secondary education are considerable. Existing efforts in the fields of technical instructor training, mobile units and occupational training centres are important. ITC's interest in contract training to meet the needs of specific firms or sectors is one response to known and future needs. The shortage of applicants for some of COB's economically important programmes is a problem for the education system and society generally. The importance attached by employers in Grand Bahama to the Freeport Centre raises questions about the development of the work conducted there by COB, BHTC and ITC. The steady growth of the participation of women in the labour force (for example, from 57.4% in 1980 to 64% in 1986) points towards other considerations to be taken into account in relating post-secondary education to economic policy and the realities of the labour market.

5 The vulnerability of the tourist industry to international conditions is reflected in the levelling off of jobs in the industry in the

late 1980s, and the jobs crisis of the early 1990s. Many of the countries in the Caribbean region are faced with the same problem of heavy reliance on tourism, and Caribbean-wide discussions both of economic diversification and of improvements in provision for tourism have taken place under various auspices. In The Bahamas consideration has been given to further extension of tourist-related facilities in New Providence and the Family Islands, and to improving the level of service provided by hospitality industry personnel. Within the industry in The Bahamas (and in association with the UWI Centre) attention has been given to developing a national certification programme for the Bahamas hospitality industry, one which would enhance existing training provision, classify levels of expertise, and help to motivate employees. The tripartite basis established for BHTC has been one means of responding to changes in the industry, and if improvements in the quality of initial and in-service training for personnel in the industry are to be effected the ability of the institutions concerned to respond rapidly and flexibly is of considerable importance. The relevant activities are those of BHTC, COB and the Bahamahost Programme, and on a wider front, those of the UWI Centre. Proposals in Section VII below address these issues.

6 Other features of Bahamian society form contexts for the planning and provision of post-secondary education. Educational policy and planning may respond to change, or to clearer insights into the present situation. Health is a significant example. With support from the Inter-American Development Bank plans were formulated for the replacement of two hospitals, in Nassau and Freeport. An associated Bahamas Health Project has conducted a needs assesement of future health-related personnel, and has proposed a national manpower coordinating committee. The outcome of any such analysis is a picture of existing and projected services, management and employment needs, and projections of training needs to meet the likely demand for the replacement of existing personnel or the expansion of particular services.

It is knowledge of this kind that determines, for example, how often COB should offer the Associate Degree programme in Environmental Health Sciences that it introduced in 1985. Knowledge of this kind also helps to determine both the curricula of nurse education programmes, and the range of post-basic and short-course provision.

7 Post-secondary education, like the country itself, is responsive to a number of different but inter-connected international contexts. The Bahamas has traditional links with the Commonwealth, and through the United Kingdom with Europe. Its economy is closely related to that of the United States. The Prime Minister describes the country as being of the Western Hemisphere, and therefore "we are very concerned about developments in the region, and we will be active, and playing active roles in hemispheric agencies" (Collinwood and Dodge, Political Leadership in The Bahamas). Although on the fringes of the Caribbean, The Bahamas has links through CARICOM and other agencies with Caribbean and neighbouring countries. It has the responsibilities of an independent nation and the needs of a country which shares regional economic and other problems. Post-secondary education is affected indirectly by many of these connections, but directly in some cases. In October 1990, for example, the Principal of COB accompanied the Minister of Education at a meeting of Commonwealth Ministers which discussed a Higher Education Support Scheme for developing Commonwealth countries, concerned with such matters as library resources, textbook development, and faculty and staff development. BHTC has had European financial support, and has been involved in planning a Caribbean development in the field of certification and accreditation. The Manager of ITC is currently President of the Caribbean Association for Technical/Vocational Education and Training, and the Principal of COB is a member of the Council of the Association of Caribbean Tertiary Institutions. In teacher education and in other ways the relationship with the University of the West Indies is strong, and the network of relationships by the

various institutions with sister institutions throughout the world is extensive. These regional and international contexts provide opportunities for exchanging students, personnel, information and ideas. They make collaboration possible at different levels, and they supplement the necessarily limited opportunities and experience of institutions in a relatively small country.

