

## **Bridging the Gap between Policy and Implementation: Moving from Single to Dual Mode at the University of the West Indies**

**Dianne Thurab-Nkhosi**

University of the West Indies Distance Education Centre  
University of the West Indies  
St. Augustine  
Republic of Trinidad and Tobago  
dthurab@dec.uwi.edu

### **Abstract**

In 1992, the University of the West Indies (UWI) took a decision to become a dual mode institution by restructuring its operations to provide both face-to-face and distance education. This policy decision was taken to resolve some of the problems associated with earlier efforts to broaden access to tertiary education throughout the countries in the Caribbean region without a UWI campus. This paper is a descriptive one, which will trace the developments that led to the policy decision to become a dual mode institution and the underlying theories or perspectives on policy in education proposed by Stephen Ball, that guided the decision. I will also examine the challenges faced in implementation and the UWIs response to these challenges. I will argue that bridging the gap between policy and implementation should not be seen as unrealistic but that organisations need to be able to recognise the driving forces behind policy decisions and respond and adapt to our current, dynamic environment.

### **Abstrak**

Pada tahun 1992, University of the West Indies (UWI) mengambil keputusan untuk menjadi institusi dwi mod dengan menstrukturkan operasinya untuk menyediakan pendidikan bersemuka dan Pendidikan Jarak Jauh. Polisi ini diambil untuk menyelesaikan sebahagian daripada masalah berkaitan dengan usaha awal untuk memperkembangkan akses kepada pendidikan tinggi seluruh negara dalam rantau Caribbean tanpa kampus UWI. Kertas kerja ini bersifat deskriptif yang akan menjejaki pembangunan yang menghasilkan polisi ini untuk menjadi institusi dua mod dan mengetengahkan teori dan perspektif ke atas polisi dalam pendidikan seperti mana yang dicadangkan oleh Stephen Ball, ia juga akan melihat cabaran yang dihadapi dalam melaksanakannya

dan respon UWI terhadap cabaran ini. Saya akan berhujah bahawa menghubungkan polisi dan implementasi tidak boleh melihat sebagai tidak realistik tetapi organisasi perlu boleh mengenal pasti daya yang memandu di belakang penggubalan polisi dan bertindak balas serta menyesuaikan untuk persekitaran semasa yang dinamik.

## **Introduction**

The University of the West Indies (UWI) was born out of a need for people of the region to have access to higher education, which would be uniquely representative of the people and thus cater to their specific needs. Over the years the UWI has been constantly trying to find ways to increase access to tertiary level education in the region while at the same time maintaining the comraderie and unique “Caribbeaness” of the institution. In 1992, the UWI took a decision to become a dual mode one institution by restructuring its operations to provide both face-to-face and distance education. This policy decision was taken to resolve some of the problems associated with earlier efforts to broaden access to tertiary education throughout the countries in the Caribbean region without a UWI campus. This paper will examine the factors that led to the policy decision to become a dual mode institution. I begin the paper by tracing the historical development of the UWI, drawing on the work of Caribbean scholar Sir Rex Nettleford and I discuss Stephen Ball’s perspectives on policy in education in relation to the changes at UWI. Finally, I examine the challenges faced in implementation of the policy decisions of the university and the university’s responses to these challenges.

## **Historical Development of the Institution**

“...Poonan, hot and flustered from cycling, met us at the appointed time and led us into the homes of West Indian working folk. He told us how, as the eldest son in a poor family, he had to leave school early and find a job. Hard work since boyhood had gained him a measure of security. His two children were at school doing well. A West Indian university would put a future in their lives...”  
(Sherlock & Nettleford, 1990)

This quote from a ‘working man’ in Trinidad encapsulates the essence of the impetus for the birth and development of the University of the West Indies. Opening in February 1947 in Jamaica, with “no ceremony, no fanfare”, (op. cit. p. 3), the University College of the West Indies (UCWI) as it was then called, was envisioned as an agent of social development and economic growth.” (op. cit. p. v).

