

How to Support Innovative Practices of Learning and Learning to Live Together? The Case of Capacity Development of Teacher Education Institutions in Cambodia and Vietnam

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Abstract

Individual and organizational capacity development at teacher education level is a crucial strategy to support sustainable educational innovation and change. In this paper we analyze two development cooperation support programs on capacity development in teacher education in Cambodia and Vietnam that have been implemented by the Flemish Association for Development Cooperation and Technical Assistance and its operational partners. We draw a brief overview of the educational context in both countries that led to different capacity situations for aspects of learning and learning to live together. We apply an adapted version of Morgan's model of five core (institutional) capabilities. After comparing how these aspects have been addressed in the respective support programs, we reflect on the role of external change facilitators. The findings underline the value of technical cooperation to shape the preconditions from where capacity development can take place, the role of change agents to work on socio-political and organizational factors and the importance to take into account cultural factors when designing for capacity development.

Introduction

Teachers professional development has repeatedly been identified as top priority in education policies and is a most important aspect of educational innovation and change (Culp, Honey, & Mandinach, 2005; Hamano, 2008). As pre-service teachers have a significant role to play in the sustained educational innovation in schools, it is imperative that they be exposed in their training in teacher education institutions (TEI) (Steketee, 2005). It can be argued that it is therefore imperative to build the capacity of TEIs to provide a meaningful context that allows pre-service teachers to critically examine their own pedagogical beliefs and that the professional development of teacher educators as an important strategic action for the capacity building of TEIs (Lim, Chai, & Churchill, 2011).

The Flemish Association for Development Cooperation and Technical Assistance (VVOB) is a non-profit organization that, by order of the Flemish and the Belgian governments, contributes to the improvement of quality of education in developing countries. VVOB's core task is to provide technical assistance in programs in the Global South. In Asia, VVOB is coordinating development programs in Cambodia and Vietnam. In both countries, VVOB supports institutional capacity development in Teacher Education Institutions (TEIs) at provincial level and focuses on professional development of teacher educators. Both VVOB development cooperation programs started in 2008, and the first phase was finalized by the end of 2010.

Currently the programs are in its second phase (2011-2013) and VVOB prepares for an exit in 2013. Lessons learned and good practices in the TEIs are shared with the respective ministries of education in both countries and led to national dissemination of developed training materials and training approaches.

In this paper we describe in brief the educational context in Cambodia and Vietnam and how certain needs led to the current programs on quality of education in general and on aspects of learning and learning to live together in specific. After that we introduce in more detail the analytical framework of five core capabilities and we describe our research methodology. After presenting the main findings, we highlight in our conclusions how these core capabilities have been addressed in the support programs and how a different approach led to different outcomes. Finally we discuss on the different roles of change facilitators and on how these roles evolve over the course of a development cooperation program.

Support to aspects of learning and learning to live together

Learning to live together

The concept of learning to live together (LTLT) is centred on the development of understanding, consideration and respect for others, their beliefs, values and cultures. This is considered to provide the basis for the avoidance of conflicts or their non-violent resolution and for on-going peaceful coexistence. Beyond that, it implies recognizing difference and diversity as opportunity rather than danger and as a valuable resource to be used for the common good (UNESCO). To achieve these goals and education objectives, we need to work with students in ways that not only build their knowledge but give them practice in developing basic competencies, and that help broaden their values, attitudes and behaviours to encompass living together with mutual respect and solving problems through cooperation, negotiation and compromise (Sinclair, Davies, Obura, & Tibbitts, 2008). Sinclair et al. (2008) summarize current thinking on good practice in a list of criteria for designing and assessing effective teaching-learning in the LTLT/life skills dimension of curriculum. These criteria reflect a strong focus on participatory, inclusive and experiential classroom methodologies; systematic practice of skills; encouragement of skills, values, attitudes and behaviours required for living together and life skills. According to Ucko (Ucko), such approaches require applying methodologies that provide space for exchange, interaction, encounter, discovery, critical thinking, reflection and action.

