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**EVALUATION OF THE DISABILITIES ACTION COUNCIL**  
**Building a Cohesive, Relevant, & Sustainable Program in**  
**Cambodia's Disability Sector**

# **EVALUATION OF THE DISABILITIES ACTION COUNCIL**

Building a Cohesive, Relevant, & Sustainable  
Program in Cambodia's Disability Sector

April 3 – 11, 2006

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This publication was produced for review by the United States Agency for International Development's War Victims Fund, DG/DCHA under Contract #DFD-M-00-04-00238 with Manila Consulting Group, Inc. The views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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## PREFACE

The U.S. Agency for International Development (USAID) and the managers of the Leahy War Victims Fund (WVF) requested this assessment of the Disabilities Action Council (DAC). It took place as the THE DAC ended its seventh year of support under a USAID-funded subgrant and prepared to request funding for another three years.

The purpose of the evaluation is to provide analysis and recommendations to USAID and the DAC on building a cohesive, relevant, and sustainable program in Cambodia's disability sector. This includes reflection on past experiences, lessons learned and next steps for DAC's ongoing development to become a mature, sustainable organization.

from the Evaluation Scope of Work

The DAC has been engaged over the last two years in a restructuring process that has taken longer, and been more involved, than was ever imagined in mid-2003 when a Steering Committee was formed to oversee the transformation. Nonetheless, the DAC has transformed, and now has a new Governing Board, director, and program staff.

Although many key staff have departed in the interim, acknowledgement must be given to those who guided the transition and remain committed to the Vision of the DAC:

**Individuals and society understand that people with disabilities have equal rights and obligations to those of all citizens of Cambodia. People with disabilities have equal opportunities to participate fully in society, free from physical, social, and economic barriers.**

The evaluators are confident that the DAC remains relevant in Cambodia's disabilities sector and is poised to work more efficiently and effectively to achieve its Mission:

**To promote, coordinate and strengthen the capacity of DAC affiliated members to initiate and secure the rights and services necessary for people with disabilities.**

The assessment team would like to thank all the informants who committed time and knowledge to this evaluation, particularly the DAC Governing Board; DAC's new Director, Mr. Long Sothy; and the longest serving DAC program staff member, Mr. Kong Vichetra. Thanks also to Darlene Foote and USAID Cambodia for participating in the assessment and providing logistical and administrative support to the team.

Finally, it is most appropriate to thank Handicap International Belgium for the funding and support it has provided to DAC over the last seven years through a USAID sub-grant mechanism.

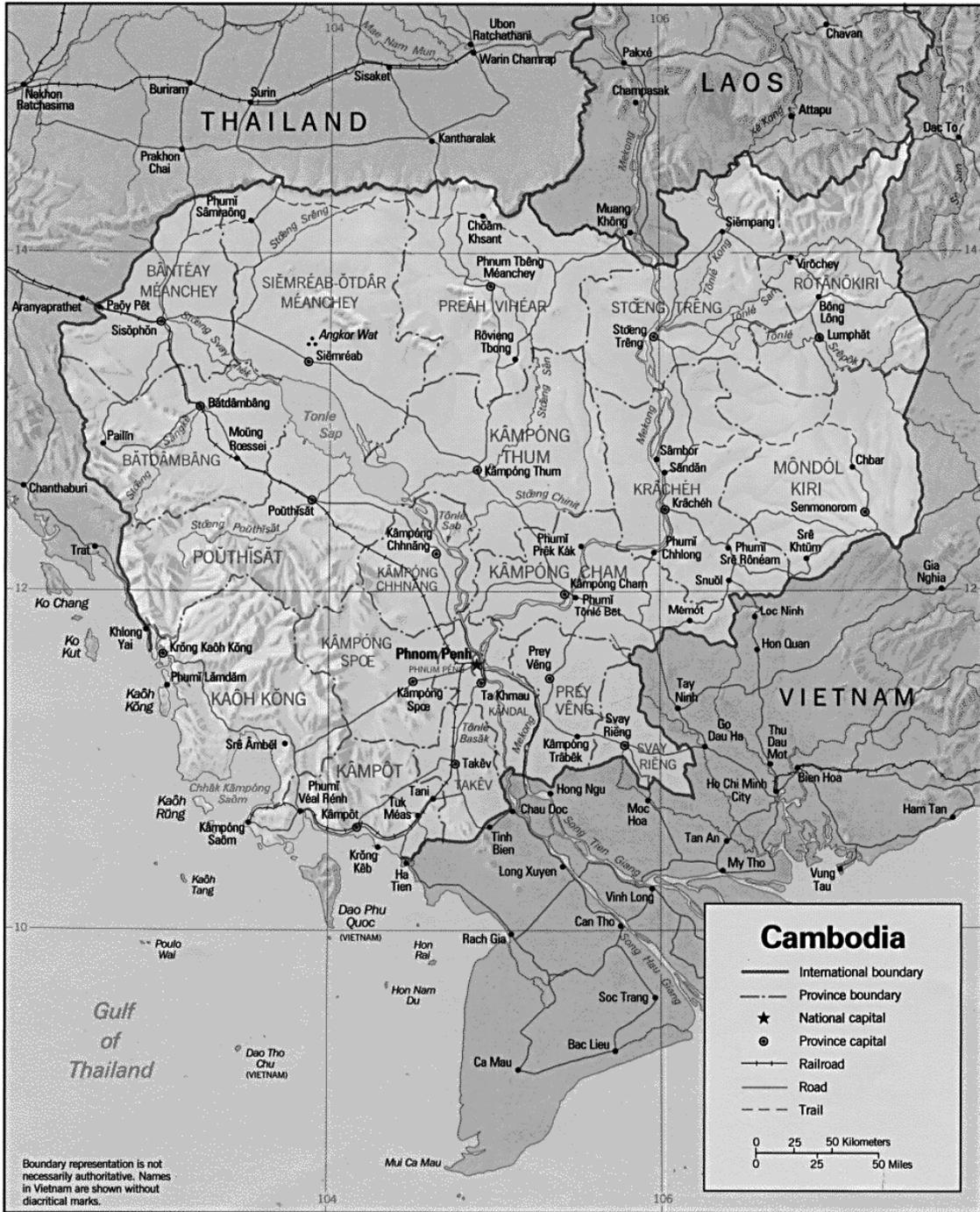
Note:

- The Governing Board guides The Disabilities Action Council.
- The Governing Board gives its guidance through the Director
- The Director manages the staff of the DAC Secretariat
- The Secretariat provides administrative and technical assistance to the Board, committees and working groups of the DAC

## **LIST OF ACRONYMS**

ABV	Australian Business Volunteers
CDPO	Cambodian Disabled Persons Organization
CMAA	Cambodian Mine Action and Victims Assistance Authority
DAC	Disability Action Council
DPO	Disabled Persons' Organization
ESCAP	UN Economic and Social Commission for the Asia-Pacific
HI-B	Handicap International, Belgium
INGO	International Non-Government Organization
LNGO	Local Nongovernment Organization
MoSAVY	
or MoSVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation
MoSALVY	predecessor to MoSAVY, before the removal of Labor
MoH	Ministry of Health
MoEYS	Ministry of Education, Youth and Sport
NCDP	National Centre of Disabled People
NGO	Nongovernment Organization
PDF	Portable Document Format (Adobe Systems)
Prakas	Ministerial Declaration
USAID	United States Agency for International Development
UXO	Unexploded Ordinance
VSO	Volunteer Service Overseas

# MAP



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## EXECUTIVE SUMMARY

The purpose of this evaluation was to provide analysis and recommendations to the U.S. Agency for International Development (USAID) and the Disability Action Council (DAC) on building a relevant and sustainable program in Cambodia's disability sector. The evaluation team interviewed a cross section of DAC stakeholders to assess the current and future trends in the disabilities sector and the role of DAC in the sector. This report presents the assessment team's findings and recommendations on steps for the DAC to consolidate the restructuring process and continue its development into a mature, sustainable organization.

DAC's Strategic Plan 2005-08 presents a focused and achievable vision and mission:

**DAC Vision:** Individuals and society understand that people with disabilities have equal rights and obligations to those of all citizens of Cambodia. People with disabilities have equal opportunities to participate fully in society, free from physical, social and economic barriers.

**DAC Mission Statement:** DAC promotes, coordinates and strengthens the capacity of its affiliated members to initiate and secure the rights and services necessary for people with disabilities.

Under this Mission statement, the DAC has identified three priorities:

1. Developing the social, legislative, and educational infrastructure required to meet the needs of people with disabilities and promoting mainstreaming of disability
2. Developing the capacity and effectiveness of all institutions operating in the disability sector
3. Developing the knowledge base of all disability stakeholders in Cambodia.

In the sector, the shift of emphasis continues away from physical rehabilitation for victims of landmines and unexploded ordinance (UXO). There is increasing attention to the needs of people with vision and hearing disabilities, and expanded attention to education and social services. Mainstreaming of disabilities into development programs is the emerging trend, with a concentration on inclusive education. Those with intellectual disabilities, mental health problems, and with the most serious physical disabilities constitute the major group of people underserved in the sector today.

A draft national law to protect the rights of people with disabilities is before the Council of Ministers, with approval promised by the end of 2006. The sector expects the passing of the Disability Law to have a positive impact, and to bring additional opportunities for DAC and organizations serving people with disabilities.

The DAC has since 2003 undergone a major restructuring. It has seen the dissolution of its Executive and Advisory Boards, temporary oversight by the Steering Committee, and training and installation of a new Governing Board. Management of the DAC Secretariat was passed from the director to a Management Committee, to a transition manager, and recently to the new director, Mr. Long Sothy.

Mr. Sothy needs to work quickly to focus the DAC Secretariat on its Mission; secure funding; learn the issues, actors and programs in the sector; and provide direction and oversight to the DAC Secretariat staff.

# RESPONSE TO THE EVALUATION QUESTIONS

## *1. How viable is the DAC as an organization?*

The assessment team found that DAC is a viable organization with a realistic and achievable Mission and Strategic Plan. However, there is an immediate need to bring the restructuring process to an end and ensure funding. The greatest weaknesses of the DAC, critical at present, are its lack of a fundraising strategy, the resultant lack of diversity in its income, and its financial dependence on USAID. The DAC is likely to fail if it cannot rapidly attract short-term (one to three months) and medium term (one year) funding.

DAC's governance structures are appropriate and in place, but updating is needed for some documents and follow-up training is indicated for the Governing Board to assist it in fulfilling its mandate. Leadership is weak as the new director gains understanding of the sector and seeks to focus, motivate and empower staff. There is a strong Vision and Mission, however this needs to be reinforced for staff and stakeholders and translated into action. (See also Question 2. below.)

Despite a long period of upheaval and uncertainty, resulting from the restructuring of DAC undertaken after previous assessments and organizational reviews, stakeholders have expressed an appreciation for the value provided by the DAC and expect a continuing need for its services. Stakeholders interviewed for the assessment were, with the exception of a single donor representative, universally supportive of the DAC. Several DAC members were quite disengaged from the DAC, having little involvement in the committees or activities of the DAC. However, even these members felt that there was a role for a DAC to coordinate nongovernmental organization (NGO) activities, communicate within the sector, help build the capacity of government, and host a resource centre of disability information. Their disengagement was largely a result of recent low performance of the DAC due to the restructuring.

The DAC is an appropriate model for Cambodia due to its particular history of conflict and the resultant delay of its development. The DAC emerged within the 1997 Cambodian context of a weak government with little experience of disability issues and heavy involvement by NGOs in delivery of human services. The post-conflict Cambodian government lacked capacity and was unwilling to coordinate NGO activities or deliver services directly. In this context, it was important to develop a coordination and capacity building organization.

Other countries in the region faced different challenges and have developed different responses. Vietnam, for example, has a strong government with relatively strong capacity for both coordination and direct delivery of human services. In Vietnam, NGO activity is significant, but all INGO programs are delivered in partnership with, and under the direction of the government. In this environment, the Disability Forum of Vietnam has emerged to help INGOs to coordinate and share information about their programs, and improve the communication between International Nongovernmental Organization (INGO) and Disabled Person's Organization (DPO). The Disability Forum has recently expanded their services to include capacity building of local DPOs, as Vietnam does not yet have a national organization of people with disabilities like the Cambodian Disabled

Persons Organization (CDPO), and this is one area where neither INGOs or government has capacity.

For the DAC in Cambodia, however, it is now time for the Governing Board, director, and staff of the Secretariat to complete the restructuring process, recommit themselves to the DAC Vision, and move decisively forward with the Mission.

2. *How realistic and sustainable is the DAC's vision, mission and current strategy in relation to its actual experience as an organization?*

The DAC currently has a realistic and sustainable Vision and Mission, which simply needs to be translated into action. To do so, the DAC will need to address its funding crisis, hire the program staff necessary to carry out its Mission, rationalize administrative staff, and set an annual Work Plan in action.

The DAC's mission is to promote, coordinate, and strengthen the capacity of DAC-affiliated members to initiate and secure the rights and services necessary for people with disabilities. The mission clearly articulates the core competency of the DAC, as acknowledged by its stakeholders, and describes the change that the DAC hopes to bring about in Cambodia. It remains relevant in the sector, addressing identified needs and is realistic for the DAC.

The DAC has identified three priority areas within its current strategy:

1. Developing the social, legislative, and educational infrastructure required to meet the needs of people with disabilities and promoting mainstreaming of disability
2. Developing the capacity and effectiveness of all institutions operating in the disability sector
3. Developing the knowledge base of all disability stakeholders in Cambodia.

The DAC's contribution to developing legislative and educational infrastructure has been effective and should continue. Much opportunity remains to develop social infrastructure and promote mainstreaming. Stakeholders acknowledge the DAC's contributions in building the capacity of stakeholders, particularly government counterparts, and in improving communication and coordination. The DAC has served as a conduit for international information to many stakeholders and has been an effective advocate before government. Much remains to be done in increasing public awareness and expanding the impact of its activities beyond Phnom Penh.

## **Organizational Development**

### ***Governance***

Governance of the DAC is relatively strong. The legal framework is well established in the Cambodian context, with the Ministry Prakas, or declaration, and DAC Statutes in place, and a realistic and achievable strategic plan. The Governing Board was recruited

through a defined process and trained. It is relatively active although it needs to refresh its focus and motivation. The DAC is still reactive to external forces, attempting to respond to needs outside its mission and strategy. The Statutes divide the roles of the Board and the director, but the director still relies heavily on the Board for guidance. Following a long restructuring process, the organization needs a sense of renewal, re-energizing and re-focusing.