8 A final context for post-secondary education is the wider educational system itself. In 1988-89 the total enrollment in Bahamian schools was almost 60,000, of whom approximately three-quarters were in Ministry of Education schools. More than 36,000 were in primary and all-age schools, and 23,500 in secondary schools. There are more than 3,000 teachers, of whom three-quarters are in Ministry schools. More than half of the teachers are Bahamian. The numbers of schools, teachers and pupils vary considerably in relation to the distribution of population across the Bahamian islands and communities, with the largest numbers of schools in New Providence, Andros, Eleuthera and Grand Bahama. The distribution and size of schools makes it difficult in many cases to provide in-service programmes for teachers, and there is often a sense that Family Island schools are under-privileged by comparison with those in New Providence. Family Island secondary schools have difficulties in obtaining and retaining expatriate staff for specific shortage areas. Government measures are under discussion to improve the recruitment and conditions of teachers, and measures relating to changes in the curriculum and examinations have been recently introduced. The Central Advisory Council for Education has been active in these and other respects, including recommendations regarding the curriculum, school autonomy and a cultural enrichment programme for schools. In one way or another the whole of the educational system has been brought under scrutiny.

9 There are obvious ways in which the system of schooling relates to post-secondary provision. The status of technical and practical

knowledge in the schools has a direct bearing on recruitment for programmes in, for example, technology, agriculture and tourism. The nature of the examination and qualification system at school level influences thinking about admissions procedures at post-secondary institutions. In the present phase of planning the crucial factors in education and society are those which affect the post-secondary participation rate. Of the eligible population the current participation rate in some form of full-time post-secondary education is not more than 5%, and the Government and the institutions themselves are aware of the need to increase the rate. The proposals in Section VII below have in view a target of a 10% rate, against a background of the decreasing growth rate of the population, and the possibilities of diversification of the economy, which would influence the kinds of jobs for which education and training programmes are planned. This is not a question only of manpower forecasting and institutional provision, but is one also of the culture within which decisions about further education are taken. Articulation between secondary and post-secondary education depends partly on careers guidance, the recruitment efforts of the post-secondary institutions, and an understanding of the range of opportunities available. It also depends on a diversity of routes through the post-secondary system, and the perception of teachers, parents and the pupils themselves of the variety of full-time, part-time and mixed mode possibilities, distance education and in-house training, as means to qualifications and employment. The educational context for post-secondary planning is therefore an involvement of the whole educational system in developing the cultural basis on which increased access to post-secondary education can take place.

10 The proposals in Section VII also take account of the needs of teachers for greater in-service training and support. For lack of resources COB has been unable to make an adequate contribution in this field, and at least one independent school, has given consideration to providing its own in-service programme with accreditation from

overseas. The Ministry of Education's Learning Resources Unit, again with limited resources, makes a significant contribution to supporting schools and teachers throughout the Family Islands. An OAS-supported project to develop distance education was aimed specifically at improving the curriculum and teaching in the Family Island schools, but was discontinued for lack of resources. The need of unqualified and relatively inexperienced teachers, and teachers and administrators in the schools more generally, for constant development is one of the key educational contexts for future planning, building particularly on the experience of the Learning Resources Unit.

II The proposals in the following section therefore follow not only from the analyses and perspectives of the post-secondary institutions but also from the economic and other considerations briefly outlined. The assumption is that post-secondary provision has to take account of the wishes and choices of students, but also of the conditions which influence those choices, the employment opportunities to which they point, and the needs of the nation to sustain an acceptable rate of economic and social development.

VII THE PROPOSALS

1 The principles on which the proposals are based follow from the national and institutional features outlined above. They include the need for greater institutional and programme articulation and increased access to post-secondary education, better opportunities for flexible progression through the system, a more rapid achievement of the goals that have been set for and by the institutions, a more rational deployment of resources, and increased capability for post-secondary education to be responsive to needs and responsible for ways for meeting them. The Minister of Education has summarized the needs that changes in post-secondary education should take into account:

- 1 the need of the country for skilled manpower;
- 2 the need of the Government for the most effective use of resources in the present in order to have the most positive outcomes in the future;
- 3 the need of the institutions for adequate finance, mainly, but not solely, from public sources;
- 4 the need of the institutions for levels of autonomy appropriate to a level of mature development;
- 5 the need of the society for contributions to its cultural expression and development;
- 6 the need of students for access to and progression through the system;
- 7 the need of students for options to complete their studies in The Bahamas;
- 8 the need of nursing, banking, tourism, teaching and other industries and services to recruit at the right level of professional preparation, and to secure appropriate kinds of in-service training;
- 9 the need of the Government and the economy for applicable research".

With its present structures post-secondary education in The Bahamas is

not adequate to meet these challenges.

2 The basic search therefore is for a system of post-secondary education that would bring together all the elements required, permit the development of the kinds of programmes needed, and make the changes necessary for the institutions, students and outcomes. Additionally, access and progression, equity, and the assurance of standards between the main public sector institutions and other institutions and programmes in the public and private sectors have been important elements in shaping the following proposals.

