ED 358 711   FL 021 254

TITLE   Managing ELT Aid Projects for Sustainability. Dunford
                House Seminar Report (England, United Kingdom, July
                24-28, 1989).
INSTITUTION   British Council, London (England).
PUB DATE   90
NOTE   48p.; For other Dunford House Seminar proceedings,
                see FL 021 247-257.
AVAILABLE FROM English Language Division, The British Council,
                Medlock Street, Manchester M15 4AA, England, United
                Kingdom.
PUB TYPE   Collected Works - Conference Proceedings (021)

EDRS PRICE   MF01/PC02 Plus Postage.
DESCRIPTORS   Case Studies; Developing Nations; Economic
                Development; Elementary Secondary Education; *English
                (Second Language); Foreign Countries; Government
                Role; Higher Education; *Long Range Planning;
                *Program Administration; Program Evaluation; Second
                Language Instruction; *Second Language Programs;
                *Technical Assistance
IDENTIFIERS   Ethiopia; Kenya; Malaysia (Sabah); Sri Lanka; *United
                Kingdom

ABSTRACT

                Proceedings of a seminar on the management of English
second language training (ELT) in British technical assistance
programs are presented in the form of narrative summaries. An
introductory section gives an overview of the conference. Four
subsequent chapters summarize presentations and discussions on these
topics: project management, documentation, coordination, and
evaluation; the views on project sustainability of the British
overseas aid agency, the private ELT sector, and a construction firm
involved in projects in developing countries; case studies for Sri
Lanka, Kenya, East Malaysia, and Ethiopia; and suggestions for ways
the British Council can help enhance project longevity. Appended
materials include an article entitled "Pulling Out of a Project:
Twelve Tips for Project Planners" (Paul Woods); a framework for
planning and evaluating projects; a chart of typical project
structures; a list of participants; and a seminar schedule. (MSE)

ED358711

BEST COPY AVAILABLE

FL021254

Dunford Seminar Report 1989

Managing ELT aid projects for sustainability

The Dunford House Seminar

This is an annual residential seminar run by the English Language and Literature Division of the British Council, on behalf of ODA, as part of its commitment to the provision of training and updating for ELT specialists. The seminar serves not only British Council career officers but also Council-recruited ELT staff, especially those working on schemes funded by the Overseas Development Administration (English Language Teaching Officers - ELTOs, formerly KELTs) whose attendance at the seminar is funded by ODA. As last year the seminar included participants from public and private sector institutions. The desirability of promoting exchange of experience between these various groups guides the selection of the participants. During the six days spent at Dunford House in West Sussex the participants are able to meet and discuss issues with academics, ELT Council staff and others in similar situations to themselves from all over the world, and to exchange ideas and experiences in both formal and informal settings.

Previous seminar topics

1978   ESP course design

1979   ELT course design

1980   Communicative methodology

1981   Design, evaluation and testing in English language projects

1982   Teacher training and the curriculum

1983   Design and implementation of teacher-training programmes

1984   Curriculum and syllabus design in ELT

1985   Communication skills training in bilateral aid projects

1986   Appropriate methodology

1987   ELT and development: the place of English language teaching in aid programmes

1988   ELT in development aid: defining aims and measuring results

Copies of reports of these seminars are available on request from:

English Language and Literature Division
The British Council
10 Spring Gardens
London SW1A 2BN

Acknowledgements

C

Contents

The Director-General of the British Council, Sir Richard Francis, attended the closing dinner of the course and gave a short address in which he made the points which follow.

After regretting that he had not been able to attend an actual session of the seminar, since he always liked to see the Council's work at first hand, the Director-General focused on 'projectization' and 'sustainability' Although they are not particularly agreeable as words, as concepts they represent the sort of new thinking the Council has become involved in over recent years in order to meet the demands of sponsors and clients. ELT has a particularly important role in the Council's activities, not only as a large revenue-earner (and we no longer need to feel embarrassment about talking money), but also in the role carried out by the participants at the seminar - brokerage between overseas governments and what the UK can offer in terms of expertise, training and other resources. In this regard, as in others, the Council offers value for money and need not fear competition.

This has also been noted in Whitehall. With its first Corporate Plan the Council demonstrated its ability to manage its business in a serious and committed way. This earned it the respect of the Government and an increase in the core budget. What the Corporate Plan had principally shown was that the Council was not in business simply for its own sake, but was addressing the question, "what can the Council do for others?". Again this was a central concern of the present seminar, not only in the work with host governments, but also in relation to establishments and institutions in this country. The mix of participants at the seminar reflected the Council's desire to involve as wide a range of institutions as possible in its efforts.

As well as confidence in the future of the ELT practitioner, the Director-General expressed his confidence that the government - the new government ministers concerned with the Council's affairs after the recent cabinet reshuffle - appreciated the importance of ELT and would continue to support the Council in its work.

Overview

The Dunford House Seminar was shorter this year. Hopefully it was no less productive than usual in its attention to central issues in the management and implementation of ODA-funded ELT aid projects.

Sustainability, this year's seminar theme, is not, of course, a new concept; it appears widely in the donor literature, has reared its head before at Dunford (e.g. Judy White, 1987) and is neatly addressed in an article in the professional literature (ELTJ, 1988) which provided the pre-seminar reading and appears in this report at Appendix A.

The sub-title of that article is rightly *twelve tips for project planners* (my emphasis - TD). This is the third seminar specifically concerned with project management, but the fact that we have progressed from project design, through monitoring, to what one of this year's contributors referred to as 'project afterlife', does not, of course, mean that the sustainability issue should be newly addressed half-way through or towards the end of projects. As more than one speaker emphasized during the week, sustainability should be built in from the design stage and managed throughout implementation. Thus seminar participants were selected from Council field-managers, ELTO Heads of Project and some of the Council's most experienced outside consultants.

Sustainability then, is engendered through the project outputs, which, as stated in the early sessions of the week on project frameworks, should derive logically from inputs. Some of those inputs were the subject of a debate held half-way through the seminar; although training emerged by popular acclaim as the most powerful sustaining input in an 'if-you-were-to-be-allowed-only-one ....' situation, benefits from training (like the desert-island exercise from which this was drawn) will need back-up from the right equipment, books, dialogue, advice and technology. In other words, what won the debate for training (apart from the quality of its apologist's presentation!) was its inclusivity, and the fact that successful sustainability, like successful projects in the last analysis, depends on people (see Carew Treffgarne's emphasis on the human resource).

One of the most revealing sessions of the week (according to the seminar evaluations) was the presentation by Rod Capper from Howard Humphreys, the civil engineering company, contracted by ODA for some of its 'hard" projects. Rod Capper put pay to any facile comparisons between 'hard' (e.g. engineering and construction projects) and 'soft' (e.g. education) projects as far as sustainability is concerned, since, here too, sustainability is essentially dependent on transfer of attitudes and training and so the same issues must sooner or later be faced; involvement, motivation, awareness, three of the seven points he dwelt on, are concerned with the human resource and the shaping of attitudes.

Robert Bellarmine drew attention to the importance of shaping attitudes on both sides - donor and recipient too must be aware of differences in approach to the problems and resources the project addresses and a recurrent plea in the seminar, and a thread running through the action plans, is for more involvement by recipients in project planning. This could lead to a

double skill-transfer; alongside the project's main focus, project management, and indeed, the management skill in general - which economists and others focus on as a one-root cause of low rates of return on aid investment - would provide its own benefits.

The other major lesson of the week was perhaps the reminder of the organic nature of sustainability (see Roger Bowers' case-studies analysis). It is not a question of merely keeping the same attitudes and inputs going, following donor withdrawal, but of providing a generative capacity so that syllabuses will continue to be modified and adapted, trainees will continue to have access to new approaches and methods, textbooks will not turn into fossilized teaching tools, and the identification of new language needs will provide new course designs. The action plans from the case-studies all reflect this (including Sri Lanka's! While they name their last section 'Institutional preservation', what the content of that section clearly means (thank goodness!) is institutional growth!).

The seminar's own action plan, arising from the closing session, tries to mirror some of these principles itself. It is based on participation and co-operation by both the Council and ODA; it focuses particularly on inter-personal developments and the human resource and, while using extant practices and documents as its starting point, it aims for adaptation. It has already been passed to ODA's Education Division for consideration.

As usual an agreeable English summer and the gentle greens of the West Sussex environment provided, for many of the participants, a welcome respite from harsher climes and concerns. Dunford House's food and recreation sustained the palate as well as thought, and thus, indirectly, it is to be hoped, sustained the projects there represented.
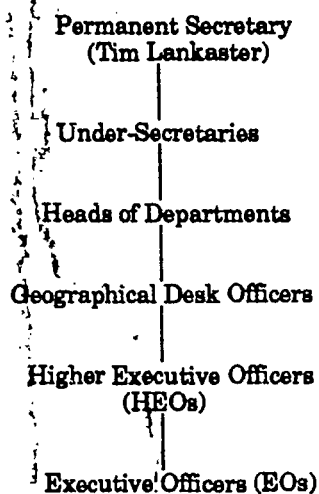
Part I: Project management

The first two days of the seminar were devoted to practice and procedures involved in managing projects for ODA. The first three sessions defined the roles of ODA, the Council and, more particularly, ELMD. On the second day the important techniques involved in drawing up project frameworks - a project design and management tool - were explained and practised through the case study of an ELT project at present being set up in Nigeria.

Project management and project documents

Myra Harrison, ODA

As an aid to understanding ODA's approach to project management it is perhaps important, first of all, to look at the structure of the organization. The speaker described it as follows:

Permanent Secretary
(Tim Lankaster)

Under-Secretaries

Heads of Departments

Geographical Desk Officers

Higher Executive Officers
(HEOs)

Executive Officers (EOs)

Juxtaposed against this structure are the five development divisions, which have their own internal structures similar to ODA Headquarters. The development divisions are:

British Development Division for Eastern Africa
(BDDEA)
British Development Division for Southern Africa
(BDDSA)
South East Asia Development Division (SEADD)
Caribbean Development Division
Pacific Development Division

Both the development divisions and the UK departments receive professional advisory input from education, agriculture, economic advisers, etc.

Not all of these development divisions have education advisers attached to them as is the case in London. The personnel in development divisions have evolved differently according to need and vary in character according to the range of their programmes.

Projects worth £2.5 million and over need to be approved by the Projects Evaluation Committee (PEC); below this figure heads of department can approve projects.

To improve management and design of aid projects, ODA has adopted the project frame. This is a document approximately two pages long, which provides an easy overview of a project under the following headings:

- wider objectives
- immediate objectives
- inputs
- outputs

By presenting project content in a matrix under these headings several advantages are achieved. It clarifies the objectives of the project; it brings the key project components together, it is systematic, it establishes key stages of the project under 'indicators of achievement', and it makes provision for monitoring.

The second part of the project documentation required by ODA is the project memorandum, which is divided into twelve sections. The most important of these sections are those which refer to means of monitoring the project, to evaluation, and to implementation arrangements.

One source of confusion in drawing up project frameworks and memoranda is the distinction between immediate objectives and project outputs. To avoid confusion in this area it is advisable to begin thinking about a project in terms of its objectives. The outputs can then be seen more clearly as a means to achieving these objectives, rather than as ends in themselves.

