REPORT

Customizing Outcome Mapping in an Inclusive Education pilot in Cambodia
Lessons and insights from a practitioner's perspective
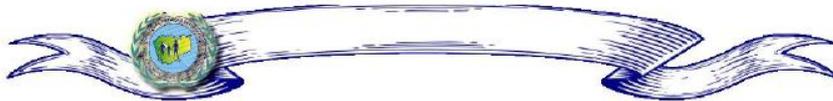
LIGHT
FOR THE WORLD
Previously Dark & Light Foundation

"This case report has been prepared as part of the TLP, the latter being a collaborative action research programme of ten Dutch development organisations. The overall results of this programme are presented in a final cross case analysis paper: Dealing with complexity through a variety of Planning, Monitoring & Evaluation (PME) approaches (https://partos.nl/content/planning-monitoring-and-evaluation-complex-processes-social-change)".

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1   Introduction

1.1   *Status of this report*

This report accumulates the experiences and insights that have been acquired during the preparation and the implementation of the Inclusive Education pilot programme in Cambodia since August 2010 and up to September 2012. Besides views from LIGHT FOR THE WORLD staff, it also embodies perspectives from local partner staff and their boundary partners.

1.2   *Changing PM&E requirements at LIGHT FOR THE WORLD*

LIGHT FOR THE WORLD was founded in 1982 by a Dutch ophthalmologist, after he had a life-changing visit to Thailand, being touched by the situation in which visually impaired persons lived. In the following decade, the organisation became successful in obtaining public support and raising funds to support blind schools, purchase Braille printers, etc. LIGHT FOR THE WORLD's role was exclusively one of funder. The PM&E tools focused on tangible results that were to be achieved with the financial contribution of LIGHT FOR THE WORLD.

In the new millennium, LIGHT FOR THE WORLD got more attention for the capacity of implementing organisations. It was realised that not always funding was the main need, sometimes the local partners lacked the right human resources, or had no clear strategy of what it wanted to achieve. More and more LIGHT FOR THE WORLD recruited programme coordinators that did not only oversee the transfer of funding and approval of projects and reports, but also placed emphasis on building the capacity of local partners. Although the PM&E tools were still focusing on quantitative results, the conducted evaluations provided a good basis to facilitate capacity building with the individual local partners.

In recent years, LIGHT FOR THE WORLD is realising that in order to improve the situation of persons with disabilities in the long run, systemic changes are needed, endorsing the rights of persons with disabilities in an often rather complex context. These changes do not only depend on what LIGHT FOR THE WORLD's local partners are doing, but yet, they may exert some degree of influence to other stakeholders. Therefore LIGHT FOR THE WORLD is seeking to develop and co-produce meaningful programmes, with full ownership by local stakeholders, that are both relevant and strategic in their current, complex, context. To frame this new effort, different organisational routines are necessary that provide a solid base for developing such programmes. This applies to both LIGHT FOR THE WORLD and its local partners who also have been working foremost with a quantitative and result/output based PM&E system.

LIGHT FOR THE WORLD has been looking for a PM&E methodology that is complexity-sensitive. Outcome Mapping is such a PM&E methodology that has a number of characteristics that fits LIGHT FOR THE WORLD's ambitions to foster social change. It is conducive to engage with multiple stakeholders. It allows for sufficient flexibility to adapt the goals and strategies during the implementation of the programme. In addition, it emphasises a more programmatic and systemic (outcome) approach rather than being project and output based (on which the current PME tools place a huge emphasis). Outcome Mapping is a potentially powerful PM&E methodology for LIGHT FOR THE WORLD. The question is how it can be applied in a situation where LIGHT FOR THE

WORLD does not have a local office, but does work entirely through local partners. In the past year we have also seen that although components of the Outcome Mapping methodology are useful, it would miss the point to apply the entire method without giving sufficient notice to the local context and its preconditions. As a result LIGHT FOR THE WORLD has chosen to adopt a flexible approach in which reflection and learning are central.

1.3   *Inclusive Education in Cambodia*

Inclusive Education is according to UNESCO a "*process of addressing and responding to the diversity of needs of all learners through increasing participation in learning, cultures and communities, and reducing exclusion from education and from within education."* The goal is that the whole education system will facilitate learning environments where teachers and learners embrace and welcome the challenge and benefits of diversity. Within an inclusive education approach, learning environments are fostered where individual needs are met and every student has an opportunity to succeed.

In Cambodia practical experience with Inclusive Education has been rather limited so far. Only a number of NGOs (like CRS, VSO and Handicap International – France) are experimenting with it, while the Ministry of Education, Youth and Sports (MoEYS) has mainly developed ideas on inclusive education at policy level. When it comes to children with disabilities the estimate is that only 5% of them attends primary education. Only in a few cases, children with severe disabilities may be sent to a special blind or deaf school. Of the estimated 6,000 visually impaired children in Cambodia, about 300 get education in one of Krousar Thmey's four blind schools.

Although LIGHT FOR THE WORLD has supported the blind school in Kampong Cham province for more than 5 years, LIGHT FOR THE WORLD has decided to end this support per 2010 and give more attention to Inclusive Education so that the vast majority of out-of-school children with a disability are included in the ordinary education system.

1.4   *Outcome Mapping to frame an Inclusive Education programme*

LIGHT FOR THE WORLD has used components from the Outcome Mapping (OM) method in a multi-stakeholder setting to facilitate a pilot programme on inclusive education (IE) in Kampot province in Cambodia. By discovering the usability of the Outcome Mapping method LIGHT FOR THE WORLD wanted to increase its skills and expertise in using outcome monitoring, to have also a wider impact on LIGHT FOR THE WORLD as a whole. However, besides the interest on LIGHT FOR THE WORLD itself, we were also interested in the effectiveness of outcome monitoring for local partners themselves.

LIGHT FOR THE WORLD has started the capacity building endeavour with Krousar Thmey and ABC in Cambodia to develop/design an inclusive education programme in September 2010. Krousar Thmey has been a long standing partner of LIGHT FOR THE WORLD in providing education to blind, deaf, visually and hearing impaired children. They have established a strategy in which they want to move into inclusive education and adopt a new role as resource centre. ABC stands for the Association of the Blind in Cambodia and is the national disability people's organisation for blind and visually impaired persons. ABC has built up expertise in community based rehabilitation activities and has a partnership with Krousar Thmey since mid 2000. Both ABC and Krousar Thmey have tried to facilitate Inclusive Education in 2009, but this has been unsuccessful and led to a dramatic high dropout rate of children with disabilities. At the start of the process in 2010 both organisations were

interested to acquire a better insight in how to foster inclusive education. They are natural partners for LIGHT FOR THE WORLD to start a joint Inclusive Education pilot.

2   Phase 1: Preparation of the PME pilot

- *How did you go about developing your PME pilot project?*
- *How did you decide on the PME approach you wanted to enrich your current PME practice with?*
- *What was easy in this process, what was difficult, and why?*

Sander Schot, programme coordinator at LIGHT FOR THE WORLD, had written an MBA thesis on the applicability of complexity theory on post-conflict communities in 2009 and had come across Outcome Mapping as an alternative PM&E method that was said to be doing more justice to complex contexts. Considering the new role of LIGHT FOR THE WORLD moving away from a charity approach towards a more rights-based stand and focus on systemic social changes, he felt that the Outcome Mapping methodology seemed to offer interesting features that the existing PM&E tools did not possess. For example Outcome Mapping distinguishes progress markers that enable measuring behaviour change as a result of capacity building, while LIGHT FOR THE WORLD so far only received monitoring information stressing figures, like the number of people that followed a certain training. During coffee corner and lunch break chats, these opinions were shared with other colleagues – and colleagues showed interest. When LIGHT FOR THE WORLD was informed, as relatively new member of PSO, that a Thematic Learning Programme would be set up on alternative PM&E models, like Outcome Mapping, it was not hard to convince other colleagues of the relevance of the TLP and the decision was taken to participate. As Sander showed personal interest in the topic, a pilot area was sought in which LIGHT FOR THE WORLD would be able to learn about Outcome Mapping that was within Sander's programme portfolio. We realized that it would fit very well with the ambition to promote Inclusive Education in Cambodia, as in 2009 an evaluation on the education programme of ABC and Krousar Thmey came up with some strong recommendations on how Inclusive Education should be taken forward including many more stakeholders. This seemed to be an excellent opportunity to try out Outcome Mapping for this purpose and gain much more insight on how to design, implement and accompany a programme in a complex, multi-stakholder, context .

Together with PSO a case documentation meeting was held in June 2010 with Sander Schot and Matthijs Nederveen (head of programmes) to clarify the ideas of LIGHT FOR THE WORLD and how these would fit into the broader Thematic Learning Programme on new PME methods. Based on that case an Action Research proposal was written by LIGHT FOR THE WORLD, submitted to and approved by PSO. In LIGHT FOR THE WORLD Sander was appointed as the project manager and at the end of 2010 LIGHT FOR THE WORLD sent in an operational research proposal, which was the basis of the interim case report that was issued mid 2011. With hindsight it must be said that the focus of the research plan is very much on the relevance of Outcome Mapping to LIGHT FOR THE WORLD and much less on the local partners ABC and Krousar Thmey. The concern mid 2010 was mainly on how LIGHT FOR THE WORLD could apply Outcome Mapping for designing a concrete programme.

As per September 2011 the implementation of the Inclusive Education pilot programme started, and naturally the attention shifted to the local partners and their boundary partners. A separate proposal for the second phase of this TLP trajectory was prepared and accepted. It demonstrated an action research plan with concrete research question that tied into the main questions of the collective TLP. The local consultant had a central task in bringing local partners together, following up with them and stimulating reflection and learning sessions.

