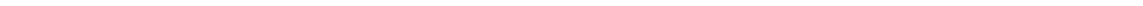**Australia-East Timor English Language Program**

Project Design Document

June 2010

Acronyms

ADS	= Australian Development Scholarships
ASEAN	= Association of South-East Asian Nations
AUD	= Australian dollar
B. Ed.	= Bachelor of Education
CSC	= Civil Service Commission
EAP	= English for Academic Purposes
EL	= English Language
ELD	= English Language Development
ELM	= Educational Leadership and Management
ELT	= English Language Teaching/Training
EOP	= end of project
ESP	= English for Specific Purposes
ETELP	= East Timor English Language Project
GoA	= Government of Australia
GoET	= Government of East Timor
HRD	= human resource development
IALF	= Indonesia-Australia Language Foundation
IELTS	= International English Language Testing System
ILC	= independent learning centre
INAP	= Instituto Nacional da Administracao Publica
INDMO	= National Labour Force Development Institute
ISLPR	= International Second Language Proficiency Ratings
LELI	= Lorosa'e English Language Institute
MoE	= Ministry of Education
MPA	= Ministry of Public Administration
MTR	= Mid-Term Review
NZ	= New Zealand
NZAID	= New Zealand Agency for International Development
NZDS	= New Zealand Development Scholarships
PD	= professional development
PL	= Portuguese language
PMG	= Project Management Group
RELC	= Regional Language Centre, Singapore
SOLS	= Science of Life Systems
SSAR	= State Secretary for Administrative Reform
TAFE	= Technical and Further Education
TESOL	= Teaching English to Speakers of Other Languages
TOEFL	= Test of English as a Foreign Language
TL	= Timor-Leste
UN	= United Nations
USAID	= United States Agency for International Development
UNTL	= Universidade Nacional Timor Lorosa'e

Glossary

Pre-service: Learners undertake formal study leading to an award qualification, in this case, the Bachelor of Education (English) at UNTL. 'Pre-service learners' in this context are therefore future secondary-school teachers of English. 'Pre-service lecturers' teach the B.Ed.

In-service: Currently serving teachers of English develop their competency to be more effective in their work. In Timor-Leste, this can refer to (a) the requirement for the many unqualified teachers in schools to undertake the Bachelor of Education while still working; or (b) the informal non-award skilling of currently serving teachers. The project proposes support to the latter.

TABLE of CONTENTS

ANNEXES

A: English Language Training in Timor-Leste: Environment Analysis
B: Project Activities
C: Donor Harmonisation
D: Project Implementation Schedule
E: Monitoring & Evaluation Framework
F: Risk Matrix
G: Project Positions

Tables & Figures   page

1.   EXECUTIVE SUMMARY

1.1 Overview

This document presents a project design for cooperation between the Governments of East Timor and Australia in support of English language development in East Timor.

It proposes a partnership with the National University of East Timor (UNTL) and the Ministry of Education to achieve improvements in the quality of teaching in the pre-service Bachelor of Education (English) and in secondary schools. In other words, it seeks to support both prospective and current secondary teachers of English.

The design envisages a five-year project but scopes only the first two years of work. This recognises the fact that the project is a first step into the English language domain by a new partnership, and that this step is taken within a fragile and dynamic context. It is therefore precise in its targeting, moderate in its scale, exploratory in its approach, and realistic in its specification of outcomes.

1.2 Project origin

The key impetus to undertaking the project design was the request by H.E. the Prime Minister of East Timor to the Australian Government to provide support in the area of English language development.

1.3 Project context

The demand for English proficiency in East Timor is significant in both scope and scale. Constitutionally designated as one of the nation's two 'working languages', it is widely used in the pursuit of trade, business, development cooperation, and international relations. Its significance to the nation's interests is reflected in the fact that it is deemed a compulsory subject from Grade 7 through 12 in the secondary school system and in the first year of higher education, and is widely studied by, especially urban, Timorese. Moreover, the curve of demand for English is likely to be upward, given increases in regional and international exchange, for example, membership in ASEAN, planned for 2012.

Against this backdrop of demand, the supply of English Language Teaching appears generally inadequate, in both the public and private sectors. Teachers and learners of English face the task with admirable intent and effort, but do so amidst multiple challenges: resources for teaching and learning are extremely limited; curricula appear outdated and impractical; and teachers must manage the complex process with insufficient language and pedagogical competence. The net result is persistently low levels of proficiency, which are widely reported to impede the optimal pursuit of national development. In short, systems for English language development need to be boosted.

1.4 Project design

The landscape of English language demand in East Timor is large and complex. Careful placement of the project is therefore critical if it is to be effective. Indeed, at least ten possible target groups can be identified for support[1]. Of these, two have been selected: pre-

---

[1] Including: current school teachers and learners of English; future school teachers of English; teachers and learners in the technical-vocational sector; university students (non English majors); teachers and learners in private-sector schools & institutions; civil servants; employment seekers (youth); employment seekers (adult);

service lecturers at UNTL, and secondary teachers of English. Both groups need to improve their English teaching and English language ability. They are chosen for their strategic importance and amenability to support.

The second critical design variable is appropriate engagement. Above all, the project design is a framework for development *cooperation*. It seeks to build partnerships with local institutions in order to develop a sustainable local capacity for ongoing systemic improvement. The proposed partnership is with UNTL/Ministry of Education, working within existing institutions and structures.

The third design variable to be considered is appropriate scale of activity. There is a risk that too much might be attempted in response to the considerable demand, and as a result the project is overwhelmed and rendered ineffective. For this reason, the design recommends a measured scale, with activities carefully limited and targeted. It takes careful note of the relatively fragile resource and skill bases, and seeks not to overload them.

In turn, the design recommends a phased approach. The development cooperation will occur within a highly dynamic context, with significant changes possible at the national and institutional level. The project is scoped for the first two years only, in order to review lessons learned, update the situation analysis, and adjust model, focus and scale accordingly. A mid-term review by the two governments will play a critical role in project progression, and should be conducted after two project years.

A fourth consideration is strategy. The design recognises that change occurs through shifts in understanding and knowledge and through ownership of the change; it is seldom achieved by a top-down power-coercive approach. This requires a pragmatic, flexible, and responsive approach, with an early and continuous emphasis on monitoring.

Finally, the design espouses a pragmatic and supportive stance. The project does not advocate or promote the use of English in East Timor, but rather seeks to support English language needs as and where these already exist or will emerge. The proposed project activities do not duplicate, conflict with, or compete with GoET and donor efforts in language development; indeed, they are complementary and harmonious.

1.5 Project description

The goals of the project are to improve the standard of teaching in the pre-service Bachelor of Education and to trial a model for the in-service training of English teachers in secondary schools.

A five-year project is proposed, at a first-phase cost of around AUD 2m, with the possibility for second phase of a similar amount. This is considerably less than the maximum figure envisaged pre-design. It reflects a measured and phased approach, using existing facilities. It also reflects that fact the pre-design recommendation to establish an English Language Centre at UNTL serving a range of learner populations was assessed as not feasible at this stage [2]. Instead, a narrower, more internally-focused activity is recommended at UNTL. It meets the university's priority and addresses a strategically

---

teachers of English in private training centres; workers in the donor sector; workers in international NGOs; current workers in the employment sector.

[2] The pursuit of this concept would breach several of the design principles described above. The idea of an externally-focused English Language Centre is *not* owned by its potential owners. Nor does the university yet have the space, time, or capacity to make such an initiative feasible.

important focus group, future secondary teachers of English undertaking the Bachelor of Education.

The starting point for the project design is the new English Department Learning Resource Room, established with donations from various sources. This facility has excellent potential to become a high-quality independent learning centre (ILC), especially if extended, further resourced, and systematised. It can also act as a platform for improving the English teaching and English language ability of the pre-service lecturers[3].

To achieve this goal, UNTL will be asked to commit pre-project to the creation of a new position, ILC Manager. For two years the position will be filled by a native-speaker project appointee. During this time identified lecturers will be trained, and supported, to apply for the position.

The ILCM will train lecturers how to integrate ILC resources into the academic program and utilise them effectively in their teaching. This phased in-house training plan will be augmented by a professional development plan, including access to distance learning options and participation in short training courses in regional centres such as RELC[4]. With the enhanced resource and skill base in place, the manager will collaborate with the university to seek a Timorese replacement.

The resource base at UNTL can also serve another (related) focal group, namely currently serving secondary teachers of English. These teachers receive little or no support to lift their professional competence and performance, and yet are tasked to train upcoming generations of graduates *en route* to higher education and employment.

The project design proposes an exploratory approach to the in-service training of teachers, seeing the work in this sub-sector as a trial. The project will recruit a native-speaker Teacher Training Manager to be deployed at the UNTL ILC. The manager will liaise with the Ministry of Education to conduct a series of visits to the districts to select teachers for training at UNTL, define their training needs, and develop a training plan. ILC resources will be augmented to support the training plan and teachers invited to UNTL. Here they will be trained how to access and develop teaching resources, utilise the resources in the classroom, and develop their language skills. They will also act as informants to the UNTL pre-service team in an effort to make the B. Ed. more practical and better attuned to the contexts and needs of practising teachers.

With their teaching resources and skills enhanced, the teachers will return to their districts. The Teacher Training Manager will conduct follow-up visits to support and assess training impact, and adjust the training program accordingly.

The teacher-training model will be reported to the Directorate of Professional Training (Ministry of Education). Lessons learned during program implementation will inform a proposal, developed in liaison with the Ministry of Education, for consideration by the incoming Mid-Term Review. Activities proposed for the second phase of the project might include the provision of district-based teacher training following the ILC model.

---

[3] Another constituent group at UNTL can access and benefit from the ILC at no net additional cost. Selected lecturers from the *Disiplina Geral* (General Studies) Division, which teaches English as a compulsory subject to all first-year and some second-year students, can be invited to participate. Their student graduates will take key positions in the civil service and employment sectors, and thus benefit from English enhancement.

[4] The Regional Language Centre (RELC) in Singapore was founded by SEAMEO, the Southeast Asian Ministers of Education Organization. For over forty years it has served as the leading provider of language teacher education for the ASEAN region and beyond.

To steer the training of pre-service lecturers and in-service teachers, the project will be structured as two distinct but closely related components. The scope of work in the two components can be managed by a single project contractor.

The contractor will recruit three personnel: two native-speaker specialists to be stationed at UNTL, and one project director stationed off-shore and scoped as part-time, with periodic visits to the project. The contractor will report to a Program Management Group (PMG) comprising representatives from UNTL, the Ministry of Education, and AusAID.

1.6 Project success

Project success will be defined as achievement of agreed end-of-project outcomes:
− Lecturers will demonstrate improvements in English teaching and English language ability by using ILC (independent learning centre) resources effectively.
− UNTL will present the Ministry of Education with a model for in-service training of teachers of English in secondary schools.

Over two years direct beneficiaries would include 10 lecturers at the UNTL English Department (pre-service) and 20-40 English language teachers in secondary schools (in-service). Over the first phase of the project (two years) around 200-240 students studying the B. Education could benefit indirectly from improved teaching effectiveness[5].

2.   ANALYSIS & STRATEGIC CONTEXT

2.1 Country and sector issues

East-Timor is one of the poorest countries in the world[6] and, since the independence vote in 1999, has experienced conflict or instability every two years on average[7]. Although there are now real signs of internal stabilisation[8], East-Timor remains a post-conflict fragile state. The range of development challenges that need to be addressed includes challenges in education, health, food insecurity, infrastructure and communication, environment, and gender equality. It is the role of government to respond to these challenges. While the institutions of government are developing, and steps are being taken to improve the effectiveness of public service delivery, there remains much to be done.

Two areas of concern are in the areas of education and employment. In education, standards are generally poor. The adult literacy rate is relatively low: 50.1% (43.9% for females) in 2004. Attendance and completion rates for basic education are poor; between 10 and 30% of primary-school-age children were not in school in 2004, and fewer than half the children entering primary school completed six years of education. The majority of teachers are un- or under-trained, and are facing a shift to Portuguese as the medium of instruction as well as improving subject competence. Schools are poorly resourced, and access to resources outside schools is limited.

Employment opportunities in East-Timor are scarce and youth unemployment is high. The private sector is under-developed and government is a significant employer, employing

---

[5] UNTL accepts approximately 100-120 students into its first year program each year. Over a 5-year period, therefore, assuming that 70% of graduates become secondary teachers of English, around 350 teachers will be influenced through the project at UNTL. Over a 2-year period around 200-240 students could benefit indirectly.
[6] Ranked 158 out of 179, UNDP 2008 Human Development Index.
[6] Australia-East-Timor Country Strategy 2009 to 2014: 4
[7] Kingsbury (2009): 367

around 24,000 people[9]. Each year 11,000 young people enter the job market, but only 400 find paid employment[10]. Even among those who obtain work, literacy and numeracy skills are reported to be insufficient, and proficiency in English and Portuguese inadequate for effective workplace performance.

A more comprehensive analysis of ELT in East-Timor is offered in Annex A.

2.2 English in the secondary education sector

While Portuguese is being promoted as the medium of instruction and considerable effort is being put into up-skilling the Portuguese language proficiency of teachers, English is already a taught subject in secondary schools. The new pre-secondary (Years 7 – 9) curriculum planned to be introduced from 2011 retains English as a subject, and the planned senior secondary (Years 10 – 12) curriculum will also include English. Teachers of English in secondary schools, however, typically lack high levels of EL proficiency and have little or no training in language teaching methodology. Teachers of English have yet to receive any in-service training in their teaching area[11].

The success of any curriculum innovation, such as that planned for the secondary education sector, depends on its effective introduction to teachers. This is typically delivered through in-service and pre-service training, and for ELT these are both areas of considerable weakness in Timor-Leste.

The mandate for pre-service training of secondary teachers of English lies with the Department of English at UNTL. Training at UNTL is reported to be theoretical rather than practical; a large proportion of students are believed to enter the workforce without graduating, as their existing EL proficiency is marketable; the curriculum is fixed and not able to respond to changes effectively. It is probable that for many students the first two years which provide ELT are the attraction, not the prospect of becoming a secondary teacher. However, the English Department estimate that 70% of their students do indeed go on to employment as secondary teachers of English, although it should be noted there is no data to support this claim.

2.3 Needs analysis

In two of the sub-sectors surveyed – pre-service teacher education and in-service teacher training – key needs were identified.

Pre-service teacher education:
- Lecturers need to improve their English language proficiency. Their current levels are quite reasonable, having completed further study in Australia, but need further development to optimise their capacity to teach in English, access literature in their subjects, and participate in the international scholarly community.
- To achieve such proficiency gains, lecturers need to improve their independent learning skills. Enhancement of these skills would allow them to guide students appropriately and act as role models to their students, leading by example.
- Lecturers need to improve their teaching skills, that is, their ability to teach English, pedagogy and linguistics subjects. [These various competencies are designated under the single term 'ELT skills' in the current document, for ease of reference.] Pedagogical

---

[8] Seymour et al (2008): 6
[9] Schofield (2008): iii
[11] Apart from that offered by NGOs.

effectiveness is arguably one of the most critical variables affecting the quality of the B.Ed. and its effectiveness in preparing school teachers of English.

- Changes in teaching need, in turn, changes in 'teacher cognition', that is, in what lecturers know about, and how they conceptualise, language teaching and learning, and how they understand their roles and responsibilities as teachers.
- In support of these various improvements, resources in the ILC need to be expanded, rationalised, systematised, and organised for optimal access and use by teachers and learners in the department. Above all, they need to be integrated into classroom teaching and learning.
- Outside of EL teacher education, but still within UNTL, the needs of another focus group can be considered. Lecturers in the General Studies Division teach English to all first-year and some second-year students. They lack teaching resources, especially for their second-year subject-oriented English courses, and need professional development. Drawn from the English Department, the lecturers presumably have similar skill development needs as their peers.