The UCWI was under joint sponsorship of the Government of the United Kingdom which provided funding and the government of the West Indian territories of Antigua, Dominica, Grenada, Jamaica, Barbados, Trinidad and Tobago, St. Kitts, Montserrat, St. Vincent, British Guiana (Guyana) and British Honduras (Belize).

While the UCWI emerged to serve the needs of the people of the region, as Nettleford (1986) states:

“...The British ‘redbrick university’ had come to the Caribbean... like Oxford and Cambridge, great emphasis was placed on the value of residence in College and the first twenty years of the University cemented strong feelings among staff and students drawn from all over the region. They studied in one place... Jamaica...” (p. 4)

Although the mimicking of the British system on the surface appeared to be perhaps a practical option of the UCWI, this manifestation of the first Caribbean university elicited criticisms from some of the very intellectuals it helped develop. Nettleford writes in 1986:

“...Despite the wording of the Charter ...the UCWI came into being to ‘prepare a selected cadre of West Indian leadership for the partnership in the new Commonwealth, which (according to Ms Drayton), was to be the new colonialist form of the former imperialist economic and political relationship. The rationale for the UCWI was the preservation of the colonial attitudes and values,’ she insisted...” (p. 8).

Nettleford goes on to add that from its inception, the UCWI had been plagued by a conscious search for a mode of higher learning that was consonant with West Indian sensibility and historical experience. Nettleford traces the development of the university from a single campus

situated in Jamaica to a three-campus entity evolving as the region evolved through the processes of colonialism, integration, regional fragmentation, and political independence, always struggling to maintain that “regional” quality and integrating strength expected of it. The process of decentralisation of the university in the 1960s and the expansion of offerings, and the changing political status of the territories and countries involved eventually led to a call for restructuring and reform of the university. This eventually resulted in the formation of “a plethora of sub-committees and widespread discussions between Ministers of Governments and among university academics”. The result of the many discussions was a restructured university, however with reservations being expressed by governments of those countries without a campus. As Nettleford points out the restructuring was seen as a logical development in the progress from consolidation through expansion, to decentralisation. Yet others saw it as the likely beginning of a further slide into separate universities without a regional character. Against this background of a constant search to find a regional institution that catered to the needs of the campus and non-campus countries current policy at the University of the West Indies emerged.

### **Moving from a Single-Mode to a Dual-Mode Educational Institution: The Research and the Policy**

A single model educational institution is one which offers teaching and learning using one mode of delivery. This may be either the conventional mode of teaching or learning commonly called ‘face-to-face’ teaching and learning, or the distance mode of delivery. Distance education refers to some form of independent study or open learning where teacher and student are separated by distance and/or time. Many forms and modes of distance education are recognised. Traditionally however, distance education has referred to correspondence study with study materials delivered by mail. In the 1970s and 1980s, distance education made use of technological developments by including audio and videocassettes, and satellite broadcasting in their instructional designs. Within the 1980s and 1990s other recognised distance education modes developed. These included cable-television, improved printing technologies, the personal computer, the internet, audio and video conferencing. Currently, a range of

technological tools are available for distance education delivery, including cellular phones, and iPods.

A dual mode institution offers programmes by both conventional and distance education modes (Tau, 2006). Tau (2006) points out that there are two main variants of dual mode universities, including arrangements which have a fully integrated teaching staff, whose teachers are expected to teach both face-to-face and at a distance, and those universities that have some degree of specialisation of staff. In many dual mode universities, distance education programmes are administered through specialized units or departments. In discussing the single mode versus the dual mode institution, Sewart (1986) points out “In the scramble to get distance education off the ground in the seventies, there is little or no evidence of rational discussion or debate on the advantages or disadvantages of single mode or dual mode institutions.”

In its Development Plan 1990–2000 the UWI identified distance education as its 3<sup>rd</sup> highest spending priority out of 19 items. This was in keeping with the university’s view in the 1980s that distance education initiatives were vital to efforts to widen access to university education in the region.