Sander Schot: *"In preparing the pilot I found it easy to find a proper context and identify the partner organisation with whom we could pilot a new PME approach."* It was well sequenced with the identified gaps by the consultant why Inclusive Education practice by the local partners had not been very successful so far. The local partners were really receptive, and although they were not clear about the process and neither were we at LIGHT FOR THE WORLD, they were committed to every step that was taken. Another factor that was not encountering difficulties was the sharing of the experiences at all stages within LIGHT FOR THE WORLD itself. Colleagues in LIGHT FOR THE WORLD showed interest, asked advice when they wanted to adopt an approach that needed to be more outcome monitoring based. That was flowing quite naturally from the enthusiasm and innovative elements surrounding the Inclusive Education pilot. It was also influenced by a deeper understanding that developed over time about what the new role of LIGHT FOR THE WORLD, as not only funder of projects and partner of individual organizations, but also in brokering multi-stakeholder processes would actually mean for the individual programme coordinators in their daily work. The Inclusive Education pilot was such a setting in which the new role of LIGHT FOR THE WORLD played out.
More challenging was the open character of the pilot. There was no manual or a how-to-do guide. Also concrete experiences with Outcome Mapping were few. Therefore a lot had to be discussed and agreed with the local partners, and time was taken for that, as learning took place with every new step taken. For example, LIGHT FOR THE WORLD did not want to impose a proposal format, to avoid that everything would become too much boxed-in. A Plan of Action together with the workshop reports from September 2010 and May 2011 altogether formed the proposal. Actually it took a whole year to prepare and plan the Inclusive Education pilot in Kampot province, with a lot of consent from many involved stakeholders.

3   Phase 2: Developing the M&E Plan

- *How did you arrive at the M&E plan (main steps of planning the M&E plan, who did you involve and how)?*
- *What was easy in this process, what was difficult, and why?*

The process of setting up the PM&E system for the Inclusive Education pilot in Cambodia, using Outcome Mapping, took a whole year. This is an important consideration. Across the board NGOs design and develop their programme proposals within a couple of weeks at best and often even in a shorter timeframe. They do so as design of the proposal is not seen as 'fundable' by donors. The action research proposal helped LIGHT FOR THE WORLD to describe which questions needed to be

answered to come up with a fine proposal that would offer interesting avenues for learning on a new PME approach.

3.1   *Ensuring sufficient capacity to facilitate the programme*

That the local partners ABC and Krousar Thmey who had been involved in Inclusive Education were not proven to be successful in their approach so far was illustrated by the high drop-out rates of children with disabilities that were assisted to enter government run schools for primary education. They had to do things differently. And to LIGHT FOR THE WORLD the crux was in the involvement of the government itself. In the past engagement with the Ministry of Education, Youth and Sports had been primarily at the level of the Special Education Office that was responsible for children with disabilities. The ministry was requested by the NGOs to implement certain programs, the ministry gave permission, and the NGOs reported on the realised activities. However, real cooperation and an increased sense of ownership was not part of that method of working. Also in other areas the focus of the local partners seemed to be more on the level of achieved activities, than on realized changes in behaviour.

LIGHT FOR THE WORLD soon realised that to develop and accompany an Inclusive Education programme that would be based on a PME approach with specific attention to outcome monitoring, was a bridge too far for the local partners. As time of the programme coordinator in the Netherlands was also limited other alternatives (a consultant or agency) to ensure sufficient capacity were sought.

3.1.1   Selection of a process facilitator

Only very few consultants do have profound knowledge in both Inclusive Education and the Outcome Mapping methodology. Both characteristics were felt important in selecting a consultant. A request was submitted to the Outcome Mapping Learning Community (OMLC) website for a consultant to facilitate a kick-off workshop in September 2010, but nobody replied.

Based on input by fellow participants in the Outcome Mapping training in August 2010 facilitated by the Overseas Development Institute (ODI), and a confirmation with Jan van Ongevalle of HIVA, LIGHT FOR THE WORLD decided to facilitate the kick-off workshop by itself while working alongside a co-facilitator. During discussions in London with other Outcome Mapping training participants they emphasised that maybe an intermediary agency/external consultant would not be needed to accompany the whole process but that the programme coordinator of LIGHT FOR THE WORLD could have a more pronounced role. When the decision was taken that LIGHT FOR THE WORLD would play not only the role of initiator but also playing a part in the design of the programme, it was decided that three periods would be used to facilitate the design of the IE programme, namely in September 2010 (1st workshop), February/March 2011 (Study tour) and May 2011 (2nd workshop). Krousar Thmey together with ABC would be ideal boundary partners for LIGHT FOR THE WORLD.

The co-facilitator then should have the following skills/attitude/knowledge: a) a click with Cambodians in culture and language, and b) wide experience in facilitating groups, and c) knowledge of Outcome Mapping. Based on these requirements, consultant Ms. Betty Langeler was

requested to co-facilitate the workshop in September 2010 with Sander Schot the programme coordinator of LIGHT FOR THE WORLD.

3.1.2   Balancing process facilitation and thematic expertise

During the first workshop in September 2010 with ABC and Krousar Thmey the participants were asked to share their expectations about the workshop at the beginning of the workshop, which really helped to get all the participants involved and 'on the same page'. It had been almost a year since an evaluation had been done in 2009 on the joint integrated classes programme by ABC and Krousar Thmey, and the workshop was introduced as a workshop to take the next steps and the recommendations of that evaluation forward. The collected expectations at the start helped as a reference point to relate to when presentations were given and discussions held during the workshop. This ensured that the workshop connected to felt concerns of the participants and avoided to float far away from what the participants themselves felt as important.

The kick-off workshop was not the first workshop Betty Langeler and Sander Schot facilitated on Outcome Mapping. A few days earlier they moderated an ICCO Alliance community health programme development workshop with other NGOs. In that 2-day workshop the Outcome Mapping methodology was explicitly explained, including the jargon. Apart from the fact that it took much time to explain the methodology, the workshop also became a kind of proposal writing exercise.

It was not what was intended with the kick-off workshop on the Inclusive Education pilot programme, as the jargon would be too conceptual for the field staff of ABC and Krousar Thmey to grasp. Therefore the workshop was started with a recap of the evaluation of the integrated classes programme in 2009. This served as "a starter" and led to thinking-through of the recommendations and how the recommendations would need to be put in practice. So instead of starting somehow artificial with the first step (vision) of the Outcome Monitoring methodology, the discussion was immediately more grounded in participant's own experience by taking the evaluation as a starting point.

A strong emphasis on sector specific knowledge (like on education) was also stressed by NGO VVOB during a PSO organised working seminar titled "Alternative PM&E: from alternative to mainstream?" in November 2010. VVOB was one of the organisations with extensive experience with Outcome Mapping and presented their Zimbabwe case to improve the education system and worked together with numerous stakeholders among which many colleges. It was stressed that VVOB support staff in Zimbabwe organised also content oriented workshops, to deepen insights of their stakeholders and bring them at a stage that they were able themselves to define good progress markers to achieve their outcome challenge. This helped to avoid that progress markers were defined, that were not realistic or grounded in reality. Getting a sound idea of the context is crucial to get a good direction for the programme. This needs to be taken into account during the design phase and reflection sessions. The Outcome Mapping methodology merely assumes that all involved actors have a good idea of the context and potential strategies already, which may not be entirely true. As the 2009 evaluation report on the integrated classes programme showed that both ABC and Krousar Thmey did not have sufficient technical expertise yet to set up and implement a new Inclusive Education programme on their own, the recommendation from the evaluation report to organise a study tour to a neighbouring country where Inclusive Education practices was much more advanced was followed.

The study tour eventually took place in March 2011 to Vietnam. Some key insights gained during the study tour were mentioned by one of the participants: *"The impact of deafness is bigger than other disabilities, and children with hearing impairments are more difficult to integrate in classes. That was an insight of the whole group. Also some participants had never seen a blind child at school." "Another understanding was formed about the critical attitude and skills of a teacher. If a teacher does not have the right skills, it won't work. We did observe different classes and there we became aware of the importance. When you work in a confined geographical area also a teacher training college should be involved, and the issue of incentives for teachers to stimulate them to receive training, should be addressed. You need to avoid that you overload teachers with a class full with children with different disabilities. You start with one disability, gain experience, add a child with another disability, etc. A couple of times it was mentioned in Vietnam that classes should have about two children with disabilities, to keep it manageable for the teacher. It is a process of slow but deep learning."*

3.2   Use of the Outcome Mapping terminology

When LIGHT FOR THE WORLD started with the pilot the use of the Outcome Mapping methodology seemed to be promising and appropriate. The question was however in how far the Outcome Mapping terminology should be used explicitly or if that would rather create distance and resistance, which would be the opposite of what actually was aimed for.

3.2.1   Translation of terminology to Khmer

Through Simon Hearn, moderator of the Outcome Mapping Learning Community, Sander Schot became aware that Khmer materials had been developed on Outcome Mapping in the past, but it was not in time to use them during the September 2010 workshop. Afterwards Sander Schot got in contact with Lim Tith from the UNDP who translated the official glossary of the Outcome Mapping terminology in Khmer. The document was posted in the Outcome Mapping Learning Community resource library[1].

3.2.2   Conceptual level required to understand OM

Prior to the kick-off workshop on Inclusive Education in September 2010, Sander Schot and Betty Langeler also facilitated a 2-day workshop with other Cambodian organisations, gathering senior management staff of six NGOs, to develop a community based health programme. For that purpose the Outcome Mapping methodology was used. According to Sander Schot: *"This was a very varied couple of people (expats and Cambodians, administrators and managers, and proposal writers). They got along very well, and were truly engaged. We systematically addressed the steps one to seven in the OM methodology. The end result of the vision and mission sessions were not satisfactory for me. Although these were entirely developed by the group, the content of the vision and mission was either vague or abstract. It did not appeal or inspire. I felt that we started from a too vague idea of what the programme should be about."*

In the kick-off workshop on Inclusive Education, a few days later, another sequence of steps in developing the vision was used by asking people to work on specific groups/partners and describing their desired outcomes in terms of behaviour, relationships etc. Based on that information the different outcome challenges were aggregated into one overall vision. According to consultant

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[1] http://www.outcomemapping.ca/resource/resource.php?id=305

Betty Langeler*: "This process seemed to lead to a more fully developed and concrete vision. NGO groups in Cambodia do not easily move beyond jargon language in vision and mission development. (Also experienced in the community-based health care workshop). The reversal of using the boundary partners to describe a vision around, seemed to work very well."* Also it was apparent that you need to give time to participants to pose their questions to 'grasp' the new methodology. Outcome Mapping can be mystifying when used with people that do not have a background in proposal writing.