Hector Munro

Since ODA is tying in increasingly with the World Bank project cycle as a scheme for describing projects from beginning to end, so it is important to keep track of World Bank sector policy in this and other areas. The project cycle, as used by ODA, can be described under the following five major headings:

- identification
- preparation
- appraisal
- implementation
- evaluation

There are useful ODA documents or guidelines on the subject of the project cycle including: *Guidelines to the evaluation of ODA projects*, project completion reports, and evaluation summaries (Evsums). Under the appraisal ODA must take into account the following factors:

- ODA policy (country/sector)
- recipient government policy
- economic viability
- social impact
- environmental impact
- political context
- commercial considerations
- institutional development considerations
- professional viability
- management viability

Economic considerations which merit attention include a comparison of benefits against costs (i.e. both actual costs and the shadow/opportunity costs). In this context the following questions are pertinent:

10

- who benefits?
- how do you compare benefits "with the project' as opposed to 'without the project' (i.e. what would the difference be if the project were not implemented)?
- what does the project actually fund?
- manpower analysis? This demands a diagnostic approach to the manpower benefits derived from a project

In order to arrive at some answers to these questions economists include the following analyses among their approach:

- cost-effectiveness
- unit cost per trainee in institutional development
- target-benefit analysis

The speaker then described the features of the cycle applied to institutional development with particular reference to the importance of training. The World Bank has produced documentation on institutional development including *The lessons of success, Improving institutional development practice* and *The learning process approach.*

The formation of Projects Group within the British Council has been prompted by two major factors.

1 The changing nature of ODA work, which has seen a significant move towards projectization, a change in organizational strategy and a financial dictate to guarantee value for money.

2 The changing nature of the ODA/BC relationship, which has been characterized by reviews including: the review of TETOC; the Connor report on non aid administration activity; the Baker/Hardman review of aid administration activity; and the report to establish Projects Group.

Tony Deyes

ELMD includes an ELT Aid Unit, which looks after ELTOs. Following the Baker/ Hardman review a list of services is being drawn up for ELT projects which will describe the Council's responsibility for the delivery of services and the link which ELMD provides between the ELT constituency in the UK and recipient institutions of ELT aid. ELMD will observe the same procedures for managing, reporting and monitoring projects as Projects Group but, because ELTOs are long- term experts rather than the short-term consultants normally managed by Projects Group, extra services are required, namely: recruitment, co-ordination and professional services/support.

While OEAD largely looks after the recruitment process, co-ordination and professional services are mainly in the hands of ELMD and involve the following services:

	UK	Overseas
Co-ordination	reporting, recording (ELTO database), TC award allocation, tendering for equipment	distribution of inputs, project integration, meeting with ELTOs and institutions, reporting and monitoring
Professional services	briefing, the country collection, training, consultancy	updating on ELT, briefing, access to data, bridge to other ELTOs, professional assessment

The Council, and ELMD, is therefore well placed to manage ELT projects because:

- ELT is a central Council activity
- there is an overlap between co-ordination and professional services (the concept of adviser/manager)
- ELTOs are long-term experts who identify with the Council as a sort of home- base institution

Taking the critical path (a video presentation)

Barbara Zaslona

The video was on the subject of project planning using 'critical path analysis'. It traced the methodology of this approach back to the development of the Polaris missile system, when the huge number of activities generated by the numerous sub-contractors had to be co-ordinated.

The video used big organizational events (a motor rally, winter Olympics, a factory process) to demonstrate the applicability of the critical path analysis approach. It explained the method as breaking down related activities into networks based on time and duration. Activities are labelled, the networks decided and time and cost fed into a computer for the final programme analysis. Events which take the maximum time to implement and have a critical dependency upon each other are trained together in the 'critical path'. Events subordinate to those key events must be completed by the key event due date at each stage of the chain otherwise the aim of the project will not be achieved.

The video explained how this method saved millions of dollars at the last Olympics compared with the 1984 event, when the less efficient 'departmentalized' planning system was used. It also stressed the prime importance of people and human factors in project planning.

Making the project framework work

Hector Munro

Most agencies use the "project framework' (or 'logical framework') approach to project management; the World Bank uses its own more rigorous approach.

The division of the framework into four columns was described. The columns are labelled as: project structure; indicators of achievement; ways of assess-ment; assumptions/risks. The vertical path through the framework was described, showing the logical progression from the bottom row 'inputs' to the next row up's 'outputs', which contribute to the 'immediate objectives' of the project in the third row up. The

logical path is completed by the contribution of the project to the wider (national) objectives. Trifiguration of terms was given, illustrated by examples showing the difficulties/considerations involved in completing the matrix. Handouts of ODA project frameworks showing completed examples and listing project framework terminology were distributed.

One of the major points of discussion following the presentation was how far project framework ideas and drafts need to be shared with aid recipients. The question of how much of ODA's plans, views and commitments could be shared was asked and, in particular, sensitive items might be involved in the final column of the project framework, where assumptions and risks are listed. The general feeling of the group was that as much information as possible should be put into the framework and should be shared with the host government where this could be done without offending sensibilities.

The seminar then split into four groups to work on a case-study. The project concerned was the Nigerian Junior Secondary School Project (JSS), at present in the proposal stage. Suggestions for this project had first been put forward at a Nigerian teachers' workshop, and although different strategies were advocated in these early proposals, the Dunford participants were first of all - following the order suggested the previous day by Myra Harrison - asked to extrapolate from the Nigerian papers what the immediate objectives of the project seemed to be. The groups then came back for feedback and discussion before going away to work in groups and return again on the wider objectives, the outputs and inputs.

The results of these discussions are shown in the project frameworks displayed on the following pages. A round-up discussion at the end of the session included views of the project by Richard Walker (ex-ELO, Nigeria) and by John Burke (College of St Mark and St John, consultant to the JSS project). Among the points made were the following:

• one of the groups set up their framework as a pilot project. This is a useful strategy in a country as large as Nigeria and, where there is a federal system, as in Nigeria, one state or a small number of states can provide a microcosm of the project before it is implemented on a national scale

• some of the case-studies see the output as teacher trainers; others see the output as teacher trainers and trained teachers. One leads into the other and it is important to distinguish what the major focus of the project is to be. Where a national centre is to be established, as in one of the case-study proposals, this would suggest institutional development with the staff of the centre (i.e. teacher trainers) being the major focus for the project

• where a project develops in phases, objectives and indicators of achievement should be developed for each phase, so that, should there be slippage in time or local commitment during the latter phases, it is still possible to point to achievements and improvements already made as a result of the project

• one group, mindful of project sustainability, asked how the quality of teachers was to be judged in order that training could be considered successful. Was a cadre of inspectors also available/to be trained?

• in a country like Nigeria where English is the medium of instruction, the trainer training and teacher training proposed should also be available to teachers and trainers in the fields of mathematics, science and other curriculum areas

• the input and output rows of the framework can be considered as the area of manageable interest; in other words it is these components which the project manager directly controls, and which, if successfully managed, will lead to achievement of the immediate objectives

• the inclusion of recruitment of ELTOs in the assumptions/risks column was questioned, since this is directly under the control of the donor agent. It is generally considered, however, that risks can be both on the part of the donor agent as well as of the recipient government; for example, it may be difficult to find ELTOs with appropriate training for some projects

Appendix B shows the different sorts of inputs, outputs and objectives that are likely to be encountered in different categories of project types.

Illustrated report on an ELT aid project; the University of Alexandria ESP Project, Egypt

Tony Lilley

In this session the speaker described and illustrated with slides and video the work he and his team have been doing over recent years in establishing an English for Specific Purposes Centre at Alexandria University.

The importance of maintaining an on-going project was stressed, and two models of sustainability were advanced:

• The elementary model	- relevance of project rationalization of existing structures reward of those involved
• The advanced model	- status united front system training awareness innovation negotiation

The need for English in Egyptian universities for research and other purposes was outlined, contrasting with the perceived decline of ability in English over the last ten years. The problems identified were; large numbers of students, shortage of suitably qualified instructors, lack of appropriate materials and lack of co-ordination.

The aim of the ESP project is to help Alexandria University and other selected universities and institutions in Egypt to raise the level of English language proficiency in those faculties that need English for professional and academic purposes and research. Junior academic staff, at postgraduate and undergraduate level, are targeted, particularly in the fields of science, technology, agriculture, commerce, tourism and health. A centre has been established in Alexandria University providing advisory, planning, training and ESP teaching facilities. The centre is solf-sufficient in that it can charge faculties and students for compulsory courses. These funds can then be channelled into equipment and bonuses for staff. These incentives, together with training awards, ensure that the centre has no difficulty in attracting and keeping suitable staff. The project provides not only direct teaching but also consultancy services, workshops and seminars at Alexandria and elsewhere, encouraging research and dissemination of special English language programmes. The reaching out to Mansoura University was highlighted in the talk.

The project includes many of the features described by Paul Woods in the article distributed for pre-seminar reading and reproduced at Appendix A. The Alexandria University ESP project is likely to be sustainable for the following reasons:

- local colleagues at all levels are involved at all stages using seminars and newsletters

- appropriate materials have been, and can continue to be, produced

- adequate financial incentives for staff are provided

- internal resources for maintenance are secure

- support is provided for replication and development

- all interested parties, e.g. Fulbright, VSO, are involved

- a group of counterparts has been created and control gradually relinquished

- joL descriptions have been worked out

- examinations are appropriate

- 'expensive' personnel, who have provided continuity over the last twelve years, are gradually being replaced, some by volunteers

	Indicators of achievement	How assessed	Assumptions
Wider objectives			
To improve the English ability of students from Nigerian secondary schools	Post JSS performance	Grade & exam WASC Feedback - tertiary institution Feedback - employers	GoN policy on English unchanged Exam system harmonizes with methodology of INSET
Immediate objectives			
An adequate level of professional competence in the cadre of English teachers in junior secondary schools	In-life of project opportunity for AII teachers	Increasing number annually being trained	Career incentives established by GoN
A sustainable INSET for teachers of English in JSS	Staff, premises, budget in place and plans for future decided	Post-course evaluation Inspectors' reports (including classroom observations) Centre reports and monitoring reports	Commitment of GoN to fund INSET Centre (recurrently) School teachers released and funded for attendance on courses
Outputs			
Establishment of a national INSET centre Establishment of a cadre of competent INSET teacher trainers		Centre programmes, including job descriptions, travel schedules, organo-gram courses run (increasing annually)	Centre remains an autonomous body Funds and personnel released on time (for training teachers)
Inputs			

Training - UK and in-country
 	
Personnel, equipment and materials
	UK
	
	2 ELTOs
	6 TCTPs
	2 Land Rovers
	Equipment and materials
		Host
		
		2 counterparts
		Administrative staff
		Secretarial staff
		Accommodation
		  - office
		  - staff
		Consumables
			Suitable ELTOs can be recruited
			
			Suitable Nigerians can be recruited for training, administration and counterparts
			
			Counterparts bonded after training
			
			Adequate GoN budget provided
			
			Equipment, accommodation, etc delivered on time

1 &#x1D;

	Indicators of achievement	How assessed	Assumptions
Wider objectives			
To contribute to national development	Feedback from ministries/ Planning Commission	Relevant reports	Stable socio-economic and political situation
To improve standards of English attainment worldwide	WASC exam results	Annual published results	Adequate recurrent funds for education sector
To improve teacher training nationally, learning from the experience of the pilot project	Demand for a national project	Official requests for extending support	
To improve standards of English attainment in schools affected by the pilot projects _	Monitoring WASC exam results	Annual published results	
Immediate objectives			
A cadre of teacher trainers operating efficiently and effectively in the three state teacher training colleges	Evaluation reports	TCO and relevant Nigerian professional reports, learners' diaries	Sufficient time allowed to learn from pilot project prior to national extension
	Drop out rate		
	Meeting performance targets	Three-monthly statistics	Continuing government support for project
	Learner feedback	Performance checklist (including action plan/ logistics)	
	Professional assessment	Questionnaires, feedback sessions, summaries	
		Inspection visit reports	
Outputs			
Twenty-five trained teacher trainers in post after one year from start date		Monitoring missions	Appropriate teacher trainees selected and released for project duration
		Project statistics	
One teacher-training package (syllabus materials, techniques, evaluation)		Package developed and in use	Replication facilities made available
Establishment of effective and agreed support system on the three institutions		Reports from institutions (qualitative and quantitative)	Involvement of institutions from beginning of project