The DAC currently suffers from weak leadership. The new director is not yet providing the leadership needed by staff to carry out the DAC Mission. He does not yet appear to be comfortable in his role and has not learned the sector nor established his imprint on the DAC. Although there is a well-established Vision and Mission, these elements have not been translated into action. There is a need to focus, motivate, and empower staff. On the positive side, the director is making efforts to address these issues. He is dividing time between management and external relations, learning the actors and programs of the sector, consulting widely with stakeholders, and rebuilding member relations.

Financing and financial sustainability is the weakest aspect of the DAC. The Board and the Secretariat have not established a fundraising strategy, because they have been distracted by the long period of restructuring and the time taken to recruit a director. As a result, long-term financing is not ensured, and there has been limited exploration of alternative resources to diversify the funding base. The recent turmoil in the accounting office also means that staff members have difficulty locating relevant historical documents. They are now working to reestablish normally accepted accounting practices.

Staff management systems, although in place, are marginal or weak. Personnel manuals and position descriptions need to be updated in the context of the new Strategic Plan. It is not clear whether the management of administrative staff is sufficient (for example, a system of regular performance reviews). There is, however, a competent administrative manager now in place with the capacity to address these issues. The DAC relies on rented or donated office space, and the current poor location affects both finances, accessibility for disabled people, and morale.

DAC is able to recruit respected staff with required technical skills, and has recruited a number of people with disabilities. However, due to financial constraints, it has not yet engaged the necessary program staff. The Secretariat is currently made up of a mix of old administrative and new program staff. It appears that on the program side there is high performance, interdependence, and self-sufficient work teams; however, there is a need for greater focus by both program and administrative staff on achieving the priorities in the new Strategic Plan.

### ***Products and Services***

The DAC has a clear Vision and Mission that now needs to be reinforced for staff and stakeholders. It offers services of value to the sector and there is a need for an expansion of its services (committees, advocacy, and public awareness) in order to meet the objectives in the current Strategic Plan. The committees are the major vehicle for the DAC to achieve the three priorities of the strategic plan—developing social, legislative and educational infrastructure to meet the needs of people with disabilities; promoting mainstreaming of disability and developing the capacity and effectiveness of all

institutions in the disability sector; and building the knowledge of all stakeholders in the disability sector. Currently there are only two to three committees operating. There is a need to increase the number of committees to increase the DAC impact throughout the sector. For example, currently there is no committee focusing on vocational training and employment, which has led to confusion about the vocational training strategy in Cambodia: some stakeholders promote mainstreaming and others promote separate service provision.

### ***Marketing***

The DAC is well known and appreciated within the disability sector in Cambodia. However, during the last two years of restructuring their marketing has been limited. The DAC needs to re-establish regular newsletters, member meetings, and quarterly annual reporting, and update the website. Now that the DAC has developed a focused Strategic Plan, the organization needs to market this strategy to both members and stakeholders in the sector, and convey consistent key messages based on the Strategic Plan.

- 3. What are the indications for the future of Cambodia's disability sector in terms of mainstreaming disability, and what role, if any, does DAC play in this changing environment?*

In Cambodia, as in many other countries, development will increasingly take into account disability issues. Donors, INGOs, and LNGOs working in many different sectors are increasingly recognizing the importance of considering disability issues and inclusion of disabled people, just as some years ago these entities recognized the importance of gender in development. USAID, the European Union (EU), the World Bank, and other donors are adopting disability policies that require mainstreaming of disability into all programs and services.

The DAC model will continue to be appropriate for Cambodia for the short to medium term, in an environment of restricted government capacity and high INGO intervention. In the medium to long term, the capacity of the Cambodian central government to deliver direct services and coordinate INGO activities will improve, and the DAC will need to evolve to meet these changing circumstances. In the long term, there will still be a role for a central “voice” for INGOs and DPOs, a central information resource centre, and central public awareness activities. As donors and INGOs incorporate disability issues into mainstream programs, the DAC will be well placed to provide expert advice and assistance to other government agencies and INGOs on inclusion of disabled people. For example, there will be a need for advocacy for the inclusion of disabled people and disability issues into environment programs, financial sector reform, governance programs, etc.

Indicators for monitoring impact will need to be finalized as the DAC finalizes its Strategic Plan and annual Work Plan. Recommendations on monitoring impact are made in the Analysis section of this report and in Annex 6.

## Summarized Recommendations and Findings

DAC's Strategic Plan 2005-08 presents a focused and achievable vision and mission:

**DAC Vision:** Individuals and society understand that people with disabilities have equal rights and obligations to those of all citizens of Cambodia. People with disabilities have equal opportunities to participate fully in society, free from physical, social and economic barriers.

**DAC Mission Statement:** DAC promotes, coordinates, and strengthens the capacity of its affiliated members to initiate and secure the rights and services necessary for people with disabilities.

Under this Mission Statement, the DAC has identified three priorities:

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3. Developing the knowledge base of all disability stakeholders in Cambodia

**The DAC management must change their thoughts, speech, and actions to reflect the reality that they are not “USAID funded.”** The DAC is responsible for funding, not USAID. The current fiscal crisis is due to the DAC's over reliance on USAID. The DAC agreed in 2002 to diversify its funding by 2005. Admittedly, the restructuring of the organization has distracted the Board and the Secretariat. However, it is clear that USAID funding will not continue indefinitely and **now is the time** to address the inevitable loss of a major source of funding. The DAC, the Board, and the Secretariat must stop thinking that they are “USAID funded.” They must start to discuss and plan for alternative funding sources, and must include concrete activities in the annual Work Plan to implement a fundraising plan.

**The DAC must prepare funding proposals, based on their Strategic Plan, for short-term/emergency funding and for long-term (three to four years) core funding.** The primary problem facing the DAC at present is the end of USAID funding on May 30, 2006. The DAC is vulnerable because it has failed to diversify funding; under the Statutes, the Governing Board should ensure that there is a plan to develop and diversify fundraising.

**The DAC needs to immediately focus on achieving the outputs in the Strategic Plan, and avoid being distracted by other issues.** The Strategic Plan should serve as the basis for decisions on which demands are appropriate for the DAC and which cannot be addressed.

**The DAC committees should replicate successful practices of the Physical Rehabilitation and Children with Disabilities Committees, and follow the DAC Statutes, as they are formed or reviewed and reinvigorated.** Despite the distractions of restructuring, there is recognition of the importance of DAC and its coordination, communication, and advocacy. These activities are conducted largely through the vehicle of committees, which are made up of members and supported by the Secretariat. The

restructuring plan for the DAC recommended a consolidation of committees and working groups, and as a result many committees have ceased activities during the last two years. The activities of the DAC's Physical Rehabilitation and Children with Disabilities Committees, the two main committees at present, have continued and are well regarded. The first has contributed to improved practice through the development of quality standards, and the second has ensured government involvement training and materials development. The DAC needs to re-form committees that are relevant to its new Strategic Plan, learning from the success of these two committees.

**DAC can improve its cooperation and communications with CDPO and other NGO members** to ensure that policy, legislation, and service provision reflect the needs of people with disabilities. CDPO has proposed a model for this cooperation (see Annex 7). In the proposed model, CDPO is to maintain its role as a representative voice of people with disabilities, involved in advocacy and awareness campaigns, and institutional development of its constituents, including self-help groups and community based organizations. DAC will continue to coordinate, communicate, and advocate for action on behalf of people with disabilities. DAC will also facilitate the National Plan of Action and serve as a national resource center for all organizations of disabled people.

**DAC Secretariat should facilitate an assessment of the needs, possibilities, and costs of a disabilities database.** There is demand for better statistical information about people with disabilities and services provided, and pressure from the Cambodian Mine Action and Victims Assistance Authority (CMAA) and donor agencies to collect and report data about assistance to landmine victims. There is no agreement at present on what such a database would include. An assessment of needs, possibilities, costs, and benefits, with recommendations on design, structure, and management responsibility, will serve as the basis for informed discussion by stakeholders.

**The "DAC Strategic Development Plan," recommended in the 2001 organizational assessment, should be updated** to guide the internal development and sustainability of the DAC. A number of aspects of the DAC institutional framework have been updated, but others need revision. The plan should also include staff training and any necessary support or refresher training for the Governing Board to fulfill its obligations.

**The DAC director must provide clear direction on expected roles for the advisors,** particularly in terms of representing the DAC in senior meetings. The DAC benefits from the services of three expatriates, each designated as an advisor to a DAC Secretariat counterpart. Specific targets and milestones for capacity building of, and technical assistance to, these Cambodian counterparts should be set to ensure progress during the term of each advisor.

**The organizational chart and job descriptions should be reviewed to ensure close linkage to DAC's strategic priorities. The DAC director needs to ensure that the staff is managed appropriately to focus the Secretariat on the achievement of the Strategic Plan.** There are concerns about the imbalance between the few program and many support/administrative staff. Members of the administrative staff seem fatigued by the process of transformation, and they lack clear guidance from management. The director needs to immediately provide leadership and direction to all staff, indicate clearly

that the restructuring period is over, and guide the staff to focus on providing services to members and achieving the priorities of the DAC.

Other recommendations can be found in the body of this report.

## BACKGROUND

The recent history of conflict in Cambodia has left a legacy of disability for persons of all ages. Cambodia was embroiled for thirty years in a series of conflicts and isolation, beginning with its entanglement in the Indochinese war in the late 1960s, the civil war of the 1970s, the Khmer Rouge period of 1975 to 1979, and the international isolation that followed the Vietnamese liberation/invasion of 1979 and lasted until the Paris Peace Accords of 1991. In addition to disabling a large part of the population, these conflicts have had a devastating effect on Cambodia's health, educational and social services, and have limited government and human resources to cope with the needs of the disabled.

Beginning with the isolation of the 1980s, and spurred by the UN presence and elections that followed the Paris Peace Accords, large numbers of international organizations moved into Cambodia to provide services for people with disabilities. However, the coverage provided by these organizations was limited both in terms of geography and the types of disabilities that they addressed. Many organizations acted in isolation and government agencies lacked the capacity to coordinate with and support this service provision.

In this context, a Task Force on Disability Issues was formed in 1993. The Task Force brought together nongovernmental organizations and ministry representatives to define common issues and to develop strategies and recommendations for the sector. The Task Force's recommendations showed gaps in services for the disabled, and pointed to a need for greater coordination among service providers.

One of the Task Force's recommendations was to establish a coordinating body. In response, in 1997 the government formed the Cambodian Disabilities Action Council (DAC) through a Prakas (ministerial declaration) of the Ministry of Social Affairs, Labor, Veterans and Youth. The DAC was formed as a "semi-autonomous" national coordinating body<sup>1</sup>. The DAC brings together government agencies responsible for people with disabilities and nongovernment organizations providing services to people with disabilities, and organizations of Cambodians with disabilities. (See <http://www.dac.org.kh/affiliates/affiliates-list.htm> for a list of DAC affiliates.) The

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<sup>1</sup> <http://www.dac.org.kh/about-dac/index.htm>

Semiautonomous: Partially self-governing; or, having the powers of self-government within a larger organization or structure. *The American Heritage® Dictionary of the English Language, Fourth Edition, 2000; Houghton Mifflin Company.*

Prakas also established the DAC Secretariat to provide administrative and technical assistance to the Board, committees and working groups of the DAC.

## **U.S. Agency for International Development Support**

In September 1998, the U.S. Agency for International Development's (USAID) Leahy War Victims Fund, with Handicap International – Belgium (HI-B), began to provide financial support to the DAC through a three-year subgrant agreement. HI-B provided financial assistance for the Secretariat functions and assistance to the DAC to ensure compliance with USAID regulations. HI-B did not have substantial involvement in the management of the DAC Secretariat or in ensuring that the DAC met its objectives under the subgrant agreement.

Initially the goals of DAC were:

Disabled persons in Cambodia and their families benefit as the project contributes toward the provision of better and more available services.

To ensure maximum equitable distribution of available resources for all the groups of all disabled people in Cambodian society, taking into account their expressed needs and priorities with regard to their social, physical, cultural, and economic development.

The Secretariat included an expatriate director until August 31, 2000. Her role was to establish the DAC and Secretariat, recruit staff, and build the capacity of a Cambodian director. The Cambodian director took over in September 2000.

In January 2000, an internal review of the DAC was conducted to analyze the perceptions and expectations of stakeholders and committees of the DAC. In April 2000, using the findings of this review, a report was produced for the Secretariat: "Report on Future Directions for the Disability Action Council Secretariat."

In January 2001, DAC submitted a proposal to the Leahy War Victims Fund for additional time and funds to support activities until 2004. USAID extended the existing cooperative agreement in order to conduct an assessment of the DAC's organizational structure and strategy. This assessment was conducted in July 2001 and was followed by two organizational development consultancies in February and July of 2003. These consultancies recommended a restructuring of the DAC to include the formation of a Steering Committee to oversee the transformation of the organization, dissolution of the existing Executive and Advisory Boards, selection and training of a new Governing Board, termination of all staff contracts, and public advertisement for all positions.

As a result of these assessments, the DAC produced a new Strategic Plan and proposal, which was funded for the period May 2002 to April 2005. This cooperative agreement was again extended and is now due to end in May 2006.

As part of the restructuring, which began in 2003, the Executive and Advisory Boards were dissolved and a Steering Committee of DAC members was formed. Soon after, the director and administrative and finance director were asked to resign as a result of financial and management improprieties. A management committee of senior DAC

Secretariat staff was formed to assume the responsibilities of the director. The Steering Committee began to recruit board members for the new Governing Board and made the first of several attempts to recruit a new director.

At the same time, the former MoSALVY spun off the Ministry of Labor and Vocational Training to transform into the Ministry of Social Affairs, Veterans and Youth Rehabilitation. The site of the DAC Secretariat offices was transferred to the new ministry and the DAC was obligated to vacate the premises.

Internal turmoil at the DAC continued. The deputy director / strategy, monitoring and evaluation officer, one of the remaining members of the Management Committee, began to have conflicts with the Steering Committee and the Management Committee. The new Governing Board undertook a series of trainings on organizational governance and was installed in mid-2004. The Steering Committee disbanded after passing authority to the Governing Board. The public relations and information officer, one of the members of the Management Committee, resigned. The new Governing Board decided to hire an expatriate “transition manager” on a one-year contract, with the primary purpose of overseeing the recruitment of a cambodian director. Soon after the resignation threat of the deputy director was accepted.