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Desired behaviour for teachers:
- Provide extra class for difficult subjects
- Know well about teaching methodology and how to prepare classroom for students
- Know braille, O&M and want to develop their own knowledge
- Have enough material (books)
- Have commitment and want to help the blind
- Understand students physiological and emotional well-being
- Participate willingly in training
- Have a good character, patient and polite
- Understand eye health problems
- Give equal care and love to the students
- Promote and encourage blind children and normal children to live together and be friendly
- Have good communication with parents
- Do not collect more money from disabled students in comparison to other students.

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Broad Vision on Inclusive Education in Cambodia:
MOEYS takes responsibility so that all children are able to enter in their schools in their local area. Common understanding in society on inclusive education by MOEYS, parents, community, teachers and children themselves and others (like companies), so that no discrimination takes place, and CWDs are confident and are able to help themselves.

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It was a deliberate decision to not mention the Outcome Mapping terminology explicitly in the kick-off workshop on Inclusive Education with Krousar Thmey and ABC. Instead, the workshop started with the 2009 evaluation on the integrated classes programme and very much focused on inclusive education. Quite naturally, the participants were asked to think about what inclusive education should bring for different stakeholders (vision). The reason that the facilitators did not want to use the Outcome Mapping jargon explicitly, was the assessment that it would be to hard to understand and would actually distract the focus of the workshop from Inclusive Education to the Outcome Mapping methodology itself. Instead alternative words were chosen that were closer to the reference frame of the participants, for example stakeholders (instead of boundary partners), indicators (instead of outcome challenge and progress markers) and activities (instead of strategies). Sander Schot: *"We thought that the participants would get lost if we would stick to the Outcome Mapping jargon, without a good reference to their own daily work. The majority of the Krousar Thmey and ABC staff were field workers, who do not write proposals or reports to donors. We feared that focusing too much on Outcome Mapping would easily lead to loss of interest. The language barrier was already a hurdle to take".* *"I noticed that the more the workshop discussion and presentations relate to the daily work environment of the participants, the better it will be absorbed, processed and used as it is easier to come up with concrete examples that people understand. Embedding Outcome Mapping into a very specific context makes it alive. It helps the facilitator to keep track of the process, while participants are not bothered by the whole – rather conceptual – Outcome Mapping framework."*

Also it became clear from this last workshop that the Outcome Mapping methodology and jargon could be used more flexibly than was presented in the manuals. During the Inclusive Education workshop first the boundary partners were identified and their outcome challenges written up, before the vision and mission were discussed. The workshop participants did exactly know what they expected from stakeholders in terms of desirable behaviour. Working in small groups and per

stakeholder avoided that a very broad and uninspiring vision was developed, but instead made it much clearer. A key lesson was that facilitation requires much more than just following the Outcome Mapping manual per se. It is very helpful to adjust the sequence of the Outcome Mapping steps and the jargon in relation to the audience.

3.2.3 Visualising Outcome Mapping concepts

Explaining key concepts from Outcome Mapping, like for example the circles of control, influence and concern is often supported by visual aids and powerpoints. Also stakeholder mapping for the identification of boundary partners was used during the workshops. However, it was noticed that blind and visually impaired people found it hard to follow the discussion, and extra time was needed to help them understand the point that was being made. *"What you really want is enabling discovery and participation by using these visuals, however, we unintentionally excluded visually impaired people from the discussion as the visuals were so instrumental in fostering the discussion. A more tactile model may have been better with for example ropes to make the circles and small stones representing actors. This could have been used as an alternative,"* according to Sander Schot.

3.3   *The prerequisites to start a new programme*

In planning for the pilot and using Outcome Mapping as a general framework to mould the new programme, a couple of basic questions needed to be answered. The Outcome Mapping manual does however not define in its intentional design phase how you come to the number of boundary partners, how you create local buy-in and ownership and how decisions on geographical scope need to be made. But it was felt by LIGHT FOR THE WORLD that these basic questions were yet very relevant to concretise the pilot programme on Inclusive Education.

3.3.1 Selection of boundary partners

In the peer review during the ODI training in London participants advised to LIGHT FOR THE WORLD to start the Inclusive Education programme modestly and grow organically over the years in number of stakeholders and depth of intervention. They stressed that first the capacity of Krousar Thmey and ABC should be built before other boundary partners were invited to join in. Therefore it was decided to invite in first instance only Krousar Thmey and ABC for the September 2010 workshop, while more (boundary) partners would be invited for the study tour like the Teacher Training Colleges (TTCs) and officials from the Ministry of Education, Youth and Sports (MOEYS), which took place only in March 2011.

During a collective reflection session in The Hague in October 2010 Steff Deprez from NGO VECO noted during a presentation of LIGHT FOR THE WORLD on the September 2010 workshop, that a good trade-off is necessary between a comprehensive mapping of boundary partners and selecting those that are most crucial for the programme as they also need to be monitored at the level of progress markers later. Sander Schot recalls: *"What stroke me as a very practical advice, was that Steff mentioned that if the number of boundary partners exceeds five, managing the number of monitoring journals becomes a challenge, and may dip the pilot in an administrative nightmare, which would be way beyond what we intended in the first place: creating a more effective programme through deeper reflective practice and subsequent targeted actions."*

3.3.2   Criteria for step zero

The Outcome Mapping manual starts with step one, to develop a vision on the programme. In the Outcome Mapping Learning Community discussions have been going on about preparing the ground for Outcome Mapping. This stage prior to step one has been labelled as step zero. Step zero is very important because it prepares the ground, and should secure a soft landing of Outcome Mapping (f.e. why is Outcome Mapping relevant in the first place?). *The article on the Outcome Mapping Learning Community website from Roduner and Hartmann (2009[2]) was not very inspiring, as it only touched upon some general subjects, but practice seemed to me much more fluid and the idea of just ticking the boxes too simplistic.",* says Sander Schot. Some considerations at the side of LIGHT FOR THE WORLD included a) the long term horizon required (at least until 2015 for such an ambitious programme), b) also define LIGHT FOR THE WORLD's role in terms of capacity building of ABC and Krousar Thmey (besides funding), c) availability of LIGHT FOR THE WORLD resources to define the scope of the programme (as money is in many cases a limiting factor), and d) the programme scope need to be just small enough to increase the chances of success of the programme.

3.3.3   Concrete questions raised on the programme scope by local partners

During the second day of the September 2010 workshop with ABC and Krousar Thmey, Mrs. NEANG Phalla, programme coordinator education in Krousar Thmey, requested to choose a programme area. Criteria for selection of the programme area were discussed. The area should be in a province that was part of the six Fast Track Initiative (World Bank funded) provinces[3] (as this would increase interest on the part of the Ministry of Education, Youth and Sports to assign staff). Besides it should be in a province where there is a good number of children in integrated classes that could shift to inclusive education, with Kampot being the province with the highest number (9 children).
Other considerations in selecting Kampot as province for the Inclusive Education programme, were that the school results of the students in integrated classes were very good, which would help them to make the move to inclusive education more easily. And, not unimportant, in Kampot it would be possible to choose a primary school in which children would also be able to continue to junior high on the same compound. In Kampot there was no prior experience yet with inclusive education.

ABC and Krousar Thmey expressed consensus with the recommendations of the 2009 evaluation that an Inclusive Education pilot should only start in at most three primary schools, and include visually impaired children first. Based on acquired expertise by teachers and the programme, these primary schools could be transformed into resource schools to train other interested primary schools. The resource schools could than later on also include children with other types of disability.

Also it was discussed and recognized that apart from working at the provincial to grassroot level, ABC and Krousar Thmey need also to look at how Ministry of Education Youth and Sports can be stimulated to take responsibility and design strategies to this end. A partnership and involvement with the Ministry of Education Youth and Sports, Ministry of Social Affairs Veterans and Youth, Disability Action Council and UNICEF was to be explored further.

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[2] http://www.outcomemapping.ca/resource/resource.php?id=259
[3] Koh Kong, Prey Veng, Takeo, Kampong Thom, Kampot and Kaep. Underlined are the provinces in which ABC and Krousar Thmey also work.

On the involvement of ABC and Krousar Thmey staff in defining the scope of the programme, the consultant stated: "*My sense on Inclusive Education ideas in the two partners is that there is a lot of commitment to try things out - but that people are also aware that there are perhaps missing links? Yet, there is a very good mutual commitment between them, which happens sometimes in settings where not many organisations or people are working on similar topics. Krousar Thmey and ABC need each other and are finding natural ways to complement each other. This was evident in the workshop.*" ABC and Krousar Thmey participated actively in defining the scope of the programme.

3.4 Benefits of Outcome Mapping during design phase
What were real benefits by using Outcome Mapping as a general framework in the intentional design phase? Did the adopted approach help to clarify roles and responsibilities, and did it strengthen relationships? How has the approach contributed to strengthen adaptive capacity and learning both about programme results and their own internal adaptive capacity, of both the local partners as well as LIGHT FOR THE WORLD?

3.4.1 Expectations and roles
The second day of the September workshop, the expectations of the participants were reviewed and Mrs. NEANG Phalla, Krousar Thmey's programma coordinator on education asked: "*It is time that we define clearer on what the programme would be doing, when it would take place and how it should be done.*" This was in fact an important moment as she took initiative and claimed ownership for the local NGOs of the Inclusive Education pilot programme. The reflection on expectations also raised the issue of the role of LIGHT FOR THE WORLD, which made an implicit assumption an explicit question by the participants: "*What is LIGHT FOR THE WORLD's role and what is the funding timeframe?*" LIGHT FOR THE WORLD stressed that it would provide funding for but also technical assistance to set up the new Inclusive Education programme. LIGHT FOR THE WORLD also expressed its intention to stay involved in Inclusive Education for at least up to 2013/14. In case LIGHT FOR THE WORLD would be obliged to pull out earlier, participants requested, than LIGHT FOR THE WORLD should give pre-notice of at least one and a half year in advance. At this stage no progress markers were developed with the direct partners.