These various needs are all amenable to support *now*, which is not the case with all needs[12].

In-service teacher education
- Above all, a strategy, or set of strategies, needs to be found which delivers effective and efficient support to secondary teachers of English and has the potential for main-streaming into Ministry of Education systems.
- Teachers of English need to improve their English language proficiency. Current levels have not been assessed but are reported and observed to be generally quite low.
- To achieve such proficiency gains, teachers need to improve their independent learning skills, rather than waiting for and depending on external training opportunities.
- Teachers need to improve their language teaching skills.
- To achieve these various gains, teachers need resources.

Again, the project cannot address all needs identified in the sub-sector. Curriculum, assessment procedures, textbooks, and curriculum induction, all lie beyond the projected reach of the project, as do other key variables affecting the quality of ELT in schools.

2.4 Lessons learned

The five key lessons learned from working with fragile states that are explicit in the Australia-East Timor Country Strategy 2009 to 2014 are that:
- Donors need to focus on the task of building functioning state-citizen relationships.
- Fragile states can only accommodate a limited number of reforms at any one time.
- Donors need to understand the political economy in which they work, ensuring that development cooperation does not exacerbate tensions or undermine national capacity.
- It takes time to build institutional capacity.
- Early wins are important.

---

[11] For example the Bachelor of Education (English) curriculum needs to be revised: it is overloaded, contains inappropriate subjects and weightings, and separates ELT into discrete skill subjects (listening, speaking, reading, and writing) rather than integrating them, which is the preferred practice. The English Department has, however, worked on curricular reform with the University of Waikato for a considerable time, with little evident change: it appears to lack the appetite or capacity to achieve the improvement required. Also, the university needs to improve lecturers' terms and conditions to promote their motivation and reduce the need for external income-earning; this variable potentially affects the quality of pre-service teacher education. However, this issue relates to the entire university faculty, not just the English Department, and lies beyond the reach of the project.

The work undertaken by the design team in-country found support for all five of these, as well as the following additional lessons learned from previous engagement in East-Timor and in the target sector:
- Donors should not place their expectations for capacity development on individuals.
- Traditional technical assistance models are not generally effective in capacity building.
- Timorese capacity needs to be developed in order for an exit strategy to work.
- The value of future support by Australia for employment and skills development would be increased if that support were underpinned by a more systematic approach to the development of English language skills in-country for post-school learners[13].

A range of English language projects was considered for further lessons, particularly at the strategic and technical level. They included projects undertaken by both AusAID and other donors. AusAID has had numerous projects providing ELT for its scholarship program: Australian contractors deliver intensive 9-12 month IELTS-preparation courses in-country, using native-speaker teachers[14]. One AusAID project targeted whole-of-government EL capacity development: the Lao-Australia English for ASEAN Purposes (LEFAP) Project, mounted when that country became a member of ASEAN. The Thailand & Australia Science & Engineering Assistance Project (TASEAP) included a component of in-service training for EL lecturers at public universities in that country. The Vietnam-Australia Training Project (VAT) included, in addition to scholarship preparation, a component of in-service secondary school teacher training. More recent projects include Basic Education Assistance for Mindanao (BEAM), and its predecessor the Philippines-Australia Project in Basic Education (PROBE), which included in-service training of teachers of English and other subjects and the development of teaching and learning materials. In Indonesia, AusAID's ELTIS (English Language Training for Islamic Schools) trains in-service master trainers. The USAID-funded Job Enabling English Proficiency (JEEP) Project in Mindanao is directed at the capacity of higher education institutions to prepare college students for jobs that require English language skills. The United States also has a project in interactive radio instruction in Indian schools, under its Technology Tools for Teaching and Training, and a project in Pakistan, Pre-Service Teacher Education Project (Pre-STEP), which reforms pre-service curricula and provides in-service training for lecturers. Portugal supports the reform of East Timorese school curricula, including English.

Five key lessons have been drawn:
- Success in curricular reform is often constrained. Although it typically involves local specialists, curricular reform can often be imposed and inappropriate, and lack the associated teacher induction and training needed for effective implementation.
- Resources motivate language learners. This is especially true when the resources involve more contemporary ICT technologies such as radio, television, DVDs and online materials, particularly in contexts where T&L depends exclusively on textbooks, photocopies from reference books, and classroom discourse. The provision of multi-media resources ameliorates the strong preference local stakeholders have to be taught by native speaker teachers. It gives them access to a vast database of inputs, particularly in the skill areas where they declare the greatest need, listening and speaking.
- The provision of resources does not remove the need for teachers. Technological innovations provide access to new resources, but the effective use of those resources requires the application of pedagogical principles.
- The development of EL and ELT skills is profoundly dependent on motivation. Project initiatives need to be driven by demand, rather than supply, and project participants need to be able to see value in the skill gains being targeted.

---

[13] This point made by Schofield (2008): 18
[14] These occasionally include focused interventions such as English for women officials in Cambodia.

- The development of EL and ELT skills takes considerable time. It requires realistic timelines and a carefully phased approach.

The current project design has considered these various lessons in its targeting, strategic approach, and methodology.

2.5 Consistency with existing AusAID and other donor/multilateral programs

A project with the twin goals of improving the standard of teaching in the pre-service Bachelor of Education and trialling a model for the in-service training of English teachers in secondary schools is consistent with a key objective in the AusAID program strategy, which in turn reflects a GoET priority: increasing employment (by improving the EL skills of women and men and, indirectly, of students studying English in secondary schools).

The US State Department also has a small presence in ELT at UNTL, through a Language Fellow, and there is potential for cooperation with the University of Waikato, NZ, which has a small-scale involvement with the Department of English focusing on e-learning, action research and curricular reform.

2.6 Rationale for AusAID involvement

The strengthening of English teaching and English language abilities is one means by which Australia can contribute to human resource development in East Timor. This aligns with the TL Country Strategy objectives (as noted in 2.5 above) and the National Education Strategy, and draws on Australia's experience in ELD in development contexts, such as the Basic Education Assistance for Mindanao (BEAM) Project and the Lao-Australia English for ASEAN Purposes (LEFAP) Project.

3. PROJECT DESCRIPTION

3.1 Project origin & design preparation

A sequence of related steps led to the design mission:
- In August 2001 AusAID commissioned the design of ETELP which 'stalled due to program priorities and sensitivities around the national language policy'[15].
- The ET Constitution (2002) clarified the status of English as a 'working language' along with Indonesian, with Tetun & Portuguese as official languages.
- The Prime Minister (May 2008) and Minister of Education (2009) requested GoA assistance to support and strengthen English language skills in ET.
- A Feasibility Study for the Establishment of an English Language Training Centre in Dili, East Timor was commissioned (September 2008).
- Drawing on the Feasibility Study, the AusAID Concept Note (December 2009) recommended 'Australian support to deliver English language training programs in partnership with' UNTL. UNTL was to be the key partner in a 5-year, AUD12 million project. The EOP outcome was that 'UNTL implements a sustainable high-quality direct tuition and train-the-trainer program'.
- AusAID contracted Mr. Kerry O'Sullivan and Dr. John Macalister as a design team to conduct a field visit in East Timor from February 8-26. The stated purpose of the design process was to 'develop a design for future aid program support to UNTL in English language.'
- The design team received a pre-mission briefing at AusAID Canberra which included access to expertise on gender equality, disability, and fragility & peace building, and an

---

[15] AusAID support for an English language program in East Timor Concept Note (December 2009)

on-arrival briefing at AusAID Dili which included consideration of the Australia-East Timor Country Strategy 2009 to 2014.

Early in the design mission, the team found that the 'concept recommendations' were not viable; that is, the support program as envisaged should not proceed at this time. UNTL management indicated a firm priority to develop the quality of teaching and learning in the English department itself 'before moving beyond the department' and in turn 'before moving beyond the University'. Moreover, the University currently lacks the management capacity, staff capacity, curricular flexibility and space to establish an English Language Centre, though the issue should be revisited at a suitable point. Clearly a phased approach would be needed.

A narrower, more *internally*-focused area of cooperation with UNTL was identified, which matched the University's stated priority and presented a feasible first step: training pre-service lecturers to improve their English teaching and English language ability.

In light of this reduced scope of UNTL activity, the team sought *additional* options for GoA-GoET cooperation. This analytical process yielded two additional options:

- *Support currently-serving English secondary school teachers.* This will meet a critical demand, as secondary teachers of English currently receive no support[16]. This option has merit, not the least of which is that it can be achieved using the same resource base as for pre-service, the newly-developed learning centre at UNTL. It will, however, largely occur prior to a major Ministry of Education/Portuguese Cooperation initiative to develop new secondary school curricula, including an EL curriculum, and provide associated curriculum induction. It needs, therefore, to be seen as an adjunct contribution to sectoral efforts, and proceed within a trialling framework.
- *Support English for civil servants.* The demand for English language proficiency in the civil service is acute: officials need English to manage day-to-day communication and access English-medium professional development opportunities. The potential partner in this domain is the National Institute for Public Administration (INAP). However, the analysis of this option concluded that the activity should be put on hold, allowing time for: (i) INAP to strengthen its resource base and secure autonomous status; and (ii) the new Civil Service Commission to develop its capacity to verify and prioritise the various ELD demands of government institutions, and optimise participation.

The options, and the associated actions, are summarised in Table 1, and elaborated throughout the design document. The INAP/English for the Civil Service option is presented in Annex K, for future consideration by the stakeholders.

Table 1: *Focus Groups*

Partner	Focus Group	Action
UNTL/MoE	*Pre-service lecturers.*	Proceed.
	(Selected) in-service secondary teachers.	Proceed, but implement as a trial.
INAP	*Civil servants.*	Hold for possible future implementation.

Within the options to proceed, two strategic decisions were taken:
- Project activities will be scoped for a period of two years only, to allow a mid-term review process that will scope subsequent work.
- The project will adopt a phased approach, first focusing on the competence of teachers (pre-service lecturers and currently serving secondary teachers) before potentially shifting its focus to the *learner* groups in both cases.

---

[15] Except for the small-scale area-focused in-service training conducted by NGOs such as the Australian Friends of Ermera.

The resulting project goals are to improve the standard of teaching in the pre-service Bachelor of Education (English) and to trial a model for the in-service training of English teachers in secondary schools.

3.2 Targeting

The project is directed at two sub-sectors: pre-service and in-service. They were selected because they best met feasibility criteria. The scope of work in these sub-sectors:

- aligns with GoET National Priority 3 ("Human Resources Development"), and the Australia-East Timor Country Strategy 2009-2014;
- addresses a valid and critical need, not an amorphous desire;
- builds on local ownership of the changes;
- has a realistic chance of success;
- limits the number of partner institutions;
- harmonises with other donors;
- is sensitive to efforts to develop Portuguese as an official language and the medium of instruction; and
- represents an investment in 'high impact but smaller-scale initiatives'[17];

3.3 End-of-project-outcomes

After two years, at the point of mid-term review:

- Lecturers will demonstrate improvements in English teaching and English language ability by using ILC (independent learning centre) resources effectively.
- UNTL will present the Ministry of Education with a model for in-service training of teachers of English in secondary schools.

To achieve these outcomes, the project must effect significant changes, which in turn requires the careful selection of a workable strategy.

3.4 Project strategy

A number of considerations have informed strategy selection:

- The strategy needs to reflect a theory of change.
- The strategy needs to address the over-arching fact that the situation in East Timor is both fragile and dynamic, at all levels – national, sectoral, and institutional.
- The strategy needs to identify a delivery model that reduces the risks typically associated with technical assistance.
- In technical terms, the strategy needs to locate the methodology most likely to secure the engagement of the participants and achieve the desired outcomes.

Each of these considerations is elaborated in sequence, below.

Change theory

The program strategy selected is underpinned by change theory, particularly in the field of curriculum and educational innovation. Rather than relying on a top-down power-coercive approach, the strategies employed here are primarily rational-empirical and normative-re-educative. In other words, they seek to facilitate change through shifts in understanding and knowledge (achieved through in-service training, for example) and through ownership

---

[16] Australia-East Timor Country Strategy 2009 to 2014, p. 12

of the change (enhanced resource provision through an independent learning centre, for instance, responds to a bottom-up desire for change expressed by UNTL lecturers).

Strategic approach

A fundamental consideration is that the situation in East Timor is both fragile and dynamic. This situation applies fully to the challenges of ELD; many change variables potentially impact on the proposed program model and scope. For example, by 2013 – the possible date for a project MTR – the country will have gone through a general election and joined ASEAN; the involvement of the UN may have been scaled back significantly; the new Civil Service Commission will be fully active; the status of INAP may have changed; UNTL will have a new charter and may have re-located; the UNTL B. Ed curriculum may have changed significantly; the new EL curriculum for Grades 7-12 will be in place; public administration and education management will have gone through significant decentralisation; more data will be available on successes and failures in language development generally; and systems for ELD will remain fragile.

In this context, two conclusions are inevitable: (a) support initiatives should be small-scale, measured, and strategic, to avoid the risk of a front-loaded over-commitment; and (b) a mid-term review process, ideally after two project years, will be needed to assess interim outcomes, and scope any adjustments to project model, scope, and regional focus. An ELD program cannot and should not fully prescribe five years of activity in such an unpredictable situation; the two governments will need to adopt a very flexible stance. Above all, a phased approach will be needed. A related strategic choice is the decision to develop existing structures, rather than establish new structures. In all, the approach is to start small, monitor, learn lessons, and adjust the model and scale accordingly.

Delivery strategy

An important consideration is the manner in which the technical assistance will be delivered. The traditional approach of matching a TA adviser with a national counterpart has been tried with limited success throughout the world for many decades (see 2.4 Lessons Learned). Reasons for the failure of this skills transfer model include poor mentoring by TAs, a lack of suitable counterparts, unattractive government salaries, and competition for suitable counterparts in the job market. Thus, even where a suitable counterpart can be identified, there is difficulty in retaining that person in the desired role. As a result, the TA adviser has become a relatively fixed feature in the civil service in countries such as East Timor, and a significant cost to international aid programs.

An alternative approach is to re-imagine the TA adviser as a manager. Unlike a TA adviser, a manager does not require a national counterpart. This recognises the shortage of suitably trained and experienced individuals nationally, while acknowledging the fact that interested individuals are in the process of graduating from training programs and gaining experience and that these individuals will be in a position to apply for the manager role in the short-to-medium term. Training opportunities can be offered to more than one person, broadening the basis for capacity development, and a competitive recruitment process increases the likelihood that a motivated individual will move into the manager role.

The difference between the TA adviser and manager model has been described in these terms: "There is a huge difference between the inevitably negative connotations of the relationship between an adviser and … counterpart (which implies 'you are incompetent to do the job you are being paid for, so I will help by telling you what to do') and the more positive relationship between a manager on contract and [the] staff ('you are gaining

experience and skills on the job, including the experience of working in a well-managed department, which will enable you to aspire to be promoted to more senior roles such as the one currently occupied by me').''[18]

This more positive relationship is one that this design wishes to reflect, and the design will therefore refer to the positions to be created as 'managers' rather than TA advisers. The Independent Learning Centre Manager is a new, permanent position that will require commitment in principle prior to project. The intention is that the position will be localised. However, if suitable national candidates have not yet emerged after two years, GoET may make an international rather than national appointment, with obvious funding implications, or the project might delay localisation until a later phase. By contrast, the Teacher Training Manager is essentially a project position which will either morph or lapse after two years. The experiences of the TTM are intended to inform the Ministry of Education's decision-making as it moves towards in-service training for teachers of English in the secondary education sector.