The LTLT/life skills dimension of curriculum demands special skills and commitment on the part of the teachers, who themselves usually need special training and support for this work. Moreover, it is important for the ideals of mutual respect, human rights and democratic principles to be reflected holistically both in the working of the school and in teacher training processes (Sinclair et al., 2008).

In Cambodia: Support to improvement of “Student-centred Approaches in Science and Life Skills Teaching”

Current reform efforts are driven by the country’s commitment to providing basic education for all students in Cambodia from grades 1-9, with strategies and goals as outlined in Education for

All: National Plan 2003-2015 (Royal Government of Cambodia, 2003). In its Education Strategic Plan 2009/13 the Ministry of Education, Youth and Sport has defined three main policies, being equitable access to education services, quality and efficiency of education services and institutional development and capacity Building for decentralisation. Strategies to address the second policy, namely quality and efficiency of education services include “upgrading staff competencies in various forms of training for all teacher training institutes, including the training under the form of staff development programs for teacher trainers to be conducted at the TTC level” (MoEYS, 2010).

In Cambodia important progress has been made in increasing enrolment and completion rates for primary education. 87% of children complete primary education (UIS/ UNESCO, 2010). However, drop-out rates in lower secondary education remain high. Only 35% of pupils starts with secondary education (Data, 2007, UIS/ UNESCO 7) and only 13% completes it (Data estimated by Porta, 2011 and published by World Bank, 2012). Around 80 per cent of the population of Cambodia live in villages, and as one of the poorest economies in Asia, there is a large difference in standards of living between the urban areas and the rest of the country. The urban-rural divide is a major variable in explaining differences in access to education. 58% of the 15-19 year old rural population does not attend school, whereas for the urban population the figure is 40% (WIDE, 2012).

Low quality of education and a lack of relevance are considered as important factors explaining these rates. The Ministry of Education, Youth and Sport (MoEYS) has repeatedly stated its commitment to improve the quality of education along the lines of the Child Friendly Schools policy. The Master Plan for Teacher Development (2010-2014) calls for “Upgrading the quality of teacher training through improvement of training curriculum and pedagogy.” The Education Sector Plan (ESP, 2009-2013) lists as one of the objectives the “improvement of the quality of teaching and learning nationwide to reduce dropout and repetition rate.” To reach this it is written in the ESP that it is necessary to “upgrade staff competencies in various forms of training for all TTCs” (ESP 2009-2013, p.53) and “upgrade teacher trainers’ competences in teaching methodology” (ibid, p.54). In 2011 the teacher training curriculum for lower secondary education underwent a major revision. Twelve hours of methodological training on the implementation of student-centred approaches in teaching were added.

Implementation of policy statements runs into practical, economic and cultural barriers. Teachers, pupils and school management have been used to rote learning for many years. Assessment is primarily based on recalling information. Teacher salaries are low and many take up a second job, affecting their time and motivation to integrate student-centred approaches (Benveniste et al, 2008). Educational resources are severely limited in many schools, affecting possibilities for student-centred instruction. As Rennie and Mason (2007, p.5) note: “The student-centred pedagogy of much Western higher education depends on the availability of books, journals, libraries and online resources. These are very much more restricted in less developed countries and consequently reliance on the teacher and the content knowledge of the expert is understandable.” Cultural factors are difficult to determine. Berkvens et al (2011) point to the extremely high power-distance in Cambodia, based on Hofstede’s model of cultural differences among societies. A teacher is considered as the undisputed source of knowledge, whose task it is to ‘transfer’ his knowledge to the pupils. Rennie and Mason (2007, p.5) state: “Where a belief in the importance of content and in the authority of the teacher as knowledge expert prevails, those forms of distributed education which pass more control to the learner are

inherently suspect. The importance of the content prevails over the educational context, and learning styles are conditioned to perpetuate the role of passive learners rather than critical thinkers seeking to apply their acquired knowledge in new ways.”