Participants stated that they enjoyed the genuine collaboration between Krousar Thmey and ABC, and that is was not only lip-service, but real cooperation. It felt as if a good basis was laid for a joint inclusive education programme, where also more clarity was given on the role of LIGHT FOR THE WORLD. LIGHT FOR THE WORLD did not only want to be involved as funder, but also in facilitating the process of developing and implementing a programme that would be novel to all actors involved. Consultant Betty Langeler noted: "*Both partners were eager to move forward in a shared understanding of Inclusive Education. By using OM, especially by describing what would happen for various boundary partners/stakeholders, the shared understanding became apparent in a natural way. The discussion was focused but natural and based in reality. The use of teams of two, one from each partner org., worked well to make this happen as there was shared ownership of the ideas presented back to the big group.*"

To keep Krousar Thmey and ABC in the driving seat of the programme LIGHT FOR THE WORLD opted for their involvement by contacting and inviting government officials from the Ministry of

Education, Youth and Sports and the Ministry of Social Affairs, Veterans and Youth (their boundary partners) for the study tour to Vietnam.

Krousar Thmey has been working on lobby and advocacy toward the Ministry of Education, Youth and Sports in two ways, that is first to demonstrate results (by showing that and how education to blind children can be given), and secondly to build the capacity of the Special Education Office. In the beginning of the pilot, the partners described three main challenges with the Ministry of Education, Youth, concerning Inclusive Education: lack of human resources, financial means, and also political will. *"Actually the lack of political will, and thus commitment to give higher priority to Inclusive Education may pose to be the key challenge. The new Inclusive Education programme should therefore require more and also other activities that were practiced in earlier projects by the local partners, to stimulate changes in attitude of government officials in the Ministry towards Inclusive Education. Not addressing the ministry level would create huge questions about the sustainability of the Inclusive Education programme."*, said Sander Schot.

Overall, after the September 2010 workshop, all participants had a clearer sense on roles of ABC and Krousar Thmey and the objectives of LIGHT FOR THE WORLD. The different roles in terms of how to set up Inclusive Education was discussed again during the study tour to Vietnam. One of the participants stated: *"It became clear during the study tour that Inclusive Education and Early Intervention is very complex. There are so many stakeholders involved, the Ministry of Health, Ministry of Education, Ministry of Labour, and also Ministry of Social Affairs; and they all need to coordinate. And this coordination needs to take place between different stakeholders and at different layers, from policy to practice. A very important insight for me was that we need to start very small and very careful, and than grow the initiative. If you want to deal with inclusive education you need to do it well, and otherwise you should not mingle with it."*
 "Mr. Sarin (Deputy Director of the Department of Curriculum Development in the Ministry of Education in Cambodia) told me that he now understood how complex it was and what coherence and coordination was required to make inclusive education work. We also wondered that sometimes inclusive education is promoted and projects are started but even the class rooms are not yet accessible. It was clear that NGOs in Vietnam had more practical experience and where playing a frontrunners' role compared to district and provincial authorities. But the latter were very important to ensure sustainability. Instead of focusing on the child alone the group became more aware that also parents and others in the surrounding of the child are important stakeholders towards inclusive education."
"Early intervention practices by Vietnamese organisation Nhat Hong already start with children of two and a half years old. This is possible but very labour intensive. Identification and assessment are key factors for early intervention and that is where the collaboration with the health system comes in."

Although a study tour is not suggested in the Outcome Mapping manual it was noticed that it helped tremendously in creating bonds between people, deeper understanding of Inclusive Education and how it should be organised, and also about people's own role, be it at ministry or grassroots level. The same group of people that went on the study tour to Vietnam in March 2011, gathered again in May 2011, in Kampot, to have a 3-day workshop to design the Inclusive Education pilot in Kampot and to determine its aims, key stakeholders, progress markers and activities. The plan of action was a final result of the workshop and indicated stakeholders that would take the lead, and others that would accompany. It was developed with the full range of stakeholders.

3.4.2   Strengthening relationships

The study tour was not only instrumental in helping participants to understand how Inclusive Education could look like, but also strengthened the relationships between the participants, as one participant mentioned. *".. people develop a common interest. They are away from their office or workplace, no family around to bother them, so they also are more open and receptive towards each other."* One very important result was that the group of participants wanted to form an official National Inclusive Education Working Group. Also the group was very willing to come together in Kampot in May 2011 for the design workshop and interacted very natural and informal although there were quite some differences in authority and rank.

3.4.3   Strengthening adaptive capacity

The participants stressed that the study tour has contributed to their learning on Inclusive Education. *"Everybody had his or her own individual objectives; these were evaluated in the final winding up session before we left Vietnam." "The understanding and learning that has happened during the study tour can never be transferred to people just by talking. Especially the interaction of observing and discussing is very enriching."* According to Dr. Maya Kalyanpur[4] something very special had happened. She has been working closely with Cambodian officials in the Ministry of Education for a couple of years, but the enthusiasm, and willingness to not only passively consume the new information, but also the eagerness put it into practice, had amazed her.

That the study tour was not a silver bullet came up during the May 2011 workshop when the participants were asked to write down changes in behavior they would expect at the side of the boundary partners as a result of the Inclusive Education programme. According to Sander Schot: *"A good number of the progress markers were not of high quality, but at least it stimulated discussion and I hope that these discussions created new insights in finding ways to include children with disabilities in primary schools. In essence, what we continually are doing during this process is creating spaces for reflection and learning, and letting the key stakeholders find their solutions. It does not need to be perfect from the outset, if at all that would be possible."* It is expected that the progress markers will be reformulated in the next monitoring round in July 2012.

3.5   *Implications for LIGHT FOR THE WORLD*

What did this new approach of an outcome mapping based inclusive education pilot programme bring to LIGHT FOR THE WORLD? Quite some experience was gained during the planning phase. And it did go far beyond the mere technical planning, monitoring and evaluation system requirements. Rather it showed how partnerships with local partners would get another dimension by being much more involved in co-creating meaningful programmes. However, it won't be easy to replicate such an new approach across the board at LIGHT FOR THE WORLD.

3.5.1   It is not about the method, but the approach

Increasingly it was seen that the Outcome Mapping methodology, although very helpful, also had its limitations and was not fit to be applied straight from the manual. The danger of Outcome Mapping is that it may become another requirement adding an additional monitoring and reporting layer. Introducing the Outcome Mapping methodology does need to take into account that the monitoring tools are merged with the existing PM&E system of the local partners and of LIGHT FOR

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[4] Inclusive Education Advisor (ESSSUAP), Ministry of Education, Youth and Sports, and participant of the study tour at her own costs.

THE WORLD. Continuously a translation needed to be made between what was in the method and what the local context really required. *"Notwithstanding the framework of the Outcome Mapping methodology, decisions needed to be taken on the way, sometimes they were taken after a lot of thought, sometimes it was just done intuitively. Having a skilled facilitator who is used to value the process in its local context, connecting to ownership and participation, and not only focuses on the results, proved to be crucial,"* according to Sander Schot. In that sense Outcome Mapping was just the tool, but a tool only becomes effective in the hands of the ones using it.

Relating this insight to implications on LIGHT FOR THE WORLD's project planning, monitoring and evaluation, at first instance LIGHT FOR THE WORLD was only looking at how different pieces of information from the field could come together in a PME system to document and track outcomes, behaviour changes from deep into the result chain. But the experience of the design phase was much more worthwhile. In fact it introduced LIGHT FOR THE WORLD to a new way of working, that is how to facilitate complex multi-stakeholder processes.

In terms of customizing the PM&E system, ABC developed in fact an extra outcome-based form that would be used on a quarterly basis to monitor progress at the boundary partner level. This was in fact an add-on to the existing PM&E system. Krousar Thmey used the outcome monitoring to start with only within the Inclusive Education pilot programme, and monitoring took place during the organized visits where all the stakeholders would meet. LIGHT FOR THE WORLD on the other hand decided to introduce the progress markers and outcome challenge tools from outcome mapping for tracking changes of organisational development at partner level. This will need to be built into the PM&E system to ensure that it is practiced by all the programme coordinators.

A lot of time needs to be invested to get to know each other better, explore different ways of working, and put implicit assumptions on the table; outside the standard project management cycle of proposal submission and reporting. Around the organization of the study tour to Vietnam there was almost daily contact between the directors and the programme coordinator of LIGHT FOR THE WORLD. This definitely led to a better rapport between LIGHT FOR THE WORLD and the local partners Krousar Thmey and ABC, a very positive outcome of this approach.

3.5.2   Unique opportunity or prototype?

In general LIGHT FOR THE WORLD communicates with local partners especially around three fixed dates in the year: in February/March (final report), in July/August (interim report) and in October/November (new application). Besides the programme coordinator of LIGHT FOR THE WORLD may visit the partner annually during a couple of days. This working method which is very much based on the project cycle management is standard within LIGHT FOR THE WORLD and therefore programme coordinators may have oversight on up to four different countries, ten different local partners and even more projects.

Using the Inclusive Education pilot programme as an example, it is felt that that used approach is very labour intensive. On the one hand this has to do with the way of working that is not a routine yet, but it also requires that the programme coordinator of LIGHT FOR THE WORLD becomes much more engaged with the actual implementation of the programme and therefore needs to devote much more time to accompany that process.