The transition manager oversaw the revision of the Prakas under which the DAC is constituted by the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSAVY), the revision of the DAC Statutes, the review of DAC committees and working groups, completion of new staff contracts, and the drafting of a new Strategic Plan and a proposal to USAID for additional time and funds to support three years of activities. In December 2005, the new director took his post, and in January 2006 the transition manager left the DAC.

One should note that the termination of all staff contracts, and the public advertisement for the positions, as recommended by the organizational development consultancies in February and July of 2003, did not occur. However, in the course of the restructuring all management and program staff, with one exception, eventually resigned. The administrative staff remains largely intact, with the addition of the new administrative and finance manager.

# ANALYSIS

## 1. The Disability Sector in Cambodia

An analysis of changes in the disability sector in Cambodia was initiated by asking key informants about their perceptions of developments in the sector. There was agreement that the sector has changed significantly since the formation of the DAC. There has been a change in both the source of demand for services and the services provided.

On the demand side, the last seven years have seen a marked reduction in the incidence of unexploded ordinance (UXO) and mine related injuries, the official eradication of Poliomyelitis in Cambodia, and an increase in traffic accidents and traffic related injuries. As recently as 1996 there were over 4000 UXO and mine related incidents reported per year in Cambodia. By 2004 this decreased to less than 900 accidents (Cambodian Mine and UXO Victims Information System). Following ten years of rapid increase, the 2000 Demographic and Health Survey estimated the number of road traffic casualties at around 40,000 per year. In Phnom Penh alone the Cambodia Road Traffic Accident and Victim Information System (RTAVIS 2004 Annual Report) reported 4500 people injured by road accidents in 2004, with 30% requiring surgery and intensive care. The average life expectancy in post-war Cambodia is also increasing, bringing an increase in age related disabilities.

When service provision to people with disabilities commenced in the late 1980s and 1990s, the primary concern was with victims of war, particularly victims of landmines and UXO. The focus of service provision was thus on wheelchairs, limbs and rehabilitation for people with physical disabilities. In time these physical rehabilitation service providers began to respond to the large demand for services from people afflicted by congenital deformities, poliomyelitis or cerebral palsy. Then, service delivery in the sector expanded to incorporate people with vision and hearing disabilities, and expanded beyond physical rehabilitation into education and social services. The Krousar Thmey School started education programs for deaf children in 1997 and Maryknoll also commenced an education program for the deaf.

Currently, there is awareness within the sector of the wide range of needs of people with disabilities and some service provision has broadened substantially. The major group of people underserved in the sector today constitutes those with the most serious physical disabilities, intellectual disabilities and mental health problems. Educational, health and social services provided are still in large catering only to people with mild to moderate disabilities.

Funding for the disabilities sector has also shifted during the 15 years since the Paris Peace Accords. International support for physical rehabilitation centers to assist landmine victims broadened initially to include other physical disabilities, but is now contracting. Donor emphasis is now shifting to emphasize inclusion and mainstreaming of disabilities into other development programs, although significant demand remains for specialized treatment.

Substantial effort has been put into developing national legislation to protect the rights of people with disabilities in Cambodia. This draft law is currently with the Council of Ministers for discussion and is expected to be passed by the end of 2006. There is broad anticipation throughout the sector of a positive impact resulting from the passing of this Disability Law. In addition, a number of international agreements, particularly the ESCAP Biwako Framework for the Second Asian Pacific Decade of People with Disabilities and the UN Convention on the Rights of the Disabled, currently under negotiation, are expected to impact positively on Cambodia.

In this changing context, with increased international, donor and NGO interest in disabilities, a continued shortfall of funding to providing services and assistance to people with disabilities, and a continuing need for greater government engagement, there is expectation of a continued need for a DAC-like organization to improve efficiency and effectiveness through coordination of activities, communication throughout the sector and advocacy for the rights and needs of people with disabilities in Cambodia.

### ***DAC's Role in the Sector***

The assessment team found that the stakeholders interviewed recognized the DAC's importance and valued its contribution to coordination, communication, and advocacy. After such a long restructuring process, it would not be surprising to find disillusionment and disappointment among DAC's member organizations, but this was not the case. All members and stakeholders interviewed expressed concern that the restructuring process had distracted the DAC from its core mission; however, there is still a high level of support for the DAC and a commitment of support by the stakeholders.

The assessment found a high demand within the sector for better statistical information about people with disabilities, and improved tracking of the various services provided by government and voluntary organizations. This demand is voiced most strongly by those stakeholders involved with landmine victim assistance, and is often expressed as a desire for a database. This demand translates into pressure on the Secretariat to develop and maintain such a database. The director and staff of the Secretariat also confirmed they are facing substantial pressure to collect information and develop and maintain a database. There is, however, no broad agreement in the sector about what such a database would include. Some stakeholders are interested only in limited information; others dream of a comprehensive database, including statistical data about people with disabilities in Cambodia, services provided to them, and geographical mapping. The DAC Secretariat itself does not have a clear concept of what a disability database would include, or the level of effort required on the part of the staff to develop such a database.

The assessment team found that the DAC is relatively well informed about the needs of people with disabilities and tries to be responsive to those needs. The Secretariat and Governing Board do not communicate directly with people with disabilities, other than with the staff of its stakeholders, but rely on their members to reflect the needs of people with disabilities. A key DAC member, the Cambodian Disabled Person's Organization (CDPO), is the major representative body for disabled people in Cambodia. DAC also receives information on the needs and service gaps through NGO service providers involved with DAC committees and working groups. There is an opportunity for the

Secretariat to improve two-way communications with CDPO and other NGO members to ensure that policy, legislation, and service provision is truly reflective of the evolving needs of people with disabilities.

A number of members and stakeholders suggested that in the future DAC should take a more active role in monitoring the quality and provision of services in the sector. However, the assessment team sees this as a possible conflict with the interests of its members and outside the scope of its mandate and expertise.

For the future, the DAC should extend their concern beyond the disability sector to provide advice and advocacy for mainstreaming of disability throughout all development activities in Cambodia. The DAC would be well placed to develop the knowledge of other “non-disability” ministries and INGOs on how to mainstream disability issues into programs and services. There will also be a continuing role for the central provision of public awareness about disability issues.

## **2. DAC Performance, Strengths, and Weaknesses**

### ***DAC Communication and Coordination***

Despite its reduced activity, which resulted from the long restructuring process, the DAC members value the DAC’s performance on communication and coordination. Several informants commented that the committee structure was a successful way to share information and practices with other NGOs in the same field (i.e., in physical rehabilitation and inclusive education). Several of the committees have contributed to improved practice, e.g., through the development of quality standards for physical rehabilitation centers. The committees have also contributed to improved technical knowledge for the members. The team found that this communication goes beyond the participating membership of the committees, because many NGO members share the results of the DAC meetings with an extended network of staff and government partners, thus bringing a wider impact than what would be observed initially.

One of the important roles for the Secretariat is to improve the knowledge and capacity of government ministries. According to several respondents, the DAC can take credit for general success in this area, particularly in the field of inclusive education with the ministry of education and youth services. The DAC has been able to ensure government involvement in member activities such as training and materials development and supported members to build the capacity of staff at the Ministry of Education, Youth and Sports and Ministry of Social Affairs, Veterans and Youth Rehabilitation.

### ***DAC Committees***

The DAC committees are the primary means of communication and coordination for the DAC Secretariat. The USAID assessment in 2001 identified that a number of DAC committees were not effective, and recommended a review of all committees and working groups to ensure only necessary committees were supported. During the restructuring process most committees ceased functioning, or lost membership. During this assessment, the team again heard concern about some DAC committees, although

most dysfunctional committees have now ceased operation and only three committees remain: the Physical Rehabilitation, Children with Disabilities and Community Based Work Committees. Stakeholders viewed the Physical Rehabilitation and Children with Disabilities Committees as particularly successful. These two committees have been able to mobilize a high level of member participation and contribution. Both committees have gone beyond merely sharing information, to undertaking specific activities of interest to the members. For example, the Physical Rehabilitation Committee has worked on developing quality standards for all physical rehabilitation centers.

During the restructure, some committees had come under review and updated the Terms of Reference (TOR) under which they operate. This process needs to be completed for all existing and any new committees. All committees should follow the DAC Statutes and have a clear mandate, membership, terms of reference, and a timeframe. The Statutes also require approval from the Governing Board of all committees. The DAC (and stakeholders) should assess and learn from the success of the Physical Rehabilitation and Children with Disabilities Committees as the DAC prepares to expand and strengthen activities in this important area.

#### **What makes a successful committee?**

The lessons from the Physical Rehabilitation and the Children with Disabilities Committees point to some of the characteristics of a successful DAC committee:

- ❖ A clear mandate and Terms of Reference, agreed to by all members
- ❖ A fixed timeframe, agreed to by the members
- ❖ Participation by all relevant stakeholders, including government
- ❖ An Action Plan developed by members outlining specific activities, issues, information needs, etc
- ❖ Good technical knowledge within the committee, either from members or from DAC Secretariat staff
- ❖ Rotation of key tasks and roles, e.g., chairing, minute taking, and presentations. This overcomes fatigue and builds members skills
- ❖ Active interested support and participation by the DAC staff and stakeholders

#### ***Legislation and Policy***

The DAC Secretariat has been instrumental in supporting a Law on Disabilities for Cambodia. In collaboration with MoSAVY, the DAC Secretariat drafted the law and supported the ministry to submit it to the Council of Ministers and work for passage. At the time of the assessment the law had been twice presented to the Council of Ministers and was expected to pass by the end of 2006.

Legislation and policy support is an important role for the DAC. The Secretariat is in an ideal position to draw on the knowledge and experience of both itself and the membership to advocate with government counterparts. The DAC Secretariat has been

involved in negotiations about education laws and policies, vocational training policies, and child protection laws. While there is agreement that the DAC has been an important factor in the progress of the Disability Law, a number of members feel that the Secretariat should advocate more effectively before the government to speed the passage of legislation.

### ***DAC Board and Secretariat***

This rapid assessment was not intended to be an organizational review of the DAC Secretariat; however, to assess the viability of the DAC it was necessary to review the structure of the Secretariat. The following are some observations:

#### *The DAC Board: Stronger, But Still Requiring Support*

The DAC Secretariat has experienced severe upheaval over the past two years as a result of a major restructuring of the Governing Board and re-staffing of the Secretariat. The new Governing Board commenced in July 2004. The new Governing Board structure is set out by the DAC Statutes as comprising from nine to twelve members, including one representative from MoSAVY; two members from among the Ministry of Education, Youth and Sport (MoEYS), MoH (Ministry of Health), and the Ministry of Women's Affairs; one representative of CMAA; two INGO representatives; two local NGO representatives; and a business representative.

The restructuring of the Governing Board and DAC Secretariat has resolved concerns about Cambodian ownership of DAC, the balance between local and expatriate staff, and the balance among Governing Board members. The DAC is now strongly Cambodian: six of nine members of the Board are Cambodian, and the entire Secretariat staff is Cambodian. The Governing Board has diversified representation from local and international NGOs to the government and the private sectors. Before assuming authority, organizational governance training was provided to the new Board by VBNK Consulting to strengthen oversight capacity.

However, several instances were found in which the Board was not exercising full oversight. For example, the Statutes state that the Board is responsible to ensure that there is a fundraising strategy in place, to oversee and receive reports (which have not been regular), and to approve the establishment of committees.

Remarkable strides have been made but, as with the DAC Secretariat, the Governing Board needs support to consolidate the restructuring process, focus on the DAC Mission, give clear direction to the DAC director, and work effectively to meet its obligations under the DAC Statutes.

#### *The DAC Secretariat: Framework in Place, But Not Firing Yet*

As a result of the Jeremy Condor consultancy, a new organizational structure was accepted for the DAC Secretariat. This structure included three senior management positions under the director and a total staff of ten: six program staff and four administrative staff (see "Option 2" in Annex 11). The currently approved organizational

chart for the Secretariat does match the structure currently approved by the DAC Board, but the administrative staffing is larger than what was suggested by Jeremy Condor.

This assessment team did not undertake a comprehensive organizational assessment, but did view job descriptions and discuss the organizational structure with the DAC director. The team has concerns about the balance between program staff and support/administrative staff (see Annex 12: Current DAC Staffing Plan). There is a relatively large number of administrative staff with inadequately defined roles and responsibilities. For most positions, the job description and scope of work is not clear and precise, and does not provide a clear enough link to support for program staff or to the DAC Strategic Plan.

The assessment team recommends that the DAC Director and Board review the existing organizational chart and job descriptions to ensure they are linked to achievement of the DAC strategic priorities. We do not advocate for the termination of all admin staff contracts and re-advertisement of the positions, as was proposed by the 2003 consultancy, but management does need to restructure, redirect and reinvigorate many of the admin staff.

During 2005 the Board and Transition Manager undertook a review of a number of aspects of the DAC institutional framework including the Prakas with MoSAVY, DAC Statutes, Strategic Plan 2005-08 and job descriptions. Most of these revised documents are appropriate for a focused and effective Secretariat; however the Board and Director need to ensure they are applied. It appears that an update of the staff and financial manuals following the restructuring has not been completed. These documents should be revised to provide updated guidance to the staff and Governing Board and reflect the DAC's strategic focus on outcomes.

### ***Expatriate Advisors***

The DAC Secretariat does retain the services of three expatriates designated as advisors. Each advisor works closely with one of the Secretariat Cambodian staff. Two of the advisors are Volunteer Service Overseas (VSO) volunteers. The VSO contract with the DAC stipulates that the DAC is the employer of these volunteers and is responsible for managing their work, leave, and performance. Their role is primarily one of capacity building and support to the Cambodian staff of the DAC Secretariat.

The three advisors were interviewed by the assessment team, and stated that their role is one of capacity building and technical assistance for the Cambodian staff. However, there are concerns about the roles of expatriate advisors, particularly in terms of representing the DAC in senior meetings. It is important that the DAC provide clear direction to the advisors about their expected role, particularly if they will be required to represent the DAC (or disabled Cambodians) at meetings.

Cambodian program staff of the Secretariat should be able to advocate for DAC at the highest levels. Specific targets and milestones for capacity building of, and technical assistance to, Cambodian counterparts should be set to ensure progress during the term of each advisor.

### ***Strategic Development Plan***

The 2001 DAC Evaluation designated a “DAC Strategic Development Plan” to guide the internal development and capacity building of the DAC Secretariat. The assessment team believes that this plan should be updated and a request for necessary financial support included in the proposal to USAID. This plan should include a staff training plan, support for the Governing Board, and any other necessary support to the Secretariat.