Methodology

To develop lecturers' English teaching and English language ability, a *resource*-led methodology is proposed – put simply, "here are the resources and here is how you can use them to teach and learn". This approach is practical, concrete, and more likely to have impact than a coercive top-down curriculum-led or pedagogy-led strategy. It meets the top stakeholder priority and has the best potential to strengthen the quality of teaching.

A resource-led methodology has the advantage of good momentum ('early wins') to establish the face validity of the cooperation and support. As resources proliferate, teachers and learners see, experience, and take ownership of change. They are *equipped* and empowered, not exhorted or 'talked at'. There is value in motivating the stakeholders. Once motivated, competency gains, whether in English language proficiency, language learning skills, or teaching capability, can then follow.

Lessons learned from other projects (see section 2.4) indicate that the strategy is technically sound. TASEAP provided lecturers with computer-mediated learning resources, trained them in their use, and also developed their capacity to generate their own multi-media resources. As one of its strategies, LEFAP developed multi-media modules for independent learning by government officials. JEEP provides college learners with on-line interactive resources and trains lecturers how to use them. Pre-STEP is planning a resource-led strategy for independent learning by pre-service EL lecturers.

Finally, the methodology – capacitating teachers to be better managers of learning – is entirely compatible with broader education goals in East Timor. In its general reference to education, the National Education Strategy (2009: 102) recommends 'moving from a transmission teacher-directed methodology towards a greater focus on the individual learner. .. (this is a) pedagogical paradigm shift'.

---

[17] Mick Foster (2009) *Improving the provision of basic services for the poor: Linkages with broader public sector reform: East Timor case study*. Draft: 26.

Considering all of the above, the proposed project strategy is summarised in Table 2.

Table 2: *Project strategy*

Project Strategy		
Step	*Pre-service [Component 1]*	*In-service [Component 2]*
0.	The partner gives an in-principle commitment to create a new position at UNTL, an Independent Learning Centre Manager (ILCM).	The partner agrees to the placement of a project-appointed Teacher Training Manager (TTM) at the UNTL ILC.
1.	The project appoints and inducts a native speaker as ILCM.	The project appoints and inducts a native speaker as TTM.
2.	The ILCM collaborates with UNTL to augment and improve ILC facilities and resources.	The TTM collaborates with the partner and the ILCM to augment ILC resources for the purposes of training.
3.	The ILCM trains lecturers how to utilise ILC resources in their teaching.	The TTM trains teachers how to use ILC resources in their teaching.
4.	The ILCM identifies professional development opportunities for lecturers to develop key EL/ELT skills both on-site and off.	The ILCM trains teachers how to develop their EL/ELT skills independently.
5.	The partner regularises the ILCM position. The project collaborates with the partner to recruit a Timorese professional in place of the project appointee. Systems and resources for upgrading lecturers' EL and ELT skills are sustained.	The piloted teacher-training model is reviewed. The TTM position lapses, pending a decision on the further scope of work.
6.	A proposal for post-MTR collaboration is submitted.	A proposal for post-MTR collaboration is submitted.

3.5 Project activities

In pursuit of the project goal, a five-year project is proposed, with a mid-term review after the initial two years. The project is structured as two distinct but strongly related components of activity based at UNTL. Activities in the two components are summarised below and detailed in Annex B.

COMPONENT ONE: Training pre-service English lecturers

Component 1 comprises a set of activities at UNTL, with the objective of improving the English and ELT skills of pre-service lecturers.

The UNTL baseline for the launch of Component 1 activities includes a number of strengths. The University is committed to strengthening the capacity of its B. Ed. lecturers and improving the quality of teaching and learning in that program. The Dean of the Faculty of Education, himself an EL lecturer, and the Head of the English Department are engaged in change, primarily through the University of Waikato arrangement. The lecturers are keen to access teaching resources and take up opportunities to upgrade their own competencies. In turn, B. Ed. students appear keen to improve their proficiency and have accessed the new English Department Learning Resource Room (LRR) with enthusiasm.

Systemic improvement is, however, constrained by a number of factors, including: the limits to on-site engagement, with lecturers pursuing other responsibilities, including external income generation; the retention of a curriculum which separates rather than integrates language skill development, is overloaded, lacks optional subjects, and is too heavily weighted towards theory; the concomitant disconnect with the real needs of

teachers in the school system; and the absence of an analysis of, and strategy for achieving, gender equality. The current LRR resource base is limited, in that the donation and set-up of resources has not been informed by an over-arching learning strategy. The current skill base is also limited: lecturers have variously studied linguistics, ELM, and English itself, but have never really learned how to teach language or train language teachers effectively.

These various constraints have been considered, to the maximum extent possible, in the design of Component 1 activities. The activities are carefully phased across (a) enhancing the resource base, (b) enhancing the skill base, (c) ensuring sustained Timorese take-up of the interventions, and (d) considering options for the second phase of the program.

The resource base is the English Department's new (January 2010) Learning Resource Room, which is actually a two-room facility with an adjoining door, comprising a multi-media section and a reading section. The centre will be developed into an independent learning centre (ILC) with optimal quality and functionality.

The project will recruit and induct a native-speaker specialist as ILC Manager (ILCM). This manager will collaborate with the University to (a) establish a phased plan for the incorporation of the adjoining office and classroom into the facility, and (b) develop and implement an ILC resourcing plan based on the B. Ed. curriculum.

In turn, the ILCM will design and implement a Training Plan and a Professional Development Plan aimed at developing lecturers' English teaching and English language ability. Through in-house training and participation in specialist courses at regional institutions, lecturers will improve their English skills and be able to integrate ILC resources into their teaching effectively.

From the outset, stakeholders will know that the ILCM position is intended to be localised in two years. During this period, lecturers will observe and be engaged in ILC activities while continuing their core duties. They will receive training from the ILCM in the requisite skills, and access professional development such as short training courses in the region, enhancing their language & teaching competencies and their potential as ILCM applicants.

Throughout, the ILCM and lecturers will analyse and strategise gender equality and access by people with disability. Centre materials will be assessed for sensitivity to, and awareness-raising in, both issues.

Finally, outgoing and incoming ILC Managers will collaborate with the English Department to assess the desirability and feasibility of further ELD initiatives at UNTL, for presentation to the MTR.

Outputs and activities are presented in Table 3.

Table 3: Outputs and activities, component one

COMPONENT ONE: Training pre-service English lecturers		
Outputs		**Activities**
1.1	A high-quality independent learning centre (ILC) established.	• Deploy a native-speaker ILC Manager. • Collaborate with UNTL to develop and implement an ILC Facility Plan, including phased extension and refurbishment. • Collaborate with lecturers to analyse the B. Ed curriculum to identify key sub-skills that need support. • Review existing resources; develop and implement an ILC Resourcing Plan. • Establish, continuously improve resource management systems.

		• Deploy and incentivise female and male student volunteers as ILC administrators. • Log centre use and periodically profile centre quality and functionality. • Optimise centre access hours. • Survey and optimise ILC access by female lecturers and students. • Monitor and facilitate access by students with disabilities.
1.2	Learning pathways developed.	• Collaborate with Head/Dean to facilitate part-time release of lecturers to work and be trained in the ILC. • Collaborate with lecturers to develop ILC learning pathways integrated into the curriculum. • Periodically profile learning approaches.
1.3	Lecturers trained in resource utilisation.	• Define competency baseline/training needs for optimal resource utilisation. • Develop and implement a Training Plan (in-house workshops on how to access and utilise resources, integrate resources into the curriculum, develop English proficiency, others as identified). • Periodically monitor/ profile teaching approaches.
1.4	Key lecturer competencies developed.	• Produce and implement a Professional Development Plan for lecturers (guided independent learning, distance learning, short training courses in the region). Agree, facilitate, and evaluate outputs and outcomes.
1.5	A pool of lecturers capacitated to take over the position of ILCM.	• Announce that the ILCM position will be localised in two years, to motivate prospective candidates. Scope the position with UNTL. • Agree and participate in recruitment process. • Induct the recruit into position duties.
1.6	Proposal for phase-two activities submitted.	• Review lessons learned in phase one ILC development. • Map UNTL interest and capacity to undertake further ELD activities. • Produce a phase-2 proposal and submit to MTR.

COMPONENT TWO: Training in-service English teachers

In-service school teachers of English will be supported from the same UNTL resource base, using a parallel methodology.

The contractor will recruit a native-speaker specialist as Teacher Training Manager (TTM) to be deployed at the ILC. This manager will visit the districts and collaborate with the Ministry of Education to select small groups of teachers, using an agreed set of criteria including gender & geographical equity. To understand their contexts, the manager will identify baseline competencies and training needs, returning to the ILC to augment resources accordingly and develop a Teacher Training Plan.

The teacher-groups will be deployed at the ILC for agreed periods and work with the TTM, to (a) access and develop teaching resources that support the school curriculum, (b) learn how to utilise the resources in the classroom, and (c) enhance their own English proficiency. The TTM will then conduct post-return field visits to support and mentor trainees and to assess impact and make appropriate adjustments to the model.

A further activity during their UNTL deployment is to foster a greater connection between the pre-service and in-service streams. The TTM will facilitate an equitable relationship between lecturers and teachers, with a view, potentially, to (a) building stronger links between UNTL and schools, (b) re-conceptualising and re-structuring 'practice teaching',

and (c) orienting student theses more towards actual school contexts. Outputs from the collaboration will be documented and reviewed.

Throughout the two years, the TTM will map changes in the school sector, tracking new curricula, the provision of teacher training, and concomitant shifts in teacher needs. Finally, the project will report the teacher-training trial to the Directorate of Professional Training and submit a proposal for second-phase options to the MTR. This could potentially include continuing the phase-one model, or adapting it for regional roll-out. Depending on the recommendations of the MTR, the TTM position will lapse at either mid-term or project-end, as the function is absorbed into local systems.

Table 4: Outputs and activities, component two

COMPONENT TWO: Training in-service English teachers		
Outputs		**Activities**
2.1	Teachers selected and training needs defined.	• Deploy a native-speaker Teacher Training Manager at ILC. • Collaborate with MoE to visit districts, select teachers, and define competency baseline/ training needs.
2.2	Teachers trained.	• Review curricula and field data to develop a Training Plan. • Augment ILC resources accordingly. • Train teachers in resource access and development, classroom utilisation of the resources, other skills as identified.
2.3	Pre-service/ in-service linkages improved.	• Facilitate liaison between lecturers and teachers; identify linkage points in the B. Ed curriculum. • Agree, facilitate, and monitor collaboration outputs.
2.4	Impact of teacher training assessed.	• Support and mentor trainees. • Monitor impact on return to districts.
2.5	Evaluation of the teacher-training trial, with recommendations for further cooperation, submitted to MoE/MTR.	• Map the MoE roll-out of the new school curriculum, textbooks, associated teacher training. • Review lessons learned in phase-one teacher training. • Collaborate with MoE/UNTL to develop a proposal for MTR submission.

3.6 Project logic

Figure 1 brings together specifications of project goals, end-of-project outcomes, structure and objectives, outputs, and activities, as an articulation of project logic.

Figure 1: *Project logic*

Goals	To improve the standard of teaching in the pre-service Bachelor of Education (English). To trial a model for the in-service training of English teachers in secondary schools.	
EOP Outcomes	Lecturers will demonstrate improvements in English teaching and English language ability by using ILC (independent learning centre) resources effectively.	UNTL will present the Ministry of Education with a model for in-service training of teachers of English in secondary schools.
Structure; Objectives	Component 1: *Training pre-service English lecturers*; To improve pre-service lecturers' English teaching and English language ability.	Component 2: *Training in-service English teachers*; To trial and review a model for training in-service English teachers.

Outputs	A high-quality ILC established. Learning pathways developed. Lecturers trained in resource utilisation. Key lecturer competencies developed. A pool of lecturers capacitated to take over the position of ILCM. Proposal for phase-two submitted.	Teachers selected and training needs defined. Teachers trained. Pre-/in-service links improved. Impact of training assessed. Teacher-training trial reported to MoE and MTR.
Activities	Deploy a native-speaker ILCM. Collaborate with UNTL to develop and implement an ILC Facility Plan, including phased extension & refurbishment. Optimise ILC quality & functionality[19]. Collaborate with lecturers to analyse the B. Ed curriculum, identify key sub-skills that need support, develop & implement an ILC Resourcing Plan. Develop ILC learning pathways integrated into the curriculum. Define lecturers' training needs for optimal resource utilisation. Develop & implement a Training Plan. Produce & implement a needs-based Professional Development Plan for lecturers (independent/ distance learning, short training courses in the region). Collaborate with UNTL to scope and fill the ILCM position. Induct the recruit. Review lessons learned; map UNTL interest and capacity to undertake further ELD activities. Produce a proposal for the MTR.	Deploy a Teacher Training Manager at the ILC. Collaborate with MoE to visit districts, select teachers, define training needs. Review school curricula and field data to develop a Resourcing Plan and Training Plan. Augment ILC resources. Train teachers in resource access & utilisation, other skills as identified. Facilitate liaison between lecturers and teachers; identify linkage points in the B. Ed curriculum (teaching practice; thesis; other). Mentor and monitor impact on participants' return to districts. Map the MoE roll-out of the new school curriculum, textbooks, teacher training. Submit a report of the teacher-training trial to MoE and the MTR.
Inputs	Native-speaker ILC Manager	Native-speaker Teacher Training Manager

3.7 Project scope and reach

The scope of the project is limited to defined target groups: pre-service English lecturers and secondary teachers. The reach of project interventions is measured and targeted. During the first two years of the project, relatively small numbers are targeted. This reflects the strategic decision to target two very defined focus groups that are key to systemic change: (i) the 10 lecturers in the UNTL English Department, who are the drivers of EL teacher education; and (ii) 20-40 carefully-selected secondary school EL teachers, as the pilot group for in-service upgrading that will possibly be mainstreamed in phase two.

3.8 Donor harmonisation

To ensure appropriate placement of the project, donors currently active in the target sectors have been consulted. Annex C summarises their activity profiles and analyses the implications for donor harmonisation. Overall, the landscape is positive; instances of co-location appear potentially complementary and harmonious and there are no cases of conflict or duplication.

The harmonisation issue which needs most careful monitoring is the complex interface with regard to school reform, where the Directorate of Curriculum, the Directorate of Professional Training, the Institute for Continuing Education, UNICEF and the two

---

[19] Establish and continuously improve resource management systems and procedures. Deploy and incentivise female and male student volunteers as ILC administrators. Log centre use and periodically profile centre quality and functionality. Optimise centre access hours. Survey and optimise ILC access by female lecturers and students and by people with disabilities.

Portuguese university contractors, UNTL, the secondary schools themselves, and, to some extent, the Friends of Ermera, will variously contribute to curriculum reform, textbook development, and in-service teacher training. For this reason, in-service support under Component 2 is designed to take a guarded and experimental approach. It stands as a complementary adjunct to evolving activities, focusing on ongoing mapping, structured trialling, and a careful examination of lessons learned, en route to proposals for second-phase activities, which may achieve greater harmonisation.

With regard to ELD in general, a degree of hesitation has been reported, and needs to be recognised, in some sections of the East Timorese government. To allay this concern, Australia needs to maintain its very pragmatic and supportive stance, paying due respect to the role of Portuguese in the government and in the education system, while offering non-competitive support to ELD needs *as and where these exist*. In other words, Australia is not seeking to advocate or *promote* the use of English in East Timor. No concerns related to this issue were raised during detailed exchanges with the Portuguese Ambassador and Counsellor. Liaison between the two donors regarding their respective language development initiatives is constructive and collegiate.