Is it therefore unrealistic to expect that the approach used to set up the Inclusive Education pilot programme can be replicated in other countries where LIGHT FOR THE WORLD is working? Sander Schot: *"In its current form I think it is not possible to replicate the approach to all other countries in let's say two to three years. LIGHT FOR THE WORLD just does not have the capacity itself to facilitate these processes yet. Introduction needs to be done gradually and programme coordinators need to be prepared and skilled before they take on this challenge. But important lessons from the Inclusive Education pilot's design phase are shared and these insights can be helpful in other contexts as well."*

Until now the experiences in Cambodia and the mastering of the Outcome Mapping methodology were shared with the programme department during the regular monthly project meetings, around the coffee machine and during lunch time. Most of the programme coordinators have actively shown their interest in the Inclusive Education pilot working with the Outcome Mapping methodology by asking about the progress and also how Outcome Mapping could be applied in their own programmes. In one case this has been incorporated in the internal monitoring of the European Commission funded Towards Inclusive Education For All programme in South Sudan. In other cases advise was asked to use Outcome Mapping during the closing down phase of the Nepal country programme, to stimulate programmatic cooperation between local partners in Afghanistan, and to remodel an inclusive education programme in Bangladesh. LIGHT FOR THE WORLD's management is very much involved in the process. The director was part of the study tour team to Vietnam, and also informally asks about the progress in Cambodia on Inclusive Education and how the Outcome Mapping approach works out. On request by the head of programmes a proposal is in the making to embed outcome level into our D-LIGHT programme management software system.

4   Phase 3: M&E in action

- *How did the implementation process go (per monitoring cycle)?*
- *Who participated and how? What were their experiences?*
- *What was easy in this process, what was difficult, and why?...*

4.1   Getting started

The Inclusive Education pilot programme was designed as a multi-stakeholder programme, as it was seen as elementary – which was also supported by the findings of the study tour to Vietnam – that all stakeholders at national and local level need to collaborate. But how would this 'networked governance' work out in practice and how would roles and responsibilities be determined and assigned?

4.1.1   Taking the lead

Krousar Thmey took a forefront role in the pilot as from the beginning, and was considered as part of the implementing team together with LIGHT FOR THE WORLD and ABC. They were key in inviting and facilitating permission of the Cambodian government officials prior to the study tour to Vietnam. They also were the first contact persons for LIGHT FOR THE WORLD to arrange for workshop locations. After the May 2011 workshop the plan of action for the pilot was not fully completed. Krousar Thmey took up the responsibility to consult other stakeholders and to send the final version to LIGHT FOR THE WORLD. LIGHT FOR THE WORLD asked which organisation would be responsible to manage the funds, and that was responded by Krousar Thmey that they would

lead the project and that costs made by other organisations, like ABC, could be covered by them from the budget. ABC confirmed this way of working.

It was noted at the end of December 2011 that "the implementation and coordination has worked very well in this pilot. Krousar Thmey has taken on the job of coordinating and the working relationship between Dr. Maya Kalyanpur, the Inclusive Education Advisor with the Ministry of Education, Youth and Sports, and Krousar Thmey is effective. Minutes are taken during meetings. The Ministry of Education agreed to make a working group but this group does not include anybody from the original study tour and the working group does not seem to be effective." This last observations were a bit of a disappointment. Especially the people that had acquired new insights on Inclusive Education and were motivated, were not appointed by their superiors as members of the working group. "I expect that the national working group could have played a much more prominent role than it actually does, also in taking the coordination role with Krousar Thmey in an advisory role," said Sander Schot.

4.1.2 Involvement of an external facilitator

To ensure that monitoring, reflection and learning would take place during the implementation of the plan of action of the Inclusive Education pilot, it was proposed to Krousar Thmey to hire an external consultant to provide sufficient assistance in that regard. Krousar Thmey responded that they had already hired an external consultant for implementing an efficient Monitoring and Evaluation system and for training our relevant staffs, based on the Logical Framework Approach. But still the director of Krousar Thmey could see the point that outcome monitoring would be different from the logical framework approach and was open to the idea to involve an external consultant for the Inclusive Education pilot programme. According to director Auray Aun: *"I have no comments about the ToR for the monitoring support. It is very clear and we are eager to get the support from the consultant regarding the Outcome Mapping approach and the Planning, Monitoring and Evaluation methodologies."* To avoid that only the director would be in favour of the external consultant, Betty Langeler, was asked to join Krousar Thmey during a bimonthly executive meeting to explain Outcome Mapping.

4.1.3 Defining joint moments for reflection & learning

When both the coordination about the implementation of the Inclusive Education pilot activities was in place and the external consultant was formally involved to stimulate reflection and learning, Krousar Thmey and the consultant sat together to consider how to best develop the monitoring schedule and documentation component, with as basic principles: *"to keep it as simple as possible and to use existing sources of information where ever possible and to focus on learning together."*

In August 2011 it was still the plan to have at least three joint workshops and culminating in a regional seminar on Planning, Monitoring and Evaluation in Inclusive Education, but reality seemed to be more difficult, due to existing workload of local partners and also the availability of government officials was more cumbersome as long as the National Inclusive Education guide was not yet approved by the Ministry of Education, Youth and Sports and not yet presented at the National Education Forum. As the consultant noted: "*One concern I have is whether the partners are going to be able to set aside the 2 days each time - this coming session has been cut short to one afternoon. I will certainly aim to discuss this design with the partners there (ABC, Krousar Thmey and*

Dr. Maya) and see if we can plan in the next Monitoring & Evaluation sessions. I will ask them what their availability is and how they experience the increased meeting design. I imagine we can come up with a workable form but there might be some need to be flexible."

In the end it was agreed that two monitoring cycles would take place in March 2012 (later postponed to the beginning of April) and May/June 2012. In parallel to these joint reflection & learning workshops also seminars at national level took place and coordination meetings within Kampot province, as well as individual monitoring by the partnering organisations and a monitoring mission in January 2012 during a visit to Cambodia by LIGHT FOR THE WORLD. The planning of the regional seminar was rescheduled, on request by Krousar Thmey, to November 2012.

4.2   *Making sense of monitoring information*

In general monitoring information is collected by organisations to be able to assess programmatic progress and to report to others. Considering the outcome-oriented approach taken by LIGHT FOR THE WORLD, it was of interest to see how new montoring tools like the strategy and outcome journals (from Outcome Mapping) would be received by the local partners, and secondly what kind of facilitation and enabling environment would be needed to stimulate sense-making of the collected monitoring information.

4.2.1   Using Strategy and Outcome Journals

When the consultant started to work on the monitoring of the plan of action a first meeting was set up with ABC, Krousar Thmey and Dr. Maya Kalyanpur in December 2011. They worked through the action plan and tracked the progress and achievements on the activities, after the pilot programme had taken off since September. The timing was excellent as a monitoring visit had been done by Dr. Maya and she was able to give a report on that. This meeting was a monitoring activity basically at the level of outputs, which was informative and a bit of a 'taking stock' moment.

In the same meeting, consultant Betty Langeler, explained the monitoring and strategy journals briefly, referring back to the outcome challenges and progress markers in the design document[5], as the workshop report was translated in Cambodian language and had been made available to all stakeholders. There are two different kinds of monitoring sheets, that is five worksheets for all the various boundary partners[6] with the progress markers developed during the May 2011 workshop in Kampot. And there are five worksheets with the strategies that were developed to work with those boundary partners. It was suggested to the people present at the meeting to look at the report and the monitoring sheets and that the next joint reflection and learning meeting in April 2012 would focus on reporting and recording progress on these issues. In the meantime the monitoring sheets were translated into Khmer. No monitoring and strategy journals were designed for the local partners ABC and Krousar Thmey, as they were considered part of the implementing team. With hindsight it would have been interesting for LIGHT FOR THE WORLD to have a better insight on the changes in behaviour at the level of its local partners Krousar Thmey and ABC, as the new pilot programme was also started to make them more familiar in a new role. We can still use the

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[5] Workshop report on Inclusive Education in Cambodia; May 25-27, 2011
[6] Five boundary partners were chosen in May 2011, that is 1) the community, 2) the parents, 3) the health centre, 4) the director and teachers and 5) the district technical monitoring team.

techniques like progress markers and strategies in an evaluative way, such like is promoted with Outcome Harvesting. The Learning History provides interesting material to define the changes the partners themselves experienced.

According to the consultant, who had spoken to Catholic Relief Services and Handicap International in February 2012, two other organisations that were implementing pilot programmes on Inclusive Education in Cambodia, its seemed that perhaps the Kampot pilot might be a bit ahead of others in its monitoring practices in focusing more on changed behaviour instead of focusing mainly on outputs. This focus on monitoring raised the attention of the Ministry of Education, Youth and Sports, as the Kampot group was asked to present a monitoring visit during the National Forum on Inclusive Education Forum that was to take place on May 28-30, 2012, but which was postponed until another date.

In April 2012 the monitoring of progress against progress markers was done during a reflection & learning workshop with a good number of stakeholders present. The participants were NGO staff from Krousar Thmey, ABCand EpicArts, the school director and teachers of Kampot Krom school, the representative of the Provincial Office of Education, parents, and representatives of the district technical monitoring team. On the second day of workshop two additional participants from national level attended, that is from the Department of Early Childhood and Primary Education Department. The agenda for that meeting was set in agreement with ABC and Krousar Thmey. It was agreed that also the general well being of the children with disabilities and their parents and community awareness side should be looked at closely. According to the director of Krousar Thmey: *"It is a very interesting idea to let the boundary partners direct the monitoring process themselves. I agree with this new schedule."*

The workshop report[7] clearly describes the achievements against progress markers. This was certainly a new experience for the workshop participants. From the side notes by the consultant that were shared with ABC and Krousar Thmey: *"This was a first try to let the participants monitoring/reflect about their actions and progress against the progress markers. I am not 100% how to evaluate this process and the outcomes. A few factors that can possible have influenced this process are that the NGO staff members were asked to facilitate the small group discussions but they themselves were new to the monitoring process vis-à-vis the progress markers too.*
The initial progress markers of the director and teachers outcome journal is shown in the table below, followed by a table with newly defined progress markers and their assessment.

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[7] Workshop report on Inclusive Education pilot programme in Kampot province; April 9-11, 2012

Boundary partner:			Directors and Teachers		
Outcome Challenge:			Teachers and the school director collaborate to inform the parents about the study results of the LV child. They are knowledgeable, skilled and comfortable to assist LV children in class. They let other schools visit to share their good practice.		
Expect	Like	Love	Progress Marker		Level of achievement (High/Medium/Low)
X			1.	No drop-out rate	
	X		2.	Repetition is reduced.	
		X	3.	Quality of teachers is high.	