In its education programme VVOB supports the MoEYS and the institutes for teacher training in implementing student-centred approaches in science and life skills teaching. The programme has a strong focus on a collaborative development of mainly low-cost teaching resources such as posters, experiments and cards that support science teacher trainers in adopting a more student-centred teaching approach. Instructor’s manuals, workshops, peer coaching and follow-up visits have been deployed to strengthen the capacity of teacher trainers and educational managers. For its capacity development VVOB adopts a train-the-trainer approach. A small group of teacher trainers have been involved intensively in the programme for three years, and gradually take up facilitator and coaching roles. The programme primarily targets 24 Teacher Training Institutes, 6 for lower secondary education and 18 for primary education, and their practice schools, where student teachers do their placement. The direct target group is about 150 teacher trainers and 400 teachers.

In Vietnam: Support to improvement of “Active Teaching and Learning”

In Vietnam major directives for educational reform of the Ministry of Education and Training (MOET) are about the renewal of general education (directive 14) and about the acceleration of the learning and teaching methods in the teacher training (directive 15). Directive 15 proposes the modernization of learning and teaching methods, with the aim of reducing one-way (teacher centred) education and to stimulate initiative, creativity and self-study by the students. In a draft of a new “Education Development Strategic Plan 2011-2020 (EDSP 2011-2020)”, modernization of the education administration and professional teaching staff are among the key priorities. Strategic measures highlighted in the EDSP (2011-2020) include: development of teaching and administration staff; innovated curriculum and materials; innovated teaching, learning and assessment methods and education evaluation and accreditation; education socialization; enhanced efficiency of scientific and technological activities in research and training institutions; development of advanced education institutions. As part of the strategic measures mentioned above, in 2008 the MOET launched a holistic campaign (2008-2013) on “Friendly schools, active students” at secondary schools (directive 40). The goal is to build a safe, friendly and efficient education environment and to promote students’ active involvement and creativeness. Detailed implementation plans on the “Child Friendly Schools” movement are formulated by the MOET for the following school years. Teaching methods must evolve from passive transfer of knowledge to facilitation of learning, self study, information gathering, analytical and synthetic thinking, independence in the learning process, and autonomous organizing of activities at school and at home. All teachers should have the opportunity to continuously participate in training courses. Priority is also to strengthen the training capacity and innovation of the teacher education programmes for university and college level.

A great deal of international assistance is provided for the promotion of this type of teacher education in Vietnam (Hamano, 2008). In Vietnam, VVOB supports improvement of teaching and learning quality at secondary schools through institutional capacity development in five TEIs in five provinces. Central to the support of VVOB in Vietnam is the promotion of and capacity building of educators in the use of active teaching and learning (ATL) methods. The term ATL

refers to a wide range of student-centred, context relevant and activating approaches which are rooted in a social constructivist and situated cognition view on learning. Such an approach is expected to improve the quality of secondary education in Vietnam by promoting contemporary knowledge, effective professional skills, creativity, independent and critical thinking skills, problem-solving capability and high adaptability to a continuously changing environment; all of them qualities that are emphasized in the Education Development Strategic Plan 2011-2020 of Vietnam. VVOB supports the TEIs in adjusting training methods, ensuring students gain necessary competencies to become teachers who are able to apply ATL methodologies. The focus is on an integrated support for ATL methodologies with special attention to integration of ICT in education. In line with directive 40 on “Friendly schools, active students” at secondary schools, ICT is conceptualized as a tool that can effectively support the innovation of teaching, learning and education management and contribute to improve efficiency and quality of education.

Analytical framework, research questions and methodology

Defining capacity

Capacity is about the ability to do something. VVOB defines capacity in the education sector as the ability of people and institutions to support quality education and to adapt to changing contexts. Capacity development in education is a support action (facilitating processes) towards people or institutions through which their abilities are enhanced (becoming better performing) and self-sustained. To frame our work in capacity development, VVOB applies the ECDPM-model of Morgan (2006). Based on case studies and the wider literature, Morgan (2006) conceptualizes capacity as being built on five core capabilities which can be found, to a greater or lesser extent, in all organizations or systems: the capability to act, the capability to generate development results, the capability to relate, the capability to adapt and finally, the capability to integrate. Morgan (2006) further makes clear that these capabilities are separate, but interdependent. In the report on the concept of capacity these five capabilities are described in detail. In this paper we provide an overview of the building blocks of each capability in table 1. In the section with findings, the different capabilities will be described and illustrated with examples at the level of the teacher education institutions in Cambodia and Vietnam.