3.9   GoET commitments and inputs

GoET commitments and inputs are vital to project success, and are listed in Table 5.

Table 5: *GoET commitments and inputs*

	GoET commitments and inputs: UNTL/ Ministry of Education
1.	Before project finalisation, commit in principle to the creation of a new position, ILC Manager, to be localised two years after project commencement.
2.	Continue to dedicate the current English Department Learning Resource Room to its intended function for the duration of the five-year project, and beyond.
3.	Facilitate project-funded refurbishment and further-resourcing of this learning centre, including the insertion of a glassed partition between the two adjoining rooms.
4.	Before project finalisation, commit to a phased facility expansion plan. Dedicate the adjacent office (the former learning centre) as an ILC office, with workspace for the two managers (ILCM & TTM). Dedicate the adjacent classroom as a centre training room, first part-time and then, after re-location of part of UNTL to Hera, full-time. Facilitate the project-funded insertion of a door adjoining the office and the classroom. (See Figure 3, Annex B for facility layout.)
5.	Facilitate and incentivise the deployment of student volunteers as centre administrators.
6.	Extend centre access hours to evenings and weekends as appropriate.
7.	Deploy English Department (and selected General Studies) lecturers to the ILC for a minimum of three hours per week, individually, in pairs or small groups. Provide workload recognition for staff deployment in ILC and/or offset the deployment by assigning students in their subjects to centre-based study in the three hours per week.
8.	Release lecturers to attend agreed short training courses off-shore.
9.	Recruit a Timorese as ILCM. Continuously fund the position at an appropriate salary.
10.	Prior to the Mid-Term Review, collaborate with the project to develop proposals for second-phase pre-service and in-service activities.
11.	Post-project, cover all recurrent maintenance & operational costs.
12.	Facilitate the conduct of a trial program of in-service teacher training, including the selection and release of secondary teachers to attend training at UNTL.
13.	Fund selected teachers to travel to, and be accommodated in, Dili for their training program.

Only a few of these commitments involve GoET cost. The ILC Manager position when filled by a Timorese specialist will involve a total of approximately USD 5,000 annually. Annual ILC maintenance & operational costs are estimated at USD 5,000. Hardware & software turnover costs, amortised annually, are estimated at USD 15,000.

4. IMPLEMENTATION ARRANGEMENTS

4.1 Management

Execution of the scope of work requires competencies in project management, change management, and ELD management in pre-service and in-service contexts. These can be provided by a single contractor, as the two sub-sectors are tightly linked both structurally and technically. All contractor types should be considered eligible: commercial contractor; commercial contractor in association with an educational institution; or educational institution proposing a twinning arrangement.

The proposed project management structure is presented in Figure 2. The contractor will need to recruit and manage three personnel: a Project Director, an ILC Manager, and a Teacher Training Manager. Project management will be concentrated in one position, a part-time Project Director will be appointed by the contractor, following equal opportunity principles, and be assigned an agreed number of days on- and off-site. See Annex G for deployment details. An education management professional, the director will represent and report to the contractor, provide oversight of all activities, and act as the main contact person for AusAID [20]. It is proposed that AusAID scope and convene a Program Management Group (PMG), with representation from UNTL and MoE, which meets twice a year.

Figure 2: Project management structure
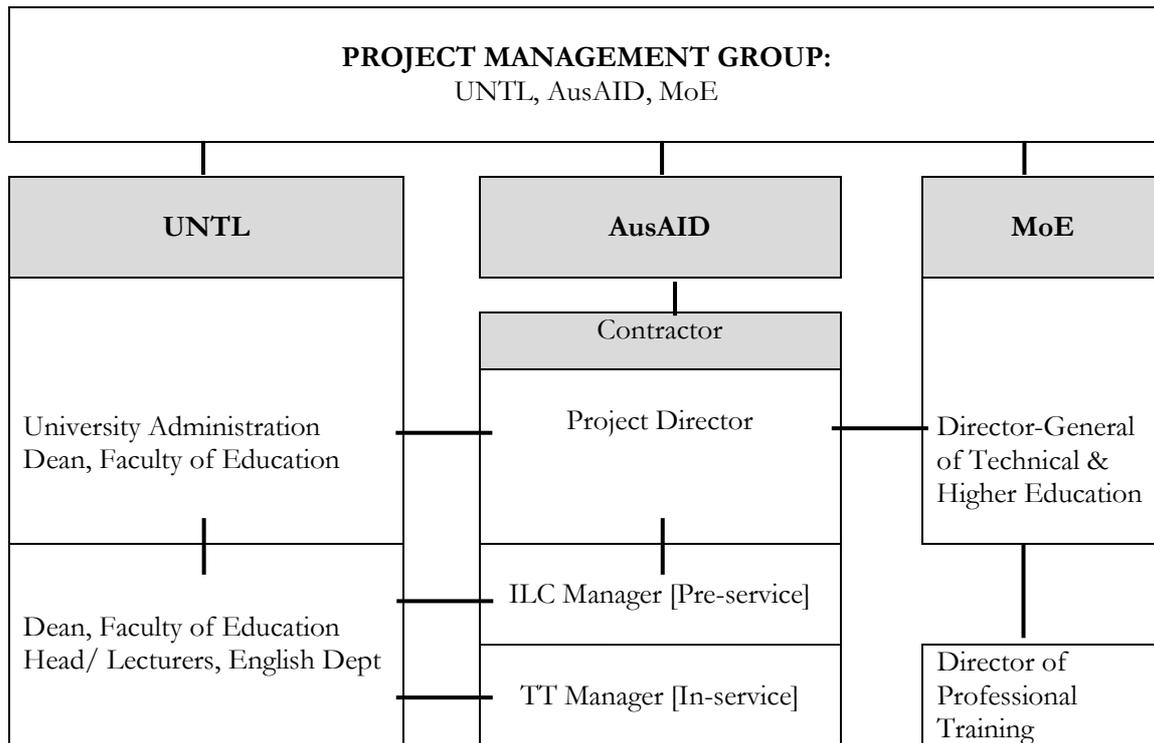
Roles and responsibilities:

PMG	Review project implementation. Review contractor reports and proposals. Modify project strategies, processes and activities as appropriate.
UNTL *Administration*	Endorse, and support the achievement of, project goals. Participate in the PMG. Represent and articulate the University's perspective on project aspirations, gains, and constraints.

---

[20] When the director is off-site, one of the project managers can be designated to fulfil this function.

Dean, Faculty of Education [21]	Negotiate the extension and refurbishment of the ILC. Facilitate the release of lecturers for training and professional development. Collaborate with and support the Head in activity planning and review.
Head, English Department	Collaborate with the PD, ILCM, and TTM to plan, implement, and review all project activities. Lead and support lecturers to engage in project activities.
AusAID, Dili	Review periodic contractor reports. Manage and participate in PMG processes. Scope and guide a Mid-Term Review.
Project Director [PD]	Oversee project implementation. Manage the production and submission of agreed periodic progress reports. Participate in the PMG as AusAID requires.
ILC Manager [ILCM]	Collaborate with the Head to develop and execute plans for resourcing, training, and professional development. Liaise with the University of Waikato and the US Department English Language Fellow to harmonise efforts. Lead the development of phase-two proposals for further cooperation.
TTM Manager [TTM]	Collaborate with the Director of Professional Training to conduct field visits and select teachers for training. Liaise with MoE Professional Training, UNICEF, Portuguese Cooperation, and others to map the in-service sector. Collaborate with the Head and ILCM to plan, implement, and review resourcing and teacher-training activities. Lead the development of phase-two proposals for further cooperation.
Director General, THE	Participate in the PMG. Represent and articulate an MoE perspective on project aspirations, gains, and constraints.
Director of Professional Training	Facilitate selection and release of teachers. Review teacher-training outputs and contribute to the specification of post-MTR options for further in-service training of English teachers. Participate in the PMG.

4.2 Implementation schedule

Pre-project, the critical activity will be to secure an in-principle commitment from UNTL and the Ministry of Education to the key inputs identified in the program design. The commitments can then be reflected in a memorandum, and duly realised at the appropriate stages of program implementation. The most critical input from UNTL relates to staffing (the creation of a new position). The next critical step is for AusAID to review that fundamental assumptions in the design still hold at the stages of tender and mobilisation. Given these checks, mobilisation and project roll-out should proceed smoothly.

An implementation schedule is proposed in Annex D.

4.3 Monitoring and evaluation

In the field of language teaching and learning a range of standard quantitative and qualitative procedures is used to measure impact. These include but are not restricted to course document analysis, attendance records, surveys of participant satisfaction, observation checklists, and tests.

They can be used both to monitor inputs, shorter term outputs and outcomes in order to facilitate project reporting, and to evaluate longer term outcomes. Monitoring tends to be synchronic (i.e. a snapshot at a given point in time), whereas evaluation is diachronic, allowing for longitudinal analysis. The contractor is responsible for designing and implementing monitoring procedures, and reporting the results to AusAID bi-annually. AusAID will contract an independent evaluator as part of the MTR.

With regard particularly to evaluation, it should be noted that the target competencies – communication and pedagogical skills – do not lend themselves easily to standards-based quantitative measurement.

---

[21] The Dean is himself an English Language lecturer.

- ▪ EL skill gains will need to be largely self-reported and observed rather than measured. There are no instruments available at UNTL, or in East Timor generally, that give a valid and reliable measure of proficiency. International tests could be used but they are burdensome and of questionable validity for the current circumstances. In any event, they measure proficiency rather than achievement, unless they are administered twice, pre- and post-intervention.
- ▪ The assessment of ELT skill gains will also present challenges. The recently developed Competency Framework for Teachers in East Timor Includes EL/ELT proficiency under the domain of 'technical knowledge', but this framework is not yet sufficiently elaborated, and more importantly, still lacks adequate associated assessment procedures. The results of professional development courses which lecturers undertake, such as the courses at RELC, will yield some data on the acquisition of ELT competencies by participant lecturers[22].

Key monitoring & evaluation indicators, and their sources, are listed in Table 6.

Table 6: *Monitoring & evaluation: indicators and sources*

Indicator	Source
Monitoring level	
a high-quality independent learning centre is established	site visit
the ILC is well-used	records of ILC use
learning pathways in the ILC are established	site visit and analysis of ILC materials organization
lecturers are trained in effective resource utilisation and able to advise students	site visit and observation interviews with lecturers examination of training documents
professional development opportunities are available to potential future ILC managers	evidence of PD identification, funding, application and selection procedures evidence of HRD planning UNTL creates permanent position in its staffing profile
lecturer satisfaction with ILC	baseline survey at project start, and on annual basis thereafter
Dept of English lecturers use ILC resources in their teaching on B. Ed.	baseline classroom observation at project start, and on annual basis thereafter interviews with lecturers document analysis
General Studies English lecturers use ILC resources in their teaching across faculties	interviews with lecturers
Dept of English lecturers demonstrate practical understanding of teaching English in the secondary sector in TL in their teaching on B. Ed.	baseline classroom observation at project start, and on annual basis thereafter interviews with lecturers
in-service training delivered equitably to current teachers of English in secondary schools	evidence of nomination and selection processes analysis of teacher participant database
in-service training addresses teacher needs	surveys of teacher participants pre- and post-training
Evaluation level	
effectiveness of PD opportunities	a Timorese ILC manager is appointed evidence through HRD planning follow-up that PD opportunities have been applied
appointment of a Timorese ILC manager	analysis of appointment processes
teaching of English is strengthened at UNTL	curriculum document analysis diachronic analysis of accumulated classroom observation

---

[21] Among the professional development opportunities, the contractor could also explore the feasibility of supporting lecturers to undertake the well-established Cambridge Teaching Awards. These awards have the advantage of providing an international gauge of ELT skills, but this alone should not justify their selection. Also, like the RELC qualifications, attainment of these awards does not give a pre-/-post intervention measure of achievement.

	and lecturer interview data interviews with University of Waikato staff

It is anticipated that the project manager will report to AusAID at six-monthly intervals, as indicated in Annex E. Edited reports will be shared with UNTL and the National Directorate for Professional Training. Presentations of the edited report content will be made to Department of English lecturers and other relevant staff members at UNTL to allow comment and input prior to report submission.

4.4 Overarching policy issues

Three overarching policy issues were considered: disability, gender, and environment.

Gender

The project will occur in a sectoral context where female participation is clearly inequitable:
- 'The main gaps begin to show in Secondary Education and are more evident in Higher Education' (National Education Strategic Plan 2010-2015: 1st Draft, Nov 2009: 133). Female participation rates clearly decline through the progressive stages of education from primary through junior & senior secondary to higher. In the UNTL B. Ed no firm data were located, but participation was estimated by lecturers as gender-balanced; this would appear to contradict the statement above.
- Female participation in teacher education and education management also appears to be severely imbalanced. At UNTL, nine of the ten English Department lecturers, including the Head, are male. The Rector, Vice-Rectors, and Dean of Education are male. The Minister, Director-General of Technical & Higher Education, and the Directors of Curriculum and Policy & Planning are all male; the Director of Professional Training is female.
- Equal opportunity principles appear not to be applied in recruitment in basic education, higher education, or education management.
- There are no gender-sensitisation procedures or materials for managers, lecturers, teachers or students.
- Teaching and learning materials, whether in English or other subjects, are not examined for bias and stereotyping.

Efforts to address participation rates have commenced:
- At the national level, East Timor has an Office for the Promotion of Equality under a Secretary of State. It reports to the Prime Minister and is mandated to advise government departments on social inclusion, including gender equality.
- The Ministry of Education has declared a policy to 'ensure that girls have the same right to access all levels of education as boys'. The National Education Strategic Plan states (p.135) that 'a comprehensive Plan[23] for gender equality in education has been developed this year… to promote and ensure girls' participation in secondary and higher education and also in postgraduate studies abroad'. One objective is to employ and retain more women teachers, particularly with a view to stimulating girls' enrolment, and to offer scholarships to attract more girls into secondary, higher, and overseas study. Overall, 'during the last year, and in collaboration with international development partners, great progress has been made in defining strategic plans and initial actions in the areas of Gender Equality'.

In considering these various issues, the current project design does *not* envisage any pro-active engagement with female participation *at the sectoral or institutional levels*. Simply, it

---

[23] This document was not sighted.

cannot impact directly on the number of female teachers and students in school education, teacher education, and education management.

What it *can* do is ensure equitable participation *in project activities* which in turn has the potential for a positive wash-back on sectoral inequity. It can also promote gender sensitivity among project participants and in EL teaching and learning materials. In this way it can ensure best practice within project ambit *and* in so doing indirectly support, and positively influence, sectoral and institutional improvements. The project can lead by example, role-modelling preferred practices. It can provide gender-related data to the Ministry of Education, the Office for the Promotion of Equality, and University Management, and so potentially influence the development of policies and practices for more equitable participation and greater gender sensitivity in the national university, the basic school education system, and the education management system.