In 1992, the University Academic Committee took a decision that UWI should become a dual-mode institution, that is catering to both face-to-face (on-campus) and distance students. Brandon (1996) briefly traces the various experiments which provided the background to the decision for the university to move from a single mode to a dual mode institution in his article *Distance Education in the Restructured UWI*. These experiments with distance education will be briefly described as a forerunner to the University’s eventual distance education programme.

### **The Challenge Programme**

The Challenge Examinations programme was introduced in 1978 to allow students in non-campus countries to register and take first year social science and law examinations offered by the UWI, in their home countries. The programme was structured with the expectation that the UWI would only provide a syllabus and recommended readings and the “challenge” would be for the student, through independent study, to

successfully complete the examination. Brandon (1996) describing the programme says, “Although in theory the challenge programmes offered virtually nothing to the students, in fact in most cases University Centres did provide local teaching support for courses, and the departments responsible for particular courses were involved in various sorts of additional back-up.”

### **The University of the West Indies Distance Teaching Experiment (UWIDITE)**

In 1992, with a three-year grant of US\$600,000 from USAID, the UWI embarked on a project which would set the stage for the move toward the birth of a dual-mode institution. The project entitled The University of the West Indies Distance Teaching Experiment (UWIDITE) involved the use of a telecommunications system, initially spanning four English-speaking contributing countries of the UWI (St. Lucia, Dominica, Antigua and Grenada) to provide two general classes of programmes. (i) programmes providing for formal university certification (and based on programmes offered on the campuses), and (ii) programmes specially designed for the particular groups of participants who receive certificates of participation. (Sherlock & Nettleford, 1990). Eventually the Challenge and UWIDITE programmes overlapped, with the telecommunications system being used as a means of support to those students in the non-campus countries doing the Challenge examinations. The potential of the UWIDITE system was recognised by the University’s administration and funding from various sources provided the resources to expand the teleconference system to 16 countries in the region by the 1990s. Furthermore, an appraisal report, known as the Renwick Report (Renwick et al., 1992) and supported by the Commonwealth of Learning, provided the data to cement the University’s policy decision to move to dual-mode.

The appraisal conducted by William Renwick, Douglas Shale and Chandrasekhara Rao, was intended to:

- Study the university’s continuing education and outreach programmes.
- Appraise possibilities for further developments in academic policy for off-campus study towards University qualifications.

- Have regard to the present contribution of the University of the West Indies Distance Teaching Experiment (UWIDITE) and to possibilities for its further development for distance learning.
- Have regard also to the capital and recurring costs of any developments in its policies for distance education that might be proposed.
- And prepare a report after appropriate consultation with the Vice Chancellor and members of the University and other persons, agencies and organisations in the Caribbean with interest in the University's contribution to distance education. (Renwick et al., 1992)

The report pointed out that going dual mode would change the character of the university however, that option had the potential to improve the quality of the university's teaching for campus as well as off-campus students.

### **Policy Framework at UWI Following the Decision to go Dual-mode**

With the decision to become a dual-mode institution, the UWI developed a policy framework within which distance education (DE) was to function in this new dual-mode institution. This framework is presented in Appendix 1. Although this framework was intended to address the many challenges posed by the move from single to dual-mode, there were many issues, which were not addressed. These and possible reasons for the shortcomings of the policy framework will be discussed later in this paper.

### **Theories/perspectives underlying policy decisions at UWI: Stephen Ball's theories on educational policy**

Ball (1990) describes policy as the operational statements of values, or "statements of prescriptive intent". Ball (1990) further states that values do not "float free of their social context". That is to say, policies are guided by their contexts. In this section, I review some perspectives on education policy, which can indicate the underlying theories or concepts that guided the policy decision at UWI to move from single to dual mode.