3 A Bahamas Coordinating Board for Post-Secondary Education. This Board will be responsible to the Government for overseeing all post-secondary institutions in The Bahamas. It will identify and recommend means to provide for economic, cultural and individual development through degree and non-degree programmes at the tertiary level. Its functions will include planning, coordinating the mission and scope of institutions, and developing annual recommendations to the Minister of Education regarding fiscal support for the institutions. The Board will be appointed by the Minister of Education following consultation with bodies reflecting the economic, cultural and geographical diversity of The Bahamas - including leaders of industry and commerce, the professions, the clergy, labour, education and Government service. The fifteen or so members will therefore also reflect that diversity. They will be appointed for three-year terms, renewable once, and by rotation to assure both continuity and turnover. They will be appointed by individual invitation, and will not be "representatives" of particular constituencies. Non-voting, ex-officio members will include the Minister of Education, the Permanent Secretary of the Ministry of Education, and the Director of Public Education. The Board will have a Chief Education Officer and staff. The CEO will be the regular means of communication between the Board and the institutions, passing information, proposals and

recommendations between them, and overseeing the details of planning and data collection for post-secondary education as a whole. The Board will also have advisory or other bodies as appropriate. For example, the National Training Council could be an advisory body to the Board on all matters to do with vocational and technical education and training. While nominated and financed by Government, therefore, the Board will have the independence necessary to make judgments about and oversee the implementation of policy for post-secondary education.

4 An Accreditation Board.

With an equivalent level of autonomy, and working in close conjunction with the Coordinating Board, will be an Accreditation Board responsible for assuring the quality and comparability of all institutional and programmatic aspects of post-secondary education. The Coordinating Board will be required to act on the outcomes of the evaluation functions of the Accreditation Board. The Accreditation Board will apply the same accreditation standards to all institutions for the same level of qualifications. It will apply the same criteria to public and private institutions seeking to secure or renew accreditation. The Board, either itself or through review committees, will conduct all institutional reviews, but will have the authority to delegate programme accreditation in specific areas to other bodies (for example, in nursing, hotel and tourism, or technical programmes). Offshore institutions wishing to offer post-secondary programmes in The Bahamas will be required to be accredited. Companies offering in-house training programmes will also be able to seek accreditation of such programmes as contributory to qualifications recognized by the Accreditation Board. The Board's granting of accreditation will therefore be at different levels, and will related to credit accumulation possibilities discussed below. The Board will consist of members nominated by the Minister of Education after appropriate consultation, and will need to reflect a range of familiarity and experience of post-secondary institutions and

processes. Given the lack of other academic institutions within the country from which to select members with relevant experience and able to make an independent contribution, it will be necessary to include members with experience of accreditation and quality assurance procedures in other countries - including the University of the West Indies, the United States, Britain and Canada. It will be important for the Board to have members from commerce, public service and elsewhere, but given the nature of the work of the Board, a majority of its members will be from academic life, education and the professions.

5 A University College of The Bahamas (UCOB).

The proposal is to reconstitute the existing four post-secondary institutions as two institutions, the first of which is a University College of The Bahamas. This will contain the levels of work appropriate to an institution concentrating essentially on degree-level qualifications. It will rapidly develop bachelor's level degrees of the kind and in the phases proposed in COB's self-study, and will offer Associate Degrees and other qualifications relating to the areas for which it provides baccalaureate level teaching or for which it is planning to do so. It will aim to develop post-graduate and masters' degrees. It will be the institution at which all four-year programmes will be developed, including those in nursing for which decisions have already been taken, and in tourism and resort management currently being developed by COB. It will not offer any of the College Preparatory, Pre-Technology, secretarial or other pre-degree level programmes currently offered by COB. The University College will have its own Governing Board, and it will have the autonomy necessary to control its own expenditure, subject to normal auditing procedures. Its budget for submission to the Ministry of Education will be prepared in consultation with the Coordinating Board and will be received as a block grant. As a corporate body the University College will be able to raise funds from other sources, receive donations, and - in consultation with the

Coordinating Board - establish fee levels. The Board will be appointed on the same principles as those relating to the Coordinating Board, but will also include faculty and student representation, and will similarly be appointed for a three-year period and be replaced by rotation to ensure continuity. The Board will be responsible for the appointment of the Principal. It will delegate all matters to do with teaching and assessment to the Academic Board. The College may wish to conduct joint degrees or other programmes with other institutions, such as the University of the West Indies. The name "University College" is intended to reflect the past history of tertiary level education at The College of The Bahamas, and point forward to the intended development of the UCOB as a University.