Table 1**Five core capabilities (from Morgan, 2006)**

Capability	Description	Building blocks
The capability to act	The capability to act deliberately and to self-organize, to have volition, to choose, to exert influence and to move and develop with some sort of strategic intent. It is about human, social, organizational and institutional energy.	willingness, attitude, motivation, self-confidence, empowerment
The capability to generate development results	The capability to generate capacity as development result itself and programmatic development results (e.g. outputs and outcomes): capacity as an 'input' or as a means to achieve higher-order program development results.	mandate, organizational enablers, organizational results & performance
The capability to relate	The capability to achieve a basic imperative of all human systems, i.e. to relate to other actors within the context in which it functions.	legitimacy, networking, resource mobilization (institutional & financial)
The capability to adapt and self-renew	The capability of an organization or system to master change and the adoption of new ideas.	contextual intelligence, self-reflection, openness/ flexibility to change, learning, M&E
The capability to achieve coherence	The capability to achieve coherence within own institution's policy/vision/objectives (effectivity) ... to deal with the tension between the need to specialize and differentiate versus the need to bring things together and achieve greater coherence.	innovation vs. continuity, balance between vision driven vs. donor driven

Research question

Morgan (2006) identifies a need to narrow down the discussion about capacity, and a need for a more grounded operational way of assessing and managing capacity issues. A few key questions are suggested to sharpen strategic thinking and acting:

- What is the state and effectiveness of current capabilities?
- What capabilities do we need to make our contribution to and why?
- What capabilities do we need to improve and which do we need to downgrade?

These questions are guiding the evaluation of the capacity development programs that VVOB implements in teacher education institutions in Cambodia and Vietnam.

Research methodology

A first analysis was made based on desk research of the multi year plan, progress reports and monitoring and evaluation reports of both programmes. In 2011 and 2012 two exchange visits took place to each other's programmes. The objective of these visits was to get a better understanding of both contexts and compare the approaches of technical assistance and capacity development. Based on the results of both visits a reflection document was made, which was subsequently refined through e-mail discussions.

Findings

In what follows we describe for both programs the state and effectiveness of institutional capabilities and how VVOB has supported aspects of these respective capabilities. We do not support the view of capacity as a simple 'means to an end' issue. Following Morgan (2006), we believe capacity must be seen both as an end in itself and as a means to other development objectives. Nevertheless, in this paper we focus on the capabilities as targets for institutional capacity and do not go in depth on overarching development objectives.

The capability to act

The capability to act is a pre-condition for initiation of the development cooperation programs in both countries. If the partner institutions have no willingness, motivation and if they are not empowered to make a change, supporting educational innovation and change does not make any sense. As described in the part on how the educational context led to different support programs on quality of education and learning to live together, TEIs in both countries play an important role in the targeted education innovation processes.

In Cambodia the Ministry of Education, Youth and Sport (MoEYS) has repeatedly stated its ambition to increase the quality of education. The adoption of more student-centred approaches is explicitly endorsed as a way to increase the quality of education. The curriculum of teacher training for lower secondary education has been adapted to reflect the changing pedagogical priorities. Strong support from central level departments of the MoEYS is considered an

important precondition to enact changes in the schools, in particular in a strong hierarchical society as Cambodia. In this way