Boundary partner:			Directors and Teachers		
Outcome Challenge:			Teachers and the school director collaborate to inform the parents about the study results of the LV child. They are knowledgeable, skilled and comfortable to assist LV children in class. They let other schools visit to share their good practice.		
Expect	Like	Love	Progress Marker		Level of achievement (High/Medium/Low)
X			1	Quality of teachers and conscientiousness has increased on low vision	H
X			2	Interested in disabled students	H
	X		3	Have material for teaching low vision students	M
	X		4	Regular monthly meeting (where they discuss strengths/weaknesses and share experience)	H
	X		5	Follow up and evaluate on result of student with low vision	H
Description of Change:			- The teachers have their own lesson plan. - Both the teachers and the director are enjoying good communication with the parents of the students with disabilities. - When they teach the teachers assist students with disabilities in writing, reading and take time to explain more. - The teachers should have big rulers, big letter bookstand, etc. to their disposal. - Regular meeting between teachers take place. - The teachers have individual follow-up sheets for children with disabilities.		

Some of the groups were asked to consider the quality of the markers and to add to them if needed. The teachers group did this (this also was the boundary partner with the least helpful progress markers). Overall the scores given are high. In some cases this is absolutely acceptable based on the reality, in other cases less so. We did not pursue a discussion in the big group on whether the groups were right to score themselves as they did. In the sense that the workshop and the progress markers are there to stimulate conversation and discussion, this was facilitated. In terms of stimulating very critical reflection, perhaps less so. It is difficult to know what objective to aim for with such a mixed group. For example NGO staff can handle critical self-reflection better than parents and people from the community for whom encouragement is a much more important factor." A few interesting observations are made here about the skills and knowledge of participants to facilitate group discussions on progress markers, but also that the objective of such a first monitoring experience

may focus more on conversation and discussion than rather on critical reflection which is also a skill in itself.

Another interesting insight about the interpretation of progress markers is made in the following comment: *"Sometimes people don't distinguish clearly between what the progress marker really specifically asks (increased encouragement) and the reality. Additionally I think that people here often talk about encouragement or lack thereof but as parents and average community members don't have many skills in this area. So, for example, to say to the child that they should go to school quickly...... is like giving encouragement. Or to not ask the child to stay home and help the parents, is to encourage the child. The progress marker is pretty broad and the facilitator and note takers maybe did not get all the details down."* This implies that for the progress markers to be effective to raise a common understanding on what is desirable and what the actual status is, a more in-depth discussion is needed with good facilitation. For a next monitoring round that would mean that more time is spent with the NGO staff to train them on and give them more confidence in facilitating these discussions.

With regard to the strategies/activities the participants to the meeting were asked to identify what had been done, what still needed to be done and whose support was needed. This seemed quite straight forward and worked well for the different actors to define what they had been doing. For example the director and teachers also listed the activities they had implemented and the activities they were planning to do as well as the support they would need. Based on that support NGOs or other actors could come in and take it up those demands for support in their action plans, and tune their strategies accordingly.

Find below a table with an overview of activities implemented by the director and the teachers, followed by the initial strategy journal to support the director and teachers (with a column of the implemented activities by Krousar Thmey as main actor to support them[8]). However, plotting in the activities of the actors (like Krousar Thmey) to support specific boundary partners (like the director and the teachers) requires special attention as often more than one partner assists a boundary partner. To still keep it clear for everybody what is to be done and by whom, may be a challenge when many different actors are together during a reflection meeting.

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[8] This was derived from the workshop notes based on the activities that were implemented by the NGOs.

Boundary Partner	Activities since January 2012	Next steps/activity	Support needed
Teachers:	- Communicate with parents on student progress and health. - Encourage the children with low vision. - Be aware of any discrimination of children with disabilities. - Produce materials to assist the children with low vision.	- Continue to prepare materials for low vision students. - Increase communication with parents. - Improve cooperation with stakeholders. - Find new strategy to assist children with low vision.	- Training for teachers to be delivered in Kampot Krong School. KT agrees to provide this. - Materials requested: Large print books, A4 paper, Cartons / flipcharts. - Improve school environment: toilet etc. EpicArts will consider this request. - Health Centre staff to come to do eye checks for prevention and early detection (IRIS takes responsibility for this). - Training on disability according to real needs (blind and/or low vision).
Director:	- Communicate with parents on progress and health of students. - Assist the teacher. - Prepare school environment. - Teacher meetings for reflection on progress and challenges.	- To continue communication with parents to send children to school on time. - Do regular checks to see if children are able to read to whiteboard and books. - Follow-up student progress. - Refer teachers for training in Krousar Thmey. - To communicate with other stakeholders to find optical devise.	

Strategies planned to support teachers and the school director		Implemented by Krousar Thmey
1	DoE/PoE/MOH to improve the teacher's quality.	- Meetings with Provincial Office of Education. - Monthly meeting with Provincial Health Department.
2	Curriculum in place.	- Curriculum developed and training been given to teachers.
3	Resource material like documents available	- Manuals approved by MoEYS and produced.
4	Monitoring and evaluation clarified.	- Individual advise form to follow-up on low vision children is explained to parents and teachers.
5	Incentives and resources.	-
6	Certificates.	-
7	DTMT trained.	- Curriculum developed and training been given to DTMT.

The consultant was also engaged with ABC separately on providing backstopping support in monitoring with outcome and strategy journals within the framework of a Community Based Rehabilitation programme in Kampong Cham. She conducted a visit to ABC's project staff in mid April, just after the workshop in Kampot. The staff had certainly tried to practice with the Outcome Journals since these were introduced to them in November 2011, and they had been filling them in each month, which proved to be a bit too much. This was thus not so much of a self-assessment as was the case in Kampot, but merely an appraisal by ABC about the changes they had seen with their boundary partners. A main challenge had been to fill out the Outcome Journals for the Self Help Groups, they had sort of taken an average score over all the 12 groups even though they may have had five high, four medium and three low scores. *"I encouraged them to show the three different groups because this way they can analyse WHY some where High or Medium or Low (Actors and Factors) and What they could be doing next period to help the Low become Medium (Actions)."*

To assist the project staff to better understand the different steps in monitoring the steps of information collection, organisation, analysis and subsequent action based on that analysis was explained. These four steps were used to work through the progress markers per boundary partner, one by one. *"I think this was helpful for people – though I have used these steps before with people, it worked out nicely because they easily refer to the different questions on the monitoring sheets. (Describe the Change, Actors and Factors, etc.)".* Another effort to help project staff to become quicker comfortable with the Outcome and Strategy Journals was to start with the Strategy Journals, before going into the Outcome Journals: *"Last time we did not do the strategy sheets – and yesterday I wished I had done them the other way around. Because we thought the Outcome Journals were more challenging and more important, I did them first – but I think perhaps that working first on the strategy sheet can help people feel that their work has been acknowledged, and that they see the link between programme activities and outcomes more easily. I have now encouraged people to work this way in their next monitoring discussion session: Take one boundary partner and look first at the strategies/activities and then go straight into the Outcome sheet for this same boundary partner. I also encouraged them to take one boundary partner per month so that they don't feel overwhelmed and can actually see progress in their understanding."*

4.2.2 Specific monitoring tools for Inclusive Education

While the Inclusive Education pilot programme in Kampot was focusing on boundary partners and behavior change, also other monitoring tools were discussed by Handicap International and CRS, but also by the Ministry of Education, Youth and Sports. Dr. Maya Kalyanpur mentioned for example that Handicap International had been looking at a tool called: IEP (Individual Education Plan), for their Battambong based Inclusive Education pilot. This is a very Western based tool and requires very high level expertise in use and application. It requires the teachers to assess students, then to project in objectives and graphically their learning curve and what objectives would be part of the learning for the next three months and then to track progress against that. This is a very sophisticated tool and even in the USA people are finding that teachers are not able to use it in the way it is designed. There is also a relatively basic tool that is part of the curriculum for children with disabilities. Handicap International is currently tweaking a certain student based monitoring tool. Dr.Maya also referred to a 'Inclusive Education Quality Indicators' tool that might be useful.

The Special Education Office of the Ministry of Education, Youth and Sports is testing a monitoring tool which is recently developed and is basically focusing on service delivery in the schools. The tool

includes a Teacher Advice Form, School Statistics Form, School Observation Form, and Classroom Observation Form. The school and classroom observation forms partly overlaps with the progress markers of the teachers and school director, and may be addressed during the next reflection and learning meeting in July. The tool has been tested by the Special Education Office of the Ministry of Education, Youth and Sports to monitor the schools in the three pilot projects: Handicap International Battambong schools (10), the CRS Takeo schools (4),and the Kampot school (1). Overall the Kampot school scored very well and reached an overall 75% compliance, which was the highest amongst the three pilots.

4.2.3 Creating an enabling environment for learning

To make sense of monitoring information tools are useful, but creating an enabling environment for learning is maybe as important. The consultant had a rather pragmatic approach and good eye for what was reasonable to ask from workshop participants. Interaction between boundary partners and group work was stimulated, as well as discussions. The positive atmosphere and bonding between people that had started with the study tour to Vietnam and workshop in May 2011 was continued. According to the consultant: *"To me the pilot feels informal – meaning, many of the interactions are face to face and verbal. Though we write things down, the partners are committed within themselves and THIS is what makes the pilot work. Not so much the formal agreements, payments, MoUs, action plans, etc. etc. So perhaps I am saying that internal motivation allows for and is possibly expressed and facilitated by a relatively informal process. For me, 'informal' and relational are actually very positive adjectives."*

4.3   Adapting strategies and activities

Analysing information may not automatically lead to new or modified strategies and activities. So how are lessons learned in one monitoring cycle integrated into the pilot programme? How do local partners deal with the learning opportunities that surface, in other words, has their adaptive capacity increased through the Inclusive Education pilot programme?