Ball (1990) identifies three levels or dimensions of policy, namely the political, ideological and economic. Ball (1998) recognises that the social

and economic context of educational policy is changing given that the nature of the nation state is changing. Increasingly, states are moving towards alliances as part of the process of globalisation. In this regard, Henry et al. (2001) talk about an emergent postnational order or “a system based on relations and networks between heterogeneous units”. Henry et al., like Ball, point out that in this postnational order, new education policy stresses the importance of ‘human capital theory’, which emphasises the importance of a highly skilled and flexible workforce to national success.

On the surface, the political underpinnings of UWIs policy decision to become dual mode can be attributed to what Ball calls the influence of the “public educators” who put forward the view “that man had a natural right to be educated and that any good society depended on governments accepting the principle as their duty.” This is seen in the stated reason for UWIs move to a dual mode institution, which was to provide equal access to tertiary education to all contributing countries of the region. This would perhaps be too simplistic a political explanation however since as Louisy (2001) points out, small Caribbean islands are operating within a political, global environment that is fluid and rife with contradictions. “At the same time that cultural affinities and technology...draw people together across boundaries, new definitions of identity and interest drive people apart within borders.” (Louisy, 2001). This is in keeping with Ball’s discussion of globalisation and its effects on nations, which Ball suggests may be a kind of “disorganised capitalism” or politics of uncertainty. UWIs move to provide more access to tertiary education could be realistically seen in the context of the impact of globalisation and the human capital theory. This is perhaps further emphasised when we look at the work of White and Crump (1993) and Louisy (2001) who point out that one of the questions, which should be asked in the context of educational reform is “where does the knowledge come from which enables policy to be formed. In the case of UWI, the knowledge guiding the move to a dual-mode institution was based on research, however the research was conducted by three consultants originating from outside the Caribbean region, under the aegis of the Commonwealth of Learning, which is based in Canada. One could say therefore that there is a certain level of contradiction in the political underpinnings of the policy decision to move from single to dual mode at UWI.



On an ideological and economic level, UWI's decision took place within the context of globalisation. Ball (1998) identifies two characteristics of globalisation, which affect education:

1. With globalisation, a different kind of state is emerging in the world arena which recognises the strength of alliances formed either within or outside the state, and
2. Globalisation emphasises the market model and economic success is dependent on “knowledge-based” systems of flexible production.

Ball (1998) points out, global change is not a universal, homogeneous thing, therefore there are a range of responses from which policy makers choose as reform takes place in the context of globalisation, these are *neo-fordism*, which focuses on market flexibility through a celebration of competitive individualism and *post-fordism*, which he describes as the development of the state as a “strategic trader” shaping the direction of the economy through human capital. UWI's policy response seems to fall within Ball's description of post-fordism. However as Ball points out it is rare to see policies applied in “pristine” form, rather there is copying of bits and pieces of ideas, “most policies are ramshackle, compromise, hit and miss affairs, that are reworked, tinkered with, nuanced and inflected through complex processes of influence, text production, dissemination and ultimately, re-creation in contexts of practice” (Ball, 1994 quoted in Ball, 1998).

Moreover, Ball (1998) also identifies what he calls a new orthodoxy in educational policy, where there is a “colonisation” of education policy initiatives by economic policy imperatives, which are influenced by the following factors in varied combinations:

- Neo-liberalism or ideologies of the market.
- New institutional economics or institutional re-invention (mitsubishism).
- Performativity, emphasising strictly functional relationships.

- New managerialism which focuses on use of theories in business management and the cult of excellence exemplified for example in quality assurance.