In 2005, the government of Vietnam adopted a Higher Education Renovation Agenda (HERA) (MOET, 2005), a reform plan seeking to achieve a comprehensive modernization of Vietnam's higher education system by 2020. HERA has signalled that the relationship between the state and the higher education system must change, from one characterized by state control of the system to one characterized by state supervision. In this context TEIs have more and more capabilities to act deliberately and to self-organize. They can choose how to address e.g. professional development of their faculty, how to organize the pre-service curriculum for their students, how to equip classrooms ... how to move and develop with some sort of strategic intent. As such, even though TEIs in Vietnam closely follow up on guidelines from the MOET, they have the willingness and are empowered to envision education innovation and change processes in their institution. To guide this process at the start of the academic year 2008–2009 VVOB Vietnam assisted the five TEIs to develop a technology plan, following the Planning Guide on ICT in Teacher Education (UNESCO, 2002). These Technology Plans were written by educational managers and ICT coordinators of the five institutions to address different operational components of integration of ICT as described by Kozma (2008). To encourage a positive attitude towards integration of ICT in education and to motivate faculty, VVOB supported all TEIs in the provision of improved access to ICT for use in classroom teaching and learning. After implementation and revision of the technology plans, all TEIs started in the following academic year with a broader and more encompassing “Education Innovation Plan (EIP)”.

The capability to generate development results

In both programs the main focus has been on capacity development on aspects of learning and learning to live together. Different approaches have been designed and implemented to build the capacity of teacher educators.

In Cambodia VVOB supports a demand-driven process for the partner to acquire, localise and adopt innovations, strengthen capacity and improve processes. This is the main focus in the pilot stages, owned and executed by a limited number of pilot partners at operational level (institutes for teacher training and practice schools) while involving central departments of the MoEYS. A sufficiently long pilot phase where various approaches can be tried out, evaluated, adapted and eventually scaled up or discarded is important. Quality assurance in this stage is pivotal to ensure effectiveness and sustainability of the results while capacity of the partner institutes is strengthened. During the subsequent mainstreaming stage, starting in 2011, impact has been increased by scaling up the piloted processes and outcomes to peer institutes in other geographical areas. Again this was done by the operational partners under the guidance of the strategic level. Careful selection of the initial target group with people willing to change, who will benefit from it and who are in a position to influence others has been an important criterion for success.

The programme in Cambodia has focused on equipping teacher trainers with a wide range of educational materials to support them in teaching in a more student-centred way. This approach stemmed from the observation of a lack of materials in educational institutes and a low availability in general of resources such as posters, books and multimedia in the Khmer language. Most teacher trainers don't have a bachelor or master degree in the subject they teach.

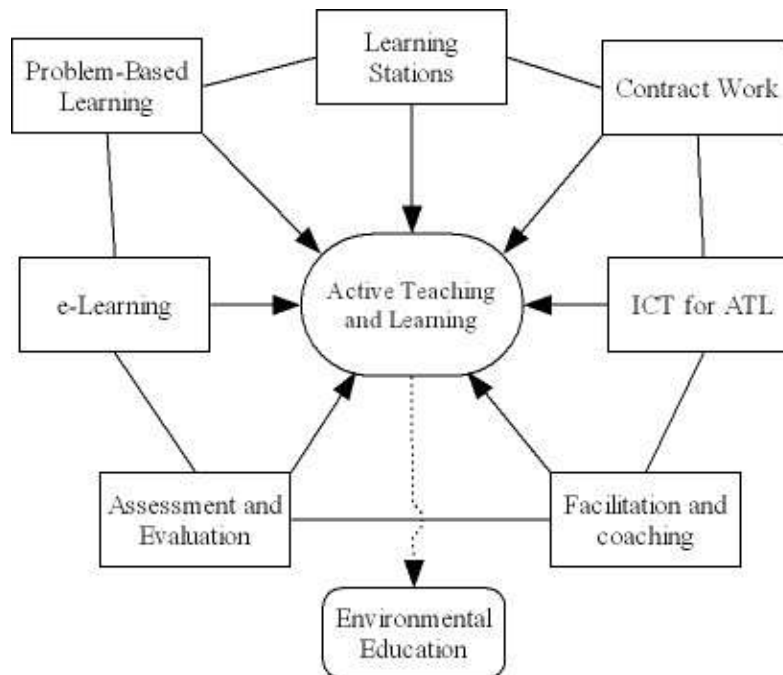
For these reasons a more hands-on approach was adopted, in particular during the early stages of the programme. An intensive training programme with minimum 60 hours of training per teacher trainer was designed, including time for strengthening content knowledge and peer learning. A practice-focused approach was adopted, as we considered building in opportunities for staff to engage in discussion and exploration of ideas and possibilities, share experiences and critique their practice as essential. Lesson study was introduced to teacher institutes as a system for peer coaching.