A first remark to make is that so far quite an impressive achievement has been reached, not only concerning progress in activities[9] but also concerning changes in behaviour. The consultant notes: *"If you are looking at the vision for the wellbeing of a child with low vision (design document) – there is significant progress being made. And perhaps if one were to compare the ownership of various government partners in the pilot, they are outperforming many of their colleagues."* According to the consultant, Dr. Maya indicated that the 75% compliance of the Kampot school with the monitoring tools from the government *"…is an indicator that points towards the benefits of starting small and doing things well, and being able to manage what needs to be done on a small scale."* She also mentioned that: *"On one of the indicators the teachers themselves felt they did not have the level of compliance that SEO was going to give them and they wanted to improve on that so they refused a potential higher score".* The last observation is also interesting as it underlines the seriousness in which the teachers approach inclusive education, as also for their own benefit and not only to satisfy the donor or ministry.

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[9] Interim report by Krousar Thmey on the Inclusive Education pilot in Kampot Province dd April 2012. A major achievement was the development of the Low Vision Curriculum, and the approval by the Ministry of Education, Youth and Sports of the Low Vision Manual for Teachers and the Guidance Manual for Trainers, that can now be used across Cambodia with due authorisation of the Ministry.

Secondly it is appropriate to realise that the second workshop is scheduled for June/July 2012 to complete the second monitoring cycle and there has thus been a relatively short period between reflection/information sharing and action. The questions on adaptive capacity have become most pronounced in the past months on the topic of cooperation between stakeholders.

Already in January 2012 it was sensed that cooperation between the various stakeholders should be more structured. In the April 2012 workshop half a day was dedicated to improve the cooperation among the stakeholders. The NGO partners indicated that they wanted to make sure that there would be clear information sharing especially on the children with disabilities going to school. Every organisation had a role to play, but was not always able to connect with the required person. ABC followed the directions of Krousar Thmey, and indicated that it was available to come for a meeting whenever there would be an inspection plan from Krousar Thmey. Krousar Thmey requested ABC and EpicArts[10] to come up with accurate statistics on numbers of low vision children in Kampot province before July 2012 so that they could invite the teachers for the summer school before the new school year starts. EpicArts indicated that they would like to have closer connections between the Community Based Rehabilitation activities and staff members from the different NGOs, and suggested that field based staff could meet together more regularly like a technical working group.

At the same time it was realised that the Ministry of Education, Youth and Sports should be taking the lead in the overall monitoring role of the Inclusive Education pilot, and show its engagement. The director of Krousar Thmey expressed this as follows: "*The pilot can only be called successful if the government has fully taken on all that needs doing to have Inclusive Education continue to spread".*
A growing interest in the work of the NGO partners and their expertise on Inclusive Education is notable. For example, the Teacher Training Department had a workshop planned in Takeo and Kampong Cham and included lessons on low vision and borrowed equipment from Krousar Thmey. Also the relationship with the Early Childhood Education Department is more in place since Ms. Sophea, the representative, invited Krousar Thmey to a workshop on Early Childhood Education in March 2012. On the other hand not all key persons in the Ministry of Education, Youth and Sports at national level are in favour to take the responsibility to take the lead. "*It is hoped that with the National Forum on Inclusive Education in May 2012, the manual on identification and referral of children with disabilities to primary schools is accepted and with that the mandate of officials in the Ministry of Education, Youth and Sports to work on Inclusive Education, increases"*, says Sander Schot.

It was decided that three levels should be distinguished to try and support communication and information exchange in the pilot programme. Therefore a local technical working group was established, to do technical follow-up in the schools whenever needed in which also the district technical monitoring team, school director and Provincial Office of Education participate. A second level would be the NGO monitoring group consisting of just the NGO partners. And a third level would be the entire working group on Inclusive Education with additional stakeholders (also from national level), which could meet once every three months. "*What was done is to distinguish the different levels so that they can move freely and as frequently as is helpful. They are perhaps not so much monitoring levels but action/management/ engagement levels".* The next monitoring cycle will tell if these three levels were helpful in improving coordination in the pilot programme.

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[10] An organisation based in Kampot that had been added to the group of NGO partners during the May 2011 workshop.

4.4   Implications for LIGHT FOR THE WORLD

What does the practice of monitoring during the implementation phase of the Inclusive Education pilot programme in Cambodia imply for LIGHT FOR THE WORLD. Has the pilot increased LIGHT FOR THE WORLD's own adaptive capacity in building capacity of local partner? Has it helped to play a significant role in co-creating meaningful programmes?

4.4.1 Local presence is inevitable

Without the involvement of the consultant LIGHT FOR THE WORLD would never have been able to provide the support to Krousar Thmey and ABC and the other stakeholders, that was given since September 2011. It became clear that introducing an alternative way of monitoring, more outcome-oriented, is not a small change that happens overnight, but requires a number of monitoring cycles to get engrained. The facilitation of the reflection & learning workshops is key to the process of a more targeted approach. Therefore local presence is needed to meet with people, spend time together to understand their concerns and follow-up with them. If LIGHT FOR THE WORLD would be considering replicating such an approach in other countries it should make sure that local presence is secured, be it through a programme coordinator or a local consultant.

4.4.2 Opening up new pastures

Sander Schot argues that the pilot has been essential in creating new dimensions to the work of LIGHT FOR THE WORLD. "*The pilot programme has enabled LIGHT FOR THE WORLD to be involved in programmatic development for within. That means that you are not the donor that only appraises a proposal when it is already written up and finally lands on your desk, but already during the reflection phase you take part in designing a possible solution. I feel therefore that I have been much more effective in understanding relevant developments on Inclusive Education in Cambodia and have developed a more relevant network with key stakeholders.*"

The most rewarding scenario would be if the pilot would have an impact at provincial or national level. Currently Krousar Thmey has been approached by CBM for an inclusive education programme for deaf children, for example, for which the same network of schools and working method could be used. Another but far reaching scenario would be if Krousar Thmey and ABC could influence the new Global Partnership for Education Fund to build upon the experience of the Inclusive Education pilot in Kampot.

5   <u>Phase 4: Outcomes of the M&E process</u>

- *What are the insights from your case in relation to your organizational research questions and the collective research questions in the TLP?*

5.1   Strengthening and clarifying relationships, roles and expectations

The applied participatory, multi-stakeholder, outcome mapping approach has certainly changed relationships, roles and expectations. It is still not fully crystallized and it is still in development, but

a number of tentative findings that arise from the process so far as documented in this case report and the learning history can be shared.

Vital in the approach to strengthen relationships were the study tour to Vietnam, the workshops and the reflection/monitoring meetings. The way the pilot was prepared for and planned has been very helpful in getting people 'on the same page' – especially for those closest to implementation, if less so some ministry officials. The used approach of follow-on workshops and reflection sessions has helped bind stakeholders quite closely to the pilot, including them in monitoring, reflecting on progress and amending plans. Much more room has been created for involvement of the Ministry of Education, Youth and Sports, at national but especially at local level. The school director, teachers, parents have gained more importance in determining the activities, the pace and the direction of the pilot, which would be much less in a more traditional project setup where NGOs would take the lead.

The different roles and responsibilities have been set out and broadly understood at the beginning of the pilot in September 2010 and the follow-up events (e.g. study tour, workshops and monitoring meetings) but there is some tension as to whether these roles and responsibilities were fully met by all stakeholders (f.e. national Ministry of Education, Youth and Sports, Community leaders, ABC, and parents) and if these responsibilities were clearly communicated and updated with new partners (EpicArts) coming on board. The reflection sessions have not successfully addressed these tensions yet, which is an issue that needs to be followed up in the coming months.

Much of the pilot's success seems to be down to the strong input of individuals involved (supported by the pilot's ethos and participatory nature), with the School Director and director of Krousar Thmey singled out at implementers level, and Dr. Maya as a focal point and 'champion' within the ministry. Expansion has to bear than in mind, while trying to embed processes that would survive the loss of key individuals.

Concerning the relationship of LIGHT FOR THE WORLD towards the local partners, it can be said that that relationship with Krousar Thmey has certainly deepened. Apart from a professional involvement on Inclusive Education, this also goes further to a personal level, which has its basis in common understanding and shared experiences like the challenge to get permission from the Minister of Education in Cambodia himself to travel with Cambodian government officials to Vietnam. With ABC the relationship has not changed very much, which is also mainly due to the fact that they played more a reactive rather than a proactive role.

5.2   *Learning about the progress towards the development objectives*

Time has been short to really substantiate in how far the approach has been helpful to achieve an immediate impact. From a critical perspective you could say that nowadays only six children with visually impairment[11] have been successfully included in a primary school, and have shown a much better performance than the year before. "*At teacher level, they have seen immediate progress within*

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[11] According to the low vision expert who visited the Kampot Krom school in June 2012, two of the six did not have low vision, but uncorrected refractive error which means that they only needed a pair of glasses to see properly. After this (technical and clinical) advice was given it was followed up immediately by the school director.

the children...I remember within 6 months, one of the children had climbed from being no. 30 in the class to being no. 14, so there was direct academic progress as well... from, in a way, very simple interventions - so that increased the belief of teachers as well that this is something that is very do-able and we should put our energy towards making this happen."

Only six children may not have justified such an investment in time and money. However, at the quote above illustrates with time the expectation is that many more children with disabilities will profit from the capacity that is being built at stakeholder level through the pilot programme. At outcome level, considering changes in behavior of the various boundary partners, progress can be noted – and this is exactly the conviction why we started the pilot in the first place, i.e. to foster inclusive education not only the NGOs should be allowed to provide some support, but all stakeholders should know their roles and know what to do to effectively include children with disabilities in primary education.

At this stage scientific evidencing of outcomes is still frail in the absence of very structured and more quantitative element in the monitoring framework. Stakeholders cite however some significant contributions of the pilot at 'local' level (e.g. increased skills through teacher training, attitude of parents, school and provincial support) and 'national' levels (training of trainers, low-vision curriculum, 9-step plan).