Ball points out that these ideas flow through social and political networks, through policy entrepreneurs or consultants who sell their ideas, through sponsorship e.g. through the World Bank. He states that two policy agendas are discernable in reform, namely to tie education to national economic interests and to decouple education from direct state control. A key facet of policy process is critique of old policy. When Ball's concepts are applied to UWI, one can suggest that market forces, which currently see UWI operating in an environment of increasing competition from foreign tertiary level institutions, could have influenced policy. This in turn would have required institutional re-invention and an increased focus on quality assurance. However, internal dynamics of the region, fueled by political pushes and pulls also create tensions and contradictions, which add to the dynamics of the reform process. One key element in the tensions and contradictions is the attempt to apply new managerialism to a heavily bureaucratic system, leading in many cases to unimplemented policies. This is perhaps aptly captured by Ball (1998) when he states:

“...The grey, slow bureaucracy and politically correct committee, corridor grimness of city hall welfare state against the fast, adventurous, carefree, gung-ho, open-plan, computerised, individualism of choice, autonomous ‘enterprises’ and sudden opportunity...” (p. 124)

Also alluding to the tensions and complexity of policy change is Glenford Howe (2000) who talks about the concept of a policy cycle. Howe (2000), drawing on the work of Palumba (1994), states, “for the most part, policy making is a cyclical process even though it often skips various stages. In addition, policy is always being formed and reformed; it is never a single, clear, and non-contradictory set of objectives, but more often a morass of conflicting goals, objectives and behaviours.”

## **Challenges Faced in the Implementation of Policy at UWI**

In Appendix 1, the policy framework within which the UWI was to operate as a dual mode institution was outlined. In total, 37 policy points were identified. Brandon (1996) writes “a final cautionary remark concerns the pervasive gap between what the university has agreed and what its agents actually do. Decisions are overlooked, ignored, or obstructed. The tradition of collegial committees such as the University Academic Committee (UAC) is that unanimity appears to reign, but this often conceals diametrically opposed and unreconciled viewpoints...”

By 2003, 29 of the 37 points either were not implemented at all or were facing challenges. These challenges can be categorised as academic, administrative, technological and financial (Thurab-Nkhosi & Marshall, 2005).

### **Academic Challenges**

Motivating academic staff to develop courses in a timely fashion, including setting assignments, and marking assignments and examinations is one of the major challenges impacting the quality of DE programmes. This challenge affects not only the timeliness of the course delivery, but also the quality of the materials produced. Shorter deadlines result in less than ideal course development processes and ultimately disregard for, or short-circuiting of quality assurance procedures in place. Brandon (1996) explains the academic challenge:

“...In moving to formal dual mode status, distance education work becomes a potential part of anyone's regular teaching duties, but given that most have had no exposure to it in any form, and little conception of its potential value in achieving either their own or the University's objectives, there was, and remains, considerable inertia to be overcome...”

### **Administrative Challenges**

Administrative challenges faced by the UWIDEC arise largely from the fact that UWIDEC now spans 30 sites in 16 countries. Facilitating efficient and effective communication, distribution of materials and

registration of students and administration of examinations are some of the challenges. These academic challenges are exacerbated by the fact that there is an “inelegant division of responsibilities (Brandon, 1996), for the Heads of University Centres in the non-campus countries. The Heads of University Centres are employed by the School of Continuing Studies (another department of the UWI) but have been entrusted with distance education responsibilities without additional resources being provided”.

### **Technology Challenges**

The rapid rate at which technology is changing and the ability of the institution to respond to these changes is a major challenge. Throughout the region there are consistent problems of access to new information and communication technologies, in particular the computer and the Internet. There are also issues of connectivity and adequate bandwidth to allow for a range of audio-visual interventions as well as reliable communication.

“...There are inconsistencies with regard to capabilities of sites for accommodating online teaching and learning. For example, during the 2004/2005 semester, one course offered an online quiz as part of the student assessment. Some sites were unable to administer the online quiz and opted instead to do a face-to-face version, some giving the following reasons:

'... we are still without computers.'

'... the computers are outdated.'

'... there are 35 students in the course and only 3 functioning computers in our lab.'