The TPACK concept (Koehler and Mishra, 2009), derived from the concept of ‘pedagogical content knowledge’, introduced and articulated by Shulman (1986), has been a central concept in the implementation design. This concept stresses the need to treat content, pedagogy and technology as an integrated whole, rather than as three separated units. Trainings and teaching aids should not focus on one aspect, but integrate these components in order to be useful and successful. Temperley et al (2007, p.xxxiii) concluded in their meta-analysis on teacher professional learning and development that “it appears that underpinning curriculum knowledge needs to be adequate in order to integrate it with effective teaching strategies.

Involvement from the management of the teacher training institutes and the central levels of the MoEYS has been built in from the start of the programme. This contributes to the sustainability of the results, but also helps in realizing behaviour change with the target group. A sole focus on individual capacity development of teacher trainers is likely to be insufficient. It's equally important to design activities for school directors, government officials or, ideally, even parents as they affect the environment in which teachers will work.

In the program in Vietnam the main focus, especially during the first phase of the program, was on capacity development on ATL methodologies and improved use of ICT for teaching and learning, supporting ATL. In 2008-2009 VVOB initiated a series of core groups of teacher educators: on teaching methodologies, ICT in education, environmental education as well as research core group. Contextualised learning and training materials have been developed in a highly participatory way with participation from these core group members, national and international experts and other stakeholders active in Vietnam (see overview in figure 1): three teacher training modules on teaching methodologies (Problem-based Learning, Learning stations, Contract work); a self-study and training package on ICT for ATL and e-learning; and a teacher training module constituting an Environmental Basic course. In the second phase of the program two training modules have been developed that support the wider implementation of these teaching methodologies and the use of ICT in education: a training module on Assessment and evaluation and a training module on Facilitation and coaching. The developed teacher training modules are easy accessible and comprehensible, and a limited time is needed to organize training activities based on the modules in order to allow easy dissemination without external support. With the core group as trainers, workshops and trainings have been disseminated on a large scale to other teacher educators and (pre-service) student teachers in the five TEIs. Teacher educators who participated in the professional development trajectory significantly improved their ICT skills and confidence and we noticed an increased use of ICT and ATL methodologies in their teaching practice.

Figure 1: Overview of learning and training modules on ATL



In an assessment of the professional development approach (Peeraer & Van Petegem, 2012) we conclude that success in getting the most out of training is not so much about participation in workshops and trainings, but more about an individual's drive and additional engagement. Our concern however is that staff training and development achieves little if it is only for the few who volunteer. Ways must be found of providing training system wide (Latchem & Jung, 2010). As argued by Phelps et al. (2004), a metacognitive approach can foster the formation of support structures and networks which could support educators' learning beyond their involvement in the professional development initiative and, as such, it becomes a powerful vehicle to support change processes. Using ICT to support Communities of Practice (CoP) in which practice can be shared as a basis for mutual professional learning seems to offer the best hope for providing teacher educators and teachers with opportunities for continuing development (Albion, Knezek, & Adubra, 2011). Apart from supporting staff in providing workshops and trainings, TEIs ideally support a culture of social and collaborative professional development to harness the full potential of their resources.

The capability to relate

In general VVOB aims at developing the capabilities of those institutions at the meso-level that are responsible and/or having an impact on the development of capabilities of teachers and school managers. By doing that VVOB gains a lot of valuable expertise that is being shared at the macro-level with the ministry of education to ensure that these lessons learned will be fed into national education policy (VVOB, 2012).