	Indicators of achievement	How assessed	Assumptions
Inputs			
ODA: two UK trainers for one year, training materials (books, videos, etc), evaluation visit, transport		Internal reports Monitoring missions Project statistics	Equipment/resources in place for start of project
Local: Nigerian trainer counterparts, administrative support staff/system, commitment (local salaries, etc)			Appropriate counterpart staff released for project duration

	Indicators of achievement	How assessed	Assumptions
Wider objectives			
To improve the standard of English amongst university entrants to contribute to Nigeria's development in science and technology	Improved levels at university entrance	University entrance exam results in English	English remains language of instruction
	Improved levels of subject attainment through better English during university course	Exam results and survey of subject specialist departments	Universities function
			Exams and entrance requirements remain constant
			Co-operation of departments on evaluation
Immediate objectives			
To improve in-service training of English teachers at junior secondary school level	Numbers of courses run and numbers of teachers attending	Statistics from inspectorate, etc	Trainers stay in jobs
			Trainers initiate
	Competent training	Observation and report, evaluation by trainees	Resources provided and continued
	Competent teaching	Observation by trainers, inspectors, etc	Incentives provided
	Improved levels of English at end of junior secondary school	Exam results at junior secondary school	Trainees can attend
			Evaluation valid
Outputs			
A cadre of trained teacher trainers		Project reports including end-of-course assessment	Trainees turn up
			Resources provided
			Existence of local administrative structures
Inputs			
Consultancy, workshops, materials, personnel, training		Project reports	Various parties agree
			Recruitment of ELTOs
			Trainers stay in jobs
			Resources provided and continued
			Incentives provided
			Trainees can attend

1 7

	Indicators of achievement	How assessed	Assumptions
Wider objectives			
To raise the standard of English in secondary schools	National exam results in schools affected	WAEC results	Political/economic stability
			Exam system remains and is reliable
Immediate objectives			
To produce more effective English teacher training at secondary level	Evaluations by: inspectors, deans of admission, heads of departments, headmasters, pupils, tutors/trainees	Seminar reports	Continuity of policy commitment despite post changes
To produce more effective English teaching at secondary level		Ministry of Education official reports	
Outputs /			
Teacher trainers		Project reports	Trainees remain available
Days' training		Ministry of Education reports	No ethnic/religious/gender obstruction
		Evaluation Unit reports	
Inputs			
Number of trainers		Project reports	Host ministries release and pay local teachers and provide resources
Days' training at £ cost (including residential/ travel costs for producing more effective teacher training and English teaching at secondary level)		ELT profile	Suitable teacher training available when needed
			Teachers given status/ recognition
			Institutional link possible

Part II: Sustainability and ELT aid projects

Three views on sustainability

In this session an aid-agency (ODA) point of view of sustainability was presented, alongside views from the private ELT sector and from a construction firm involved in 'hard' projects in developing countries.

Dr Carew Treffgarne

The speaker prefaced her contribution, entitled *Is there life after the project?*, by stating that the views she was about to express were her own and did not necessarily reflect those of ODA. She added that sustainability was a relatively new, but important, concept. In respect of this concept, the speaker saw four issues. These issues were:

- the nature of the afterlife

- the concept of counterparting

- the ownership of the project

- the relationship between the project partners (ODA and host government)

She also drew participants' attention to the elements that constitute the World Bank's view of sustainability. In the World Bank context, sustainability is particularly achieved through institutional development, human resource development and conditionality. The speaker then proceeded to examine the similarities between her views and those of the World Bank, and these are set out below.

Institutional development

Curriculum, staff and departmental development is a necessary constituent in the nature of sustainability.

Human resource/counterpart development

This presents problems that have to be solved in a realistic and non-patronizing way. It is unrealistic and patronizing to assume that the TCO (or ELTO) and his or her counterpart share identical assumptions and commitment. Nor is a one-to-one relationship essential. The speaker's view was that it is the host government's responsibility to select counterparts and that in-country training should not be underestimated.

Conditionality

Equates roughly with project ownership and relations between the project partners. The project needs to be seen as a sharing of inputs. To avoid creating a dependency relationship, the host government must contribute to projects. Equally, the host government must be involved at every stage of the projects from conception through donor withdrawal to final sustainability.

Lewis Kerr (Bell Educational Trust, Overseas Division)

Here, two ELT projects in India and China, in which the Bell Educational Trust has been closely involved, have been described. After indicating the principal aims, objectives and inputs the speaker went on to talk about sustainability as far as these projects are concerned, which he described as 'the ability to continue to contribute to the wider objective'. This, he suggested, cannot happen without such things being established as institutional strength (financial support, management strength), competent teaching staff and/or the ability to train new staff, continuing needs to be met by the institution, and finally, the ability to respond to changing needs and resources, e.g. updating materials and syllabuses and professional development.

The speaker then described the specific problems and specific advantages of being a contractor rather than an agent of government.

Problems

- non-involvement in initial discussion between donor and recipient

- inability to determine project goals

- possible lack of awareness of the gap in perceptions between donor and recipient

- lack of political influence if the project is subverted or changed

- no direct access to host government bodies able to influence the project

- no representation at review discussions

- no involvement in budget discussions

Advantages

- close relationships with local counterparts

- minimal lines of authority and command

- the ability to fine tune the project

The speaker finally focused on the risks/assumptions column of a project framework in the context of operating in China.

Rod Capper (Howard Humphreys Partners Ltd)

The speaker depicted the construction industry's approach to sustainability by setting out a series of problems and examples. Until recently, the construction industry had not been particularly successful in the maintenance and training aspects of projects, and this problem was now being tackled with specific funding in order to close the gap between the design and construction elements and the education and training aspects of a project.

The speaker then developed a list of requirements for sustainability in construction industry projects. The principal factors are:

- standardization in order to avoid too wide a range of equipment which would subsequently require maintenance

- appropriate technology which, the speaker stressed, did not mean low technology

- involvement of people experienced in the post-commissioning operation and in the maintenance of the end product during the design stage

- political awareness; an illustrative example was quoted to support this particular point, namely that of the World Bank arranging a series of seminars for ministers of transport and public works in Africa in order to increase their awareness of the importance of allowing for highway maintenance within national budgets

- motivation of host country staff must be encouraged, if not by increased remuneration, which was often impossible, then by improved career structures

- the funding agencies must look into the whole life of a project in order to ensure sustainability. A further solution can also be provided by twinning arrangements, for instance with UK highway and water authorities; but here the speaker was careful to stress that attention has to be paid to what he called technological difficulties. How far, for instance, would a UK road construction company be able to advise on dirt roads for Tanzania, there being no such roads in Surrey?

- finally, withdrawal must be properly planned and phased, to be followed by an agreed series of monitoring and control visits at set times and for pre-determined periods

The speaker went on to illustrate his points by giving a series of examples. In the first (a roads project in Tanzania) flexibility had been shown by the funding agency in order to meet particular local conditions; the funding agency had specifically allowed for sustainability through a minimum requirement for foreign currency in the operational stage. A further example stressed the importance of training (the Kenya Minor Roads Programme funded by the Swiss Development Corporation) and appropriate technology had been an important aspect of deep-well installation in Somalia and in the Dar-es-Salaam main drainage rehabilitation scheme.

Finally the speaker showed how sustainability can be achieved through a sequence of carefully co-ordinated factors (see critical path analysis, above). Thus a project starts with the design stage and continues through other stages such as choice of technology, political will, provision for foreign currency and adequate training plus proper motivation of in-country personnel. These should all lead to the vital objectives of project sustainability in the operational stage after withdrawal by the contractor. The importance of donors taking all these factors into consideration from the outset was emphasized in the speaker's concluding remarks.

'Wheels of change' (intermediate technology video)

Introducing the video, Tony Deyes explained that it illustrated some important elements in a successful project, including elements which contributed to sustainability. The salient features were:

- demonstrating a local problem

- providing solutions which: build on connections; provide incentives; meet current needs; introduce new skills

The video first showed how extensively the common bicycle is used in rural India for personal transport and the transportation of goods. The carrying capacity of a bicycle is, however, limited. Other non-motorized means of transport such as rickshaws and bullock-carts are relatively expensive.

The project team therefore came to the conclusion that an appropriate solution would be to produce a simple and cheap bicycle trailer that could be manufactured easily in rural workshops. The commercial benefits of the product were illustrated by a local fisherman, who explained that, with the trailer, he could carry a greater quantity of fish, needed to make fewer journeys to and from markets, could travel to sources further afield and could also hire out the trailer when he was not using it. As a result his income had increased significantly. The trailer was also shown being used for collecting firewood and delivering fresh water to schools.

The video then went on to show how simply the trailer could be manufactured in rural workshops using basic machinery. Employment in such workshops had increased and basic skills through on-the-job training were taught. The project had been initiated in three pilot workshops in Andhra Pradesh and then extended to other workshops.

Debate on project inputs for sustainability

Up to this point in the seminar training, funding and documentation had all been mentioned as of some importance in sustaining project momentum after donor withdrawal; further project components with sustaining potential are mentioned in the Paul Woods pre-seminar reading article (Appendix A), as well as in a World Bank paper distributed to seminar participants.

At this stage in the seminar, therefore, a debate was held in which six speakers discussed the contribution made to sustainability by a range of possible project inputs. In order to provide a little light-hearted competition at the end of the session, seminar participants were asked, ' If you had to choose only one of the inputs presented, which one would best provide for the sustainability of the projects you are involved in?'.

The summaries below are in the order in which they were presented.

Input: university links

Chris Housden (British Council Higher Education Group)

The speaker described the importance of establishing institutional links in ensuring project sustainability.

20

Such links, he argued, provide a flexible, inexpensive, non-bureaucratic and lasting means of helping to develop institutional capacity, thereby contributing to project success and sustainability. In support of his argument he quoted from Pat Holden, ODA's Social Development Adviser, who had pointed out the relevance of university links to ODA's Human Resource Development Policy, which 'seeks to strengthen institutions and individuals in order to achieve self-reliance and sustainability'. He also drew heavily on the World Bank's experience in measuring sustainability, and attempted to show how institutional links, particularly in universities, fulfilled the criteria identified by the Bank as being necessary for sustainability.

Input: post-project consultancy

John Burke (College of St Mark and St John)

Six features of project sustainability were suggested; continuing local support, a permanent or formal status for the project, incentives, flexibility, links to the original funded project and the absence of design faults. A number of roles and responsibilities were then suggested for the post-project consultant.

1 Maintenance: the consultant is a sounding-board, a source of updating and a source of momentum

2 Propagation: the consultant supports and suggests

3 Identification: the consultant can identify problem areas, training needs, etc

4 Direct participation: the consultant can be an adviser at workshops, an external examiner, etc

5 External representation: the consultant can be a link with other projects and institutions

In order to fulfil these roles successfully and effectively, however, the consultant must also meet certain conditions. He or she must have:

• a precise, carefully thought out specification of his/her role

• the right framework of values and cultural knowledge of the project and the environment in which he/she is to work

• strong links with an appropriate UK institution able to provide the necessary back-up

• local agreement that a consultancy is appropriate and that certain costs will be met

• local agreement on the precise nature of his/her role

• collaboration from all parties concerned

Consultancy time is expensive. Ways of accommodating or reducing the cost might include the following:

• an 'after-sales service' approach where consultancy costs are agreed as part of project funding

• an 'exchange value' agreement whereby consultancy services from the UK institution are offered in exchange, for example, for project-related students coming to the UK institution

• the 'piggy-back model' where the consultancy task is linked to another formal role, such as external examiner

• UK institutions recognizing the benefits of 'recent and relevant experience' among higher education staff and spreading the financial pressure of financing consultancies in various ways among the institutions concerned

Input: training of host country personnel

Jim Morrison (Moray House College)

A crucial element in the success of a project is consensus. This is achieved through the commitment of the stakeholders, which in turn can be obtained through incentives. A powerful incentive is UK training.