6 Although research may be widely conducted, its predominant location will be at the UCOB. It is important for faculty to have opportunities to pursue their individual research interests (including as part of the pattern of faculty professional development) but planning the future of post-secondary education means placing emphasis on institutional and national research needs. The former may focus on the curriculum and the improvement of classroom instruction, and the latter on applicable research in response to needs assessment conducted in the institution or elsewhere. Economic and social development is increasingly becoming (in the words of a recent World Bank report) "more knowledge-intensive": each country "will need to develop a capacity to undertake research to address its own problems... to ensure... economic viability and development". For The Bahamas this will include such concerns to be addressed as education, health, transportation and a range of social and technological issues. The research may be policy-related or field-related, and may be funded by Government, the private sector or research foundations, may be conducted independently or jointly, within departments or in specially created temporary or permanent centres. A "research environment" of visiting scholars and the means of making widely available the outcomes

of research in the country and from other countries will be important not only to the UCOB but also to those who benefit from the application of research - Government, industry, commerce, the professions and society generally.

7 A Community College of The Bahamas (CCOB).

The new Community College will undertake pre-University College general education and lower level programmes currently offered at COB, BHTC and ITC. It will have relatively open entry, and its highest level of programme will be the Associate Degree. It will share with the secondary schools responsibility for College Preparatory level work, and offer a range of courses aiming both at specific occupational outcomes and at flexible preparation for work or further study. It will incorporate the majority of programmes currently offered by BHTC, transferring to the UCOB those beyond the Associate Degree level. In cases such as hotel and tourism programmes students will be able to go through the more practical route currently offered by BHTC or the more management-oriented route that will be a feature of the UCOB's programmes, and be able to spend four years in the UCOB or transfer to the UCOB after the initial programme in the Community College. The CCOB will incorporate all the programmes currently offered by ITC, extending them in the directions of need highlighted in ITC's self-study. The technical/vocational programmes will be either terminal or preparatory for higher level work in the UCOB's technology programmes. By retaining the present craft and trade level programmes and extending into the next levels of work, the CCOB will respond to current shortages at technician level. As an "open access" institution, the CCOB will provide the wider access recommended by both ITC and COB in their self-studies, and will be a major factor in promoting not only increased access but also easier progression through post-secondary education on the basis of different modes of study and of a credit system as outlined below. The CCOB will, like the University College, have its own Board, appointed on the basis of the

same principles, with the same degree of financial autonomy, and subject to the same procedures under the Coordinating Board. It will have the same powers to raise finance and control expenditure as the UCOB, and its Governing Board will represent an appropriate range of industrial, commercial, professional and other expertise. Through the Coordinating Board and in other ways the CCOB will work closely with the UCOB in planning programmes and the deployment of resources, and in certain fields will share both facilities and staffing.

8 A Centre for Continuing, Extension and Distance Education.

The present Continuing Education and Extension Services Division of COB will necessarily have a wider role to play in the new structure. It will be a part of neither of the two main teaching institutions, but will work closely with both. It will have its own Board, containing representatives of the two Colleges, and will have direct funding as in the case of the other two institutions. It will be subject to the same coordinating procedures as the other institutions. The Centre will continue to provide the range of extension services as at present, but will have two main developmental functions. First, it will be working with a wider range of departments in the two Colleges, and will have a major role in pioneering new programmes, especially at the in-service level, and will be an important bridge between the Colleges and the world of work and the community. Secondly, it will be responsible for continuing to explore opportunities for developing distance education at various levels and in various fields, particularly for the Family Islands. This may mean an independent Bahamian distance education development, or it may mean working with Caribbean, American and Commonwealth distance education operations. Equity requires such a development, and attempts by COB and ITC particularly to expand in this way have so far been either modest or frustrated. Distance education may offer opportunities at the pre-College or College levels, for qualifications, as part of a pattern of study which includes attendance at an institution also, the use of existing premises such as

schools, churches or hospitals, and extending in-service and professional development opportunities to nurses, teachers, technicians, administrators and others who are relatively isolated and otherwise have few or no opportunities to gain access to knowledge, skills and developments in their respective fields. More than any other proposal this affects the Family Islands, and there is a range of options for its implementation.