In Cambodia the main work with teacher trainers (meso-level) has been complemented by regular cooperation with the central level departments of the MoEYS (macro-level) and involvement of the teachers of the practice schools (micro-level). This has provided the programme with a useful balance between macro effects, such as the contribution to a new curriculum for teacher training and the nation-wide distribution of resources, and micro effects, such as the opportunity to try-out approaches and resources in schools and incorporate teachers' feedback.

However, up to a large degree VVOB has been a central node in the communication between educational stakeholders. There is a lack of regular communication channels, neither horizontal (between teacher training institutes) and vertical (between central level departments and teacher training institutes). A lack of financial resources is the main barrier to upgrading ad-hoc channels, set up by development partners, to permanent instruments of communication.

In Vietnam, the main strategy to support the TEIs' capability to relate to other actors within the context in which it functions was through the highly participatory process of development of learning and training modules. Apart from the members of the core groups, national as well as international experts were closely involved in the development of the modules. All modules are in line with the current trends in educational innovation worldwide, contextualized to the educational environment in Vietnam. Currently, four of these training modules have been positively evaluated by the MOET in Vietnam and are now included in the national reference list of the regular professional training program of the MOET. The management board of the five TEIs meets each other at least twice a year since the start of the program, as VVOB facilitates a yearly EIP steering committee and a planning workshop. With support from VVOB, more and more core group members have also been involved as experts in networking and resource mobilization such as workshops and trainings from other agencies in the field, writing tenders for grants, dissemination to governmental programs on ATL, participation in international projects, etc. On the topic of ICT in education, VVOB organized a key players meeting with key players from the public and private sector as well as development partners and initiated a working group to enhance cooperation between different stakeholders. At this point VVOB is taking the lead in networking and resource mobilization, and it is not clear if and how TEIs are going to take up a leadership role on education innovation processes in their province and beyond. They do not seem to have a strategy in place to network and to mobilize external resources. As such it is recommended for the TEIs to explicitly take this up in their next EIPs and for VVOB to address the TEIs capability to relate.

The capability to adapt and self-renew

Capacity from this perspective is about the ability of an organization or system to master change and the adoption of new ideas. In both programs in Cambodia and Vietnam the TEIs had to adopt the ideas of more student-centred teaching and learning approaches and master change in professional development of their teaching staff.

In Cambodia Sustainability is assured from the start of the programme by embedding all operations within the existing institutional structures, rather than during a moment of hand-over in 2013. For instance, a list of priority topics in the curriculum for teacher training was made together with the teacher trainers. The development of educational resources mainly targeted these topics. Moreover, all resources and manuals have been subjected to a continuous process

of quality assurance, coordinated by the MoEYS. After approval, these materials can be distributed nation-wide and integrated in the Ministry's processes of professional development.

However, strong donor dependency in Cambodia may affect the capability of organizations to foster a workforce which capitalizes on the strengths of individuals, and equips them to continually learn, relearn and apply what they have learned to changing circumstances. Instead, organisations tend to take a supply-driven approach based on what development partners 'have to offer'. For example, many initiatives have been taken on science education due to the partnership with multiple donors, but for other subjects the progress has been more limited.

To support the capability of the TEIs to master change and the adoption of new ideas, VVOB Vietnam started in the first phase of the program with a research group in each TEI carrying out action research on education innovation practices. Regular conferences where educators share experiences and research findings on education innovation practices are organized in all TEIs. VVOB Vietnam also developed procedures to monitor and evaluate capacity building and development and use of training materials that support training programmes. In the second phase of the program, the focus shifted to capacity development of management of the TEIs in planning, monitoring and evaluation. Together with the TEIs a framework of indicators and approaches for evaluation of capacity development have been integrated into the existing M&E practices at partner institutions. M&E guidelines have been developed, based on these existing M&E practices. Currently it is clear that for some TEIs M&E is relatively new and there is little capacity to systematically perform M&E of capacity development. The M&E guidelines are implemented in different ways, depending on their vision on M&E and their capacity. The focus has been on collecting data. Time and skills to process/analyse data and evaluate is lacking. The focus is now more on monitoring than on evaluation. It follows that the feedback loop with planning is not fully operational/implemented. Nevertheless, in all TEIs a professional culture to learn from good practice as well as mistakes is developing. This environment is enabling them to adapt and self-renew.