The arguments for UK training include the following:

• incentive

• process - for training experience as well as for training content

• perceptions - contact with others facing similar problems

• pressures - freedom from 'local' pressures of the job

• project continuity - the trainee will return home. It is also important, however, that in-country training be sustained and developed

This training would involve advanced professional study for key personnel, short (e.g. three-month) courses and training in project management - e.g. resource management, project evaluation and distance learning.

On the question of funding, the speaker listed a number of possible agencies. In addition to British Council scholarships and ODA PC awards he mentioned UNICEF, UNESCO, ILO and Rotary International, all of whom can be contacted through their regional or country officers, as well, of course, as the host country's ministry or institute. A further list for funding training can be found at Appendix C to this report. In-country training can take place through British Council Spectours, local ministry or institute initiatives, as well as voluntary organizations such as VSO and SIDA or charities such as the Harold Macmillan Trust, and BP General Educational Trust.

Input: educational technology

Brian Hill (Brighton Polytechnic)

The speaker proposed that educational technology could be an important tool for developing countries, but that it might be some years before it could represent an acceptable return on an investment. However, rapid advances in technology were occurring in business and

commerce and education was in danger of not taking full advantage of these developments.

The following technology is available, each with its own advantages:

- audio cassettes: simple, easily duplicated, wide range of material

- radio: easy dissemination of material, possible feedback

- video: motivating, strong impact, materials and technology available

- television: as video but with feedback, satellite links available within five years

- computers: networks and international links available, limited takeup

- inter-active video: the ultimate autonomous learning device although still technically problematic

The speaker listed the following aspects as keys to sustainability through education technology:

- institutional support; adoption of technology through adaptation

- the development of autonomous learning

- links with 'outside constituencies'

- the importance of evaluation

- the importance of understanding the cultural and social environment

- the need for early planning

- the need for flexibility in the system to meet local constraints

- the importance of training in the transition period

Education technology is here to stay, according to the speaker, but it is not a panacea and needs gradual introduction. In ten years time education technology will be making a real contribution to autonomous learning.

Input: professional advice and support

John Keleher (British Council, ELMD)

Since 'advice' may be conceived as somebody telling somebody else something, the speaker preferred to use the term 'dialogue'. 'Professional' was taken to mean anything to do with the project's main objectives.

A relationship exists between project efficiency, 'which includes sustainability', and inputs. Towards the end of the implementation period, the donor inputs are phased out and, at this point, host inputs should be increased. Sustainability problems are most likely to arise when the donor inputs stop altogether; during implementation, therefore, continuing dialogue on the

hosts' inputs is needed. The speaker described the communication links involved in a typical ELT project, starting with the host to the project, moving thence to the local British Council Representative and finally on to British Council HQ. In HQ, a large number of departments are available for advice, but, to ensure professional relevance and focus, the ELLD adviser is well placed to provide the key link to the project as well as to ODA advisers and other constituency institutions. Although this network is heavily used during implementation there is a danger that it can fall into disuse during the period of post-project sustainability, partly because the link between the project and the British Council Representative is weakened. It is therefore important, during the implementation stage, that the dialogue takes place and that the ELTOs' counterparts understand the co-operation arrangements between the British Council and the host institution, so that the counterparts themselves may have continued access to advice/dialogue when the ELTOs have left.

By judicious use of ELMD adviser's time and mixed money, advice on projects previously funded by ODA can be sustained beyond the project's formal lifetime.

Input: books

Jeff Samuelson (British Council Libraries Department)

As an introduction, it was pointed out that books was too narrow a term and that journals should certainly be included. The contribution which both could make to sustaining a project was the access to subject knowledge which they provided. But the books presentation programme need not stop at the provision of the printed word alone; it was suggested that the initial establishment or enhancement of a project-based library could also be through the mechanism of BPP. If the library were to be sustained after the project-funding period had ended, it was essential for the ELTO, with the active participation of professional colleagues, to be involved in four interrelated areas:

- seeking the support of policy makers
- attempting to secure recurrent funding
- attempting to ensure that the collection is properly managed
- ensuring access to current bibliographical information

If these matters were resolved during the project, it was suggested that books and journals themselves could help to sustain it thereafter.

After due consideration of the importance of inputs to project sustainability, as well as to the quality of presentation by the speakers, participants elected the training of host country personnel as the key factor in the sustainability of projects.

Cross-cultural constraints on sustainability; a view from South India

Robert Bellarmine (English Studies Officer, British Council, Madras)

The speaker made some broad statements about culture in the aid context, before passing on to some personal experiences and in particular to the situation in India.

In order to achieve sustainability of influence, it is necessary for the two parties in a project to have a broad understanding of each other's culture, but this should not be too broad; it is more desirable merely to assimilate certain features. The elements that can particularly change from one culture to another are the sources of motivation; the donor's cultural values may be imposed on, or challenged by, the recipient. Cultural issues need to be faced in the aid context in order to avoid the deception that aid is culturally neutral.

There are three cultural peculiarities in the Indian context.

1 A looser coupling between occupation and identity; teachers form social groups based not on their profession but on other factors, e.g. ethnicity. There is thus weak loyalty to the work institution and weak occupational motivation. This is seen in the South India project where, between the annual eight-week consultancy visits, there is almost no follow-up activity by the recipient teachers. Only two of the eight teacher-development groups are functioning on an occupational basis.

2 Perspectives on time differ between the UK specialists, who are consultants to the project, and the local participants. The Indian view is to see time as an 'inexorable cosmic frame of reference', whereas the western view is to see time as a resource.

3 A cultural communication problem is the Indian tendency to say 'yes' out of politeness; there is thus another India-western tension between the politeness-driven 'yes' and the fact-driven 'no'. Indians have a different concept of contradiction, exacerbated by social roles in the hierarchical structure, which dictates this reference.

What are the solutions in the aid context with sustainability in mind?

As regards loose-coupling, all teachers must be involved in the project from the outset, and need, probably, to be given some sort of career counselling regarding the project's relevance to them.

Both sides need to understand the time problem, especially as regards staff- development programmes; this can be helped by counterparts keeping a project diary.

English for what?

Dr Digby Swift (Education Adviser, ODA)

The speaker's concern was to emphasize that the valuable aspect of an ELT project to be sustained was not its contribution to English for its own sake, but to English for a clear developmental purpose. If well designed, English projects could be as valuable developmentally as any other projects. Indeed, competence in English language is often needed to make, e.g. health sector or agriculture sector projects, sustainable. This sustainability arises from the enabling power of English whether as the medium of instruction or as the language

through which people have access to science and technological information and ideas. The importance of ESP is to help students to learn and to communicate more effectively in these areas.

The speaker then indicated that there exists a range of options to support ELT initiatives and that providing ELTOs was not the only answer. As an example, UK publishing expertise should be tapped where appropriate. In terms of sustainability, it is important to recognize that a project is a local government initiative which ODA is supporting. Projects need to be well thought out and contain clearly stated objectives about the reason for supporting English in relation to its wider developmental impact. The project framework and memorandum are good tools for these purposes. Monitoring of progress towards the objectives is an important aspect of any project and allows factors that are supporting or detracting from its sustainability to be identified.

In discussion the speaker indicated that, in general, there should be immediate objectives to be achieved within the project lifetime; wider objectives could often only be achieved after the project was completed, although there would often be a follow-up project to take the initial project further. As to the question of supporting ELT in EFL situations, the speaker indicated that this would normally need to be justified in terms of vital manpower needs in commerce, science and technology. As to ODA's support for primary education, the speaker acknowledged its poverty-focus potential, but noted that ODA could sometimes relieve poverty more effectively through secondary and tertiary level projects. When asked about the political nature of aid to ELT, the speaker stated that the primary concern with ELT was as a developmental tool but that obviously political considerations were taken into account.

Management issues in sustainability

Bob Steedman (British Council Representative, Oman)

This was an extra discussion section organized in response to questions raised earlier.

The presenter asked four questions related to the theme of sustainability.

1 At what level does a project 'bolt on' to the host institution? If the contact is at too low a level this could be a problem because it could lead to insufficient attention to the project during the implementation phase and people involved on the host government side could lack influence to ensure continuity of the project after ODA funding ceased.

2 Managing and reporting structures: who does Head of Project report to in the host government and in ODA? Again, there is the need to report a right level or sustainability could be affected.

3 Public relations: the project must be known to decision-makers in the host government, in the UK mission and in international aid agencies.

4 Local administration procedures and regulations: it must be ascertained whether counterparts are in

23

established posts or merely seconded to the project
and thus likely to be called back immediately after the
project ends. Attention also needs to be given to any
government regulations that may affect release of
personnel for training.

Discussion on the four topics was as follows:

- one solution to question 1 above is to involve the
Ministry closely in planning the project, with lines of
communication detailed in the project document.
Where levels of access are unclear, it is profitable for
both parties to attempt to decide together at what
level the projects should 'bolt on'; counterparts, of
course, may find it difficult to maintain contacts at
the levels of government to which ELTOs may have
access

- question 2 above raises the further question; 'whose
project is it anyway?'. Monitoring is also needed from
the host government to show that they have a manage-
ment and organizational interest (as happens for
example in Kenya). The point was strongly made that
a report needed to go to host governments after a
British Council/ODA inspection or monitoring visit

Part III: Case-studies

Sri Lanka - Higher Institute of English Education

Case-study leader; James Drury

Background

The Sri Lankan Higher Institute of English Education is a legally constituted institute of the National Institute of Education (NIE), and confers, through NIE, degrees, diplomas and certificates in the teaching of English; it is hoped that shortly it will also be able to offer a B.Ed. It has eight academic staff plus two ELTOs, and is supported by a library staff of two and an administrative staff of three. It is concerned not only with the training of teachers, but also with the training of trainers for other NIE institutes, and it is this institutional development that the ODA project is particularly concerned with at present.

The task

To identify positive elements in the present project which contribute to its sustainability, and to identify factors that militate against, or threaten, sustainability.

To determine strategies that will exploit the strengths and offer potential solutions to factors that threaten the sustainability of the project.

In light of these strategies, to complete a revised project framework for the current project (until 1992).

To draft a project framework for a phase 3 project. It needs to be established that the ODA three-year financial management cycle is not likely to be sufficient for successful institutional development of an educational project, where the training-cycle frequently exceeds that time-scale. What it should do is provide an opportunity to review the scale of inputs and determine how to manage phased disengagement (i.e. possibly, increase) of external aid commitments. It is also clear that in all project planning a 'maintenance phase' should be included after major withdrawal, with expatriate staff input (either resident or visiting).

Discussion

Discussion led to a SWOT analysis of the project. Potential weaknesses and threats relating to sustainability were then proposed (see action plans below).

SWOT analysis: HIEE project, Sri Lanka

Strengths

1 Staff quality: involvement and commitment to HIEE, especially Director

2 Strong student motivation

3 Involvement in project from outset by both BC and host government

4 Strong infrastructure: good resources

5 Good plant and buildings

6 Salary structure established which gives better remuneration than in TTCs

7 Potential staff recruits already under training on suitable MA courses in the UK

Opportunities

1 Provision of management/counselling training, formal and through inputs from Director and experienced head teachers

2 Introduction of graduate programmes (two-year B.Ed. ELT, one-year MA ELT)

3 Physical potential for expansion for new relevant courses

4 Influence in the system through expertise and commitment of alumni

Weaknesses

1 Dependence on Director

2 All management/administration decisions taken jointly by Director and ELTO Chief Advisers may indicate some consultant dependency

3 Problems over staff and student accommodation; cost of living in Colombo; staff loyalty

4 HIEE does not have power of appointment for staff appointed by NIE, so far supportive because of sympathy to project by Assistant Director-General, National Institute of Education

5 Staff nearly all trained before inception of project on MA courses of variable relevance; happier with theory than with practice, especially teaching practice

6 Staff establishment fixed; difficulty of introducing new blood

Threats

1 Political instability may lead to difficulty in maintaining geographical and ethnic spread

2 Physical plant may be envied by other, more powerful, institutions

3 Institutional jealousy because of HIEE success, universities may offer courses in the same area which could confer higher status

25

7 Dependence on external
bid for equipment and
maintenance

Action plans

Below are listed strategies and responsibilities for
mitigating the weaknesses and forestalling the threats
as agreed by the group (numbers in brackets refer to
the weaknesses (W) and threats (T) in the SWOT
analysis).