The proposed gender strategy for the project, to be implemented by the contractor in conjunction with the partner, is as follows:

- Apply equal opportunity principles in the selection process for project personnel. Include gender-related tasks in all duty statements. Ensure the same for the recruitment and induction of the Timorese ILC Manager at mid-term.
- Ensure that the three project recruits are adequately trained and given access to appropriate policies, guidelines, and references as part of their preparation for and induction into the project.
- Survey the issue. Identify the number of female lecturers and students in the University and in the English Department.
- Include awareness-raising materials among ILC resource holdings and displays.
- Monitor all activities for gender equity. Assess whether men and women have benefited equitably from each activity. Train UNTL student-volunteer administrators to monitor ILC access for gender and other representativeness variables.
- Check current and new ILC resources for gender sensitivity.
- Disaggregate and report all training results and participant evaluation data for gender.
- Appoint one person, preferably a Timorese, as the point of contact on gender.
- In general, lead by example, acting as a role-model of preferred practices.
- Provide gender-related data to UNTL Management, the Ministry of Education, and the Office for the Promotion of Equality.
- Ensure that the Project Management Group addresses gender as a standard agenda item in its biannual meetings.

The project should report on implementation of the strategy at least bi-annually.

Disability

Only one set of disability data was located: the National Education Strategic Plan 2010-2015 (1st Draft, Nov 2009) notes (p.133) that 'a recent study by Plan International revealed that 1% of children enrolled in primary school in East Timor are facing some form of disability.' No specific policies or strategies are cited.

Presumably at least this proportion applies to the UNTL lecturer and student population. The number of people with disability is, however, not known; nor is the range of disabilities that may constrain access to facilities, resources or learning.

The proposed disability strategy for the project, to be implemented by the contractor in conjunction with the partner, is as follows:

- Train project personnel. The contractor should ensure that the three project recruits are adequately trained and given access to appropriate policies, guidelines, and references as part of their preparation for and induction into the project.
- Train lecturers and student volunteers how to survey. Surveyors will need subtle and sensitive strategies, as some lecturers or students might be reluctant to 'step forward' and identify as people with disability.
- Assess and optimise access to project facilities for people with a mobility disability. The central project facility, the ILC at UNTL, appears to present no problems in this regard, but this should be checked. The facility is located in a single-story building, and access from the street to the building is close and level. The building itself is elevated by one step, but the access point closest to the street is ramped. Once this ramp is ascended, the entrance to all rooms is level (see photos in Annex B). Within the ILC itself, the suitability of the furniture and fit-out will need to be assessed.
- Train lecturers and student volunteers how to attend to and support people with disability when they are using the ILC or attending class.
- Apply support strategies as needed and feasible: for example, providing access to Braille-printed materials, read-aloud software, interpreters and/or carers.
- Apply equal-opportunity principles in selecting school teachers to travel to UNTL for training. Apply support strategies as needed.
- Raise awareness at UNTL. Lead by example and include relevant literature among ILC holdings and displays.
- Appoint one person, preferably a Timorese, as a point of contact on disability.
- Consult with the East Timor Disabled People's Organisation (DPO) for their support and suggestions.

The project should report on implementation of the strategy at least bi-annually.

Environment

In the broader context, there appears to be a very modest but growing awareness of environmental issues. MoE has introduced elements of environmental awareness into the education system, with a new subject in the pre-secondary curriculum (Grades 7-9). At UNTL all activities will take place within existing footprints, with only minor refurbishments proposed. Air-conditioning need not be added to the ILC, both for equity with other facilities at the university and to avoid a negative environmental impact[24]. The rooms are cross-ventilated. Project personnel will use and model environment-sensitive practices, including minimisation of photocopying.

4.5 Engaging in policy development

The project presents a number of opportunities to engage with policy development:
- Although the project has no means of direct engagement with B.Ed. curriculum reform, it can aim, under output 2.3, to influence at least two key elements in the program, namely policies and procedures governing the management of the B.Ed. practicum and the writing of the B.Ed thesis.
- The project can indirectly influence UNTL policies and procedures governing staff recruitment, the development of professional standards for university lecturers, and the pursuit of professional development, primarily through awareness-raising and modelling (leading by example).
- Similarly, the project can indirectly influence sectoral and institutional policies and procedures for the inclusion of women and people with disability, again through awareness-raising and modelling.

---

[23] It should be noted, though, that this may be off-set as a lack of air conditioning may shorten the life of ICT equipment, leading to higher maintenance and replacement costs.

- The greatest opportunity for policy engagement comes with the Component 2 teacher-training trial. The outcome here – a delivery model presented to the Directorate of Professional Training – may have a direct impact on policies and procedures for the in-service training of secondary English teachers.
- More generally, there is potential for engagement with the development of standards for English language teaching and learning, particularly in the second phase of the project, building on the work being carried out by INDMO.

The monitoring of policy development is embedded in project practices. The Teacher Training Manager is tasked to map in-service teacher training, which includes monitoring policy development, as is the ILC Manager at UNTL. In turn, the Program Director will monitor policy development during periodic management-level consultations with UNTL and the Ministry of Education. Annex G details the project positions.

4.6 Sustainability

Training pre-service English lecturers

UNTL will sustain project processes, outputs and outcomes to the extent that it is able to retain the structures, resources, skills, and will to change which the project has promoted:
- *Structures*: There are virtually no structural changes to sustain, as the project adds no new institutions, divisions, centres, or sections to the system. Only one staff position is new and needs to be sustained.
- *Resources*: Post-project, ILC resources will most likely remain intact and in an appropriate location. They will continue to be utilised, and should have a considerable period of validity. However, further resourcing and equipment maintenance & turnover will need to be phased and at moderate cost, if they are to be sustained. The estimated costs are modest. As for human resources, only one position (the ILCM), is needed to sustain project outcomes, and the University/Ministry will be asked to commit in principle to this position prior to project finalisation.
- *Skills*: If lecturers continue to apply what they have learned in their teaching, the skills acquired through the project should be sustained. Systems for skill development will remain: in-house peer training and professional development built around ILC resources. The Timorese ILCM should be able to continue to provide peer-training to lecturers on resource access and utilisation, and guide and support further skill development. To this end, the project must ensure effective training and professional development of the applicant pool, appropriate scoping of the position, and effective recruitment and induction of the appointee.
- *Will*: If lecturers can see the merits and benefits of the various changes, they will sustain them. To this end, the project will ensure that they are engaged in the planning and execution of all project activities, and that training is as customised and individualised as possible.

In all, the prognosis for the sustainability of lecturer-training outcomes is reasonable. The project has been designed to minimise sustainability issues by limiting structural change, containing inputs, activating manageable systems, and building motivation. Nevertheless, risks to sustainability are included in the analysis in Annex F.

Training in-service English teachers

The analysis of sustainability here differs from that for pre-service, as the entire component of work is constructed as a trial. As such, the development partners will evaluate the trial and decide which activities should and can be retained. For its part, the project needs to

optimise the sustainability of the piloted model by, again, limiting structural change, containing inputs, activating manageable systems, and building motivation.

4.7 Critical risks and risk management strategies

Risks to the feasibility of the project have been minimised by limiting the scope and scale of the project, limiting the focus groups, taking a phased approach directed at teachers only, not learners, adopting an exploratory approach in one of the two components, and containing the need for post-project recurrent funding.

Nevertheless, there are risks to the successful implementation of the project. See Annex F.
- Political and policy-related risks at the national level, reflecting a generally fragile and dynamic context, are noted and addressed to the extent possible.
- Risks at the project delivery level are of the standard type. They include:
  - risks to achieving the required project resource base (staff office, centre facilities, staffing), which will require prior commitments by the partner;
  - risks to the achievement of outcomes due to inadequate engagement by project participants, which will need to be mitigated by a range of strategies; and
  - risks to resource maintenance for lack of recurrent funding, which will be addressed by containing costs and by prior agreement.

Annex A: English Language Teaching in East-Timor- Environment Analysis

Situation

Language context

East-Timoris a multilingual country with four languages in its constitution. Portuguese and Tetun are the official languages, English and Bahasa Indonesia the working languages. The official languages, therefore, are the languages of government, and Portuguese the intended medium of instruction in the education system.

There are tensions among the four languages recognised in the constitution. With Tetun and Portuguese, for example, it is a question of one which is *primus inter pares*. The relationship between Portuguese and English is also marked by sensitivity issues, possibly because of Timor-Leste's geographical location, and the influence of large neighbours for whom English is either the first language (Australia) or the regional/international lingua franca (Indonesia).

Demand for English language

Although not an official language, there is considerable demand for English language teaching in Timor-Leste. This is attested by industry, by government, and by private providers. As examples, English language skills have been identified as a requirement at all levels in the administration and finance sector[25], and in 2007 86% of job vacancies advertised required EL skills[26]. At the start of 2010, LELI, the leading private provider of ELT in Timor-Leste, reported 35 current requests for courses from a mixture of ministries, NGOs, and donors. In government, the main areas of need for English are effective communication in the workplace, short-term professional development abroad, and advanced study at under- and post-graduate levels[27].

For applicants who meet language proficiency requirements, there are also hundreds of scholarships offering study abroad opportunities, largely in English. Curtis (2008: 30) lists over 800 scholarships available at that time. Applicants do, however, have difficulty reaching the language proficiency threshold, and government officials in particular are reported to have difficulty meeting the selection standards for ADS.

The demand for ELT is currently met by a range of providers: schools; UNTL; INAP; commissioned ELT classes in the workplace; and private providers.

English in formal education

The situation in schools is reported to be challenging, not just in ELT. English is present in secondary education as a foreign language. In 2010 the curriculum from the Indonesian era is still in use, with English being taught for 5 hours a week at senior secondary levels (Years 10 – 12). A new pre-secondary (Years 7 – 9) curriculum is planned to be introduced from 2011, and initial steps towards a new senior secondary curriculum for introduction from 2014 have been taken.

---

[25] Butler, Lynne & Jaquelina Sarmento (2009) *Sector Analysis Report: Skills needs in the administration & finance sector in Timor-Leste.*

[26] Cited in Curtis, Marian (2008) *Feasibility study for the establishment of an English language training centre in Dili, East Timor.* 34.

[27] Barreto, Augusto Soares (2007) *Multi-language policy in East-TimorPublic Sector Management: Implication on capacity building and a proposed strategy to address it.*

The new pre-secondary curriculum has been developed by a team from the University of Minho, Portugal, in 11 subject areas; the working group for English on the Timorese side was composed of representatives of teachers, the Department of English at UNTL, and Friends of Ermera. In the new Year 7 curriculum, English will be taught for three periods of 45 minutes per week.

There may, however, be some slippage with the introduction of the new curriculum. The pre-secondary curriculum is not due to be finalised until May 2010, and teacher guides until September 2010. The development of textbooks to support the new curriculum is planned as a separate project, and teacher training in preparation for the introduction of the new curriculum has yet to be addressed. There are, in other words, significant challenges in implementing this curriculum effectively.

English in tertiary education

The lead provider of tertiary education in East-Timoris the Universidade Nacional Timor Lorosa'e (UNTL). UNTL is currently undergoing a series of changes, including:
- the appointment of a new rector
- a partial shift to a new location, at Hera
- the confirmation of a new charter, with implications for increasing autonomy, affecting control over staffing and finances.

English at UNTL is available in two ways. The Department of English within the Faculty of Science & Education offers a 4-year B. Ed; this is designed to prepare students to become teachers of English at secondary school. The degree follows an Indonesian era curriculum, which is regarded as temporary but is likely to remain in place for the foreseeable future. Despite obvious issues with the current curriculum (such as a lack of electives, and the fact that, whatever their proficiency, all students do the same language learning classes), there is little or no appetite to reform the curriculum or change current teaching practices.

The department has 10 full-time and a number of part-time teachers. It currently also has a US English Language Fellow teaching classes, and an MOU with the University of Waikato, NZ, that appears to focuses on teacher exchanges, flexible learning and curriculum reform. However, a new curriculum that was produced through this relationship was rejected by the department.

A two-room learning centre was recently opened, with support from USAID, the ISF, and others. One room contains print resources; these relate both to language learning and to content courses; materials to support content courses are in Bahasa Indonesia as well as English. The other room approximates to a multi-media centre with around 20 laptop computers, and audio-visual equipment. The learning centre appears to be well-used by students, and is run by student volunteers.

The second way in which English is available at UNTL is through the General Studies unit, which teaches across all faculties. All students are required to complete two courses of English, English 1 and English 2, each lasting one trimester and being taught once a week for 50 minutes in classes of up to 50 students. These are described as being low-level classes; *Headway Elementary* is used as a text book. In three faculties (Agriculture, Engineering and Education) students are also required to do a further two courses of English, English 3 and English 4, described as being for specific purposes.

The General Studies unit has two full-time English lecturers, and a number of part-time staff. The unit reports a serious lack of resources – textbooks, audio and audio-visual equipment, IT.

English is also taught at Dili Institute of Technology (DIT), a private, not-for-profit tertiary institution with two faculties – Engineering and Management. English is taught because students need it in the work force, and begins at an elementary level as students have little or no EL proficiency at entry.

Employing suitable ELT staff is a challenge at DIT, and because of staffing issues the language learning centre is not in use.

English and private providers

There are a small number of providers of ELT in Dili, excluding NGOs. The top-end of the market is served by Lorosa'e English Language Institute (LELI), which offers general courses from beginner to advanced levels at a cost of USD 300 for a 14-week, 60-hour course, and specialised ESP and EAP courses, including IELTS orientation; a 60-hour course is USD 3,000.

At the other end of the market, Science of Life Systems (SOLS) is a not-for-profit organisation that began operating in East-Timorin 2006. It operates in all districts, has a policy to ensure female students represent at least 50 per cent of the student body, and follows a structural approach to language learning. SOLS offers one month of beginner level ELT (60 hours) for USD 9.

English and the civil service

In government, while not the working language, English is necessary for both verbal and written communication with English-speaking advisers, donors, and others, and for decoding and encoding information on the web and in print and e-resources. As well as this need for effective communication in the workplace, English is needed to attend training, seminars and conferences abroad and for advanced study[28]. With the expected entry of East-Timorinto ASEAN in 2012, it can be anticipated that the need for English in ministries that interface with ASEAN will also increase.

While this need seems largely to be met at present by private providers, with courses commissioned by both ministries and donors, there is also potential to use INAP, the public service training college, more effectively. At present, INAP coordinates training in Portuguese and offers ELT and IT courses to civil servants. It has had a chequered history delivering ELT but is about to begin courses for up to 75 participants at basic and intermediate level.

INAP has a number of training rooms, with two teaching rooms (one temporary), being dedicated to languages; Portuguese is taught in the mornings, English in the afternoons. As a result of previous AusAID engagement, INAP has the materials for an in-class self-study centre but these are currently kept in storage. INAP also has a *Language Training Management Manual*; this appears to be an excellent resource that was developed collaboratively between Australian and Timorese staff in 2005 but the suspicion has to be that its use has not been bedded in to management practices. A number of factors would account for this including the crisis in 2006, the end of Australian engagement at INAP at that time, the cessation of

---

[28] Barreto, Augusto Soares (2007) *Multi-language policy in East-TimorPublic Sector Management: Implication on capacity building and a proposed strategy to address it.*

ELT at INAP until around 2009, and staffing changes. INAP has two full-time EL teachers, both of whom are currently pursuing post-graduate study in Indonesia.

A particular challenge in offering ELT to civil servants is managing their on-going work demands. These impact on attendance at and effectiveness of courses offered both in the workplace and outside. High level support of and commitment to ELT is a necessary pre-requisite to success.

Donor involvement

A number of donors are involved in ELT in East-Timoreither directly or indirectly. AusAID has had a long involvement, dating at least to 2001 when the design of ETELP was commissioned; this however 'stalled due to program priorities and sensitivities around the national language policy'[29]. Although language issues are less pronounced in 2010 than they were in 2001, the establishment of an English Language Centre at UNTL would still be likely to trigger language sensitivities.