The capability to achieve coherence

Multi-lateral policy goals such as the Millennium Development Goals, Child Friendly Schools and Education for All form useful frameworks to be translated in coherent policies and action plans. In Cambodia the Education Strategic Plan (2009-2013) forms the basis for the Teacher Development Action Plan and the ICT Master Plan, among others.

Strong donor dependency has been a challenge for Cambodia to achieve coherence, as different donors have own priorities, timelines and reporting requirements. To address this challenge, the MoEYS has installed a Technical Working Group on Education, and various sub-technical working groups (STWG), such as the STWG on teacher training. In these working groups both central departments as development partners are represented.

In Vietnam, VVOB has supported their operational partners at the meso level (the TEIs) in developing yearly education innovation plans, starting from a vision on education innovation and change. These plans served largely to envision a future on innovation in education, in line with the guidelines from the MOET, and to come to a coherent and comprehensive year plan. The plans covered the following operational components: infrastructure and resources, professional development of faculty, pedagogic and curricular change. VVOB financially supported the

implementation of these operational components. Even though the plans not yet led to a well communicated shared vision within each TEI, with these plans the TEI management intents on and commits to achieving coherence. Education innovation and change in the TEIs is holistically operationalized; and diverse departments have been sufficiently integrated. The plans have been developed in cooperation between the different subject departments of the TEIs, as well as the administrative and professional development departments.

Conclusions and discussion

The Flemish Association of Development Cooperation and Technical Assistance coordinates education programmes in Cambodia and Vietnam in close collaboration with its strategic and operational partners. Both programmes share similar goals, improving the quality of education by supporting the adoption of a more student-centred instructional style. This focus is in line with the approaches to improve learning to live together as they are centred on the development of understanding, consideration and respect for others, their beliefs, values and cultures. The operational partners in both countries are provincial Teacher Education Institutions as it is understood that it is imperative to build the capacity of TEIs to provide a meaningful context that allows pre-service teachers to critically examine their own pedagogical beliefs.

However, differences in educational context in both countries resulted in different approaches of institutional capacity development. In this paper these approaches have been explored through use the 5-C model on (institutional) capacity development (Morgan, 2006).

The Cambodian context has required a more hands-on approach, in particular during the pilot stage of the programme, as capacities of the partners were insufficient and a lack of resources was encountered. In the Vietnamese context a more hands-off approach could be taken from the early stages of the programme as the TEIs had sufficient capabilities to generate development results: from the early stages of the program, teacher educators (in core groups) were highly involved in the development of training materials on ATL and as trainers of their peers as well as pre-service students in the TEIs.

Therefore capabilities to act and to generate results were the main focus for the Cambodian programme. The programme has created the necessary conditions in terms of manuals, teaching aids and individual capacity development to adopt a student-centred approach. Educational stakeholders at micro-level (schools) and macro-level (central departments of the MoEYS) have been involved from the early stages of the programme, ensuring that the capability to relate has been developed as well. However, limited financial resources limit the sustainability of horizontal and vertical communication platforms, whereas strong donor dependency forms an important challenge to achieve coherence.

The TEIs in Vietnam could work themselves from the start on improving the teaching capacities of their staff as well as of the pre-service students. In the programme in Vietnam, the focus has been more and more on the institutional capability to adapt and self-renew and the capability to achieve coherence. Management teams in the TEIs have been engaged in development of their institutional vision on educational innovation and have been trained on how to monitor and evaluate education innovation processes in their institutes. However, within most TEIs the formulated vision is not widely communicated and shared and therefore the change process is not

fully co-owned. On the other hand, a professional culture and environment to learn from good practice as well as mistakes, to adapt and self-renew is developing in each TEI.

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