1 **Management capacity**   Responsibility

  a Short course training in   ODA
    management administration
    for chief project officers
    to strengthen confidence
    amongst senior staff (W1)

  b Activation of Deputy-   Local
    Director's responsibility
    during absence on training
    of Director (W1)

  c Provide on-the-job manage-   Local
    ment training through
    responsibility for course
    co-ordination with ELTO
    counterpart support

  d Expatriate presence, on a   ODA
    reduced scale, should be
    maintained in a phase 3
    project (W2)

2 **Professional capacity**

  a Increase staff awareness   ODA/Local
    as practical classroom
    operators through suitable
    training (W5)

  b Develop means of   Local
    reorienting staff to
    perceive themselves as
    practical experts through
    maintaining 'recent and
    relevant' classroom
    experience (W5)

  c Chief ELTO adviser to   Local
    recommend to Assistant
    Director-General that the
    Director of HIEE be an
    ex-officio member of the
    HIEE Appointments Board
    (W4)

  d Work towards early filling   Local
    of the three established,
    but at present, vacant APO
    posts (W6)

  e Maintain and extend   Local
    Outreach Programme (see
    assumption column of
    framework) (T1)

  f Provide third country   Local
    low-technology training for
    the CPO counterpart (W7)

  g Expatriate presence, on a   ODA
    reduced scale, should be
    maintained in a phase 3
    project (W2)

  h The NIE should be   Local
    persuaded to introduce
    accommodation, or an
    accommodation allowance,
    for HIEE staff and
    students (W3)

  i Maximize utilization of   Local
    staff and facilities on
    core programme (T4)

  j Make it plain that external   Local
    inputs, e.g. book
    presentations, cannot be
    diverted from project-
    related objectives (T4)

3 **Institutional preservation**

  a The NIE should be   Local
    persuaded to introduce
    accommodation, or an
    accommodation allowance,
    for HIEE staff and
    students (W3)

  b Tie the provision of   Local
    future aid-funded
    equipment to the establish-
    ment in HIEE of a
    technician-level
    resources post (W7)

  c Provide appropriate   Local
    training for the post
    (W7)

  d In negotiating phase 3,   ODA
    introduce a requirement
    for host country provision
    of a maintenance and
    renewals budget (W7)

  e Fill vacant established   Local
    posts, run more courses,
    maximize visible
    utilization (T2)

  f Encourage and develop   Local
    institutional loyalty
    among alumni, e.g.
    through enlisting support
    of former students in
    outreach activities,
    encouraging them to

return to HIEE to follow
degree courses and
through newsletter (T2)

g Sustain credibility of   Local
   HIEE programme through
   quality, and media
   exposure, e.g. HIEE
   promotional video on
   national TV (T3)

h Maximize utilization of   Local
   staff and facilities on
   core programmes (T4)

i Make it plain that   Local
   external inputs, e.g.
   book presentations,
   cannot be diverted from
   project-related
   objectives (T4)

j Work towards early   Local
   filling of the three
   established, but
   currently vacant, DPO
   pools (W6)

4 Phase 3

Not only will the present project be sustained, but its
area of activity and its influence be increased, if, well
before the conclusion of the present project, agreement
can be reached on a successor project (see attached
project outline) at degree level but with reduced ODA
input.

Remarks

Lessons for sustainability which have been learnt from
successes in project to date.

1 Involvement of host government in the project from
   the outset is important, especially if it enables
   strategies for reducing consultant dependence over
   time to be devised

2 Assimiliation of ELTOs into the project team is
   essential at the earliest opportunity

3 A staggered withdrawal of ELTOs should be planned
   with a view to trained local staff taking responsibility
   progressively to reduce dependence

4 A staggered introduction of ELTOs should be
   considered to fit the needs of the project and to
   reduce overdependence at the beginning

5 Continued financial support is required from all
   parties after the withdrawal of ELTOs

6 The three-year project planning cycle should be
   regarded as a financial planning tool, but the project
   should effectively be planned and documented for its
   entire life, even if such a time-scale is in excess of
   three years

7 The project will tend to succeed if it clearly fills a
   need, has relevant and motivated staff and selects the
   best students. This will enhance the multiplier
   effect. Physical location and political will are also
   important factors

8 Counterparts must have clearly designated job
   responsibilities, for which appropriate training should
   be given

HIEE phase 3 (draft project framework)

Wider objectives

1 To improve and sustain the position of English as a
   link language in line with Sri Lankan government
   policy

2 To improve the standard of ELT and learning in Sri
   Lanka

Immediate objectives

1 To produce HIEE trained graduate language teacher
   educators

2 To produce an increased number of better trained
   language teachers, with the capacity to operate as
   INSET teachers

3 To obtain HIEE senior staff with management
   competence

4 Research skills, reports, publications and conference
   presentations

Outputs

1 ELT programmes at first degree and higher levels

2 Sustained general professional training on Dip. TESL
   and other ELT courses, both within HIEE and by
   increased outreach activity

3 The enhanced and sustained professional and
   managerial development of HIEE staff

4 Research in ELT and related management fields

Inputs

Local: provision of suitable staff, provision of an
operating and maintenance budget, plant, utilities,
furnishing and spares

ODA: ELTOs, consultancies, training, books,
equipment

Kenya - Secondary English Project

Case-study leader; Richard Arden

Background

While the first phase of the project has concentrated on
training tutors for INSET, the next phase will focus on
developing a sustainable in-service system based at
district level. The success of this system will depend
on the setting-up of a teachers' advisory centre, a

cadre of trainers, and co-ordination of interest groups (heads, inspectors, teachers, education administrators).

In addition, this district focus must link up with a national and provincial structure to ensure commitment at all levels, and a proper system of monitoring and updating.

The task

The group examined various ways of ensuring sustainability, and focussed on institutional development and consensus - building and fun-ling in relation to the district teachers' advisory centres (TACs).

Discussion

The following problems/questions were considered:

- where should the system be focussed?
- who contributes to it?
- what activities do they carry out?
- what are the criteria for siting TACs?
- who runs them?
- what skills should those who run them have?
- how are the TACs funded?
- how can the system be monitored and updated?
- how can commitment of all parties be maintained at district level?
- how can this commitment be incorporated into the official system?

Solutions

In answer to the first two questions, it was felt that the most effective way of developing a sustainable system would be as that set out below.

The teachers' advisory centres would act as a catalyst for teachers' views and needs. They would be administered through a district education committee, consisting of the TAC tutor, teachers, chairman of the district heads' association, the District Inspector (secondary), and the DEO. Other interested parties such as parents, businessmen, etc. could be co-opted when required. The running of the centres and planning of in-service courses would be monitored through reports by District Education Officers to the Provincial Inspector in the Provincial Education Office. The latter could also pay visits to centres to check their administration. .

In relation to the third, fourth and fifth questions above were the following guideline answers:

role of TACs

- provision of professional information

- dissemination of official information
- support through professional books and class library sets
- support through other printed material/visual aids, etc
- base for meetings and INSET
- social centre for teachers

criteria for siting of TACs

- local demand and evidence of initiative
- number of teachers/schools nearby
- accessibility
- building availability (new construction would be avoided)
- other resources (e.g. primary support programme already initiated through ODA)
- official/inspectorate support
- visibility (i.e. impact on other districts, who could follow the model)
- ethnic/geographical issues
- cost/design issues

On the question of who should run the centres and the skills they should have, it was felt that a number of key tutors should be selected from those already trained as INSET trainers by the project and given further training in organization, administration, negotiation, training and information organization.

Initial funding would come from BPP through the Secondary English Project. For future funding it was suggested that continued support could come from BPP, coupled with match-funding by ODA/Kenya, a recurrent vote for each District Education Office and fund-raising activities by the TAC tutors.

In addition to monitoring by the Provincial Inspectorate, there was a need for updating and retraining at national level. This would be carried out by national trainers and would be organized through the National Secondary English Panel which incorporates both Inspectorate and Kenya Institute of Education (KIE) personnel. Since KIE is a curriculum development and materials production centre, they would also play a strong role in equipping and assisting the TACs (see Appendix to this section).

Finally, the group felt that, despite the need for a formal institutional structure, the actual target group - the teachers - would be the most vital element in success of the TACs. Therefore there was a need to tap the project into existing initiatives such as teachers of English associations, teachers unions and subject panels and encourage them in all districts. This could also be done through the District Education Committees (DECs). In addition, an annual ELT newsletter,

published by KIE would be a useful supplement to the
activities of the TACs.

Action plans

The group focussed on the immediate procedure to be
adopted by the project in developing the above
requirements and came up with this implementation
plan.

1 Needs analysis; survey of existing TACs,
   questionnaire on teachers' needs, consultancy visit

2 Proposals to Ministry; structure, responsiblities,
   funding, scale and phasing, setting up DECs

3 Drawing up criteria for siting and equipping

4 Drawing up criteria for selection of TAC tutors

5 Training plan; in-country, UK content, timing
   structure

6 Setting up district education TAC committees (through
   provincial inspectors)

7 Setting up teachers' associations at district level

8 Setting up and monitoring eight teachers' advisory
   centres (phase 1)

Remarks

It should be noted in the above action plan that
training, involvement of local personnel at all levels,
building into existing local structures and consultancies
are included as factors for sustainability.

The group recognized that some attempts to set up
teachers' resource centres in the past have met with
failure. However, in Kenya there are already existing
primary TAC centres, and the wish of the Ministry is
that the better ones be selected for combining with the
initial secondary centres proposed in the project.
Therefore it was felt that, with careful planning and
realistic aims, a viable system could succeed. It should
also be noted that, while the group concentrated on this
aspect of the Secondary English Project for the
exercise, there are other features (such as the develop-
ment of an INSET handbook and a national training
institutional structure) which are intended to contribute
to future local development after the project life itself.