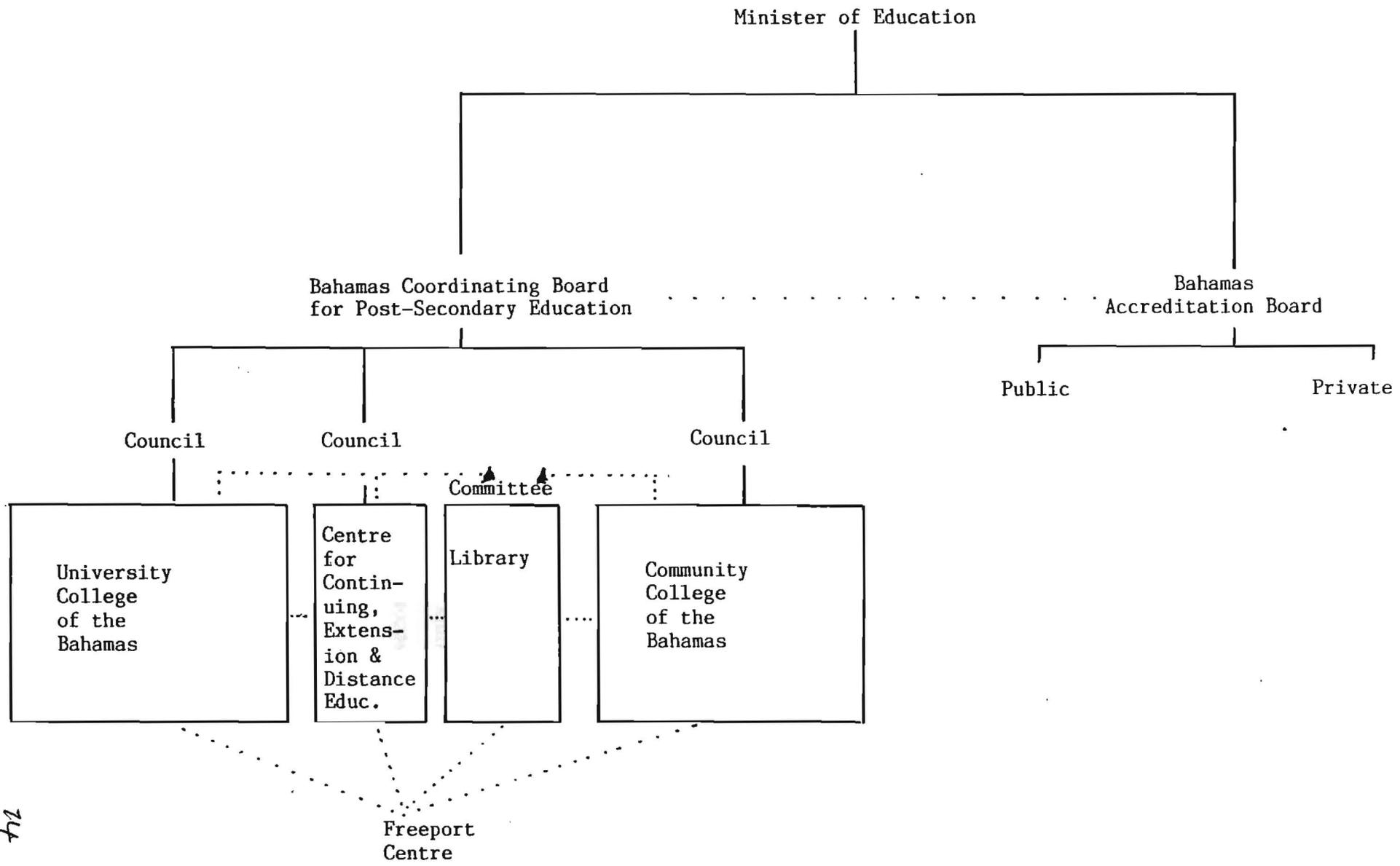
9 Library.

A single library will serve the needs of post-secondary education, though it will have branch libraries, the number depending on the location of the institutions. This may be conceived as a "national library", though the terminology will depend on decisions elsewhere about the future library service for The Bahamas, and the relationship between library provision for post-secondary education and other needs. This library will, however, need to be a strong library serving the academic requirements of students, faculty, and all those in The Bahamas for whom an information and research library is important. The library will be computerized to enable access to the catalogue to be obtained from branches. A centralized library of this kind will be essential for all the developments arising from these proposals.