## **3. DAC Strategic Directions**

DAC’s Strategic Plan 2005-08 has maintained the Vision and Mission of the DAC, with clearer wording:

### **DAC Vision and Mission Statement**

**DAC Vision:** Individuals and society understand that people with disabilities have equal rights and obligations to those of all citizens of Cambodia. People with disabilities have equal opportunities to participate fully in society, free from physical, social, and economic barriers.

**DAC Mission Statement:** DAC promotes, coordinates, and strengthens the capacity of its affiliated members to initiate and secure the rights and services necessary for people with disabilities.

Under this Mission statement, the DAC has identified three priorities:

1. Developing the social, legislative, and educational infrastructure required to meet the needs of people with disabilities and promoting mainstreaming of disability;
2. Developing the capacity and effectiveness of all institutions operating in the disability sector;
3. Developing the knowledge base of all disability stakeholders in Cambodia.

The assessment team believes that this Strategic Plan is focused and achievable by the DAC Secretariat. The objectives and activities identified in the plan do focus on the DAC’s stated Mission and priorities. The Strategic Plan has most of the necessary content, but it will benefit from re-formatting to flow more logically into a results framework and allow the Board and Director to monitor performance and achievements. The DAC Statutes also call for an Annual Action Plan to support the Strategic Plan. This plan should be developed as soon as possible.

The assessment team believes that the DAC is well placed with this Strategic Plan to meet its mission of promoting, coordinating, and securing the rights and services necessary for Cambodians with disabilities. However, it is necessary for all staff, and particularly new staff and the director, to be intimately familiar with the Strategic Plan. The DAC then needs to focus on achieving the outputs in the Strategic Plan, and avoid distraction by other issues. The July 2001 Assessment found that “DAC just can’t say No.”<sup>2</sup> This may still be a problem and a major threat to the DAC. The DAC as a membership organization, and as a Quasi-Autonomous Non-Governmental Organization, has difficulty responding to pressure from members and ministries. A solid and focused Strategic Plan should provide guidance to the Secretariat and Governing Board and enable decisions on what member demands are appropriate for DAC and what demands cannot be addressed.

### *Victim Assistance*

Cambodia’s responsibility under the Ottawa Convention, to provide and report on mine victim assistance, has been delegated by CMAA to the DAC. The assessment team believes that the DAC already has a mechanism for coordination of activities through their committee structure (primarily the Physical Rehabilitation Committee). The coordination of mine victim assistance should be undertaken in the same way as the coordination of assistance to all other people with disabilities. The DAC Secretariat is facing pressure from the CMAA and donor agencies to collect, collate, and report data on assistance to landmine victims. This could be a complex and time-consuming task for the Secretariat, distracting it from its Mission and Strategic Plan.

The assessment team recommends that the DAC include the issue of victim assistance reporting responsibilities in the TOR for the recommended disabilities database study. The results of this study should then provide better information on the scope and possibilities for collection of victim assistance data. This informed position would enable the CMAA and the DAC to work out the most effective mechanism for collection, maintenance, and reporting of victim assistance data to meet responsibilities under the Ottawa Convention.

In the future, it will be important for DAC and CMAA to discuss ongoing coordination of victim assistance and the most appropriate agency to undertake this. As the capacity of government increases it may be more appropriate for CMAA to resume responsibility for all activities required under the Ottawa Convention.

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<sup>2</sup> Rob Horvath and Jeremy Condor, July 2001, ‘Disability Action Council Assessment Report’, USAID, Leahy Displaced Children and Orphans Fund/War Victims Fund

## **4. DAC Finances**

The primary problem facing the DAC Secretariat during the assessment was the lack of secure funding for the Secretariat staff and functions. Staffing is therefore not complete and existing staff are unsure of continued employment.

The DAC has largely failed to diversify their funding, as required in previous agreements with USAID. There are many reasons for this, not least of which is the long period of internal restructuring of the Board and Secretariat. The DAC needs to focus on diversifying their funding. (See Annex 13 for charts showing the concentration of current funding)

The immediate task for the DAC Secretariat is to prepare funding proposals, based on their Strategic Plan, for both emergency funding and a further three years of funding. The DAC will be unable to perform or respond to some other recommendations of the assessment until they have secured financial support for the Secretariat for the medium term.

In the medium term, it is the responsibility of the Governing Board, under the Statutes, to develop a fundraising plan. The development of this plan must be a priority of the Governing Board once the immediate funding crisis is resolved. It must be recognized that the DAC Secretariat will likely require a source of external funding well into the future. The Board should aim to have guaranteed diversified funding sources within the period of the next funding grant (likely three years) in order to ensure long-term sustainability for the DAC. There is some potential for the DAC to raise funds through membership fees. However, members are likely to resist paying the full cost of supporting the Secretariat; they feel they contribute to the DAC through the participation of staff and the provision of information and technical assistance. There is more potential for the DAC to receive funding from different donors for the coordination of disability activities and mainstreaming of disability issues. For example, AusAID is willing to provide some support for the program and administrative costs related to their particular interest of mine victim assistance. Other donors, including USAID, might also be prepared to provide financial support to the DAC to assist them with mainstreaming and inclusion of people with disabilities into their assistance programs.

## **5. Monitoring and Measurement of Impact**

Measuring for results that are attributable to the DAC will require a focus on activities that specifically contribute to achieving the designated Intermediate Results. With the new draft strategy as a guide, the DAC can develop a Work Plan that follows up on recent and current successful activities, and also looks forward to help DAC members

respond to a changing environment. Annex 6 demonstrates an illustrative results framework<sup>3</sup> based on the DAC's current draft strategy. The illustrative indicators are examples of how the DAC could monitor changes that lead to the illustrative Intermediate Results given<sup>4</sup>.

To measure progress, it is important for the DAC to identify different kinds of key performance indicators (see Annex 6, Illustrative Results Framework, for descriptions of different kinds of indicators) based on the intended intermediate result. For example, a strong legal framework that upholds the rights of the disabled is a key requirement for creating an unambiguous environment for mainstreaming disabilities (IR 2.1). The DAC can take an active part in creating a National Plan of Action on disability, as well as drafting and promoting laws to ensure that the disabled are accommodated. The DAC can also support member organizations in building staff skills to promote laws during formation, adoption, and implementation stages. This is an area where the DAC has been active and now plans to continue to work. Milestone indicators are one way to measure progress both for policy formation and adoption, and for policy implementation. (In Annex 6, see Illustrative Performance Indicators for IR 2.1.)

Mainstreaming disabilities, like mainstreaming gender, is defined as addressing institutional arrangements so that the disabled and the concerns of the disabled are not treated separately from other development issues. For example, in addition to working on the Disabilities Law, the DAC has taken an active role in working to ensure that the education law incorporates inclusive education with a disabilities policy.

Mainstreaming also means addressing disabilities issues at all levels, including development of and participation in policy making, planning, evaluation, and decision-making procedures. Another example for measuring change in mainstreaming would be to incorporate disabilities issues into all Intermediate Results. This is not easy; approaches to and expectations of mainstreaming may not be clearly defined even by organizations that promote it. For this reason, if DAC aims to build better organizational capacity both of DAC and of members (Result 1), then one approach would be to define criteria that indicate a strong organization that is successful in mainstreaming disabilities in both programs and management. Then DAC might help member organizations to monitor changes in their capacity to identify, promote, and adopt mainstreaming practices. With mainstreaming experience at national policy and local program levels, the DAC will be capable of identifying other appropriate ways to measure change.

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<sup>3</sup> A 'Results Framework' (RF) presents an organization's strategy for achieving its mission. When the RF is laid out in a graphic form with a narrative description, it clearly communicates the cause and effect links between activities, Intermediate Results (objectives) and Results (goals or outcomes). Identifying a few specific indicators and linking those to Intermediate Results in the RF can provide an effective and efficient way to monitor and communicate progress towards the organization's mission.

<sup>4</sup> Some of the indicators are based on DAC's past and current experiences while other illustrative indicators are suggestions of activities that would contribute to achieving the illustrative Intermediate Results as shown.

# RECOMMENDATIONS – IMMEDIATE

## Funding

1. **The DAC should maintain the focus of the Strategic Plan as the basis for a proposal to donors. Include funding and support for an updated Strategic Development Plan.** The DAC Secretariat should focus on coordination, communication, and advocacy, rather than implementation. Do not be distracted by demands to build a disabilities database. Include essential staff but remain a lean organization.
2. **Work to find short-term funding (from May 30, 2006).** The process of finding long-term support for the DAC will likely take three to six months. The DAC should prepare for donors a brief proposal (three to five pages including a budget) for three to six months of funding support.

## The DAC Secretariat

1. **The DAC's Mission, Priorities, and Strategic Plan should focus on coordination, communication, and advocacy, not implementation of services for people with disabilities. This focus should be communicated to stakeholders.** A focus on coordination, communication, and advocacy will allow the Secretariat to re-establish the delivery of value to stakeholders in an area where the DAC already has expertise. Stakeholders should be made aware of the DAC focus to minimize requests to the Secretariat for involvement in areas outside of the DAC mandate and expertise.
2. **Staff necessary to program functions of the DAC Secretariat should be engaged once funding is ensured** Until the transition is completed, the stability of funding and the organization is restored, and the value to stakeholders is reestablished, it is imperative that the Secretariat maintains a streamlined staffing plan, focused on its Mission and Priorities.
3. **The Director and new program staff must build their knowledge of disabilities in Cambodia and internationally** (e.g., international experiences of mainstreaming disability). To strengthen the credibility of the DAC, the ED and program staff must be recognized as knowledgeable actors in the sector. Relations between the DAC and stakeholders will be improved by common understandings of stakeholder programs, issues, and priorities. Commit time each week in the next six months to learning about the disabilities sector, meeting with stakeholders, and visiting project sites. The DAC should consider holding roundtables for staff with experts to develop their knowledge. Public fora on particular topics could also help to build knowledge of both the DAC and stakeholders about international developments in the disability sector.

4. **Rationalize the structure and staffing of the administrative side of the DAC Secretariat.** The organizational structure accepted for the DAC Secretariat prior to the restructuring process envisioned three senior management positions under the director and a total staff of ten; six program staff and four administrative staff. The administrative staff far exceeds this number. For example, the proposed the library, IT/website and networking positions could be combined into one position or one full-time and one part-time position or contracted IT/website position.
5. **Clarify the roles and responsibilities of the advisors with performance targets and timelines that support the Strategic Plan and Action Plan.** The advisors are key Secretariat staff, providing support to counterparts, but with limited roles in terms of the external representation of the DAC. In order to perform effectively they need clear guidance on their roles and responsibilities with the organization and in the sector. Clear objectives should be agreed as to the skills and knowledge they are expected to impart on the DAC counterparts during their contracts. Advisors are also expected to be active members of the “DAC Team” internally, supporting all staff in achieving the DAC’s Mission.
6. **Develop and implement an Annual Action Plan to support the new DAC Strategic Plan.** The Annual Action Plan is a key document, defining the Secretariat’s activities in support of the DAC Mission. The Action Plan should be developed in order to assist the Board and director with ongoing monitoring.
7. **Existing and new committees must follow the DAC Statutes, and should replicate the successful practices of the Physical Rehabilitation and Children with Disabilities Committees.** Stakeholders were nearly unanimous in their regard for the achievements of these two committees. New and existing committees should replicate the structures and management of these committees to ensure value for stakeholders and participants. (See the Analysis section of this report for recommendations on “What makes a successful committee?”)
8. **Conduct a workshop for the DAC Secretariat staff to signal the completion of the restructuring process and build team unity focused on implementing the new DAC Strategic Plan.** Suggested components of this workshop are: presentation of the Strategic Plan, formulation of the annual Work Plan, review of DAC Statutes, review/revision/finalization of the DAC Employee Manual, revision of position descriptions to support the DAC Strategic Plan and Annual Work Plan, and teambuilding sessions.

## **For Stakeholders**

DAC has made tremendous investment in the restructuring process. Progress needs to be consolidated with several key actions. **The DAC needs support from stakeholders as it moves beyond restructuring. This includes financial and management support.**

1. **Financial Support:** The DAC needs funding in the short and the long term. Funds currently available will be depleted by May 31, 2006. Funds are needed to maintain operations and to hire additional program staff. The provision of short-term funding must be a priority as the DAC, depleted by the restructuring process,

risks collapse in the short term if funds are not available. A collapse would seriously damage the creditability of donors and throw into question international and donor support for the rights of the disabled.

2. The Secretariat staff needs support to come to closure on the transformation process and build consensus to support the new DAC Mission.
3. The director needs support to learn about the disabilities sector, make necessary additions to program staff, possibly restructure or rationalize administrative staff, and provide the forceful direction that is needed by a re-emergent DAC.
4. **DAC Donors should include training support for the Board as it seeks to consolidate and fulfill its responsibilities under the DAC Statutes.** It does not seem appropriate for the DAC Secretariat to oversee the provision of refresher training to the Governing Board, and this responsibility could distract the Secretariat from other pressing issues. A DAC partner experienced in providing support to local organizations could provide this support. Over the period of several years, the partner would be tasked to build the Governing Board's capacity to the level required to guide the DAC to sustainability.

# RECOMMENDATIONS – MEDIUM-TERM

## The DAC Secretariat

1. **The DAC should seek short-term assistance to prepare recommendations on a disabilities database**, e.g., identification of available resources, evaluation of various design possibilities including specifications for contents, conducting of a cost-benefit analysis, and, possibly, development of a TOR for development and maintenance. Such a study should include researching the feasibility and mechanisms for collection and reporting of mine victim assistance data as required by the Ottawa Convention. At this time, DAC should only participate in a study on the viability of a database, NOT create and maintain a national database. It has been suggested that Australian Business Volunteers (ABV) could provide this assistance at a reasonable cost.
2. **The DAC should consider models of cooperation and coordination with CDPO to strengthen its links with people with disabilities.** In the future, the DAC may consider mechanisms to improve its connection with people with disabilities in the provinces, e.g., jointly organizing public awareness fora in provincial areas on the new disabilities law that involve and solicit input from people with disabilities, or organizing provincial workshops with particular groups of people with disabilities, such as women with disabilities, on issues of interest to them.
3. **Schedule regular membership meetings to rebuild ownership and connections with stakeholders.** Currently, the full membership meets only for the annual meeting. It may be useful to meet more often and/or find other means to ensure effective communication with the complete membership, e.g., restart the quarterly newsletter and update the website.
4. **The DAC can position itself as a resource center for the disabilities sector.** This can include, for example, electronic and hard copies of documents, materials, and videos; support for strategic planning and proposals; and referrals to external service providers. The DAC website can be a cost-effective tool for information sharing. Resources should be provided online when possible. In collaboration with members, the DAC should develop and implement a plan for the improvement of the website. Options include linking the website to other sources of relevant information, including PDFs (portable document format [Adobe Systems] of key research and documents, and introducing online discussion boards. An evaluation should be made of other resources available in Cambodia and online to reduce duplication and ensure value.
5. **The DAC should give additional emphasis to modeling disability mainstreaming.** There is an opportunity for the DAC to be a model of mainstreaming of disabilities. All DAC structures (Board, Secretariat, and committees) and documents should stress the inclusion of people with disabilities, the office should model accessibility (as far as is possible), and priority should be given to the recruitment of people with disabilities. The DAC should advocate

with members for the inclusion of disability issues in all activities and policies and the inclusion of people with disabilities in staff and projects.