Appendix
Institutional structure

```
┌──────────────┐
│   Schools    │
└──────────────┘

                                    ┌──────────┐
                                    │   TAC    │
                                    └──────────┘
                                         │
     DEO                            ┌──────────┐              ┌──────────┬──────────┐
     DIS ─────────────────────────│   DEC    │──────────────│   DIS    │   DEO    │
     HTA                           └──────────┘              └──────────┴──────────┘
   TAC tutor                                                        │
                                                            ┌──────────┬──────────┐
                                                            │   PIS    │   PEO    │
                                                            └──────────┴──────────┘
                                                                   │
                                                            ┌──────────┐
                                                            │   NSC    │
                                                            ├──────────┤
                                                            │   SEP    │
                                                            └──────────┘
                                                                   │
                                                            ┌────────────────┐
                                   ┌──────────┐             │  Inspectorate  │
                                   │   KIE    │─────────────┤────────────────┤
                                   └──────────┘             │    Ministry    │
                                                            └────────────────┘
```
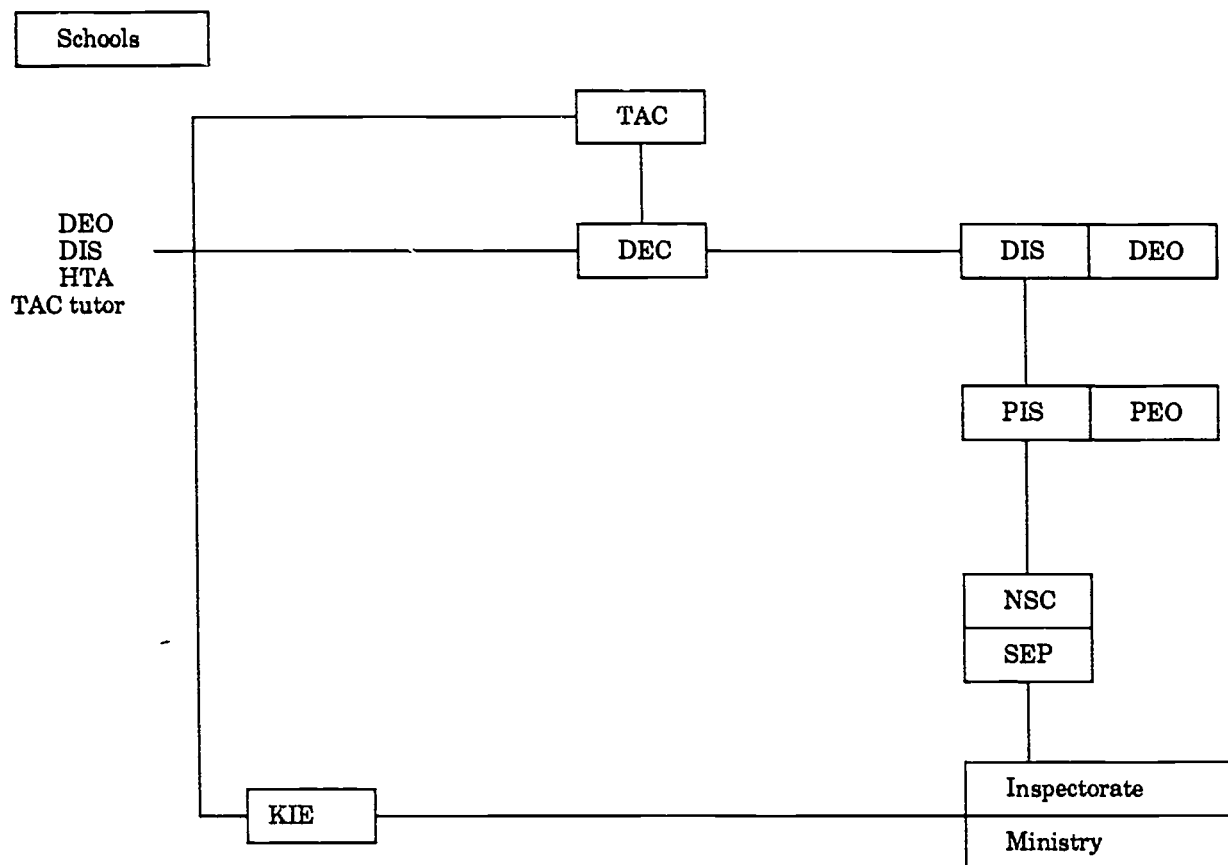
KEY

TAC - Teachers' Advisory Centre
DEC - District Education Committee
DIS - District Inspector of Schools
PIS - Provincial Inspector of Schools
DEO - District Education Officer
PEO - Provincial Education Officer
NSC - National Steering Committee
SEP - Secondary English Panel
KIE - Kenya Institute of Education

East Malaysia - Rural primary teacher training

Case-study leader; George Taylor

Background

The Rural Primary English Project has, as its main aim, the training of English language primary teachers through:

- forty-five hour INSET course (the basic course)

- training of language instructors, i.e. teacher trainers (LIs)

- development of materials for the INSET course

- development of materials for courses run by LIs

- development of sustainable procedures and practices

It is being funded over the period 1986-91 by ODA (£750,000) and locally (£150,000).

To date the following activities have been developed on a divisional basis for six divisions (i.e. geographical regions):

- basic courses run

- LIs identified

- materials for basic course and LI courses produced

Problems arose however when implementing the original design. Transfer of training from one geographical region to another on a rolling basis was a flawed concept.

The task

The group set itself the task of producing a matrix to underline the problems at different levels of the project which affect sustainability. Solutions and action plans were then proposed as shown in the following tables.

Rural Primary English Project - Sabah, East Malaysia

Sustainability problems	Solutions	Action/Remarks
Staff development		
State LI may not be as active/ effective as ELTO, Project Leader	Provide UK training as requirement of post	Recurrent TCTP as necessary
Divisional LIs post not formally established and not formally linked to Divisional Education Officer	A deputy in UBI/BLK should be appointed and have UK training (with bonding) after a year in post	Further discussion necessary with Head Languages Section
	State LI to meet with Committee of Divisional LIs thrice yearly at UBI/BLK to discuss Divisional LI plans and problems	Committee to produce agenda for discussion with State LI
	Regular meetings between State LI and Divisional Education Officers	ELTO to establish during life of project
	Monthly reports from State LI to UBI (collected for annual consultant)	ELTO to establish during life of project
	Negotiate appointment of Divisional LIs to the supervisor posts in Divisional Education Office as these become vacant	Discuss with Head BLK, Divisional Education Officers and Head Appointments Division
	Attach training to Divisional LI supervisor posts in Divisional Education Office	Discuss with Head BLK, Divisional Education Officers and Head Appointments Division and seek funding
	Annual consultancy visits/seminar to help cement links between Divisional Education Officers and Head of BLK re project	Agree with Head BLK, Divisional Education and seek funding
Teacher training		
Teacher-training colleges, lack of links with these four pre-service colleges and cessation of the forty-five hour basic in-service course	Closer links; incorporation of project teaching methods into TTC curriculum	Initial talks with TTCs and TTC principals in progress; to continue further
	Involve TTC staff and students in project in-service workshop	Initial talks with TTCs and TTC principals in progress; to continue further
Planning; need to develop planning in UK	Annual consultant to assist with planning an annual training programme for State, Divisional and District LIs	Request ODA funds (HED link?)
Class observation techniques; lack of back-up support for teachers and need to identify problems for District/Divisional LIs	Make training videos for training District and Divisional LIs	Write scripts/make video film

Sustainability problems	Solutions	Action/Remarks
Quality control		
Mechanism for measuring progress; an additional and more reliable measure than national exams needs	Sample testing of school students	Carried out by outside agency (Bell, CBT, BC, Singapore, Leeds). Initial discussion by ELTO Project Leader with Head of Division BLK, also for funding
Training programe; need to ensure quality annual training programme	Consultancy visit for planning annual training programme	HED link, ODA funding to be applied
Training filming; to ensure feed-back from independent source on quality of training	Make films of training sessions	Send films to BC Singapore

HED   - Higher Education Department, British Council
LI   - Language Instructor
UBI   - Unit Bahasa Inggeris (English Language Unit)
BLK   - Bahagian Latihan dan Kurikulum (Division of Training and Curriculum)

Ethiopia - Curriculum renewal

Case-study leader; Oliver Hunt

Background

The components of the present projects are as follows:

- to establish service English courses at universities and colleges

- to improve the service English courses at Addis Ababa University, Asmara University and the teacher training colleges

- to introduce textbook/curriculum renewal plus INSET for the secondary level

- to prepare radio and television programmes for schools

The task

A decision was made to draw up a new project to cover curriculum renewal and INSET. Two possible scenarios presented themselves.

Scenario 1   The ELTO initiates discussion on whether to produce new textbooks for grades 6-12

This proposal is accepted by the Ethiopian Ministry of Education

A consultancy visit is organized to report on the feasibility/mechanics

A new project is drawn up (1990-1995/6)

The curriculum ELTO begins work (September 1989)

A new co-ordinating panel for ELT is established

Scenario 2   The Ethiopian Ministry of Education rejects the idea of producing new textbooks

The curriculum ELTO initiates work on syllabus revision, exam revision, the production of teachers' guides for the existing textbooks and a programme of INSET

Discussion

Discussion focused on whether the Ethiopian project was one project or four. A SWOT analysis of the situation revealed the following strengths:

- the project was nationwide

- co-ordinated approach (primary, secondary, tertiary)

- the existence of many counterparts

and the following weaknesses:

- the scale of the project

- a possible change in language policy

- no curriculum ELTO as yet

Solutions

Elements of these scenarios were then combined, showing that the project, as presently drawn up, could be completed on time with a major part of the objectives fulfilled.

September	1989	The curriculum ELTO begins work in late 1989 on syllabus and exam revision, the production of teachers' guides, and INSET
June	1991	Revisions and teachers' guides complete. 1,000 teachers have received INSET (one-seventh total number of teachers)
	1992	A new project is initiated, with the objectives of producing new textbooks, new teachers' guides, continuing and developing INSET
	1993	The syllabus and materials for pre-service teacher training are revised in line with the new textbooks
		The radio and TV support programmes are revised in the light of the new textbooks
	1996	Project completed

A review of the different components of the project and of the time line suggested that work on the curriculum would sustain work on pre-service training and media support.

Action plans

1   To capitalize on the existing systems at the universities and colleges, including highly qualified staff, administrative back-up, etc

2   To employ a trained resource person to run the resource centre at Addis Ababa University (training of this person to be added to the job description of Dr Hicks, ELTO, Addis Ababa University)

3   To organize a national co-ordinating committee for ELT, to be suggested and promoted by Oliver Hunt, co-ordinating ELTO (see below)

4   To arrange one BC consultancy visit per year

5   To implement short UK courses for Ethiopian teachers (at least one per year)

6   To provide for maintenance of equipment

7   To set up the possible new textbook project

Recommended tasks/roles of the co-ordinating committee:

1   To monitor the integration of the various project outputs

2   To monitor the resource centre

3   To monitor the link between the school and higher education sectors (via the national exam and curriculum)

4   To evaluate the curricular and materials innovations, by monitoring all possible sources of feedback, including exam results, subject lecturer feedback, etc

5   To consider curriculum renewal

6   To make recommendations regarding future development

7   To identify and monitor appropriate project-related research areas for MATEFL students

8   To disseminate information to relevant parties

9   To explore the feasibility of an annual national ELT symposium

10 To promote public and official awareness of the project impact

Suggested membership of the ELT committee:

• The Deputy Minister, Higher Education Division, Ministry of Education, or his nominee

• The Dean, Institute of Language Studies, Addis Ababa University, or his nominee (hopefully, the Head of the English Department)

• The Head of the English Department, Kotebe TTC

• The Head of the English Department, Bahr Dahr TTC

• The Head of the Department of Mass Media, MoE

• The Head of the English Panel, Curriculum Department, MoE

• The four ELTOs

• The British Council Representative (to act as Secretary)

• A school's representative

• The VSO Field-Director (when VSOs enter the project)

• A representative from the Ministry of Planning

Analysis of case-study solutions

Dr Roger Bowers (Controller, British Council English Language Literature Division)

The speaker indicated that, in his view, most of the case-study groups had been concerned with project effect rather than sustainability per se. He said that in any discussion on sustainability three principal questions should be considered.

1   What are we trying to sustain - The project? The project benefits? The trained staff?

2   When does a project actually start, and when does it actually end - at the end of the ODA cycle, or at the end of the sustainability period?

3   When do we need to start thinking about sustainability?

There are several levels in any project which have to be considered in any discussion on project sustainability:

• the original endorser of the project
• the management
• the professional scale
• the support staff
• integration

The higher levels are more important but also more volatile. The things to be sustained are:

• a continuing programme
• continuing resources (including staff)
• a change in attitudes

It was pointed out that education is what projects are about, not just training; maintenance of what has happened as a result of the project is not sustaining that project, since sustainability must be further designed to expand a project, renew a project or close a project down. Thus the major concerns in any project's sustainability consideration are creativity and criticality.