We have approximately 60 students and 6 computers. In addition, Information Technology classes are scheduled for the computer lab...” (Thurab-Nkhosi & Marshall, 2005)

While the UWIDEC struggles to ensure access to what may be regarded as basic technology by some “developed” nations, students in other parts of the world are already experimenting with newer and more sophisticated technologies for teaching and learning such as the iPod and other such devices. The UWIDEC must also ensure that even as technologies become more advanced, appropriate technology is selected to meet the needs and capabilities of the institution and its stakeholders.

## Financial Challenges

As UWIDEC continues to expand, costs of running the institution also increase. While economies of scale may be enjoyed in some areas such as mass production of course materials, other areas require large investments of capital. These include facilities for students to enable use of new technologies, costs associated with increasing and enhancing student support, adequate staffing and infrastructure. The following quotation from a paper presented to the Academic Programme Committee (APC) of the UWIDEC highlights the financial challenge:

“...The monthly rental of our network is around US\$50,000, i.e. US\$600,000 annually. In addition, we have to spend on maintenance, upgrades and training (none of which is budgeted currently). In a civil society, education as an institution is rightly seen as a responsibility of the state and thus a legitimate item for public funding. As such its spending has to be rational and transparent vis-à-vis its efficacy and utility as well as the returns from its operations and sub-operation. From my viewpoint the rental cost cited above is simply criminal...” (UWIDEC/APC, 2003)

Former Director of the UWIDEC, Koul (2003) writes about the challenges faced:

“... This is the scenario UWIDEC has worked through during the past six years. Its role has mainly been that of *crises management*, because the University launched an operation for which the necessary mechanisms had not been created, the required personnel had not been put in place [for example, (i) no staff was provided to handle course materials for about 2500 students—at an average of 90,000 items (three courses per learner × three items per course × four instalments per semester) and (ii) computer labs were set up without any technical support to keep them fully functional and the whole operation had not been underwritten appropriately. Today UWIDEC is surviving in its sixth year of operation, the first graduates through the DE modality have already passed out, many with very good credentials (but certainly all with bad memories). Relatively the results are very good and we hope the good part of the related work will continue...” (UWIDEC/APC, 2003)

The underlying tensions created by the dualistic underpinnings of the policy decisions at UWI and more specifically the push of globalisation could perhaps account for the UWIs many challenges. Another reason could be the fact that the UWI, with its bureaucratic, industrial structure, has a vision for change which requires a more modern, fluid structure. Bates (2000) suggests a post-fordist or post-industrial model would be more suited where a focus on a more professional approach to teaching will be required apart from the administrative changes necessary. Bates (2000) writes:

“...for instance, most university teaching has not been influenced to any extent by research into the psychology of learning, organizational management research, communications theories, or human-machine interaction, all of which have influenced one way or another the development of post-industrial, knowledge-based organisations. We shall see that a more professional approach to teaching will be critical for successful applications of technology to teaching...”

Clearly therefore, by 2000, there were serious gaps between UWIs policy to move to dual mode and actual implementation through the UWIDEC. In recognition of this, the UWIDEC proposed a new vision for distance education at UWI which was intended to bridge the gap and address the challenges faced.

### **UWIDEC’s Response to the Challenges: A New Policy**

The new vision for UWIDEC was first proposed in 1998 at a meeting of the Board of Non-Campus Countries and Distance Education (BNCC&DE), where the Director of UWIDEC wrote:

UWIDEC is in a precarious situation (it has neither the authority to help learners and/or Centres/Sites out of their difficulties nor the power to purposefully influence the faculties and/or the administration) and that there was an urgent need for an overhaul as nothing short of an overhaul can help the distance education enterprise at UWI. (UWIDEC/APC, 2003).