ELT offered in East-Timorhas formed a part of a number of current AusAID projects, including Seeds of Life (32 staff have received ELT), Rural Water Supply & Sanitation Program, East TimorBasic Skills Training Project (20 vocational trainers from Don Bosco in preparation for study at a South Australian TAFE), and a forthcoming program for prosecutors through the Justice Sector Facility.

AusAID has also previously supported ELT at INAP, with mixed results. This support ran from 2000 to 2005, followed by a hiatus in ELT at INAP until 2009, as noted above.

NZAID has also had a history of involvement with ELT, in particular through the English Language Training for Officials (ELTO) program, which provides ELT for government officials from several (mainly South East) Asian countries. ELTO is now in its third phase, and East-Timoris not currently participating in the program. Approximately 16 Timorese officials did participate from 1991 – 2006, but it was often a challenge to identify suitable candidates with the requisite EL proficiency and in NZ participants were usually dealing with on-going work commitments which contributed to a stressful learning situation.

More recently, NZ has been supplying ELT to the civil service, particularly the Ministry of Education, and shares an interest with Australia in identifying suitable applicants for study abroad opportunities (the ADS and NZDS programs are jointly managed by PSCDP).

USAID has also expressed interest in ELT in Timor-Leste[30], particularly in the context of higher education. A study team will be exploring options in March 2010.

Resources in ELT

Observation and third-party reports during the design mission suggest the situation in regard to ELD resourcing in East-Timoris well below optimal levels. In secondary schools there are virtually no resources available; textbooks for the new Year 9 curriculum have yet to be commissioned. At UNTL the two-room learning room mentioned above is a rare example of resources being available; at INAP, while the resources for self-study are present, they are not used. At both UNTL and INAP teaching staff have little access to materials that can support and enrich their teaching. DIT is in an even more parlous state than either UNTL or INAP. Even at LELI, resourcing is below optimal levels.

---

[28] AusAID Concept Note (December 2009)
[29] Delany, Anita (2009) English language teaching options in Timor-Leste.

A paucity of resources on-site can be countered to some extent if electronic access to materials and information is available, but this is generally not the case in Timor-Leste, although the University of Waikato collaboration is attempting to improve the situation at UNTL. However, with limited numbers of computers available, and unreliable internet access, that collaborative project faces some constraints at present.

Standards in ELT

Nothing has changed in the two years since the feasibility study was conducted; at that time it was noted that "ELT provision is ad hoc and unsystematic, with no agreed standards, levels/ratings, numbers of study hours, pathways, assessment or recognized certification, …"[31]

It is perhaps not surprising, therefore, that employers lack confidence in certificates and qualifications[32]; they do not provide transparent information about competencies and/or language proficiency. Some work is being done in this area by INDMO.

In a similar fashion, the University of Waikato is encouraging application of the Common European Framework to the language skill development courses taught by the Department of English at UNTL.

Summary

Overall, the education sector in TL is a dynamic, and in some respects uncertain, one. There are many innovations underway and planned. Any project designed in 2010 will need to be able to respond appropriately to these developments.

Teachers

Both local and foreign teachers of English work in TL. In broad terms, local teachers work in schools, UNTL and INAP, foreign teachers at private providers.

Teachers in formal education

Although no statistical snapshot of the teaching profession is yet available, a profile of the civil service provides some indications of its likely composition[33]. The civil service is 80% male; the participation of women at senior levels is negligible. Women are best represented at level 3 (where they form 10% of the civil service and 50% of the female presence); at this level they are probably teachers. And in common with all teachers, they are likely to be often un- or under-trained, and in need of further training. The Ministry of Education has developed a *Competency Framework for Teachers in East-Timor* which will guide such training.

In-service training for Years 1-12 is delivered through the Instituto Nacional de Formação Profissional e Continua. As the language of instruction is intended to be Portuguese, the current focus for in-service in secondary schools is on Portuguese language training, and the sciences. In late 2009 all schools were closed for three months and teachers required to

---

[31] Curtis, Marian (2008) *Feasibility study for the establishment of an English language training centre in Dili, ETimor*: 46.
[32] Butler, Lynne & Jaquelina Sarmento (2009) *Sector Analysis Report: Skills needs in the administration & finance sector in Timor-Leste*: 12.
[33] Seymour, Ellen, Cosme da Costa Araujo, & Augusto Soares Barreto (2008) *A profile of the East Timor public service – 2008: A contribution to the East Timor State of the Nation Report*. Draft.

attend in-service training; estimates are that around 80% of teachers in Dili and as few as 50% of teachers in districts attended these courses.

There has been no targeted in-service training for teachers of English[34], and, as noted earlier, teacher training for the introduction of the new pre-secondary curriculum has yet to be developed.

In schools, teachers of English are reported to be below expectations in both EL proficiency and methodological training, to work in resource-poor environments, and to be under-qualified. While many professional development opportunities for teachers exist, they are not integrated and do not correspond to any PD framework.

The most successful model of in-service training for teachers of English in East-Timoris provided by Friends of Ermera. Working in the Ermera district, this group has piloted Support for the Teachers of English Program (STEP). This uses an action learning model:
- using a demonstration lesson
- discussing ideas and teaching theory
- planning and preparing lessons, and linking lessons.

The STEP pilot was completed in 2009 and was funded by AusAID. Friends of Ermera are keen to roll STEP out nationally and, perhaps in the absence of any other in-service training options for teachers of English, appear to have Ministry of Education support.

Teachers in tertiary education

The best-qualified local teachers in East-Timorare found in the Department of English at UNTL; most have studied abroad, although the programs of study have tended towards educational management & leadership or language proficiency rather than methodology. Most of the teachers work privately as well as at UNTL, to supplement their salaries. As a result they lack time and motivation to redesign their suite of courses.

The two English lecturers in the General Studies unit at UNTL are also well-qualified, and work under similar constraints as their Department of English colleagues. One of the lecturers also works part-time for the Department of English.

Lecturers at UNTL have expressed interest to the General Studies unit in learning English, particularly IELTS or TOEFL preparation with a view to accessing international scholarship opportunities. The General Studies unit has no capacity to respond to this at present.

There is also a need for ELT for post-school teachers of other subjects needing English, particularly in the technical/vocational education sector[35].

At DIT, all ELT staff are part-time and include native speakers with no teaching experience as well as Timorese and Indonesian teachers. DIT has not been able to fill its English language program co-ordinator position.

Teachers in private providers

Foreign teachers are found in private providers and working independently. ELT commissioned in the workplace is delivered by foreign teachers, often working through

---

[34] Although the language of instruction in schools is intended to be Portuguese, ELD for teachers of English is provided for in the *Competency Framework* under the Technical Knowledge domain.

[34] Schofield, Kaye (2008) *Review of Australian assistance to employment and skills development in East Timor.* 25.

LELI. At LELI teachers tend to be recruited pragmatically *in situ* rather than through international advertising, and to have varying qualifications & experience.

At SOLS, teachers are Timorese, and typically one teacher works with two assistant teachers, whose role appears to be to move around the class and monitor student performance. The assistant teachers are students who have received a certain level on their full-time course; students who work as assistant teachers do not pay fees for their courses.

Teachers in the civil service

As the two permanent English teaching staff member at INAP are studying in Indonesia, the EL courses to be offered at INAP in 2010 will be taught by contract teachers, one of whom is a second year student from the UNTL B. Ed. program. Temporary staff are offered six-month renewable contracts, and tend to be recruited from UNTL.

INAP has a five-year plan that includes expansion of staff from the current 40 permanent members to around 100, but actual positions to be created, such as the number of additional English teachers, have yet to be determined.

On-going EL proficiency development for English teaching staff has been identified as a need by INAP management.

Learners

As the above indicates, there are multiple categories of potential EL learners in TL, some of whom may also require pedagogical training. These include, in no particular order:
- teachers currently in schools and teaching English
- students of the Department of English, UNTL, who may become secondary school teachers of English
- other students of UNTL required to study two or more trimesters of English
- teachers of English post-school
- government officials working directly or electronically with English-speaking advisers and donors
- government officials seeking to access scholarship opportunities
- government officials with short-term EL needs, such as conference attendance or study visits
- members of the general public seeking to improve their EL proficiency in order to meet workplace demands or access further study opportunities abroad

The common characteristic of all these groups is that they represent men and women needing to improve their English language proficiency in order to increase their access to further education and employment opportunities in country and regionally.

The size of these different groups is difficult to ascertain. For example, while a figure in excess of 1000 is regularly cited for the number of students enrolled on the B. Ed., this appears to include many who have enrolled but not completed their course of studies, taking up employment opportunities that their facility in EL attracts. As an illustrative example, one secondary teacher of English met during the design mission had been in his teaching position for 7 years, and was only now embarking on the teaching practice module in his degree module. Furthermore, during those 7 years he had not participated in any in-service training.

It is likely that a reasonable proportion of students accepted onto the B. Ed. program have little or no interest in a career as a secondary teacher. The B. Ed. offers students two years of ELT, and this may well be the attraction for, as already noted, proficiency in EL is a marketable commodity.

There are also obstacles facing some in accessing ELT. On-going work commitments are a regular contributor to challenges faced by public servants taking up further training, whether on-site or off. The cost of ELT at LELI puts it out of reach of most. There appears to be relatively little provision of ELT in the districts.

Gender disaggregated data for learners at UNTL and INAP is difficult to obtain. INAP estimates that 30% of the officials receiving ELT on their courses are female, but this claim is no easier to verify than UNTL's estimate that 70% of its graduates become secondary teachers of English.

Annex B: Project Activities

COMPONENT 1: Training pre-service English lecturers

Component 1 activities are sequenced across (a) enhancing the resource base available to lecturers, (b) enhancing lecturers' skills, (c) ensuring sustained Timorese take-up of the interventions, and (d) considering second-phase options.

(a) Enhance the resource base:

The key resource base for lecturers is the English Department's new (January 2010) Learning Resource Room, which is actually a two-room facility with an adjoining door. The centre, established with donations from USAID, the International Stabilisation Force, and private donors, is a modest but positive start. The facility comprises two adjoining rooms: in one section there are 20 laptop computers and a collection of cassette players and in the other a collection of print resources. Students are using the centre intensively and enthusiastically. Student volunteers assist with centre administration, and an English Department lecturer is assigned as 'supervising librarian'. Figure 3 indicates the layout of the single-storey block housing the resource room.

Figure 3: *UNTL English Department Learning Resource Room/ Independent Learning Centre*
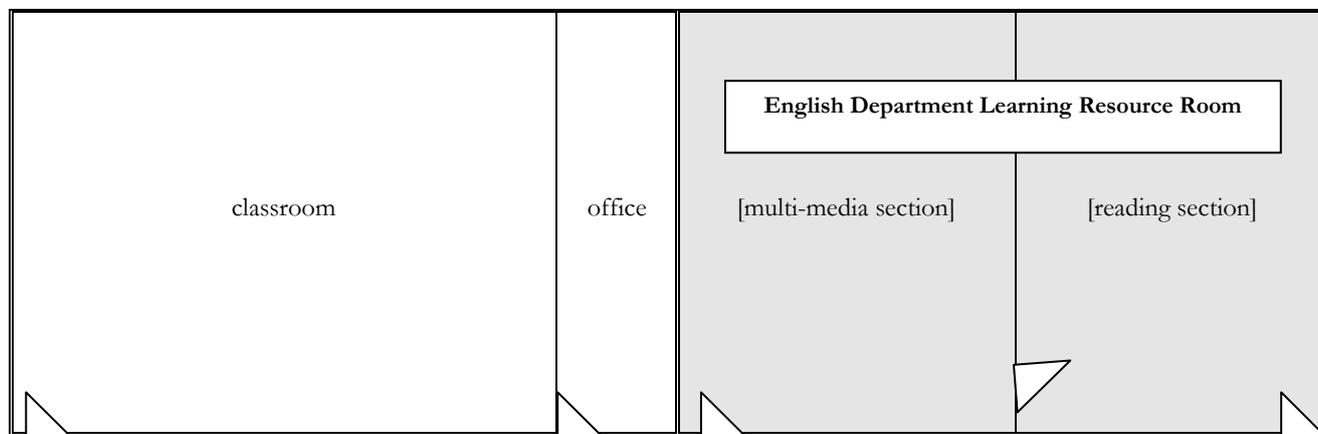
All activities in Component 1 are directed towards improving the English teaching and English language ability of the ten pre-service lecturers. The first step in this direction is to develop the LRR, into a high-quality independent learning centre (ILC)[36], in pursuit of improved teaching & learning. To lead the further resourcing and upgrading of the ILC, a native-speaker will be appointed by the incoming contractor to the new position of ILC Manager (ILCM). This manager will first work with the University/ English Department to agree an ILC Facility Plan aimed at a phased extension of the centre into the two adjoining spaces (office and classroom), and refurbishment and fit-out of all rooms.

---

[36] An independent learning centre (*aka* self-study centre, self-access centre, learning resource centre) is a standard strategy for language development. A photo of the Camoes Institute learning centre at UNTL is included below. ILCs can also be seen at institutions throughout Asia contracted to provide ELT for ADS candidates.

The reading section of the UNTL English Department Learning Resource Room

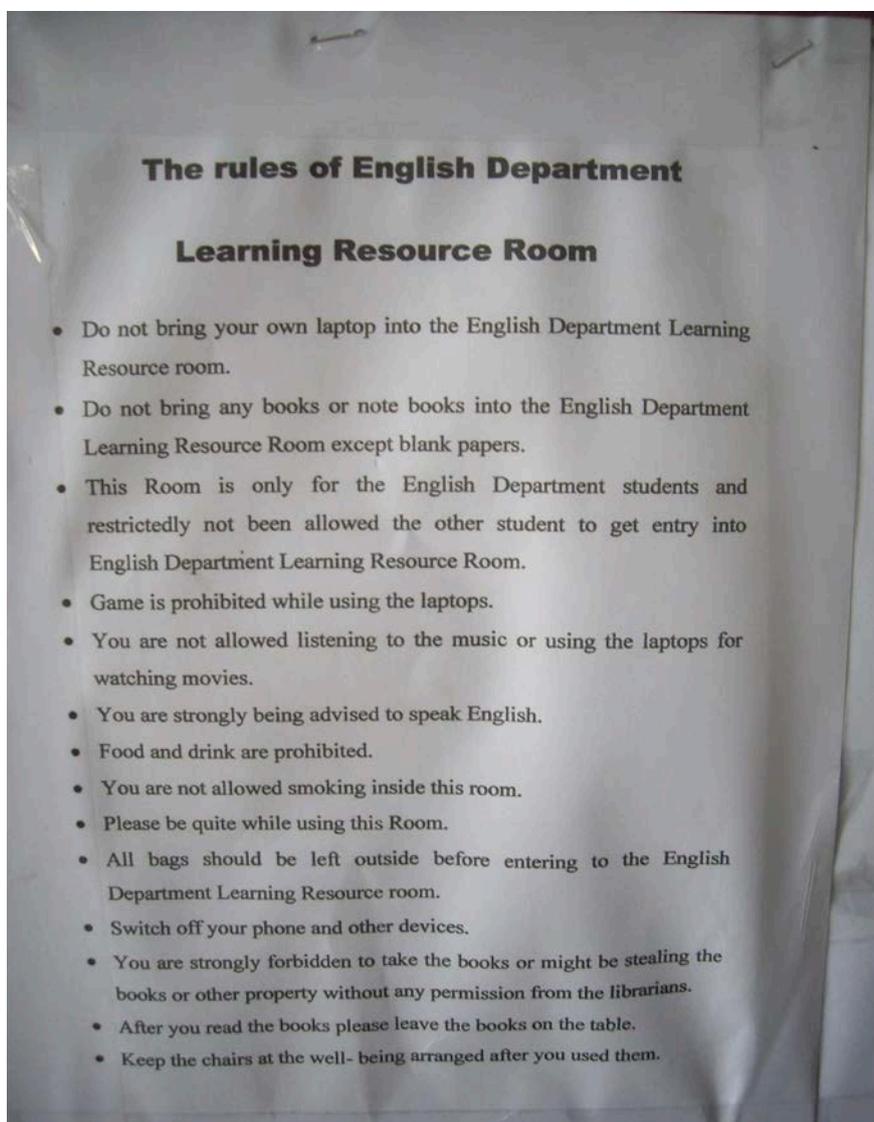*The multimedia section of the UNTL English Department Learning Resource Room*

External view of the UNTL English Department Learning Resource Room

The learning resource centre at the Camoes Institute, UNTL.