A project needs, both before its inception and after its ODA end:

• aims
• objectives
• aftercare
• evaluation measures
• management
• resources
• contracts
• accessibility
• incentives

- and, above all, a driving force.

The session was then offered for open forum and three issues of concern were discussed.

1   Textbook projects: it was generally felt that textbook projects, as long as they were well set up and could be guaranteed for use in schools and colleges, were a good means of achieving sustainability of input. They

involved the training of writers among counterparts, could give rise to a form of in-service training, and achieved a wide effect at a relatively low cost over a long period of time.

Arguments against textbook projects focused on the time/money wasted if books produced were not adopted in the school system, and there was also some feeling that production of supplementary material might be a better means of training local personnel.

2 Planning: there was a widely agreed view among all participants that the financial planning of projects for a three-year period only created difficulties for host governments in a number of ways:

- the host government fears withdrawal of ODA aid and a lack of commitment by Britain and therefore sees no point in trying to sustain what Britain walks away from

- if ODA only plans funding for three years, how does the host government know how to plan contributions it is expected to make in the future?

- in such a short span of time, there is likely to be some difficulty in predicting and solving problems

Whilst it is acknowledged that the project framework can be changed as far as input/output is concerned, the immediate objective has to remain and may be found to be unrealistic once the project has started. In terms of finance an incremental or 'rolling' plan seemed a much more attractive and functional way of planning project expenditure.

3 Have previous projects - now finished - been sustained? If so, how?

While it was acknowledged that such things as buildings, course books, etc. were partial indicators of a substantial project, the most important evidence of sustained input, such as change of attitude, trace memory, education theme/policy change was not quantifiable; perhaps the previous project was only a contributory factor to them in any case. Sustainability must be seen as after life, not after-care.

Part IV: Action plans

Preamble

At a closing session of the Dunford House Seminar some suggestions were put forward as to how ODA and the British Council might better enhance the sustainability of ELT projects. These proposals derive, in general, not from radical departures in project design and implementation, but from the refinement and emphasis of already existing principles, as set out, for example, in ODA's *Guidelines for the preparation of project memoranda* or *Policy guidance note 40*. The proposals are under three headings.

1 Project design

a Transfer of management skills to host staff should receive more consideration by ODA/BC staff involved in project design. This could be achieved through spending more lead-in time on familiarizing local staff with project management issues and during implementation, encouraging training of a wider cadre of local staff in project management at their respective levels

b The project memorandum should clearly state, under paragraph 11, what arrangements are to be made for project sustainability (see *Guidelines for the preparation of project memoranda* prepared by ODA's South East Asia Division), and such measures should be built into the project framework and costings

c Given that human resource development is a long-term investment, consideration should be given to somehow minimizing the potentially adverse effects on sustainability of the three-year financial planning cycle

d When drawing up job-descriptions and recruiting for ELTOs and Education Advisers, ELLD should explicitly refer to required management skills where appropriate

2 Project inputs

a Any equipment provided for a project should, as a major consideration, be locally serviceable

b The role of the UK higher education sector, not only in the provision of academic professional and project-related training, but also in consultancy links, in-country training and evaluation, is such that consideration needs to be given as to how it might contribute more effectively to the project-planning and implementation process. Controller ELLD has offered to arrange a meeting with interested groups in the higher education sector to consider a fuller definition of respective contributions to project management

c Due to the potential value of good written materials as a factor in the sustainability of ELT projects, and the repeated demand for these by host governments and institutions, ODA/BC should devise guidance notes on the involvement of ELTOs, UK publishers and local resources (printing facilities, etc) in materials-writing projects. *Policy guidance note 40* offers some advice in this respect and could

usefully be expanded or supplemented through Council/ODA channels

3 Information

a Reporting structures and the question of readership and 'ownership' of project documentation should be set out clearly in project memoranda

b ODA should make available relevant parts of their handbook on project management and design, so that the concepts and procedures of 'projectization' are understood more fully by all concerned, including in-country authorities

c One edition of ELLD's *English studies* should focus on project management with particular emphasis on sustainability, drawing on the experience of those in the field

d Under 'projectization' there is a clear need for the deployment of ELTOs and TCOs with management skills. Consideration should be given by ODA/BC to the most effective forms of training and briefing in this area

Appendix 1
Pre-seminar reading

Pulling out of a project: twelve tips for project planners

Paul Woods

This article considers some of the problems inherent in language-teaching projects, particularly in the Third World, which rely heavily on external funding and expatriate personnel. Various strategies are suggested to help ensure that innovative ideas and approaches continue to develop well beyond the withdrawal of external human and financial resources.

The design of ELT projects

Many language teaching 'experts', particularly in the less developed countries, now operate as part of a project team rather than working in the isolated singleton posts which were characteristic of most external aid to ELT in the developing world in the 1960s and early 1970s. A great deal of thought has been given to the design and implementation of projects. The characteristics of a project, including clearly specified aims and objectives and a limited life-span have been delineated (Mountford 1981), and numerous case studies in project design have been documented (see, for instance, ELD/CIS, The British Council, 1980; Brumfit (ed.) 1983). The design and implementation of ELT projects, particularly in teacher education, has been the subject of several in-house seminars for educators and teacher trainers organized by the British Council (for example Coffey (ed.) 1983). There is general agreement on the need for detailed initial planning at the start of the project, formative evaluation allowing for changes of emphasis during implementation, and a final summative evaluation towards the formal conclusion of a project.

Maintenance of projects

However, it seems to me that until recently not a great deal of thought has been given to maintenance after the formal end of a project, once the foreign so-called 'experts' have left and only local resources, human and financial, remain. In a discussion of projects of a slightly different kind, Mike Beaumont has pointed out[1] that the development of windpumps and similar items of intermediate technology entails the following steps: research—design—manufacture—installation—maintenance. I believe that ELT projects often include the first four steps, but make little or no provision for long-term maintenance.

Throughout the Third World one cannot travel far without spotting some rusting relics, the tangible remains of failed agricultural or industrial projects. The projects may have failed for a variety of reasons: inappropriacy, maladministration, overdependence on high-tech equipment, lack of spare parts for machinery, to name but a few. There is a danger that, unless we pay far more attention to the aspect of long-term maintenance, our language-teaching projects will similarly fall into disuse—though with fewer obviously visible reminders left as blots on the landscape.

In this article I pinpoint twelve areas on which project planners and coordinators could focus in order to ensure that their projects have long-term effects extending well beyond the date when external funding is cut off and high-cost aid personnel are withdrawn. I have taken most of my examples from the Sierra Leone Key English Language Teaching (KELT) Project, which I coordinated from 1984 to 1987. This project, set up in 1981 with assistance from the Overseas Development Administration and the British Council, ended in July 1987. The main aim of the project was to improve the quality of English teaching at primary level in Sierra Leone through pre-service teacher education in the country's five primary teachers' colleges and in-service teacher education at local level. One of my major concerns was to ensure that the considerable investment of time and money made by the British Council and the Overseas Development Administration (ODA) was safeguarded, and that after July 1987 ELT activity in these areas continued to promote dynamic, progressive change.

Twelve tips   1 *Involve local participants at all stages of the innovation process.*

Change is often best initiated by local personnel themselves. If a project in syllabus design or materials production is to succeed in the long term, local participants must be involved at all stages in the process, from any initial exploratory 'consciousness-raising' exercises, through writing and editing, to evaluation and final revision. In Sierra Leone a new teachers' college ELT syllabus and twenty units of supporting materials for lecturers and students were produced at a series of five workshops held over a period of two and a half years. This might seem an inordinately long time, but the outcome has been that lecturers view the finished product, however imperfect or apparently dated it might seem to an inside observer, as their own work. They thus have a stake in its success, and are far more likely to want to promote and develop it, with suitable adaptations and additions to suit their individual circumstances, than if a team of writers had produced a professionally more polished and up-to-date piece of work to be imposed from the top down.

2 *Leave behind materials which local personnel can utilize.*

People come and go, but print lives on. In most developing countries print materials are hard to come by, expensive, and often not entirely relevant to local circumstances. We can gain the maximum mileage from high-cost expertise by ensuring that project personnel create appropriate and relevant print materials which will be left behind when the 'experts' leave. In Sierra Leone, a package of 16 topic-based instructor's notes and supporting materials for in-service workshops has been created. The package was largely the work of VSO and CUSO volunteers attached to the project, along with their Sierra Leonean counterparts. Each unit was edited by a KELT lecturer, and the whole package is currently being revised and re-issued. It is anticipated that this package will provide source materials for local teacher supervisors and others involved in primary level INSET (for example, Peace Corps volunteers) for at least the next ten years.

3 *Provide adequate incentives.*

In most developing countries, teaching, as in Britain, is a low-status, low-paid profession. We can help to ensure that loyalty and morale are maintained by providing incentives. In Sierra Leone a major incentive has been

Pulling out of a project

the opportunity for further study overseas. While it is important to realize that awards for training are allocated on merit and are necessary to the success of the project—they are not *just* an incentive—the opportunity afforded to the best performers ensures that other teachers perform at their best, in the hope of being themselves selected for further training. ODA has sponsored several lecturers from each primary teachers' college for diploma courses, and thirteen teacher supervisors for short, three-month courses in the UK. In addition, a few lecturers have been sent for MA courses, and teacher supervisors for one-year diplomas in ELT. Higher qualifications automatically guarantee a higher salary, so the incentive is financial as well as purely academic or educational. Other incentives in Sierra Leone have included the provision of T-shirts with a printed motif for teacher super-visors, and files for college lecturers. Other possibilities might include the provision of project pens and pencils, or presentation packs of resource books for teacher supervisors.

4 *Secure internal resources for maintenance.*

If project activity is to continue beyond the formal end of external input, internal/local resources for maintenance must be guaranteed. This is some-thing which project planners might consider writing into bilateral agree-ments from the start of a project. Local costs saved by the departure of foreign experts, for example the costs of salaries or housing for volunteers, could be diverted to provide spare parts or fuel for transport, or paper and ink for materials production. It is vital that a Ministry or Institute of Education which inherits a project should include the project in its forward financial planning and make adequate budgetary provision for continued activity.

5 *Provide on-going support for replication and further development.*

There is an unfortunate tendency for projects to be totally abandoned by external aid agencies once expatriate or volunteer personnel have been withdrawn. However, it is essential that provision should be made for replication and further development, so that a dynamic process of change continues to be fostered. Within the ODA-funded KELT scheme, provision exists for UK personnel funded by ODA and the British Council to run a continuing programme of education seminars. This arrangement worked well in Tanzania, where prior to and following the withdrawal of ODA-funded lecturers from primary teachers' colleges, a series of visits by a colleague from the Leeds Overseas Education Unit led to the production of a manual on reading for college tutors, with an accompanying students' text.[2] The manual embodies a highly prescriptive approach with an overt teacher-training function. There is also a need for the provision of funds to reprint and revise materials produced during the life of a project (for example, Foston 1985),[3] or which are produced by local personnel after the formal end of the project.

6 *Involve all interested parties.*

Towards the end of a project, it would seem wise to adopt an octopus-like approach, giving as many different parties and agencies as possible an interest in its success. In Sierra Leone, the KELT project has fostered close ties with VSO, CUSO, the Peace Corps, UNDP/UNESCO, and IDA. A policy of openness and involvement helps to guard against petty jealousies and territorial disputes which can jeopardize even the best-run schemes. It

Paul Woods

also ensures that, if the primary donor agency is unable or unwilling to put in further funding beyond the agreed formal ending of the project, there are other sources to which to turn. In Sierra Leone on the withdrawal of the majority of VSO volunteers from the project in 1984, ODA donated their motorcycles to the Ministry of Education for use by Sierra Leonean counterparts—but was not able to fund running costs. However, CUSO, which had earlier provided two of the volunteers attached to the project, provided funds for petrol, oil and spare parts from 1984 to 1987, and thus kept the wheels turning.