It was not until 2003 however that the aspects of the proposal for a re-engineered UWIDEC were implemented. The proposal included the

formation of a body for academic management titled the UWIDEC Academic Programme Committee (APC), with the following functions:

- To provide basic information and expert advice to the BNCC/DE for it to formulate the To provide technical support and advice to the BNCC&DE in considering and approving proposals and plans from departments, faculties, boards and other units of the University for offering DE courses/programmes.
- To recommend to the Board for Undergraduate Studies (and the Board for Graduate Studies and Research) the appointment of course co-ordinators, examiners and tutors on the basis of appropriate consultation.
- To recommend to relevant faculties and to the Board for Undergraduate Studies (and the Board for Graduate Studies and Research) the approval of student registrations, course exemptions, leave of absence and the consequential action.
- To recommend to the Board for Undergraduate Studies (and the Board for Graduate Studies and Research) the approval of examination results of distance students.
- To maintain the standards of the distance courses and programmes offered by UWIDEC and other units of the University in collaboration with the University Quality Assurance Unit.
- To develop the University's capacity for distance education.

Also included in the proposal was a new budget design, including a budget for technology and recommendations for required staff.

To deal with the technological and financial challenges faced, the new UWIDEC vision included “a move from synchronous audio teleconferencing to asynchronous computer conferencing using bulletin board operations, while retaining the present arrangement till the required transition is effected”.

It was envisioned that the advantages of this move would include:

- No maintenance or payment for the network required. Internet is there for all to use at a manageable cost.

- Differing time zones cease to be a problem as learners can communicate in their own time from wherever they are.
- UWIDEC would be free from the shackles of time, and could therefore offer as many courses as could be developed.
- The colossal effort put into scheduling, monitoring and readjusting network conferences would be saved and human resource thus released could be used more profitably as well as purposefully.
- The problem of varying accents (Jamaican, Trinidadian and Bajan) of the language of delivery would cease to be a handicap.

One may argue that a change in policy may lead to similar challenges experienced by earlier policy decisions. Experiences of other institutions however suggest a more optimistic outcome. Marshall in describing the positive experience of Central Queensland University of Australia suggests what could lead to positive outcomes.

“...Inherent in all CQU’s operations is a model in which the organisation, its members and its partners are all constituents of a network of learning facilitators. This network is simultaneously global and local – hence the portmanteau expression ‘glocal’ is used to describe this ‘glocal’ model for higher education in a borderless world...” (Marshall, n.d.)

Marshall emphasises the need for organisations to be flexible. “As with other universities, the University of West Indies needs to tackle the question:

“...How do we secure sustainability in the current environment, where innovation, change and uncertainty are the natural state of things? Some refer to a phenomenon called ‘The Red Queen effect’ after the Red Queen in *Through the Looking Glass* remarks ‘It takes all the running you can do to keep in the same place. Long-term sustainability isn’t possible without continual ‘responsiveness to the external and industry environment and opportunistic strategic management to leverage from changes in this environment’. So the University must operate in a way that incorporates continual adaptation to pursue emergent directions but which also emphasises the distinctive strengths and values of the University...” (Marshall, n.d.)



## Conclusion

This paper traced the developments that led to the policy decision for the UWI to become a dual mode institution and the challenges faced in the implementation of these policies. In reflecting on the underlying perspectives, which guided the policy decisions at UWI the following points were raised:

1. Policy reform at UWI has been impacted by globalisation and more specifically the ‘human capital theory’ and the concept of a knowledge society.
2. Economic policy initiatives dominate the education policy initiatives of the UWI, leading to the “massification” and economic colonisation of education. These economic policy initiatives seem to fall within the categories identified by Ball (1998) as neo-liberalism, performativity and new managerialism.
3. Several influences could have provided the impetus for education policy reform at UWI, including social and political networks, consultants, sponsors such as the Caribbean Development Bank (CDB) and the World Bank as well as critique/failures of old policies.
4. There are inherent contradictions in the fact that new managerialism is being attempted in the context of a traditional bureaucracy.
5. Finally, it was recognised that policy reform is not a tidy, clear or simple process but can be viewed as a cycle. In this regard it is expected that there will be contradictions and that the process will be complex, erratic and responsive to the environment.