At the same time, the manager will collaborate with the lecturers to analyse the B. Ed curriculum, identify key sub-skills which need support, and generate a corresponding plan for ILC resourcing. Agreed resources will then be procured and installed, and resource management systems & procedures established. The current system of using student volunteers to help administer the centre will be extended, deploying equal numbers of male and female volunteers.

The rules of English Department

Learning Resource Room

- Do not bring your own laptop into the English Department Learning Resource room.
- Do not bring any books or note books into the English Department Learning Resource Room except blank papers.
- This Room is only for the English Department students and restrictedly not been allowed the other student to get entry into English Department Learning Resource Room.
- Game is prohibited while using the laptops.
- You are not allowed listening to the music or using the laptops for watching movies.
- You are strongly being advised to speak English.
- Food and drink are prohibited.
- You are not allowed smoking inside this room.
- Please be quite while using this Room.
- All bags should be left outside before entering to the English Department Learning Resource room.
- Switch off your phone and other devices.
- You are strongly forbidden to take the books or might be stealing the books or other property without any permission from the librarians.
- After you read the books please leave the books on the table.
- Keep the chairs at the well- being arranged after you used them.

Regulations posted on the entrance to the English Department Learning Resource Room

(b) Establish the skill base:

Using this resource base, the ILCM will then work with lecturers to develop a set of key competencies: (a) how to locate, access, and utilise teaching resources in the B. Ed. classroom; (b) how to develop learning pathways[37] through the ILC resources to guide independent learners; (c) how to integrate the

---

[37] For example, a learner seeking to develop reading comprehension skills would be guided how to select and utilise graded readers and web-based texts, and access exercises to practise specific reading sub-skills.

resources into the academic program and encourage the development of their students' self-directed learning skills; and (d) how to develop their own language and teaching skills.

For two years, the ILCM will work continuously with lecturers[38] to achieve and review the acquisition of the target competencies. These in-service workshops will form the core of an on-site Training Plan, paralleled by a Professional Development Plan. The latter will include distance learning options in Australia, NZ, and other countries, and competitive access to project-funded short training courses at appropriate centres such as the SEAMEO Regional Language Centre (RELC) in Singapore[39]. In all, this establishes the skill base en route to local take-up of the project interventions.

(c) Ensure local take-up.

From the outset, it will be made clear that the ILC Manager is a permanent UNTL position which will be localised in two years. Throughout this period, close collaboration with the ILCM, increasingly intensive and adept use of the resource facility, and access to relevant professional development, should provide sufficient lecturers with the awareness, skills and motivation to compete for the position when advertised. The most suitable Timorese applicant will be selected by a panel comprising UNTL and the ILC Manager. This establishes the sustainable uptake of the initiative.

(d) Consider phase-2 options

Towards the end of the two years, the ILC Manager will summarise lessons learned in project implementation, describe the current UNTL capacity and appetite for further EL development, and, in liaison with the English Department, produce a proposal outlining options for phase-two activities, for consideration by the incoming MTR.

COMPONENT 2: Training in-service English teachers

Support for in-service teachers will follow a similar approach to that for the pre-service group.

(a) Enhance the resource base

Currently, English teachers in the school system (Grades 7 – 12) do not receive in-service support, except for the work of the Friends of Ermera, which focuses on that district and one other, and has plans for a national roll-out of in-service training. As the new curriculum is installed in pre-secondary (7 – 9) and then secondary (10 – 12), teachers will receive induction training, but plans and schedules for this process appear unconfirmed.

---

[38] It is possible to support one other UNTL focus group at no net additional cost. English is a compulsory subject for all first-year and some second-year students, and is taught by a separate Disiplina Geral (General Studies) Division at UNTL. Selected English lecturers from this Division will be invited to access the enhanced English Department learning centre to select resources and receive training in resource utilisation, with an anticipated outcome of more effective teaching and learning in General Studies English courses. As graduates of the national university, their students will be employed in the civil service and in key sectors. An enhancement in English proficiency, however modest, will impact on their chances of accessing, and being effective in, such employment.

[39] The Regional Language Centre (RELC), an educational project of the Southeast Asian Ministers of Education Organization (SEAMEO), has for over forty years been the apex institution for language teacher development in the ASEAN region and beyond. It provides language training courses and teacher development courses leading to the award of specialist certificates, post-graduate diplomas, and a Master's degree. It has a renowned library and publishes a journal, an anthology series, and a series of resource books and guidebooks for language teachers. It has its own on-site hotel to accommodate training course participants.

Project support to in-service teachers of English is designed to occur prior to, and serve as a complementary adjunct to, mainstream MoE support systems.

As with pre-service, in-service will be served by an augmentation of physical and human resources, from the same base (the ILC at UNTL). The project will appoint a native-speaker Teacher Training Manager (TTM) to be deployed at the ILC, working alongside the ILCM and with a similar brief.

The first task will be to liaise with MoE to conduct a series of field visits to the districts, to select teachers according to agreed criteria, including gender equity. The TTM will survey the various contexts, review school curricula, and conduct a baseline study of teacher competencies to identify key training needs. Data obtained will inform the production of a Teacher Training Plan, including the augmentation of resources at the ILC, in collaboration with the ILCM. Throughout, the TTM and Project Director will liaise with the Directorate for Professional Training (Ministry of Education), the state body responsible for in-service policy and planning.

(b) Enhance the skill base

The selected teachers will be deployed in small groups at the UNTL ILC; group size will be influenced by the success of UNTL in expanding its facility to include the adjacent office and training room, as described above. Assuming early facility expansion, the program should reach around twenty teachers per year for two years. This reach is modest, but the general thrust of this in-service sub-component is to learn lessons and identify workable models en route to possible up-scaling in the final three years of the project. Deployment will be designed to minimise impact on the source schools, largely by scheduling training during school breaks.

The Teacher Training Plan will be implemented, addressing identified needs. The program is likely to focus on (a) accessing and developing teaching resources, (b) learning how to utilise these resources in the classroom, (c) addressing identified gaps in EL proficiency, and (d) developing independent EL learning skills. It will be driven by agreed outputs and outcomes, and involve daily training and guided independent learning.

During the deployment at UNTL, the TTM will broker a liaison between the teachers and the B. Ed. lecturers, to address the pre-/in-service disconnect often found in teacher education worldwide, and very apparent in Timor Leste. The aim of this liaison is to position the teachers as informants with a view to influencing the B. Ed curriculum. Although no structural changes are envisaged, it should be possible to influence the delivery of key elements of the curriculum: for example, the conduct of pre-service teaching practice, the selection of thesis topics, and the conduct of specific subjects such as 'Senior High School Text Book', 'Classroom Management', 'Teaching Profession' and 'English Seminar', all with a view to instilling a greater connection to actual context and needs. The results of the collaboration will be documented.

Upon completion of the program at UNTL, the TTM will conduct another round of field visits to the schools to support and mentor the teachers, and to re-assess the skill base and judge training impact. Lessons learned will inform adjustments to the training program.

(c) Consider phase-2 options:

Throughout the first phase of the project, the TTM will continuously map the sub-sector, staying abreast of sectoral policy, curriculum reform, teacher-training support, and donor involvement.

Based on this information, and considering the lessons learned in project implementation, the TTM will liaise with the Directorate of Professional Training to produce a series of options for phase-two activity, to be reviewed by the incoming MTR. The options could include: continuation and up-scaling of the phase-one model; modification of the phase-one model to provide district-based resourcing and training, either joining, or still as an adjunct to, MoE systems; or providing systemic inputs such as television or interactive radio instruction (IRI).

Annex C: Donor Harmonisation

Table 7: *Donor harmonisation*

Donor	Activity profile	Analysis
UNTL PRE-SERVICE [Component 1]		
Portuguese Cooperation	Under the UNTL Faculty of Education, the Institut Camoes provides a Bachelor of Education for 200 future and current school teachers of Portuguese.	The Institut Camoes takes a supportive and pragmatic view of the need for ELD at UNTL, and is likely to adopt a collegiate stance, particularly with regard to sharing lessons learned and liaison with UNTL. The two programs serve different populations and are not in conflict. At this stage direct cooperation does not appear feasible, but this could be reviewed at MTR.
University of Waikato (UoW)	Under an MOU with UNTL, the University of Waikato collaborates with the English Department with a view to (a) reforming the B. Ed curriculum, (b) encouraging action research by English department lecturers; and (c) introducing FLAX and Greenstone software into the learning resource room, with associated lecturer training.	There is good potential to support the thrust of UoW objectives by (a) influencing the curriculum towards a more practical orientation; (b) guiding some of the action research towards an examination of ILC-related teaching strategies; and (c) incorporating the proposed UoW software into ILC resources and approaches. UoW have responded positively to the potential for such synergies.
US State Department	An English Language Fellow is deployed to teach selected subjects and contribute to professional development.	The Fellow's brief is open and negotiable, and appears compatible with proposed activities.
Various	USAID, ISF, and private donors provided laptops, cassette recorders, and print resources to create the English Department Learning Resource Room in January 2010.	USAID has welcomed the potential for AusAID to add value to the centre. The intent of the donors in providing these resources is clearly compatible with proposed AusAID activities and objectives.
UNTL IN-SERVICE [Component 1]		
UNICEF/ Portuguese Cooperation	Under a UNICEF project with MoE, the University of Minho (UM) is the contractor to develop a new curriculum, including English, and associated teacher-training, commencing progressively with Grade 7 in 2011, using Portuguese-Timorese working groups. A similar approach will be taken for secondary schools (Gr 10-12), with the University of Aveiro as contractor.	Liaison with UNICEF and UM, in particular with its British Portuguese consultant for English, has been collegiate. They recognise that school teachers of English are under-served and welcome other suitable support. The potential for direct cooperation will be explored during the first phase of the project.
Friends of Ermera	This NGO/ friendship group has piloted a STEP (Support for Teachers of English) Program in its target district, proposed a national roll-out of its program, and cooperated with MoE/UM to trial pre-secondary curriculum.	The respective aims are compatible and complementary. The potential for direct cooperation will be explored, among other options, during the first phase of the project.

Annex D: Project Implementation Schedule

Table 8: *Project implementation schedule*

Activities	Quarters																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
COMPONENT ONE: *Training pre-service English lecturers*																				
Mobilise the ILC Manager.	■																			
Develop & implement an ILC Facility Plan.	■	■	■																	
Develop & implement an ILC Resourcing Plan.		■	■	■	■															
Optimise ILC access.		■	■	■	■	■	■													
Develop & implement a Training Plan.		■	■	■	■	■	■													
Produce & execute a Professional Development Plan.			■	■	■	■	■													
Recruit and induct a Timorese ILCM.								■												
Generate phase-two options for MTR consideration.								■												
COMPONENT TWO: *Training in-service English teachers*																				
Mobilise the Teacher Training Manager.	■																			
Conduct field visits, select teachers, identify training needs.	■																			
Develop & implement a Resourcing Plan.		■	■	■	■	■														
Develop & implement a Teacher Training Plan.		■	■	■	■	■	■													
Facilitate pre-/in-service linkages.			■	■	■	■	■													
Conduct follow-up field visits periodically.				■	■	■	■	■												
Submit summative report of the teacher-training trial to MoE.								■												
Generate phase-two options for MTR consideration.								■												

Note: The contractor may advance a case for the phased mobilisation of personnel. In such a scenario, the ILC Manager should precede the TTM.

Annex E: Monitoring and Evaluation Framework

The following framework indicates a schedule for reporting on the M & E activities which were presented in Section 4.3 of the design document during the first two years of the project. Data captured in the six-monthly reports serves a primarily monitoring purpose.

Table 9: *Monitoring & evaluation framework*

	1st six-monthly report	2nd six-monthly report	3rd six-monthly report	4th six-monthly report	Evaluation at MTR	Evaluation at EOP
Component 1						
a high-quality independent learning centre is established	site visit					
the ILC is well-used		records of ILC use	records of ILC use	records of ILC use	analyse records	
learning pathways in the ILC are established	site visit and analysis of ILC materials organisation					
lecturers are trained in effective resource utilisation and able to advise students		site visit and observation interviews with lecturers examination of training documents	site visit and observation interviews with lecturers	site visit and observation interviews with lecturers		
professional development opportunities are available to lecturers	evidence of HRD planning UNTL creates permanent ILCM position in staffing profile	evidence of PD identification, funding, application and selection procedures		evidence of PD identification, funding, application and selection procedures		
lecturer satisfaction with ILC	baseline survey at project start	survey		survey	analyse surveys	

Dept of English lecturers use ILC resources in their teaching on B. Ed.	baseline classroom observation at project start	classroom observation interviews with lecturers document analysis		classroom observation interviews with lecturers document analysis	
General Studies English lecturers use ILC resources in their teaching across faculties	interviews with lecturers		interviews with lecturers		
Dept of English lecturers demonstrate practical understanding of teaching English in the secondary sector in TL in their teaching on B. Ed.	baseline classroom observation at project start	classroom observation interviews with lecturers		classroom observation interviews with lecturers	
in-service training delivered equitably to current teachers of English in secondary schools	evidence of nomination and selection processes	analysis of teacher participant database		analysis of teacher participant database	analysis
in-service training addresses teacher needs		surveys of teacher participants pre- and post-training		surveys of teacher participants pre- and post-training	analysis
effectiveness of PD opportunities					a Timorese ILC manager is appointed evidence through HRD planning follow-up that PD opportunities have been applied	evidence through HRD planning follow-up that PD opportunities have been applied
appointment of a Timorese ILC manager					analysis of appointment processes	

teaching of English is strengthened at UNTL				curriculum document analysis diachronic analysis of accumulated classroom observation and lecturer interview data interviews with University of Waikato staff	curriculum document analysis diachronic analysis of accumulated classroom observation and lecturer interview data
teaching of English is strengthened in secondary schools				classroom observation of two groups of teachers of English: those who received in-service training and those who have not	classroom observation of two groups of teachers of English: those who received in-service training and those who have not

Annex F: Risk Matrix

Table 10: *Risk matrix*

Key: **H – High**   **M – Medium**   **L – Low**

Risk	Probability	Impact	Proposed actions and responsibility
The country will again experience instability and conflict.	L	H	▪ AusAID takes steps to understand the context in which it is working. ▪ Mapping of changes in the target sectors contributes to understanding the project context better.
Political changes in TL will re-ignite sensitivities about language, leading to a move away from a need for ELT.	L	H	▪ AusAID country strategy recognises the potential for political change. ▪ MTR allows for adjustments as a result of any political change. ▪ As long as EL is recognised in the Constitution of TL, and has an established place in the school curriculum, and EL remains the lingua franca of the global economy, this is a very low risk.
UNTL does not create an ILCM position in its permanent staffing structure.	M	H	▪ Partner institutions commit to creation of manager positions prior to project finalisation. ▪ Partner institutions update project manager on creation of manager positions at regular agreed intervals.
Timorese will not be able to move into the ILCM position created by this project by project's end.	M	H	▪ By employing managers in both components, Timorese staff will be able to gain experience in other positions and pursue further educational opportunities so that they can be promoted or recruited, through an application process, to replace the non-Timorese managers by project end. ▪ Professional development opportunities are identified and available. ▪ Funding is available for uptake of professional development opportunities. ▪ The MTR postpones the localisation as part of its phase-two plan.
Space is not available to accommodate training room and offices for managers.	L	H	▪ UNTL commits to provision of suitable space prior to project finalisation.
English Department lecturers are not motivated to utilise learning centre.	L	H	▪ UNTL provides workload credits for roles as ILC advisers.
Computers and software require replacement at three year intervals.	H	M	▪ UNTL commits to covering recurrent costs prior to project finalisation.
Suitable teachers are not selected for in-service training.	M	M	▪ Project director agrees selection processes and criteria for selection with Ministry of Education prior to deployment of Teacher Training Manager.