7 *Create a nexus of counterparts.*

The philosophy of most aid donors involves a theory of 'counterparting', under which the host country or institution provides counterpart staff to be trained, either on-the-job or overseas, and who will eventually assume the responsibilities of the expatriate 'experts'. However, to place undue reliance on one or two individuals can lead to acute embarrassment if those identified for training and eventual succession are promoted or transferred. It would seem wise, therefore, to create a nexus of counterparts who together can assume the responsibilities of the foreign experts. In Sierra Leone, such an approach has led to the KELT Coordinator working closely with an official of the Ministry of Education at in-service level, and with a different official from the Institute of Education at pre-service level. Other officials, however, have been involved in the running of workshops and seminars at both levels, and are involved in coordinating and advisory committees for the planning and supervision of project activities. In the sixteen districts, teacher supervisors conduct in-service workshops, one per district, and virtually all members of college English Departments are involved with teaching the new syllabus. Thus a substantial network of 'counterparts' has been created, without undue reliance on any single individual.

8 *Invoke the principle of gradually diminishing control.*

Towards the formal end of a project, the 'experts' must repress the instinct to take charge and direct operations. Local personnel must be allowed to assume responsibility and take decisions on the future direction and day-to-day running of the project, even if this appears (at least from some points of view) to lead to some fall-off in efficiency or focus. After all, if local staff cannot be entrusted with responsibility while the 'experts' are still around, they are even less likely to perform effectively once the last 'expert' has stepped onto the plane home. Project-planning sessions can be handed over to a local committee, and local officials can assume responsibility for filling in requests for support or compiling reports on project activities. In his or her last few months at post, a project leader should be able to assume the role of a 'fly on the wall', stepping in only if things appear to be going badly wrong.

9 *Establish forecasting and reporting procedures and feedback loops.*

Teachers often get impatient with apparently unnecessary bureaucracy, but one important aspect of maintenance involves the filing of forecasts of activity, submitting of reports on work done, and supplying feedback to the centre on methods and materials. In Sierra Leone, teacher supervisors complete forecasts at the start of each term, detailing anticipated workshops and follow-up visits to schools. Then at the end of the term, they file a

Pulling out of a project

separate report on the work actually done during the term. Having become accustomed to this procedure, it is to be hoped that they are continuing with such routines beyond the formal end of the project, as the local coordinator is likely to be considerably less mobile than the former expatriate coordinator. College lecturers are encouraged to complete an evaluation questionnaire after each unit they have taught. This enables information to be gathered for any later revision of the materials, and also provides a check on what is actually being taught.

10 *Ensure that examinations fit with revised syllabuses and materials.*

In the developing world especially, examinations have a tremendous influence over what is taught and on how learning and teaching take place. The most innovative and up-to-date curriculum packages will not succeed unless assessment and examination procedures and formats are correspondingly revised. All too frequently, it is the examinations cart which leads the curriculum horse. It is therefore absolutely vital to the success of any syllabus or materials design project to ensure that examinations are modified to fit the revised curriculum. In Sierra Leone, some progress has been made towards this goal: a national seminar on Assessment was held in February 1986, and a seminar specifically on ELT Assessment was projected for early 1988. The format of the teacher's certificate examination is gradually being modified to reflect the new syllabus and materials, and it is anticipated that by July 1988 external final examinations will be set wholly on the new syllabus for the first time.

11 *Replace high-cost 'experts' by low-cost volunteers.*

Once highly qualified, widely experienced, and highly paid 'experts' are due to leave, local personnel may feel abandoned and powerless in the face of apparently insurmountable problems. One way of dealing with this is to replace the experts with qualified and enthusiastic volunteers for a specifically planned period. In Sierra Leone, the phased withdrawal of experts began in 1985, and a KELT lecturer at one of the teachers' colleges was replaced by an experienced and competent volunteer who will be withdrawn in July 1988.

12 *Expect some loss of momentum but retain an optimistic attitude.*

The withdrawal of external financial and human resources can lead to some loss of momentum and a fall-off in the level of project activity. This is only to be expected. Frequently during the closing stages of a project, the planner or adviser is sure to wonder if he or she has been building a house of cards. Donors may be reluctant to continue to support the project financially because they fear that there might not be the same degree of checks and balances within the system.

Advisers may feel that it is useless to try yet again to extract the promise of financial support from a hard-pressed Ministry because they have tried many times before and failed each time. Counterparts may be apprehensive about losing the back-up and support provided by the external donor to the experts, once these have left. However, a positive, optimistic attitude will often produce the required result. This is perhaps the equivalent of the 'Hawthorne effect'. If you believe a project can succeed without you, it will, and *vice versa.* □
Received March 1987

Paul Woods

Notes

1 This observation was made during a talk curiously entitled 'Windpumps, materials design and John Harris's recipe for spaghetti carbonara' given at the 1986 Dunford House seminar for ELT specialists employed or sponsored by the British Council.

2 See Jarvis and Mingham (1986) and Jarvis (1987).

3 Mike Foston wrote The Animal Story Books 1 and 2 while serving as a VSO volunteer attached to the Sierra Leone KELT Project, and these were published in mimeo form. They have now been re-issued by the newly-formed People's Educational Association of Sierra Leone (PEA).

References

Brumfit, C. J. (ed.) 1983. 'Language Teaching Projects for the Third World.' *ELT Documents 116*. Oxford: Pergamon Press in association with The British Council.

Coffey, B. (ed.) 1983. Dunford House Seminar 1982: Teacher Training and the Curriculum. London: The British-Council.

English Language Division/Central Information Services, The British Council. 1980. *Projects in Materials Design: ELT Documents Special*. London: The British Council.

Jarvis, J. 1987. 'Integrating methods and materials: developing trainees' reading skills.' *ELT Journal* 41/3:179–84.

Jarvis, J. and **J. Mingham.** 1986. *Skilled Reading: The Trainees' Book*, and *Skilled Reading: A Manual for College Tutors*. Leeds: Overseas Education Unit, University of Leeds.

Mountford, A. 1981. *Design, Evaluation and Testing in English Language Projects*. London: The British Council.

The author

Paul Woods began his ESL career in Nigeria and Brunei. After completing his MSc in Applied Linguistics at Edinburgh in 1977, he worked as a British Council KELT lecturer at primary teacher-training colleges in Tanzania and Sierra Leone. He was professional coordinator of the Sierra Leone KELT Project from 1984–7, and last year joined the British Council's Overseas Career Service. He is co-author with R. Hicks of *English for Teachers*, especially written for trainee teachers in Africa and recently published by Longman.

Appendix 2
Project framework

Project narrative	Indicators of achievement	Means of verification	Important assumptions
Wider objectives			
What are the wider (national) objectives or problems which the project will help to resolve?	What are the quantitative or qualitative ways of assessing whether wider objectives have been achieved?	What sources of information exist or can be provided cost-effectively?	What conditions, external to the project, are necessary if the project's immediate objectives are to contribute to the wider objectives?
Immediate objectives (project purpose)			
What are the intended benefits and changes which the project will bring about?	What is the quantitative evidence or qualitative evidence by which effects and benefits will be judged?	What sources of information exist or can be provided cost-effectively? Does provision for collection need to be made under inputs-outputs?	What are the factors outside the control of the project authorities which, if not present, are liable to restrict progress from outputs to achievement of immediate objectives?
Outputs			
What outputs (kind, quanitity and by when) are to be produced by the project in order to achieve the immediate objectives?		What are the sources of information?	What external factors must be realized to obtain planned outputs on schedule? What risks have been considered? Are any conditions attached to improve prospects of success?
Inputs			
What services (personnel, training, etc) or equipment/materials are to be provided, at what cost and over what period by: donor, other donors, recipient?		What are the sources of information?	What decisions or actions, outside control of the donor, are necessary for inception of the project?

4 4

Appendix 3
Project structures

The ODA project framework: typical paradigms

	Vocational/ professional training	Teacher-trainer training	Institutional development	Research
Wider objectives	Sectoral effect, e.g. improved industry, agriculture, management	Sectoral effect, e.g. improved teacher performances	Sectoral effect, e.g. improved performance in sector of institution	Sectoral effect, application of research conclusions
Immediate objectives	Function/work/roles being fully undertaken by those trained	Function/role fully undertaken by those trained, e.g. the training of teachers	Function/role of institution being fully performed, achievement of management, behavioural tasks	Hypothesis of research proved or otherwise, research conclusions
Outputs	Trained staff in job	Trained teacher trainers/trainers in their posts	Agreed policy changes, programme of institutional activity, development	Research results, data obtained
Inputs	Equipment, courses, workshops, training	Equipment, courses, workshops, training for teacher trainers or trainer trainers	Consultancy	Equipment, training, research link arrangements, consultancy

45

Appendix 4
List of participants

ELTOs

Richard Arden	Kenya
James Drury	Sri Lanka
Oliver Hunt	Ethiopia
George Taylor	Malaysia
Chris Ramsden	Somalia
Bill Reed	Angola
Tony Lilley	Egypt
Alec Besey	Burkina Faso
Chasser Jessop	Mali

British Council Representatives

Bob Steedman	Oman
Jim McGrath	Yemen
Harley Brookes	Cote d'Ivoire (designate)
Caroline ffrench-Blake	Mozambique
Colin Stevenson	Cameroon (designate)
Robert Bellarmine	ELO Madras
Ian Marvin	ELMD
Barbara Zasloña	STD

Private/Public sector

John Burke	College of St Mark and St John
Ros Hurst	West Sussex IHE
Jim Morrison	Moray House
Mulachy Mulholland	Bell Educational Trust
Pauline Robinson	CALS
Peter Fell	VSO
Sylvane Bayers	VSO
Ken Cripwell	ULIE

Seminar staff

Tony Deyes
Jay Mehta

4C

Appendix 5
Seminar programme - 24-29 July 1989

Managing aid projects for sustainability

Monday

1100	Participants arrive/coffee
1130	Introductory session (Tony Deyes, Ian Marvin)
1245	Lunch
1400	Project management/Project documents (Myra Harrison, Hector Munro, Tony Deyes)
1700	Discussion
1800	Cocktails
1900	Supper
2000	Video: Managing projects (Barbara Zaslona)

Tuesday

0900	The project framework (Hector Munro)
1000	Project management case-study (Hector Munro)
1245	Lunch
1400	Case-study continues
1700	Report back/discussion
1900	Dinner
2000	Cross cultural constraints on sustainability; a view from South India (Robert Bellarmine)

Wednesday

0900	Presentation on sustainability (Dr Carew Treffgarne - ODA, Lewis Kerr - Bell Educational Trust, Rod Capper - Howard Humphreys Partners)
1200	Video: Wheels of Change
1245	Lunch
1400	Debate on project inputs for sustainability; Training (Jim Morrison, Moray House) Consultancies (John Burke, Marjohns) Educational technology (Brian Hill, Brighton Polytechnic) Professional advice (John Keleher, ELMD) University links (Chris Housden, Higher Education Group) Books (Jeff Samuelson, LIBID)
1700	Discussion
1900	Dinner
2000	ELTO illustrated report (Tony Lilley)

Thursday

0900	Introduction to sustainability case-studies (Ian Marvin, Richard Arden, James Drury, Oliver Hunt, George Taylor)
1000	Work starts in case-study groups
1245	Lunch
1400	Resume case-study
1900	Dinner
2000	ODA talk (Digby Swift)

Friday

0900	Continue work on case-study
1230	Lunch
1400	Continue work on case-study
1600	Report back
1700	Analysis of case-study solutions (Roger Bowers)
1900	Dinner
2000	Address by Director-General (Richard Francis)

Saturday

0900	Action plans
1000	Seminar evaluation and closing remarks (Tony Deyes)
1230	Seminar closes/lunch