10 Inherent in these proposals for increased access and easier progression is the concept of "credit". Some of the existing programmes in the institutions involve the allocation of credit, including by COB and essential for those students transferring to institutions in the United States. An accreditation system as proposed above, however, makes it possible considerably to extend the concept of credit accumulation and transfer. This means a number of things. First, all courses at the Colleges will be rated for credit, so that students can build up a credit profile that can carry them through to a variety of qualifications, each of which will have its own credit requirements and be recognized by the Accreditation Board. Transfer between the institutions will therefore be easier to plan. Secondly, courses in other

public sector institutions will, under the accreditation system, be eligible to apply for credit rating, to enable students to enter CCOB or UCOB programmes. This will apply, for example, to Bahamahost courses, those offered by the Public Service Training Centre, and the general education or other components of programmes at the Police College. Many of the courses run by the Centre for Continuing, Extension and Distance Education, either alone or in collaboration, will similarly be able to be credit rated. Teachers and others attending in-service courses, including by distance education, will have credit accumulated towards qualifications. Thirdly, the same will apply to accredited private institutions, making their students with sufficient credits eligible to apply for entry to programmes at the two Colleges. Fourthly, private and public corporations will be able to apply for accreditation for particular in-house education and training programmes, and students will be able to use the credit towards College qualifications. This will apply, for example, to the courses run by BEC, BATELCO and others. Fifthly, for those students who do not work for qualifications, the credit will form part of their recorded profile, and will be available for consideration if applying for re-entry to part-time or full-time study at a later date. Finally, the concept of credit will apply to the development of future programmes at the post-graduate and masters' degree level. Post-basic courses in nursing, diploma level work by the Public Service Training Centre, and other advanced work will in due course either become masters' programmes or will earn credit for students towards such programmes. Since the Accreditation Board will be responsible for standards across all post-secondary institutions and programmes, it will be responsible for the operation of the credit accumulation and transfer system, ensuring the application of acceptable, standard criteria.

II On the basis of the above proposals, the diagram of future provision at the post-secondary level in The Bahamas will therefore be as follows:



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PROPOSED SYSTEM OF POST-SECONDARY EDUCATION

12 The above proposed structure for post-secondary education responds to the objectives set out in the terms of reference of the project. It also makes possible close attention to a number of aspects of post-secondary education not addressed in detail in the project. For example, the credit system and more flexible opportunities for progression, together with wider access in general, will enable the system to respond more fully to the needs of students from economically disadvantaged backgrounds, and also to students with disabilities. A second example is the opportunity for more autonomous institutions not only to plan their programmes within the coordination machinery, but also to plan collaborative activities more readily, and to make rational decisions on what not to offer, given more appropriate availability elsewhere in the country or abroad. The limitation of the number of principal teaching institutions to two, the centralization of library and distance education and extension services, and the framework of coordination and accreditation, will provide the country with the rational system it currently lacks.

VIII COSTS

1 The most difficult aspect of forecasting implementation of the proposals is that of estimating costs, and therefore the realistic rate at which the proposals can be implemented. In the time scale and with the resources available, it has not been possible to estimate with any degree of accuracy the costs involved, particularly as in relation to major elements in the proposals there are alternatives to be investigated. Buildings may be constructed or adapted. Different locations may be chosen for different purposes. Distance education can be implemented at different levels of technological sophistication. The following are therefore some of the indicative costings and related recommendations that have been explored.

2 In order to achieve a post-secondary system serving 10% of the population by the year 2000, the University College will have approximately 5,000 students and the Community College some 20,000. Initially, with the loss of its College Preparatory and other work, and the build-up of four-year programmes, the UCOB will be smaller than the present COB, but will need to plan to almost double its size in a relatively short space of time. Consideration has been given to the possibility of establishing the UCOB on the entire Oakes Field area or another site in New Providence, but also to the potential for locating the University College at a site in Grand Bahama or another Family Island where the infrastructure is already in place - for example, Andros or Abaco. There are difficulties in all possible decisions, but it is clear that for an institution to operate effectively at this level new, customized premises are required. The aim in a near future is to transform the College into The University of The Bahamas, and this, and the interim development of the University College, can be achieved only by providing the kind of buildings and facilities that will make it possible for appropriate programmes to be delivered at appropriate

levels. A major capital cost is therefore involved in this proposal, but the order of magnitude can be determined only by acceptance of the proposal in principle, to be followed by detailed examination of decisions regarding the location, scale and requirements of the new UCOB.