<u>Teachers of Kampot Krom school</u> stated: *"We received knowledge of how to teach low vision students and how to pay attention to them. We try to find ways to help them to read and write, and to communicate with their parents... In the classroom we ask the strong performing students to sit with low-vision students to help them."* And, *"We have a teacher meeting every month in order to find the strong and weak points concerning helping low vision students. We also have a student meeting every week to stimulate them to study harder. Also, the other teachers and I educate non disabled students to stop discrimination against disability, and to stimulate them to be friendly. If disabled students are absent, we send our teacher to a student's home to see and ask them regarding his absence and study."* According to a low vision expert during her recent visit to the Kampot Krom school: *"The teachers are certainly able to do their job better after the training. When I see some of the individual attention they try to give to the children and work with the other children; yes, I think they are doing better... what I see, I think 'you're doing quite nicely'"*

<u>On changes at the level of the parents,</u> the teachers at the Kampot Krom school said: *"Before, parents did not accept their children as low vision. When we would say that their children had low vision, they would hide and felt shy, and did not want their children to go to school. Teachers did not pay attention to students with low vision because it was hard to teach them.... Now, parents start to accept their children with low vision and change their behaviour towards their children. Teachers know how to educate the students, to address and stop discrimination, and increasingly pay attention to students with low vision. Parents make contribution to their children studies and help them to get to school. The community understands it more; they share information on where children with low vision live."*

The increased engagement of the <u>provincial director of education</u> became apparent when the consultant visited the Provincial Office on Education in May to discuss about progress

and possible scaling up of the pilot: *"He [provincial director] was immediately on-board with that. So he invited the director of a secondary school (for when the children who are now in primary school are going to graduate and move on), he also invited the directors of two other elementary schools where the pilot might expand to… And he had thought about who he was going to invite, and what criteria he was using."*

About the changed attitudes of <u>national partners and stakeholders</u> the following quotes are illustrative. According to the low vision expert: *"Krousar Thmey now seems to say that for children with low vision who can use print, it's actually easier to have them in a local school [in an inclusive class] than in an integrated class – which I think is very telling… The school, too, is very positive today on how it's possible, with the workshops and training… I think that's a big success, and a strength of this pilot – that it has changed attitudes."*

The consultant, further mentioned: *"The preparation of the Manual on Inclusive Education (that is, 9-steps for early identification and referral, initiated by Dr. Maya) was done in close collaboration with tthe three pilots together (Battambang, Takeo and Kampot). It was an opportunity for all the stakeholders to work together and share their experience, and to put it down in writing, and to see that it was going to have a potentially nationwide acknowledgement. That was good to see. And in a way it supported the different pilots, so the pilots didn't have to keep their own momentum going."*

The mutual understanding of both <u>local and national stakeholders</u> on what Inclusive Education involves, and what it means to replicate the experience or scale it up has increased as well, and shows a realistic outlook. *"Some challenges and opportunities remain (community reach, eye care testing, provision of assistive devices and education materials, parental relations, linking low-vision to wider issues of inclusive education) and there seems to be broad consensus among stakeholders on the idea of 'hastening slowly' – by adding to and improving the pilot in a number of respects, while only expanding/scaling up slowly and incrementally, focusing on Kampot province because of experience, commitment and the potential for synergies between schools and other stakeholders."*

On the other side there were also desired outcomes that did not materialize yet. This provides some insight in what other strategies might have worked to give better outcomes. For example, in retrospect, the study tour could have done with more reflection time and targeted more senior ministry figures in an effort to secure buy-in and follow-through from a national level, rather than lower ranking officials, closer to implementation. This hindered for example the effectuation of a national working group on inclusive education, as was desired by the study tour participants. According to Dr. Maya: *"We did establish a working group, but it was a non-starter right from the get-go."*

Did the focus on outcomes lose out on the monitoring of the concrete activities? The fact that many of the stakeholders were involved in the monitoring, reflection on progress and amending of plans have increased their ownership, but may have indeed downplayed a bit the focus on inputs/activities/outputs such as clinical eye care testing, actual provision of recommended assistive devices, provision of education materials for low-vision students, etc. As the low vision expert stated: *"I think outcome mapping is great but I think it cannot be done without looking at some of the*

inputs and the process along the way... I just saw today that children have been prescribed assistive devices by eye care professionals...but they didn't get them... You can map teacher outcomes but – along the way – the child did not get what they need; the teacher actually did not know the child needed this... so the outcome mapping is great, but maybe we have to look again at some of the [process] outcomes, because some of them should relate to the clinical and eye care side of low vision, and I do not think they are there..."

5.3 Satisfying downward, horizontal and upward accountability needs

The approach has shown that accountability needs can be satisfied, but needs clear coordination and expectations. The pilot has also shown that it takes a long time before outcome-monitoring is fully part of the DNA of an organization, and as we can see from the result of the reflection/monitoring meeting it has not fully matured yet. The consultant drafting the learning history concluded that at this stage: *"there seems to be some lack of clarity as to who is recording/collating which quantitative/qualitative monitoring information associated with the pilot, and to what end – with some information particular to the school/ministry, some to 'learning' (Light for the World) and some to Krousar Thmey."* This is confirmed by various stakeholders. The monitoring was intended to be both participatory and 'light touch' to engage the stakeholders, which it has, but it will be certainly useful to pull together the bodies of monitoring information for sharing across stakeholders, and for wider/future reference. This would be a helpful input for any 'end of pilot reflection' that is planned to take place during the seminar on Inclusive Education in Cambodia in November 2012.

In retrospect the monitoring was primarily downward and horizontal accountability. *"We never made the' indicators' SMART or any of that stuff...We realised that we wanted the people involved to be part of the monitoring – so that instead of the NGO going to monitor the parents, we invited the parents to reflect on themselves. And yes there's been a little bit of overly-positive indicators, yet if the parents sits down and says of themselves: 'You know, I'm really encouraging my child to go to school'... then that process, of itself, reinforces that objective, rather than the NGO coming to extract the information and the parent doesn't get any positive reinforcement."* The consultant continues: *"[For the second pilot monitoring visit] ... we had asked all the stakeholders to reflect on their own progress – also to feed back more into the design decisions – and that was interesting because it led directly also into the next action plan... because we had asked people: for your next thing, what do you plan to do and who do you need support from – and there and then that support was committed. For example, the school asked Krousar Thmey to provide additional training on this and this, and is that possible. And Krousar Thmey was able to answer then and there. So because we were all together, the reflection and planning was just such a short loop."* " *If you have people who are, after a while, able to come back together and point out the most important things and move on again, then really... the whole planning is helpful, but only to mobilise people for action, and to help the quality and the relationship along."*

Monitoring information to satisfy upward accountability at national level was provided to the Ministry of Education, Youth and Sports, by presenting the experiences of the Kampot pilot in national meetings. *"The pilot reflection that we were doing for Kampot (specifically through Light for the World and its partners) is maybe the NGO monitoring and learning, and keeping going... and perhaps the national level is where the governmental organizations were getting additional momentum*

from – so the School Director, and the teachers were also part of those national level-things, and that is in a way more their system." The ministry also did their own monitoring on the progress in inclusive education in the Kampot pilot school: *"At the Ministry, we were looking at outcomes that were much more quantitative – so, in a sense, this was a nice collaboration we had where Krousar Thmey and Light for the World said, 'we don't want it to be purely quantitative; we don't want it to be numbers: this is a story that needs to be told and so we want it to be a quantitative study… and the Ministry wasn't going to go that direction, so the procedures complemented each other very nicely.*

To date LIGHT FOR THE WORLD has been satisfied with the progress being made and the learning taking place in the pilot. For a next phase there is a need to kind of harness the monitoring system more solidly to not only depend on the anecdotal success stories, but combine qualitative and quantitative information to build a better case for inclusive education in Cambodia. While there are already monitoring systems present that are owned by different stakeholders, it is more a matter of matching them and share the available information for the purpose of informed decision-making.

5.4   *Adaptive capacity of the change agents*

The adaptive capacity of change agents has certainly been challenged in the past months during the implementation of the pilot programme. It has also challenged LIGHT FOR THE WORLD's adaptive capacity, as the whole approach was new and it was like taking the journey step by step without knowing a fast track or shortcut. The adaptive capacity of the NGOs and officials of the Ministry of Education, Youth and Sports – especially at Kampot level - has certainly increased. You could say that in this process every stakeholder, every boundary partner was considered a stakeholder fpr the purpose of successfully including children with low vision in primary education.

The examples given above and in the previous chapters illustrate the changes and increased capacity of the stakeholders. Very visible are the changes that occurred at school level among teachers and the school director, which had a direct effect on the children with low vision. Notwithstanding the positive reports at school level, which are really important for the students, families and teachers involved, the benefits of the pilot go beyond that. The pilot's 'modeling' of a successful process and intervention, and its contribution to the national level outputs/outcomes (training of trainers, curriculum development, 9-step programme, and a degree of government buy-in and acceptance) is a key aspect and needs to be consolidated.

A challenge that the different stakeholders are currently facing – and what definitely would show their adaptive capacity - is if they are able to establish an effective Kampot-level working group that ensures a national level buy-in, in which the working group in Kampot is able to take the lead in organizing targeted, strategic input, and perhaps human resource/financial support, from key interested stakeholders, such as Krousar Thmey, Light for the World, CRS and Handicap International.

6   <u>Final remark</u>

The effects of participating in PSO's Thematic Learning Programme PME goes beyond the single pilot on Inclusive Education programme design in Cambodia. It has helped LIGHT FOR THE WORLD tremendously in learning how to facilitate a multi-stakeholder programme, from the first start till well into the implementation. It has shed new light on the role that LIGHT FOR THE WORLD strives to fulfil, co-creation of meaningful programmes.

As in many organically growing programmes, it is a pity that the timeframe happens to be very short to really face obstacles, reflect on them, and come up with plans to overcome them. Given the fact that the presence and active participation of the Ministry of Education, Sports and Youth in Cambodia was vital, but that its working and decision-making rhythm was different from other actors in the process, more time would have been appreciated.

LIGHT FOR THE WORLD is committed and determined to continue support the Inclusive Education pilot in Kampot in Cambodia at least until 2013/14, and is confident that with the basis provided by the Thematic Learning Programme many children with disabilities will find their way in primary schools in Cambodia.