## The DAC Board

**Oversee adherence to the DAC's institutional framework, which prescribes the operation of the Board, Secretariat, and committees.**

1. As prescribed in the DAC Statutes, the Governing Board should ensure that there is a fundraising strategy in place. The DAC's Strategic Plan should drive fundraising, not the availability of funds.
2. New and existing committees, in addition to following the relevant DAC Statutes, should follow the practices that brought success and acknowledgement to the Children with Disabilities Committee and Physical Rehabilitation Committee.
3. The DAC's Strategic Development Plan should be updated and implemented to ensure the successful completion of the transition cycle. Activities should be included to assist both Secretariat staff and Board Members to fully perform in their positions.

## Funding

1. **Financial Support:** The DAC needs diversified and sustainable funding in the long term. The Governing Board should ensure that there is a fundraising strategy in place. Reliance on any single donor should be reduced. The DAC's network of donors must be expanded. Stakeholders should contribute to the costs of supporting the DAC's premise, staff, and programs that benefit the sector. Linkages with private sector companies and trusts should be expanded.
2. **Develop the finance and accounting function to international standards.** Following the upcoming audit of the DAC accounts, the finance and accounting capacity of the Secretariat should be assessed to ensure that funds from diverse donors can be managed according to normally accepted accounting practices. A program should be undertaken to upgrade skills, if necessary.

## Staffing of the Secretariat

1. **Identify a person with disabilities to lead the DAC.** The director should see this as part of his responsibilities. A reasonable time for this, including training and handover, would be two to three years.
2. **Develop an internship program.** The DAC and the sector would benefit from an internship program to develop management and executive skills, and expertise in disabilities issues, among people with disabilities. Candidates can be identified in management schools and graduate schools, and from the private

sector. The program should be established and implemented in cooperation with other stakeholders in the sector.

3. **Rationalize administrative staff.** The administrative function and staff of the DAC Secretariat is at present overstuffed, underworked and undirected. This situation must be addressed. First steps include rethinking of the administrative structure, use of existing staff (with necessary training) to fill empty positions (e.g., library, networking), revision of position descriptions to require support to program staff and linkage to DAC's Mission, regular oversight and performance appraisals to encourage performance and eliminate non-performers, and creative management, e.g., assign an intern to assist the Governing Board.
4. **Fully utilize the incoming partnership and communication manager.** The DAC has already identified a person for this position to commence June 2006. This manager may also be capable of serving as the fundraising manager. This person should be able to combine responsibilities for the strategic development plan of the DAC, monitoring and evaluation of the Strategic Plan, and fundraising (in the second and third years of USAID funding).
5. **Combine the proposed library, IT, and networking positions.** Until the DAC Secretariat is stable and productive, the proposed library, IT, and networking positions should be combined in a single position. As the DAC's needs expand, the staffing and responsibilities of the positions can be re-evaluated.

# Evaluation of the Disabilities Action Council

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## **Annex 1: Assessment Scope of Work**

### **Evaluation Scope of Work:**

#### ***Disabilities Action Council, Cambodia***

### **Purpose**

USAID's cooperative agreement with Handicap International – Belgium (HIB) for support of Disability Action Council (DAC) ends May, 2006. USAID is interested in evaluating its support the DAC. The purpose of this evaluation is to provide analysis and recommendations to USAID and the DAC on building a cohesive, relevant and sustainable program in Cambodia's disability sector. This includes reflection on past experiences, lessons learned and next steps for DAC's ongoing development to become a mature, sustainable organization.

### **Background**

In 1995, a Task Force on disabilities was established. The assigned task was to develop a plan for addressing Cambodia's significant needs in the disability sector. One of the Task Force's important recommendations was the establishment of the Disability Action Council (DAC).

The DAC, established in 1997, is a semi-autonomous organization made up of relevant government institutions such as the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MOSALVY) as well as non-government organizations that are actively involved in the disabilities sector (see Annex 2 for organizational diagrams). The vision of DAC, as articulated in "Strategic Directions for the Disability and Rehabilitation Sector (2001)", is for all people to recognize equal rights of those with disabilities and that people with disabilities have equitable opportunities in all aspects of society and life.

Since 1998, the DAC has received support from USAID. From 2000 through 2003, there were been a number of assessments and consultations done with the intent of increasing the DAC's effectiveness as well as overall organizational strengths.

- 1997                                      MOSALVY and NGOs agreed to the Task Force's recommendation to set up the DAC
- September 25, 1998                      USAID began supporting DAC through a three-year cooperative agreement
- April 2000                                      Assessment and report produced, "Future Directions for the Disability Action Council Secretariat"
- February, 2001                                DAC submitted a proposal for an additional three-year cycle.
- February 2001                                Meetings and workshops by committees of the DAC result in production of report "Strategic Directions for the Disability and Rehabilitation Sector in Cambodia, Second edition"

- July 2001 USAID conducted an assessment on DAC. The recommendations from that assessment addressed DAC's performance, and the proposal that had been submitted.
- February 2002 DAC produced a Strategic Plan to supplement a proposal to USAID for funding for May 2002 – April 2005.
- November 2002 Draft concept paper, "Scope and Roles of DAC-Government Partners, DAC-IOs,/NGOs Members and DAC Secretariat
- February 2003 Organizational Development Consultancy, Phase I
- July 2003 Organizational Development Consultancy, Phase II
- December, 2005 Presentation of DAC Strategic Plan 2005-2008
- December 2005 DAC participates with several affiliates in developing a multi-donor oriented proposal for a Sector Assessment of the Physical Rehabilitation Sector in Cambodia

According to "DAC Strategic Plan 2005-2008", DAC has gone through difficulties since 2002. Some of the difficulties are attributed to the long process of 'restructuring.' A specific description and analysis of difficulties referred to has not yet been found in the documentation.

## Performance Sources

Evaluations, Strategic Plans, Reviews, Consultancies, Reports, Project Proposal, Annual Reports

## Evaluation Questions

1. How viable is the DAC as an organization? *Who are its supporters, financial and otherwise as well as detractors? What are its long terms prospects and what's a reasonable exit strategy for USAID to consider? In terms of War Victims Fund strategy, is this model worth replicating in other countries? What about Cambodia has helped or hindered the DAC's effectiveness?*
2. How realistic and sustainable is DAC's vision, mission and current strategy in relation to its actual experience as an organization? *Identify the DAC's stage of organizational development, and where the Secretariat fits within that stage of development Identify focus of target group, strategy for sustainability, and implementation progress. DAC's experiences with past strategies, evaluations, and past performance as well as current functioning should be incorporated in the analysis. Identify strengths and priority practical steps to minimize threats and maximize opportunities for good organizational development and management.*
3. What are the indications for the future of Cambodia's disability sector in terms of mainstreaming disability, and what role, if any, does DAC play in this changing environment? How can this be measured? *Analyze recent changes in demand and supply of services, changes in policy as well as expectations of what service in the disability sector means. Analyze and identify the strongest points of contact between DAC's vision, strategy, core strengths with*

*Cambodia's changing needs in the disability sector. Identify indicator(s), including gender sensitive indicators, for monitoring impact.*

## **Evaluation Methods**

This evaluation will essentially be a rapid assessment. Analysis and recommendations will consider the changes in Cambodia that affect the disability sector, the current status and needs of the disability sector as well as how the DAC has responded to both meet those needs and maintain organizational clarity in a changing environment.

The evaluation methodology will include an extensive document review (including but not limited to DAC and USAID reports), combined with semi-structured interviews. Respondents will include individual key informants and perhaps one or two select focus groups (especially of affiliates).

A key point to be incorporated into this evaluation is a review and analysis of DAC's response to previous assessments, reviews, and strategic plans.

The team may find the need to split up in order to conduct interviews with different respondents simultaneously. For this reason, it is critical that a topical outline and an interview guide or checklist should be developed for the team in the planning stage. This will help maintain sufficient and consistent coverage of the evaluation questions.

Informants will include DAC staff, DAC affiliates, USAID staff, and other stakeholders such as donors, INGOs and local NGOs who work in the disabilities sector.

Some relevant documents and reports will be provided to the assessment team by USAID/Cambodia. The team should explore other relevant documentation related to the disability sector in Cambodia, and the DAC.

## **Composition of the Evaluation Team**

The evaluation team will consist of three members: a Team Leader and two other evaluators. At least one member must have country specific skills; the other team members must have experience working in the region. The team will need a combination of skills that contribute to a solid analysis of the disability sector [in Cambodia]; gender; monitoring and evaluation, and organizational development [for single as well as network type membership organizations].

The team leader will need skills in managing a rapid assessment in order to make efficient use of all team members as well as good writing skills. The Team Leader is responsible for the presentation with recommendations and the final production of the written report.

## **Procedures: schedules and logistics**

### **Logistics**

The targeted dates for the field portion of the evaluation are April 3 to April 13, 2006. This is just before Khmer New Year's holiday, so scheduling interviews with donor and NGO stakeholders earlier in the time frame will be critical.

USAID/Cambodia Program Office will assist in communication between the team members and the Mission, and within the Team. This includes scheduling, confirming and rescheduling appointments, coordinating vehicle request, and keeping the appointment schedule updated for Mission access.

**Proposed draft schedule**

Team will review recommendations from post, develop an evaluation question checklist or interview guide, a list of interviewees, and a calendar of events.

The overall time frame for this evaluation is from March 31 to May 5. Within that timeframe, the Evaluation Team will work together in Phnom Penh from April 3 – 13. The final evaluation report, including final edits and layout, is due on or before May 8, 2006.

March 31-April 2	Document review, Preview / update schedule, refine evaluation methodology and create detailed interview guide
April 3	Prepare evaluation plan, establish team protocol/management. Interviews with Mission staff involved with sector and interviews with DAC Executive Director
April 4-7	Interviews with donors, & affiliates of DAC, including appropriate government stakeholders, DAC staff (estimate potential 1.5 hrs/interview and 4 interview blocks/day)
April 8-10	Team meeting for synthesis & analysis; preparing draft report and presentation (9 <sup>th</sup> is Sunday, an optional off day)
April 10	Oral Presentation / discussion with USAID
April 11-13	Follow-up data collection and complete draft report

**Reporting and dissemination requirements**

Deliverables

There are three deliverables for this contract: an evaluation plan, an oral presentation of the analysis with recommendations, and a written report.

The first deliverable, an evaluation plan, will be presented to USAID/Cambodia Program Officer and Education officer at the beginning of the evaluation. Towards the end of the evaluation, an oral presentation with a discussion on findings and priority recommendations will be delivered. Finally, a draft report addressing the evaluation questions in this SOW will be submitted to the USAID/Cambodia Program Officer, Office Chief/OGD, and Education officer before departure from Phnom Penh.

A copy of the draft report will also be submitted to the USAID/DCHA.

A final report incorporating comments from USAID/Cambodia, and USAID/Washington/DCHA, shall be finalized by May 8, 2006. The final report should include an executive summary, a body of the report, recommendations, references and a list of persons and organizations contacted. This

report shall be submitted electronically to the USAID/Cambodia Monitoring and Evaluation Specialist, USAID/Cambodia Program Officer, and USAID/Cambodia Education Officer, Rob Horvath and Cathy Savino, and the USAID/ANE Desk Officer for Cambodia.

*The contractor shall also submit the final evaluation report to USAID at [docsu@dec.cdie.org](mailto:docsu@dec.cdie.org). For information on what is required and how to send it, see the web page at <http://www.dec.org/submit.cfm>.*

1. **Evaluation Plan** covering (a) the overall design strategy for the evaluation, (b) the data collection and analysis plan for the evaluation, (c) the team's schedule for the evaluation. **Due: 04/03/2006**
2. **Oral Presentation** of the evaluation. PowerPoint, including visuals such as graphics, diagrams, tables and photographs **Due: 04/10/2006**
3. **Draft Evaluation Report:** Length of the report: Not to exceed 20 pages plus annexes and an Executive Summary of not more than 2 pages. Report must at least include Introduction, Methodology, Background, Analysis, Recommendations. Annexes must at least include list of references, list of people interviewed, **Due: 04/13/2006**
4. **Final Evaluation Report. Due: 05/08/2006**

Dissemination

- USAID/Cambodia –specifically Pam Foster, Lynn Losert and Reed Aeschliman
- DAC – Sothy Long
- USAID/DCHA Rob Horvath, Cathy Savino

## REFERENCES

### *Strategies, and assessments*

- Report on Future Directions for the Disability Action Council Secretariat, April 2000. Helen Pitt.
- Strategic Directions for the Disability and rehabilitation Sector in Cambodia, Second Edition (February 2001) Disability Action Council.
- DAC Strategic Plan 2002-2005 and Beyond, February 2002. DAC Secretariat with USAID/LWVF Technical Support.
- Disability Action Council Strategic Plan 2005-2008. Power Point presentation and outline. December 2005. Tom Russell and Kong Vichetra.
- Disability Action Council Assessment Report, Cambodia, July 2001. Rob Horvath and Jeremy Condor.
- Organizational Development Consultancy report, Phase 1. February 2003. Jeremy Condor.
- Response to USAID Project Evaluation, November 2003.

### *Reports and other*

- Annual report 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006, Cambodia Trust CSCF 230. May, 2005.
- Annual Report 2003, Disability Action Council. Printed June 2004.
- Draft concept Paper, Scope and Roles of DAC-Government Partners, DAC-IOs, NGOs Members and DAC Secretariat. November 2002. DAC-Secretariat, Ouk Sisovann.
- The Challenge of Living with Disability in Rural Cambodia, cooperation Committee for Cambodia (CCC). March 2006. Analyzing Development Issues (ADI) Trainees (round 16) and Team.
- External Evaluation of Education for Children with Disabilities Support Program in Cambodia, 1999-2005. UNICEF Cambodia, December 2005, Julie Yoder.
- Disability Action Statutes, Revised. February 2005.
- Disability Organization Contact List, DAC. 2005.
- World Vision Cambodia Disability Research, 2004. Liz Mackinlay.
- Poverty Reduction and Development in Cambodia: Enabling Disabled people to play a role. Disability KAR. April, 2005. Philippa Thomas
- Country Profile: Study on Persons with Disabilities (Cambodia). Prepared by DAC Secretariat., February 2001.
- List of DAC Secretariat Publications, 2003.