Risk	Probability	Impact	Proposed actions and responsibility
Selected teachers are not released from schools.	L	H	▪ Schools are involved in selection processes and informed of process outcomes in a timely manner. ▪ GoET continues to pay teacher salaries. ▪ AusAID provides budget for travel, accommodation and living expenses for teachers from outside Dili. ▪ At least some training takes place during school breaks.
Selected teachers have significant language development needs.	H	L	▪ Teacher Training Manager incorporates ELT in in-service training. ▪ ILC Manager works with teachers individually to develop learning plans using ILC resources.
Pool of suitable teachers is predominantly male.	H	L	▪ Ministry of Education and AusAID agree that at least 50% of selected secondary teachers in a 12-month period are female.
Regional bias is perceived in the selection of teachers.	L	L	▪ Ministry of Education and AusAID agree that teachers from all districts are selected over the two years of phase one.
Selected teachers do not apply their in-service training when they return to schools.	M	H	▪ Teachers develop individual plans for application of training with the TTM before they return to schools. ▪ Teacher Training Manager visits teachers in schools to evaluate implementation of individual plan and to provide on-going mentoring support.
Department of English lecturers are unwilling to learn about current school practices and needs.	M	M	▪ UNTL encourages lecturers to reform existing curriculum with a view to providing a more practical orientation to secondary teacher education.
Links between in-service and pre-service training are not developed.	M	M	▪ Teacher Training Manager identifies linkage points in the B. Ed. curriculum. ▪ Teacher Training Manager facilitates collaborative outputs.
The Directorate of Professional Training does not facilitate the teacher-training trial, or show interest in its outcomes.	M	H	▪ Ministry of Education and AusAID agree the Directorate's role. ▪ Teacher Training Manager periodically briefs and consults with the Directorate. ▪ Teacher Training Manager ensures high-quality monitoring and reporting of the trial.

Annex B: Project Positions

TERMS OF REFERENCE FOR PERSONNEL

PROGRAM DIRECTOR

Reports to: Contractor Representative

Duration: Part-Time, two (2) years with possible extension for up to three (3) years

Job Level and Professional Discipline Category: Job Level 3, Discipline Group B

Position Description

The Program Director has overall responsibility for managing and coordinating the Program and to ensure that all stakeholders are working to "contribute to strengthen English teaching and language skills". The Program Director will provide high level strategic and technical oversight of the Program's direction and activity content. The Program Director will coordinate all Program activities under the two (2) components and facilitate their successful implementation. The Program Director will manage a team of Program personnel, working closely with UNTL colleagues. This will require the Program Director to establish and maintain effective relationships and undertake all duties to a high professional standard.

Specific Duties

(a)   maintain and manage Program personnel and monitor the inputs of all Program personnel members (both long-term and short-term);

(b)   oversee the Program's strategic and annual planning, implement the Program's annual plans, and monitor progress against the plans;

(c)   lead the completion of all reporting and milestone requirements for submission to AusAID and PMG in a timely manner;

(d)   work with the Monitoring and Evaluation Adviser to implement a Monitoring and Evaluation Framework, collect ongoing data for the Program as a whole, as well as for activities funded under the program;

(e)   manage the successful implementation of the Program's Monitoring and Evaluation Framework and provide input to the PMG's ongoing Monitoring and Evaluation Framework, Risk Management and Performance Management;

(f)   assure that disability, gender and fraud and anti-corruption considerations are integrated into activities;

(g)   provide leadership, strategic advice, mentoring and assistance as required to the main stakeholders, particularly to UNTL;

(h)   manage the process of setting priorities, seeking and developing and agreeing the annual plan of activities in a way that will improve stakeholder involvement and commitment.

(i)   monitor the progress and effectiveness of activities, provide strategic advice as needed to assist stakeholders mobilise and implement agreed activities, and make recommendations to the PMG and AusAID to reduce or cancel funding any activity which is not complying with agreed requirements;

(j)   develop Terms of Reference for any proposed personnel positions, in consultation with and approved by the PMG, and manage and monitor their inputs.

(k)   manage and implement the Program's operating systems, procedures, processes, forms and financial management processes. Wherever possible, systems should be integrated with existing GoET/UNTL systems.

(l)   oversee risk management, reporting risks (and potential risks) to AusAID, UNTL and PMG in a timely, strategic and proactive manner; and

(m)   optimise synergies with other aid programs with complementary development objectives.

Core Competencies

(a)   postgraduate qualifications in Education, Education Management and or Teaching English to Speakers of Other Languages (TESOL) and or other relevant qualification;

(b)   demonstrated senior level experience in management and policy advice, in government or the private sector, on a long-term program involving a wide variety of stakeholders in a development context;

(c)   facilitation and representation skills at a senior level, including negotiation, management of stakeholder boards and committees, problem solving, change management, presentation and report writing, and monitoring and evaluation;

(d)   knowledge of the factors likely to contribute to sustainable development programs;

(e)   management and supervisory experience, including office and financial management skills, and demonstrated ability to work in teams, share knowledge, coach people and transfer skills in a culturally and linguistically diverse environment;

(f)   success in mainstreaming gender outcomes and social inclusion strategies (including disability) into all aspects of work;

(g)   experience working in a developing country to ensure development and capacity building with experience in East Timoran advantage; and

(h)   experience in programs involving TESOL skills development, including trainer training and mentoring.

Additional Competencies

(a)   language skills in Tetum, Bahasa Indonesia and or Portuguese an advantage.

INDEPENDENT LEARNING CENTRE MANAGER

Reports to: Program Director

Duration: Full time, two (2) years with possible extension for up to three (3) years

Job Level and Professional Discipline Category: Job Level 2, Discipline Group B

Position Description
In Component one (1) of the Program, the Independent Learning Centre Manager (ILCM) will develop and manage a resource-based training program to strengthen the English teaching and English language ability of pre-service English lecturers in the UNTL English Department and General Studies Division.

Specific Duties

(a)   work with UNTL to prepare and develop an ILC Facility and Resourcing Plan to extend and refurbish the English Department's Learning Resource Room, including procuring and installing resources;

(b)   work with the English Department, General Studies and pre-service lecturers to review current curricula, identifying and prioritising language and teaching skills that need support;

(c)   develop learning pathways that link classroom teaching and ILC resources and guide independent learning;

(d)   develop and implement an ILC resourcing plan, including establishing systems and procedures for resource management;

(e)   work with the English Department to induct student volunteers into centre administration;

(f)   conduct a baseline study of pre-service lecturer competence in ILC access, utilisation, and integration, and identify key training needs;

(g)   work with the English Department to develop and implement a Training and Professional Development Plan to strengthen key pre-service lecturer competencies;

(h)   develop and implement professional development plans for pre-service lecturers to strengthen core English language and teaching skills;

(i)   Recruit and mentor a suitable Timorese national to fill the ILCM position by the end of Phase one (1) of the Program.

(j)   develop gender and disability strategies, including awareness-raising;

(k)   lead the monitoring and evaluation of all activities;

(l)   provide input into all reports and annual plans;

(m)   Collaborate with the English Department to develop and submit a proposal for Phase Two (2) activities to the Program Review.

(n)   actively engage with the senior management team of UNTL and MoE; and

(o)   optimise synergies with other AusAID and donor programs with complementary development objectives.

Core Competencies

(a)   postgraduate qualifications in Education and or Teaching English to Speakers of Other Languages TESOL and or other relevant qualification;

(b)   experience working in language education in a development context, with experience in East Timordesirable;

(c)   experience in TESOL and teaching programs to tertiary or adult learners;

(d)   management and supervisory experience, including demonstrated ability to work in teams, share knowledge, coach people and transfer skills;

(e)   demonstrated analytical, reporting, problem solving and risk management skills;

(f)   demonstrated interpersonal, relationship management and negotiation skills in a culturally and linguistically diverse environment;

(g)   experience working in a developing country to ensure development and capacity building with experience in East Timordesirable; and

(h)   demonstrated understanding of gender and disability inequalities in a development context.

Additional Competencies

(b)   language skills in Tetum, Bahasa Indonesia and or Portuguese or be willing to undertake language training.

TEACHER TRAINING MANAGER

Reports to: Program Director

Duration: Full time, two (2) years with possible extension for up to three (3) years

Job Level and Professional Discipline Category: Job Level 2, Discipline Group B

Position Description
In Component Two (2) of the Program, the Teacher Training Manager will develop and manage the design and delivery of a pilot program to train in-service English teachers.

Specific Duties

(a)   work with the Ministry of Education and UNTL to conduct a baseline survey of in-service English teacher competency, identify training needs, select trainee teachers to participate in the Program and develop a Teacher Training and Professional Development Plan and implementation schedule;

(b)   mentor and support in-service English Language Teachers (ELT's) to strengthen core teaching and language competencies;

(c)   continuously monitor the sub-sector, including the roll-out of new curricula, material and textbooks, provide curriculum induction, and adjust the Teacher Training Plan as necessary;

(d)   work closely with the ILC Manager to review and manage ILC resource needs;

(e)   work with pre-service lecturers and in-service ELT's in collaboration with the ILC Manager and UNTL to develop and implement practical and relevant changes to the delivery of the Bachelor of Education curriculum;

(f)   lead the monitoring and evaluation of all activities;

(g)   prepare a report for the MoE (Directorate of Professional Training) on progress, achievements and lessons learned from the teacher-training trial;

(h)   recruit and mentor a suitable Timorese national to fill the TTM position by the end of Phase One (1) of the program;

(i)   develop gender and disability strategies, including awareness-raising;

(j)   assist the monitoring and evaluation of all activities;

(k)   Provide input into all reports and annual plans;

(l)   Develop and submit a proposal for Phase Two (2) activities to the Program Review.

(m)   actively engage with the senior management team of UNTL and MoE; and

(n)   optimise synergies with other AusAID and donor programs with complementary development objectives.

Core Competencies

(a)   postgraduate qualifications in Education and or Teaching English to Speakers of Other Languages TESOL and or other relevant qualification;

(b)   experience working in language education in a development context, with experience in East Timordesirable;

(c)   experience in TESOL and teaching programs to tertiary or adult learners;

(d)   management and supervisory experience, including demonstrated ability to work in teams, share knowledge, coach people and transfer skills;

(e)   demonstrated analytical, reporting, problem solving and risk management skills;

(f)   demonstrated interpersonal, relationship management and negotiation skills in a culturally and linguistically diverse environment;

(g)   experience working in a developing country to ensure development and capacity building, with experience in East Timordesirable; and

(h)   demonstrated understanding of gender and disability inequalities in a development context.

Additional Competencies

(a)   language skills in Tetum, Bahasa Indonesia and or Portuguese or be willing to undertake language training.

CONTRACTOR REPRESENTATIVE

Reports to: Managing Contractor

Duration: Two (2) years part time with a possible extension for up to three (3) years

Position Description
The Contractor Representative (CR) will oversee the implementation of the Contractor's responsibilities in line with the intention of the Contract. In particular the CR will coordinate and provide the Contractor support to the Program Director (and other program personnel) to support their responsibilities.
In collaboration with the Program Director, the CR will take the lead role in raising, discussing and proposing solutions to AusAID, on any matters related to the Contractual performance of the team or the systems and procedures employed. The CR will work with the Program Director to ensure the administrative burden placed on the Program Director and specialist personnel is minimised to allow them to focus on implementation, technical management, relationship management and strategic issues. The CR will be a permanent employee of the Contractor (with part-time Program inputs) and may be based at either the Contractor's Head Office or in ET.

Specific Duties

(a)   oversee the contractual obligations and administrative processes of the Program to ensure they meet AusAID, GoET and Managing Contractor requirements;

(b)   be responsible for reviewing the final quality of all Contractual deliverables (milestones, reports, billings and financial statements) before submission to AusAID and addressing any issues and concerns with the Program Director and Program team;

(c)   ensure that effective collaborative relationships are maintained between the Contractor's employees, consultants, AusAID, GoET and other stakeholders and be pro-active in addressing any concerns before they affect program delivery;

(d)   provide high level management advice to the Contractor on operational requirements of the Program; and

(e)   oversee Human Resource processes, including overseeing the timely engagement of personnel based on the requirements in the Annual Plan;

Core Competenies

(a)   proven senior program management experience or qualifications;

(b)   strong working knowledge of AusAID contractual processes and cross cutting policies especially those related to procurement, fraud, disability, gender equality and corruption; and

(c)   permanent employee of the Managing Contractor with sufficient seniority to coordinate Managing Contractor administrative and support services for the Program.

MONITORING AND EVALUATION ADVISER

Reports to: Contractor Representative

Duration: Two (2) years part time with a possible extension for up to three (3) years

Job Level and Professional Discipline Category: Job Level 2, Discipline Group C

Position Description

The Monitoring and Evaluation Adviser will work to develop the Program's Monitoring and Evaluation (M&E) Framework with stakeholders, and develop M&E systems and procedures to operationalise the M&E Framework. The M&E Adviser will also assist in preparing analysis for reports from M&E information and reporting, including participating in direct evidence gathering and consultations as required. The M&E system should allow for continuous improvement of the Program, by monitoring progress towards the Program goal, objectives and EOPO's as well as identifying, recommending and implementing changes to the outputs and activities. This includes the Contractor sharing examples of best practice and lessons learnt with AusAID, GoET and other stakeholders.

Specific Duties

Specific inputs will be agreed in the Annual Plan, but could include, but not limited to, the following:

(a)   work with stakeholders to develop the Program's M&E Framework. The M&E Framework is to be updated every six months. The system should build on existing reporting information, formats and structures used by similar GoET programs (including UNTL and MoE) to avoid establishing duplicate structures;

(b)   assess the effectiveness of management assistance and advisory assistance in building UNTL capacity, and supporting organisational and strategic development for the Program;

(c)   develop a range of options and approaches to improve quality and effectiveness for Program use;

(d)   conduct analysis of collected Program data and relevant documents;

(e)   contribute to the preparation of reports and other performance related documentation; and

(f)   support program management personnel to fulfil their M&E obligations.

Core Competencies

(a)   demonstrated experience in the design and implementation of M&E systems, including identifying key performance indicators and data collection processes;

(b)   demonstrated experience in analysing qualitative and quantitative data to report on performance and impacts;

(c)   experience with participatory M&E tools and techniques;

(d)   demonstrated conceptual, analytical, reporting, and problem solving skills;

(e) demonstrated interpersonal, relationship management and negotiation skills in a culturally and linguistically diverse environment;

(f) understanding of data collection constraints and the capacity building constraints in TL;

(g) an understanding of gender and disability issues and a commitment to equal employment opportunity principles in organisational development; and

(h) experience working in developing countries and in a development context desirable.