3 The recurrent costs and their phased development can also be estimated only as the phasing of the introduction of new programmes is agreed. Some programmes, while moving to baccalaureate status, may begin with modest numbers and require relatively modest initial increases in full-time or part-time faculty support. Others may be more ambitious, in order to meet extensive needs. The latter may be true, for example, of the transfer of the BEd programme from UWI to UCOB, and its extension into other fields of urgent need in The Bahamas - including primary education and other secondary fields, such as science and mathematics. Other recurrent costs may also vary considerably in relation to the enhanced programmes - for example, in computing, laboratories, equipment and supplies.

4 The costing of the proposed development of the Community College is similarly difficult, given the need to extend agreement in principle on the proposal to greater detail of its programmes, both in New Providence and in the Family Islands. Several campuses in New Providence could be used for the proposed CCOB. What will be needed will be detailed estimates of the future take-up of full-time and part-time programmes, the extent of the premises and facilities required, the continuing need for updating available equipment in specific fields of study (such as food and beverage and electrical trades), and the projected needs for skilled manpower in existing and projected areas of economic development.

5 Detailed consideration was given, as an example of the financial planning that will need to take place, to the future development of the

library for post-secondary education. Some basic principles included 150 volumes per full-time faculty member and 25-30 volumes per full-time student, with a minimum of 350-400 volumes per undergraduate major and minor fields of study, and 6,000 volumes per discipline for a master's level field. It is estimated that to keep the library's collection up to date an annual allocation of 6% of the institutions' recurrent budget will be required. For the collection and library space 0.10 sq ft per volume is required for the first 150,000 volumes. An estimate of one "user space" for every four or five students (depending on the amount of residential provision) is required. 25% of the sum of space provided for users and books is needed for administrative activity. One professional librarian is needed for each 500 full-time students, up to 10,000 full-time students, with an additional professional librarian for each additional 1,000 students, and one for each 100,000 volumes and for each 5,000 volumes added per year. Also needed are library assistants, clerks, student aid, remedial technician and other support staff. The new library will serve the needs of existing programmes, for which book, periodical and learning materials provision is already seriously inadequate, and new programmes as they are introduced. Without the establishment of a library on such a basis the development of access and provision in post-secondary education cannot be sustained. A new building for the library and learning resources is a pre-requisite, and the Ministry of Education has in the past produced preliminary architect's drawings for such a building.

6 Distance education possibilities were considered in depth, with reference to the previous OAS-supported project, current activity by the Continuing Education and Extension Services Division of COB, recent American developments, the distance education project of UWI, and others. The range of possibilities is wide, and it has not been possible in the project to build up a detailed enough picture of which distance education methods would be most appropriate, and what resources would be needed - especially as there is need to explore the precise

opportunities for collaborative activity in this field. From the point of view of equity, however, the costing of such a development for the benefit of the Family Islands has some priority.

7 Consideration was given to the cost of establishing the Coordinating Board for Post-Secondary Education. A rough estimate of the personal emoluments was based on payment only to Chief Executive Officer and his or her staff. On the basis of a CEO and a Deputy CEO, two research officers, computer programmers, secretaries and other support staff, these amount to some \$400,000 per year, which, together with other operational charges, would total some \$500,000 per year. It was also assumed that the Board would need to be independent of any institution, and possibly occupy its own building. No estimate of the cost of such premises was made, though the necessary facilities were considered to include a Board Room, computer centre, registry, offices and other facilities.

8 No estimate was made of the cost of the Accreditation Board. Much of its work would be of a peer review nature which would entail expenses but not necessarily any emolument, and the Board and its staff, which would be smaller than that of the Accreditation Board, might well share its premises.

9 All the above relate to increased costs, but further calculations will be needed of savings and the recovery of costs. It has not been possible to estimate the financial implications of telescoping the four main teaching institutions into two, or possible projections of the savings to The Bahamas of providing programmes in the country for which students have so far had public or private financial support overseas. The recovery of costs relates to the provision, for example, of accreditation services to private institutions, and full-cost courses and leased services provided for public and private institutions by the Colleges and the Centre for Continuing, Extension and Distance

Education.

10 There are matters which have long been of major concern to institutions involved in this project, but for which solutions have not been found, and which have not been directly addressed in this project. This applies particularly to student residence, which has been an especially acute problem for COB and ITC, notably with regard to potential students from the Family Islands. One of the key features of the planning of new facilities for BHTC and the UWI Centre has been residential accommodation. Part of the discussion about the location of the UCOB has been access to suitable housing for students, and the extent of provision at Community College level will make further consideration of possible solutions to the problem a matter of urgency

11 Precise costing of the proposals will inevitably require further detailed work once agreement on the broad outlines of the proposals has been reached. The same will apply to the sources of funding for the implementation of the proposals. In addition to consideration of Government investment attention will need to be given to other sources of loans and financial support. In this connection the future possible roles of the World Bank and the Inter-American Development Bank, fund raising from alumni and others for specific purposes, and contributions by and collaboration with the private sector, will need to be taken into account.