From DAC Website, this page last updated March 26, 2004

# List of DAC-Affiliated Organisations

## I. Ministries and Authorities

1. [Cambodian Mine Action and Mine Victim Assistance Authority](#)
2. [Ministry of Education, Youth and Sport](#)
3. [Ministry of Health](#)
4. [Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation](#)
5. [Ministry of Women's and Veterans' Affairs](#)

## II. NGOs (Local)

6. [Action on Disability and Development](#)
7. [Aid aux Handicaps du Cambodge](#)
8. [American Friends Service Committee](#)
9. [American Red Cross](#)
10. [Association of Medical Doctors of Asia](#)
11. [Association of the Blind in Cambodia](#)
12. [Association for Aid and Relief - Japan](#)
13. [Awareness Cambodia](#)
14. [Cambodia Trust](#)
15. [Cambodian Association for the Development of Farmers and the Poor](#)
16. [Cambodian Disabled People's Organisation](#)
17. [Cambodian School of Prosthetics and Orthotics](#)
18. [Cambodian War Amputees Rehabilitation Society](#)
19. [CARITAS - Cambodia](#)
20. [Catholic Office for Emergency Relief and Refugees](#)
21. [Center for Child Mental Health](#)
22. [Children Affected by Mines - International](#)
23. [Church World Service](#)
24. [Comité Exécutif International de l'Ordre de Malte pour l'Assistance aux Lepreux](#)
25. [Development Technology Workshop](#)
26. [Emergency](#)
27. [Hagar](#)
28. [Handicap International-Belgium](#)
29. [Handicap International-France](#)
30. [Helen Keller International](#)
31. [HelpAge International](#)

## Assessment Scope of Work ANNEX 1: Lists of Affiliate Organizations

32. [International Committee of the Red Cross](#)
33. [International Resource for the Improvement of Sight](#)
34. [Japan-Cambodia Interactive Association](#)
35. [Jesuit Service - Cambodia](#)
36. [Kruosar Thmey](#)
37. [Lutheran World Service](#)
38. [Marist Mission Australia](#)
39. [Maryknoll](#)
40. [MEDICAM](#)
41. [National Centre of Disabled Persons](#)
42. [NGO Forum on Cambodia](#)
43. [Norwegian People's Aid](#)
44. [Nuns and Lay Women's Association of Cambodia](#)
45. [Nutrition Centre-MOSALVY](#)
46. [Operation Enfant de Battambang](#)
47. [Rehab Craft Cambodia](#)
48. [Save the Children Australia](#)
49. [Save the Children Norway](#)
50. [Servants to Asia's Urban Poor - Cambodia](#)
51. [Services for the Health in Asia and African Regions](#)
52. [Social Services of Cambodia](#)
53. [Stiftung Kinderdorf Pestalozzi](#)
54. [Trans-Cultural Psychosocial Organization](#)
55. Unaccompanied Association
56. [United Cambodian Community Development Foundation](#)
57. [Veterans International](#)
58. [Working Group for Weapon Reduction in Cambodia](#)
59. [World Rehabilitation Fund](#)
60. [World Vision International - Cambodia](#)
61. [Youth With A Mission, Cambodia](#)

### **III. Embassies and Authorities**

62. Australian Embassy
63. Canadian International Development Agency
64. Japan International Cooperation Agency
65. Swedish International Development Agency
66. United States Agency for International Development

## **IV. UN Agencies**

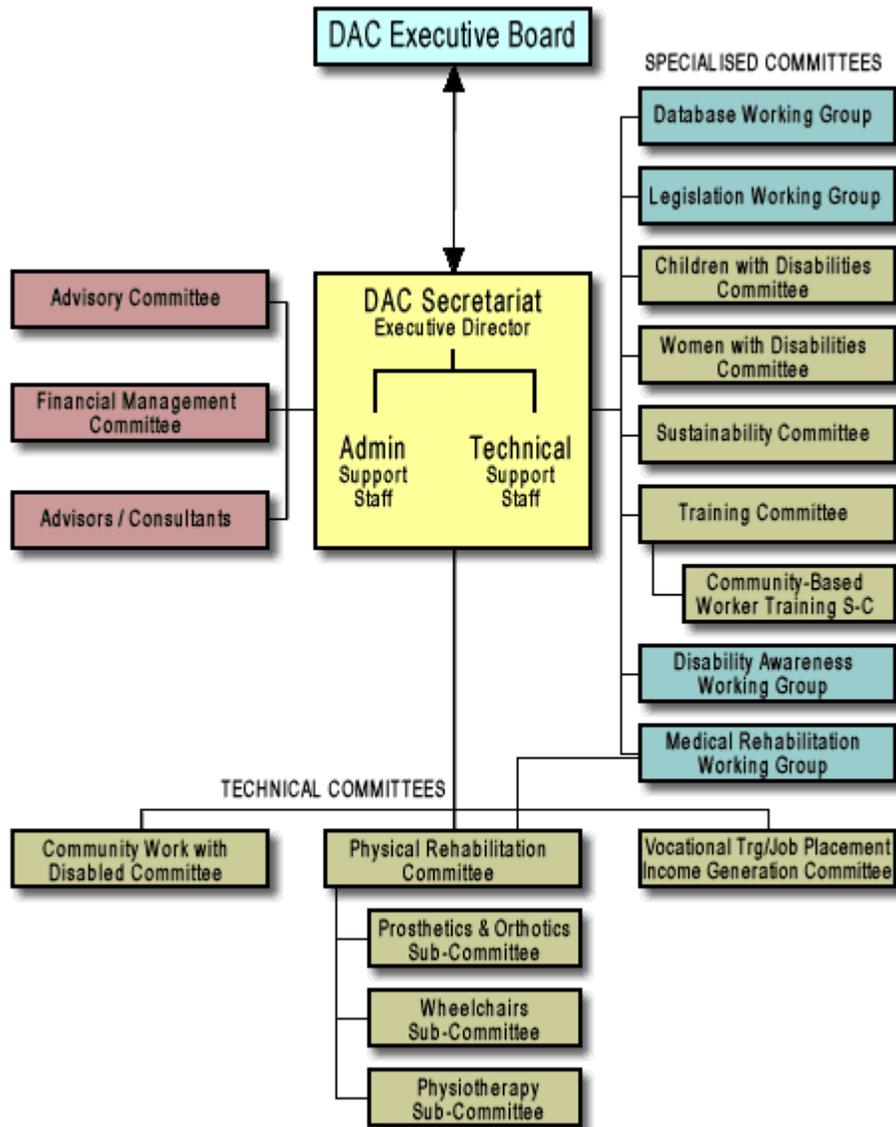
67. [Food and Agricultural Organization \(FAO\)](#)
68. [International Labour Organisation \(ILO\)](#)
69. [United Nations - Cambodia Office of the High Commissioner for Human Rights \(UN-COHCHR\)](#)
70. [United Nations Children's Fund \(UNICEF\)](#)
71. [United Nations Educational, Scientific and Cultural Organization \(UNESCO\)](#)
72. [World Health Organization \(WHO\)](#)

## **V. Mine Action-Related Organizations (Local and International)**

73. [Hazardous Areas Life-Support Organization Trust Cambodia](#)
74. [Mines Advisory Group](#)

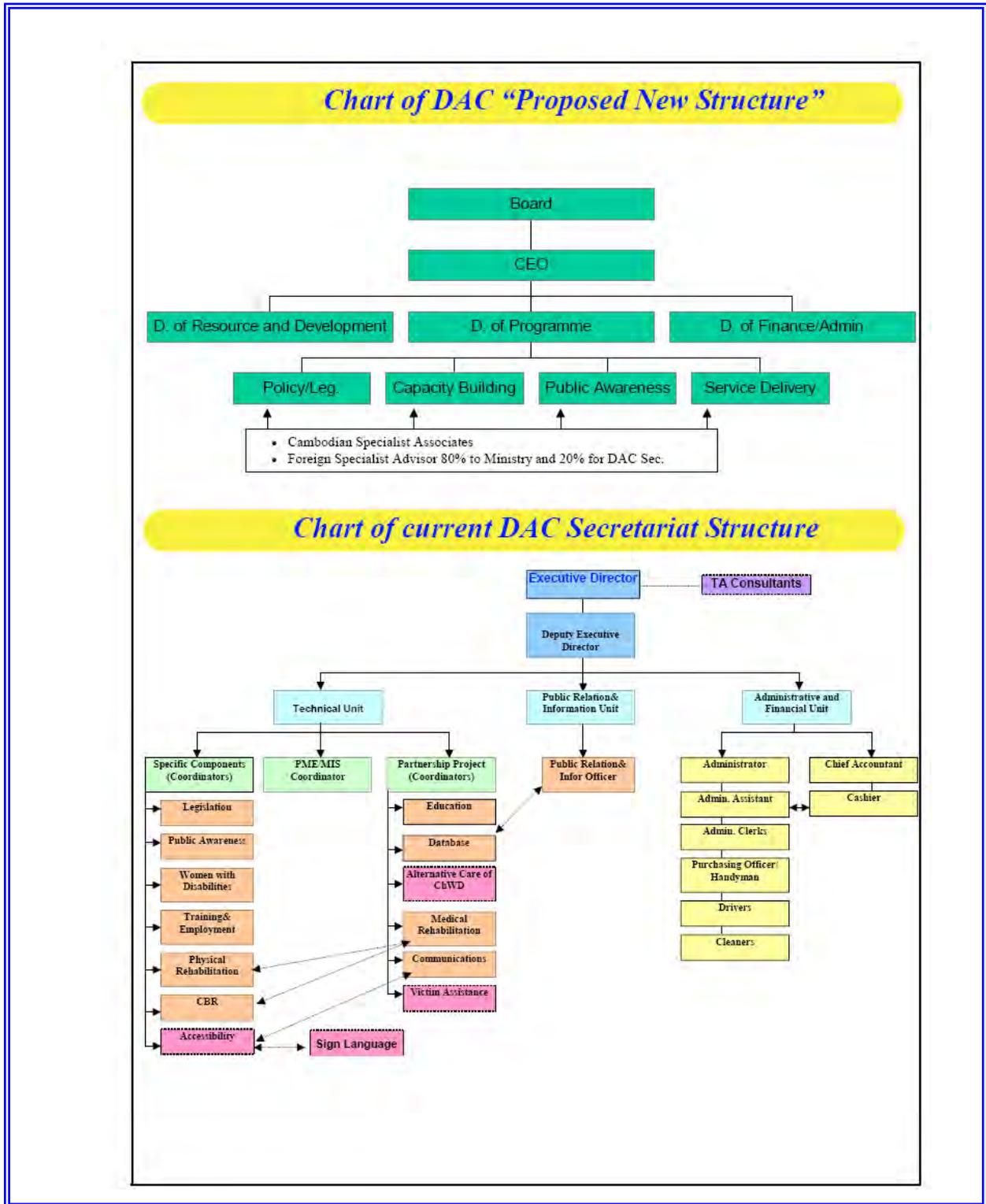
## Organizational structure

From DAC Website <http://www.dac.org.kh/about-dac/dac-org-chart.htm> , updated 07/04/2003



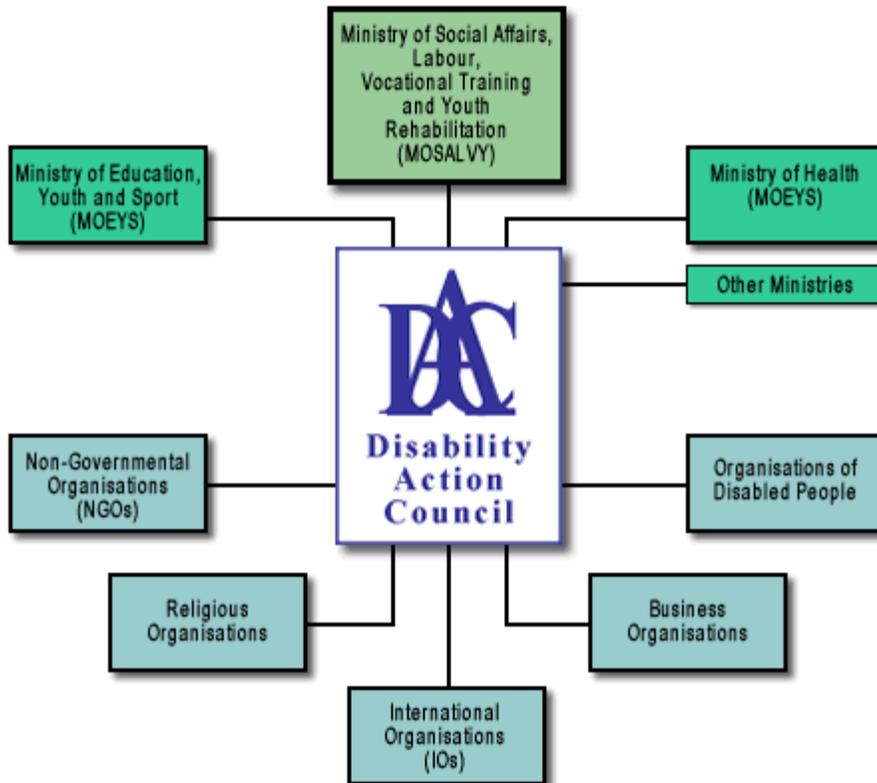
**Organizational structure:**

From DAC Annual Report 2003 (Publications on DAC Website)



## ***Diagram of relationship to affiliates***

From Website <http://www.dac.org.kh/affiliates/index.htm>



## **Annex 2: Evaluation Plan**

### ***DAC Reformation, Strategy and Activities from 2002 to 2005***

Submitted to USAID on April 3, 2006

#### ***Purpose:***

USAID is interested in evaluating its support for the Disabilities Action Council. The purpose of this evaluation is to provide analysis and recommendation to USAID and the DAC on building a cohesive, relevant and sustainable program in Cambodia's disability sector. This includes reflection on past experiences, lessons learned and next steps for DAC's ongoing development to become a mature, sustainable organization.