In a world that is becoming more interconnected through improvements in information and communication technologies, providing quality education at the tertiary level will continue to be a challenge as the consumers of education become more discerning and competition increases. Unless universities can adapt to the fluid, dynamic environment that is becoming even more consumer driven, there will always be gaps between policy and implementation and we will continue to experience the “red queen” effect. Policy will continue to be driven by context, influenced by ideology, politics and economics and implementation will remain a vision.

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## Appendix 1

### Policy Framework at UWI following the decision to go dual-mode

1. To incorporate DE operations UWI would function as a 'dual mode' institution.
2. Consequently, DE would become an integral part of staff workload/normal duties.
3. 'Dual mode' would not be restricted to academic arena only, but would apply to administration as well.
4. In delivering DE, priority would be given to print material supported by local tutorials, audio and video-conferences.
5. UWIDEC to enrol 2000 students by 2002.
6. Consideration would be given to 'mature students'.
7. There would be no provision for 'open entry'.
8. DE in campus countries would be the concern both of the three Campus Principals and of the Board of non-Campus Countries and Distance Education (BNCC/DE).
9. Among others, UWIDEC's staff would include specialists in such instructional formats as are used for the Internet. (This is obviously a later interpolation).
10. "The professional faculties/schools are the natural home for professional continuing education, while some of this work will involve the DEC,... much will not, and there is no particular reason to try to organise it as if it did".
11. BNCC/DE offers 'a platform for the exchange of ideas and plans between the faculties, campuses, and the specialised outreach units under the Board, so that duplication is avoided and emerging needs are attended to'.
12. DE operations would be under Centre Budget in order that on-campus students subsidise them.
13. As campuses incorporate 'dual mode', funding for DE will become more and more prominent in campus budgets.
14. UWIDEC course fees would be close to those for on-campus students—20% of the economic cost.
15. DE income during the initial period would be used for developing DE.
16. UWIDEC budget was increased from J\$23.5 million in 1993/94 to J\$143 million in 1998/99.
17. Initiative for policy articulation and change lies with UWIDEC and The Office of BNCC/DE.
18. Responsibilities of UWIDEC — management of network and course delivery, facilitating departments/faculties in planning and production of courses, etc...
19. Academic aspects remain the responsibility of faculties and the other two Boards. For any course to be launched the faculty has to agree and implement.
20. UWIDEC is responsible for initiating and sustaining the necessary dialogue among the campuses in case the disciplinary areas are found at more than one campus.
21. Courses to be parallel to those on campuses.
22. Contracts for new staff to make explicit mention of types of duty required by the 'dual mode' operations.
23. DE work to be counted in the regular assessment and for purposes of promotion.

24. Faculties to identify course developers to work collaboratively and UWIDEC to provide specialist assistance and ensure that cross-campus discussions take place.
25. Departments to identify and appoint course coordinators who are responsible for briefing local tutors, providing support through teleconferences, preparing question papers and other forms of assessment, making arrangements for assessing exam scripts in accordance with the university regulations.
26. Campus registries are responsible for examinations.
27. Resident Tutors are responsible for the conduct of examinations at the University Centres.
28. BUS and BGS/R are responsible for the academic quality of DE and quality audit.
29. As for Intellectual Property Rights, generally the DE material prepared for UWIDEC operations is the property of the University.
30. DE pedagogy: self-instructional printed course materials, readings, course guide, tutor's guide, audio/video tapes, web-pages, teleconferences and local tutorials. (Tutors to be appointed on the advice of the faculty concerned, who specify their duties. They may also serve as examiners).
31. Resident Tutors to supervise Site Coordinators who will manage DE affairs at the University Centres.
32. DE students are full students of the University.
33. Matriculation requirements for DE students are to be the same as those for on-campus students.
34. Students can move freely between DE and face-to-face modalities, but such movement is subject to the availability of seats and other resources at the receiving end.
35. Student support system and personnel in position to help students.
36. University Librarian has responsibility for DE students and libraries in NCCs.
37. Training Committee to take care of training activities for all categories of staff. (UWIDEC/APC, 2003)