IX IMPLEMENTATION

1 The Master Plan will have been received by the Minister of Education before the end of 1991. Since the outlines of the Plan are already known to the Minister, it is hoped that the Government will be able immediately to welcome the Plan in principle, and that Government decisions with regard to implementation of the Plan will be made within six months of its being received. The most urgent of these decisions will be the creation of the Coordinating Board under independent chairmanship, since the rhythm of many other developments will depend on the existing of this Board. If consultation on the composition of this Board were to take place in the spring of 1992 it could be operational by July 1992. The appointment of the Accreditation Board could follow in the early autumn. The accreditation procedures for public and private institutions could be in place ready to take decisions for the academic year 1992-93. An important part of this planning will be discussion with existing and incipient regional accreditation machineries (including in tourism and nursing) with a view to establishing forms of collaboration.

2 Under the auspices of the Coordinating Board consultation could take place on the future composition of the Boards of the new institutions, and these, in consultation with the Coordinating Board, could in the autumn of 1992 nominate the future Principals of the University College and the Community College.

3 In the early stages of implementation, notably in the spring of 1992, the Central Steering Committee will have an important continuing advisory role. Similarly it may prove important to prolong the life of the Central Study Team for several months after the delivery of the Plan, as a forum, together with appropriate other specialists and Ministries, for the discussion of the costing and other details on which

further investigation and discussion will be necessary.

4 Once the basic decisions about implementation have been taken several lines of development will be necessary. For the UCOB the lines of programmatic development have already been foreshadowed, with the introduction of the BA in Banking, and the planning for the following year of a BA in Accounting and Management, as well as the plans for a bachelor's degree in nursing and other subject areas. The establishment of the CCOB, alongside negotiations with the public and private secondary schools, will make it possible for the UCOB to come into existence having transferred elsewhere responsibility for College Preparatory programmes.

5 The new Centre for Continuing, Extension and Distance Education will have the responsibility of urgently building on the work that has already been done and making specific recommendations for future developments in distance education.

6 Even before final decisions have been made about the location of the UCOB and CCOB an ad hoc working party could begin the process of making detailed plans for the library development. It will work in liaison with any other bodies involved in library planning of other kinds for The Bahamas.

7 The designation of the UCOB and the CCOB will follow immediately on the taking of the necessary prior decisions. The future designation of the UCOB as The University of The Bahamas will follow from other developments, notably the completion of their bachelors' degrees by the first cohorts of students, the setting in place of enhanced research capability, the planning (and if possible the operation) of post-graduate programmes, and the establishment of strong internal machinery for programme review and institutional self-evaluation. The first BA degrees will be awarded in 1995, and 1997 would therefore be

a suitable target date for University designation.

8 Although a good deal of the planning and implementation of aspects of these proposals will become the responsibility of the new Boards and new institutions, a good deal of the preparatory work could be accomplished by the existing institutions, the Ministry of Education and other Ministries, the Central Study Team and the Central Steering Committee. It should be possible, for example, to begin more systematic estimates of the numbers of students currently completing their studies abroad who, if the opportunity had been available, would have remained in The Bahamas to do so. Discussions with Government and other agencies could take place on the areas of research to be given priority. Discussions on possible joint programmes with the UWI could take place. Pilot schemes or consideration in principle of credit rating for in-house training or other courses could be begun. More detailed discussion of the range and levels of work in the future Community College could be begun by ITC, BHTC and others.

9 Implementation of these proposals will inevitably be a multi-pronged process from the beginning, and a collaborative effort by many partners - the committees and Boards discussed, the Ministry of Education, other Ministries, and the Government itself, public and private agencies, industry and commerce, professional bodies, the public and private components of the educational system, and many others. The outcome will be the ending of the "irrationally fragmented and largely uncoordinated system of post-secondary education and training" described in the project brief; the accomplishment of the aim of "reforms and re-orientation" defined in the brief; the opening of more systematic access to and success in a coherent system of post-secondary education which embraces a range of activities in public and private institutions; and investment in a pattern of post-secondary education that will match the economic, social and educational aspirations of the country.

A MASTER PLAN FOR POST-SECONDARY EDUCATION
IN THE BAHAMAS

PART TWO
APPENDICES