#### ***Evaluation Questions from the Scope of Work:***

1. **How viable is the DAC as an organization?**
  - *Who are its supporters, financial and otherwise as well as detractors?*
  - *What are its long terms prospects and what's a reasonable exit strategy for USAID to consider?*
  - *In terms of War Victims Fund strategy, is this model worth replicating in other countries?*
  - *What about Cambodia has helped or hindered the DAC's effectiveness?*
2. **How realistic and sustainable is DAC's vision, mission and current strategy in relation to its actual experience as an organization?**
  - *Identify the DAC's stage of organizational development, and where the Secretariat fits within that stage of development Identify focus of target group, strategy for sustainability, and implementation progress.*
  - *DAC's experiences with past strategies, evaluations, and past performance as well as current functioning should be incorporated in the analysis.*
  - *Identify strengths and priority practical steps to minimize threats and maximize opportunities for good organizational development and management.*
3. **What are the indications for the future of Cambodia's disability sector in terms of mainstreaming disability, and what role, if any, does DAC play in this changing environment? How can this be measured?**
  - *Analyze recent changes in demand and supply of services, changes in policy as well as expectations of what service in the disability sector means.*
  - *Analyze and identify the strongest points of contact between DAC's vision, strategy, core strengths with Cambodia's changing needs in the disability sector.*
  - *Identify indicator(s), including gender sensitive indicators, for monitoring impact.*

## Data Collection and Analysis Plan

### **Document review:**

DAC annual and quarterly (USAID) reports  
DAC Steering Committee and Governing Board minutes  
DAC Newsletters and documents  
Reports and documents from other stakeholders in the disabilities sector

### **Semi-structured interviews with:**

DAC staff, management and board members.  
Government officials from MoSLV and MoE  
Representatives of local and international NGOs  
(Interview Guide attached as Annex 1)

### **Focus Groups with:**

DAC board members, advisors and staff

**Update of SWOT analysis with DAC governing board**

**Update of SWOT analysis with DAC staff**

**Review of raw findings with DAC Director**

**Presentation and discussion with USAID**

**Final analysis and reporting**

## Team Members for the Evaluation:

<u>Name</u>	<u>Position</u>	<u>Telephone</u>	<u>E-mail</u>
Lee Forsythe	Team Leader	012 877 004	<a href="mailto:Lee@online.com.kh">Lee@online.com.kh</a>
Caitlin Wyndham	Disabilities and Gender expert	011 650 179	<a href="mailto:caitlin@netnam.vn">caitlin@netnam.vn</a>
Darlene Foote	M&E and Gender expert	012 793 692	<a href="mailto:dfoote@usaid.gov">dfoote@usaid.gov</a>

## Team Schedule for Evaluation

March 27	Preparation meetings with DAC and USAID to discuss participation, documentation and scheduling
April 1	Caitlin Wyndham arrives
April 2	Lee Forsythe returns to Cambodia
March 31-April 2	Document review, Preview / update schedule, refine evaluation methodology and create detailed interview guide
April 3	Darlene Foote returns to Cambodia
April 3	Prepare evaluation plan, finalize interview questions. Planning with DAC Executive Director
April 4-7	Interviews with Mission staff, donors, & affiliates of DAC, including appropriate government stakeholders, DAC staff
April 6	Update of SWOT analysis with DAC board and staff
April 8-10	Team meeting for synthesis & analysis; preparing draft report and presentation (9 <sup>th</sup> is Sunday, an optional off day)
April 10	Oral / PowerPoint Presentation / discussion with USAID
April 11-13	Follow-up data collection and complete draft report

## **Interview guide questions**

### **Questions for External DAC people (Donors, INGOs etc)**

1. What are the main trends/directions of the disability sector in Cambodia? What have been the key changes in needs and supply of services for PWD in Cambodia?
2. What are the trends for the future (5-10yrs)
3. What have been the key changes in policy over the past 3-4 years?
4. How does the DAC fit into the Disability sector currently? What is their role?
5. How do you think they will fit-in in the future? What should be their future role?
6. What do you know about the DAC Strategic Plan 2006-08?

Mission: DAC promotes, coordinates and strengthens the capacity of its affiliated members to initiate and secure the rights and services necessary for PWD

7. Is this mission appropriate now?
8. Will it be appropriate in the future?
9. DAC has three priorities:
  - i. Developing the social, legislative and educational infrastructure required to meet the needs of people with disability and promoting mainstreaming of disability;
  - ii. Developing the capacity and effectiveness of all institutions operating in the disability sector
  - iii. Developing the knowledge base of all disability stakeholders in Cambodia;

How is DAC performing in these three areas?

10. How is DAC adding value? Are there particular areas/sectors where DAC is adding value?
11. Is DAC responsive to the needs of people with disabilities? How could they be better informed about the needs of PWD?

### **For Donors/INGOs**

12. What is your funding/activity strategy in the disability sector?
13. How could you support DAC in the future?
14. Would you consider including an 'administrative/management' cost in project grants to DAC?

### **Questions for DAC staff and management**

1. What have been the key changes in needs and supply of services for PWD in Cambodia? What are the trends for the future (5-10yrs)
2. What have been the key changes in policy affecting PWD over the past 3-4 years?
3. How does the DAC fit into the Disability sector currently? What is their role?
4. How do you think they will fit-in in the future? What should be their future role?

5. DAC has three priorities:
  - i. Developing the social, legislative and educational infrastructure required to meet the needs of people with disability and promoting mainstreaming of disability;
  - ii. Developing the capacity and effectiveness of all institutions operating in the disability sector
  - iii. Developing the knowledge base of all disability stakeholders in Cambodia;

How is DAC performing in these three areas?

6. How is DAC adding value? Are there particular areas/sectors where DAC is adding value?
7. How does DAC continue to add value in the future to ensure program sustainability?
8. Is DAC responsive to the needs of people with disabilities? How could they be better informed about the needs of PWD?

#### Reform of DAC

9. How is the Reform process going?
10. Is the process complete yet?
11. Are members still committed to the reform process? To ongoing strengthening of the DAC?
12. Is the staffing of DAC completed?
13. Is this organizational chart accurate? How was this structure decided upon? What is the buy in of staff for this chart?

#### Strategic Plan 2006-8

14. How did the DAC perform on the 2002-05 Strategic Plan?
15. How was this new plan developed? What was the process? Who was involved?
16. What is the buy-in to this plan from the staff and members?
17. How do the 3 priorities of the current strategic plan link with the staff roles?
18. What are the criteria for staff performance assessments? Are they linked with the Strategic plan priorities?
19. Has the action plan been prepared?
20. What is the change over the last 6 years of the percentage of DAC expenses funded by USAID?
21. What has been DAC's progress in policy promotion when measured against the milestones of the process?

### **Annex 3: Schedule of Work (persons interviewed)**

<b>Time</b>	<b>Activity</b>	<b>Location</b>
<b>Monday 27 March</b>		
8:00	Assessment Preparations	Office
11:00	Meeting with Sothy Long, DAC Ex Dir, and Brian, VSO Advisor, to discuss DAC participation in assessment and contacts for assessment team	DAC
3:30	Meeting with Lynn Loser to discuss SOW, contacts for team, documents, and DAC participation	USAID
	Send documents to team members	
<b>Tuesday 28 March</b>		
	Reviewing documents available	
1:00	Documents from USAID, meetings with Lynn Losert and Pam Foster	USAID
4:00	Meeting with Bruno LeClerc, Handicap International Belgium to discuss evaluation	HI-B
<b>Thursday 30 March</b>		
	Document review, planning, correspondence with Sothy	
<b>Friday 31 March</b>		
	Document review, correspondence with Sothy, Sophal, Lynn, Caitlin & Darlene	
<b>Saturday 1 April</b>		
	Document review, planning	
<b>Sunday 2 April</b>		
	Meeting with Caitlin, draft questions, draft work plan	Himawari
<b>Monday 3 April</b>		
	Review of documents, approval of questions, scheduling	
16:00	Submission of Evaluation Plan to USAID	USAID
17:00	Review work plan with DAC	Himawari
<b>Tuesday 4 April</b>		
9:00	Meeting with Mr. Sarin Chan, Hagar HOS	Hagar
10:00	Yi Veasna, NCDP	NCDP
14:00	Josefina McAndrew, Veterans International	VI
16:00	Dr Bhoomikumar J., CARITAS Takmao Center for Child Mental Health	Takmao
<b>Wednesday 5 April</b>		
8:30	Father Charlie and Ms. Sinead Quinn, DAC Advisors	DAC
10:30	Ms Swathana Seing, MoEYS / DAC Board	MoEYS
12:00	Steven Close, AusAID Program Officer	AusAID

## Schedule of Work

14:00	Ms. Ila Varma, UNICEF Education	UNICEF
16:00	Touch Samon- MoSALVY / DAC Board	MoSVY
<hr/>		
Thursday 6 April		
9:00	DAC Program Officers, Vorn Samphors, Kong Vichetra, Ung Sambath	DAC
11:15	DAC Fin. and Admin., Ren Ranaroth, Vath Samnang	
2:00	Sister Denise Coglein, Jesuit Service-Cambodia	JSC
3:30	DAC Board, Ngin Saorath (CDPO), Edith van Wijngaarden (HI-B)	DAC
<hr/>		
Friday 7 April		
8:30	Hem Chan Piseth, CWARS Deputy Program Manager	CWARS
10:30	H.E. Sam Sotha, Cambodian Mine Action and Victim Assistance Authority	CMAA
3:00	Ellen Minotti, Social Services Cambodia	SSC
<hr/>		
Saturday 8 April		
9:00	Discussion of Strategic Plan and Staffing with Sothy.	Himawari
12:00	Pam Foster, USAID Cambodia Program Officer	K-West
2:00	Discussion of findings and recommendations	FCC
<hr/>		
Sunday 9 April		
6:00	Preparation of findings and recommendations	Himawari
8:00	Meeting with Rob Horvath and Cath Savino	Himawari
<hr/>		
Monday 10 April		
8:00	Meeting with Lynn Losert	USAID
9:30	Meeting with James Whitehead, VSO	VSO
10:30	Meeting with Mark Kowalski	World Ed
12:00	Lunch with Pam Foster, Lynn Losert and Darlene Foote	K-West
2:00	Meeting with Bruno LeClerc, Handicap International Belgium	HI-B
4:00	Preparation of slide presentation	Himawari
6:30	Dinner at Pam Foster's	
8:30	Preparation of slide presentation	Himawari
<hr/>		
Tuesday 11 April		
9:30	Finalization of slide presentation	Himawari
11:00	Oral Presentation to USAID	USAID
12:30	Lunch with Rob Horvath and Cath Savino	Rendezvous
2:30	Call with George Taylor	
3:30	Planning of draft report	Himawari
<hr/>		
Wednesday 12 April		
8:30	Debriefing with DAC Director and Staff	
12:00	Lunch with Caitlin and Punya Droz before departure	

## **Annex 4: References**

<b>Date</b>	<b>Documents Referenced for the Assessment</b>	<b>Author</b>
Jan-00	Internal Review of the DAC Secretariat	Tivea/Buhler
Apr-00	Report on Future Directions for the DAC Secretariat	Pitt
Feb-01	Strategic Directions for the Disability and Rehabilitation Sector in Cambodia, Second edition	DAC
Feb-01	Supporting the Coordination and Initiation of Services and Assistance for People with Disabilities in Cambodia	DAC
Feb-01	Country Profile: Study on Persons with Disabilities	JICA
Jul-01	Disability Action Council Assessment Report	Horvath and Condor
Feb-02	DAC Strategic Plan 2005-2008	
Nov-02	“Scope and Roles of DAC-Government Partners, DAC-IOs/NGOs Members and DAC Secretariat	
Feb-03	Organizational Development Consultancy Report, Phase 1	Condor
Jul-03	Organizational Development Consultancy Report, Phase 2	Condor
Jun-04	World Vision Cambodia Disability Research 2004	MacKinlay
Feb-05	DAC Statutes	DAC
Mar-05	National Mine Action Strategy	CMAA
Apr-05	Poverty Reduction and Development in Cambodia: Enabling Disabled People to Play a Role	Thomas
Dec-05	DAC Strategic Plan 2005-2008	DAC
Dec-05	External Evaluation of Education for Children with Disabilities Support Program in Cambodia	Yoder/Unicef
Jan-06	Constructing an Evaluation Report	USAID
Mar-06	The Challenge of Living with Disabilities in Rural Cambodia	CCC
	Project to Develop Educational Opportunities to Meet the Specific Needs of Children with Disabilities in Cambodia 1999 - 2002	
	DAC Newsletters	DAC
	DAC Annual Reports 2002, 2003, 2004 (draft), 2005 (draft)	DAC
	Cambodia Road Traffic Accident and Victim Information System Annual Report 2004	HI-B
	Cambodia Mine and UXO Victim Information System Annual Report 2004	HI-B
	Minutes of the DAC Governing Board 2004 and 2005	DAC
	DAC Quarterly Progress Reports to USAID 2003 to 2004	HI-B/DAC

### **DAC Website References**

DAC List of members <http://www.dac.org.kh/affiliates/affiliates-list.htm>

## **Annex 5: Methodology**

This evaluation is based on information learned over the space of five days through document review, semi-structured interviews and focus group discussions with key stakeholders of the disability sector. The Evaluation Team collected descriptive and comparative information on the Disabilities Action Council as well as Cambodia's disability sector in general. An interview guide was designed to address the three main evaluation questions that were outlined in the Scope of Work.

### ***Evaluation Questions***

1. How viable is the DAC as an organization?
2. How realistic and sustainable is DAC's vision, mission and current strategy in relation to its actual experience as an organization?
3. What are the indications for the future of Cambodia's disability sector in terms of mainstreaming disability, and what role, if any, does DAC play in this changing environment? How can this be measured?

### ***Information sources and analyses***

In addition to an extensive review of documentation on DAC and the disabilities sector in Cambodia, the Evaluation Team's methodology included semi-structured interviews with key informants plus discussions with small focus groups. Interviewees included stakeholders who are involved with DAC at different levels and in different roles. Key informants included relevant USAID staff and other donors, the DAC Executive Director, member NGO representatives, and representatives of key government ministries. Five different focus groups consisted of Board members, DAC Advisors, DAC Secretariat program managers and DAC Secretariat administrative members.

Gender issues were mentioned briefly during the focus group discussion with program managers, but a gender analysis was not done in relation to DAC or DAC's activities. The Senior Program managers and two representatives of the Governing Board participated in a comparative Strengths/Weaknesses/Opportunities/Threats (SWOT) analysis. The SWOT analysis done in a 2001 assessment was the baseline against which the current analysis was compared. The Evaluation Team combined the information from the SWOT analysis with descriptive information from interviews, discussions and documentation. All information was included in the overall content analysis.

#### **Summary of Informants**

- 8 NGO members
- 3 government representatives (2 Board members)
- Executive Director and program staff of DAC
- 2 Administrative staff
- 2 non-government DAC Board members
- 3 Expatriate Advisors
- Other stakeholders (Unicef, VSO, USAID, AusAID)

## **Annex 6: Illustrative Results Framework**

### ***Based on DAC's draft Strategic Plan 2005-2008***

#### **Guidelines for different types of indicators:**

Three types of indicators are most easily used for monitoring: **Milestone**, **Output**, and **Outcome** indicators. **Output** and **Outcome** indicators are easily confused. A simple rule of thumb helps to explain the difference: **Outputs** of an activity are generally under direct control of whoever is implementing the activity. **Outputs** are lower level steps that are essential in achieving an **Outcome**. It may take several outputs over a period of time to lead to an outcome or '**Result**.' (From USAID ADS 201)

A **milestone indicator** is a type of indicator that measures progress towards a desired outcome by dividing the progress into a series of defined steps. An example of a milestone indicator could come from a policy reform activity, where the first critical milestone may be passage of a law; a second the establishment of an oversight agency; and a third the equitable implementation of the policy. Milestones may be used in combination with other types of indicators to measure progress towards a result.

Another useful tool for developing indicators is a **rating scale**. This is a measurement tool for putting qualitative data in a quantitative format. A scale quantifies a range of subjective responses on a single issue or single dimension of an issue. One example of a rating scale is when survey respondents are asked to respond on a scale of 1 to 5 for a survey question. Note: Clear definition of how the rating scale will be implemented and how respondents should rank their answers must be included for all scales.

#### ***Example Key for Milestone Scores:***

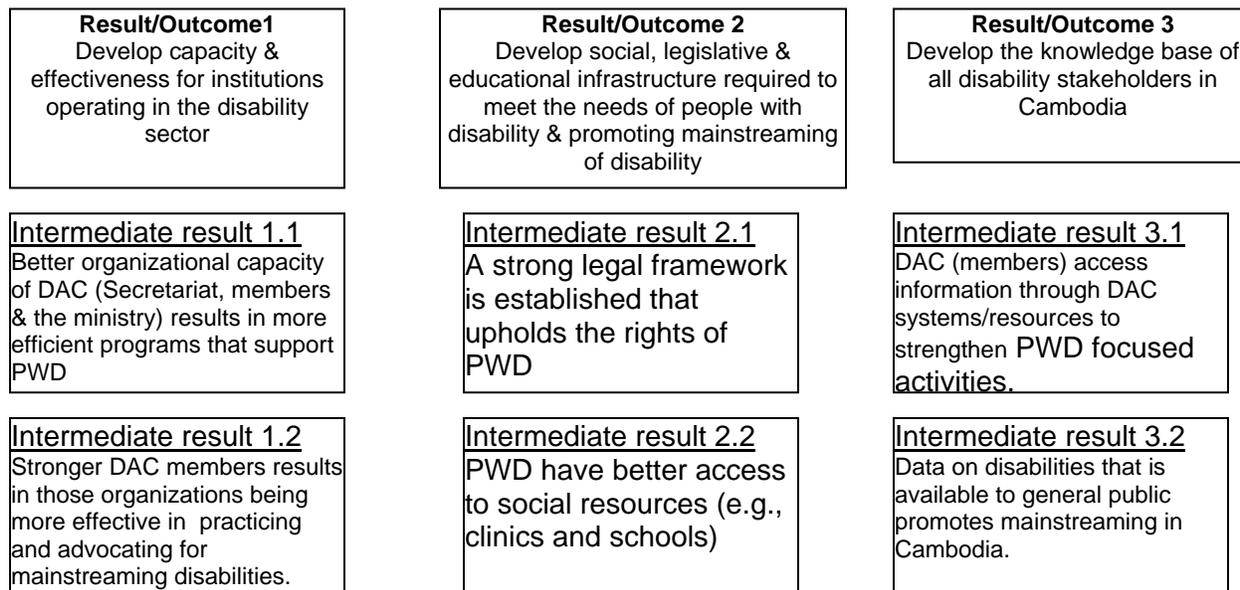
**Yes = 1; No = 0**

#### ***\*Example definition of Milestone indicator for Policy formation and adoption (new law process)***

- *Framework established = 1*
- *Drafted = 2;*
- *Negotiated (in process of approval by Council of Ministers) = 3*
- *Brought to floor (approved by Council of Ministers and in discussion by National Assembly) = 4*
- *Signed (approved "ratified" by national Assembly and signed by the King) = 5*

See [TIPS 14, "Monitoring the Policy Reform Process",  
http://pdf.dec.org/pdf\\_docs/PNACA949.pdf](http://pdf.dec.org/pdf_docs/PNACA949.pdf)

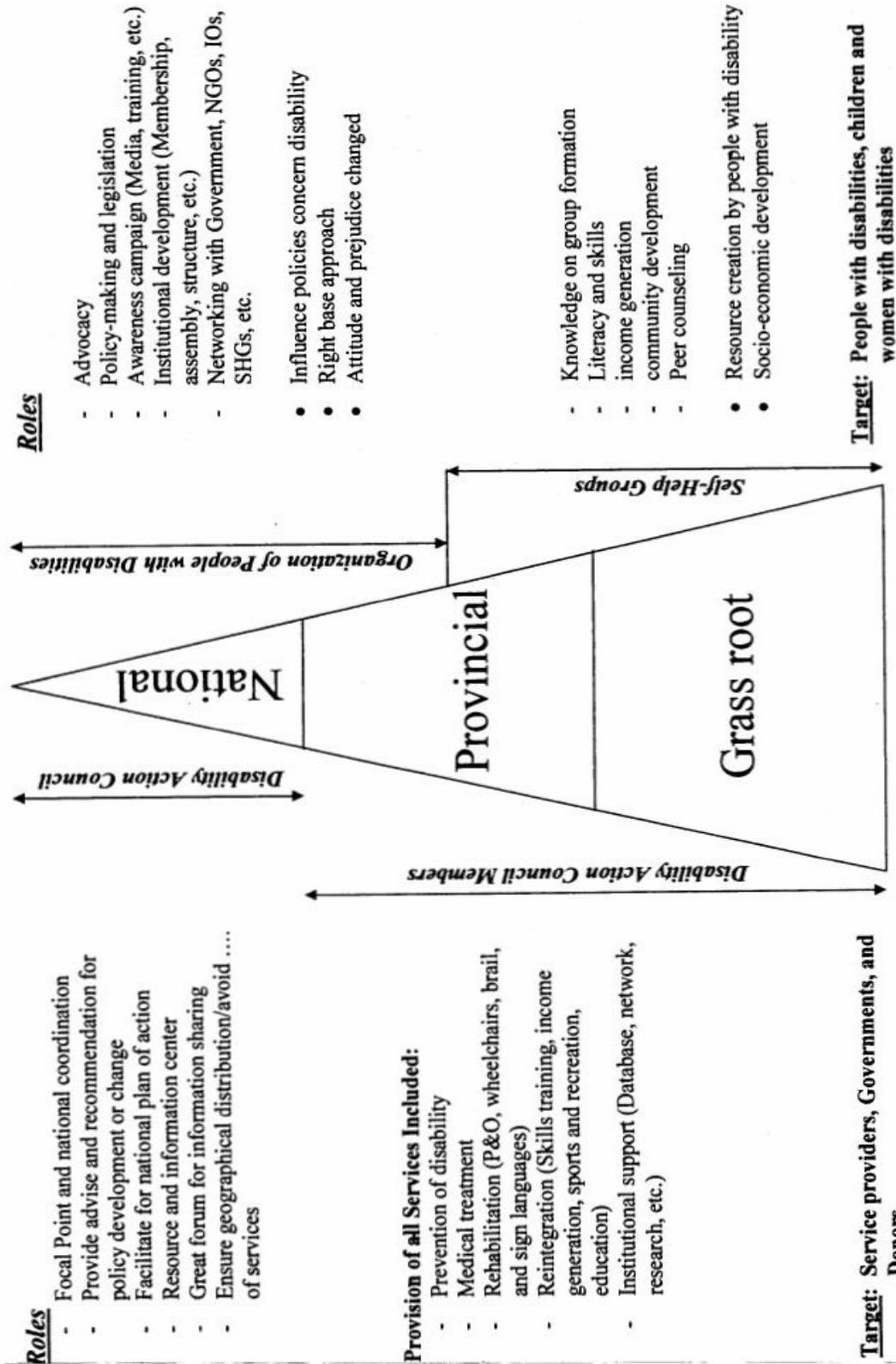
**Mission: DAC promotes coordinates and strengthens the capacity of it's affiliated members to initiate and secure the rights and services necessary for people with disabilities**

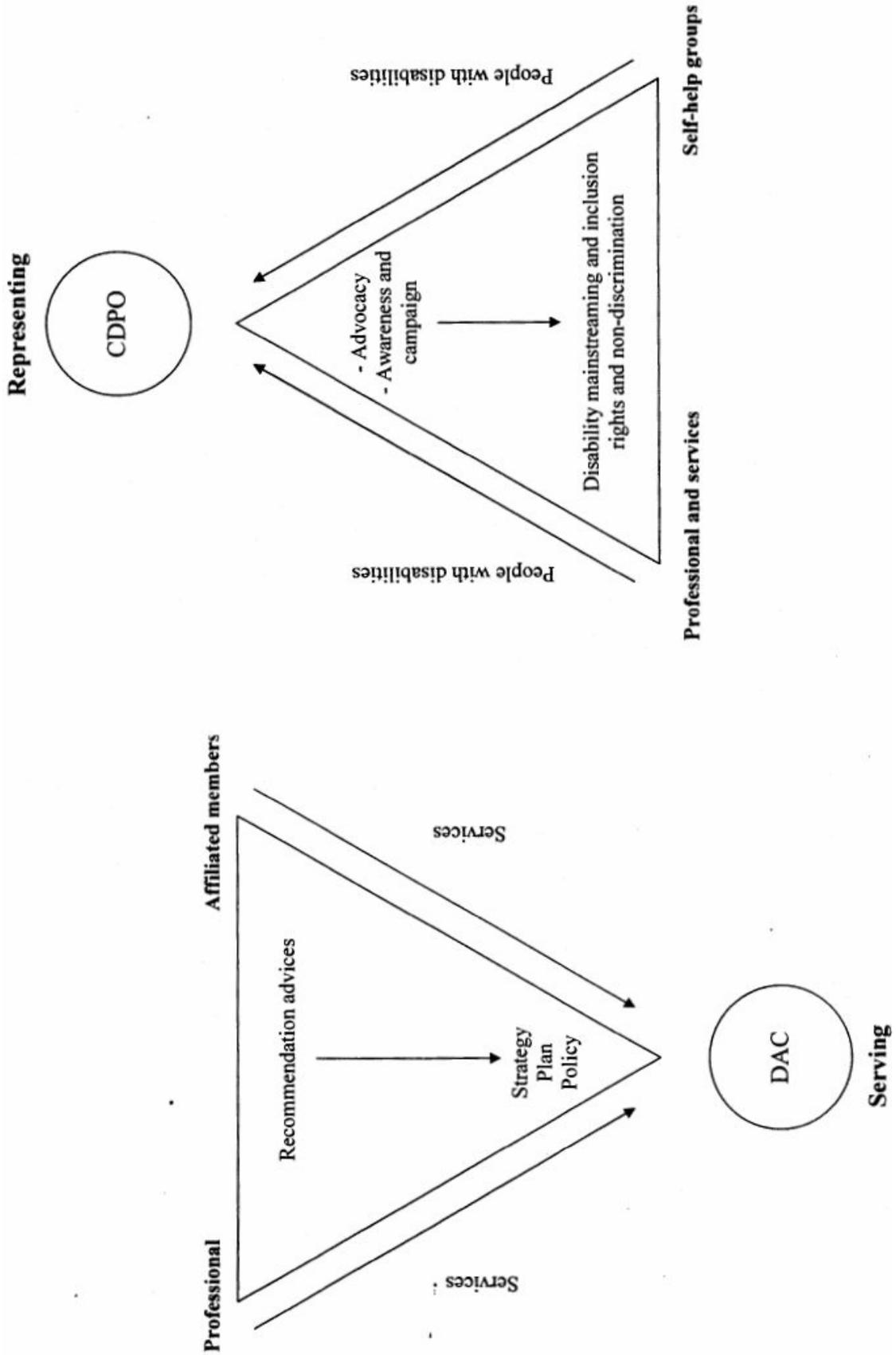


Performance Indicators	Type	Baseline	Year	Target	Year
1.1 DAC secretariat has better organizational strategic planning and management skills (self-assessment based on OC self-assessment tool)	Outcome	Score?	2006	Score	
1.1 DAC member organizations have better organizational/institutional skills. (self-assessment based on OC self-assessment tool or survey)	Outcome		2006?		
1.1 People benefiting from disability access promotions/efforts (# male/female) [Note: Define better access]	Outcome	0	2005		2006
1.1 Public Awareness Campaigns conducted (# of campaigns) [need to define 'campaign']	Output	0	2005		2006
1.2 Mine Victim Assistance coordination system established (on behalf of CMAA) (yes=1 , no=0)	Output	0	2005		2006
2.1 National Plan of Action on disability and Rehabilitation complete (1) and approved (2)	Milestone	0	2005	2	2006
2.1 Disabilities Law passed*	Milestone	2	2005	4	2006
2.1 Education Law with disabilities policy passed	Milestone	2	2005	4	2006
2.2 Inclusive education is implemented in schools (# schools?)	Outcome	0	2005		2006
2.2 Partners participating in working group on coordination of Vocational Training curriculum	Output	0	2005		2006
3.1 Disability Resource Center launched through DAC office (yes=1 , no=0)	Output	0	2005		2006
3.2 National Database established in MoSVY (yes=1 , no=0)	Output	0	2005	1	2008

# Annex 7: DAC CDPO Roles

Chart of Describing Roles of DAC, CDPO, and Self-Help Groups





## **Annex 8: SWOT Analysis**

This SWOT was compiled by the three program staff of DAC on 6 April 2006. The staff were provided with a SWOT conducted by Jeremy Condor with the Staff and Board of DAC in 2001. They also had with them a SWOT done in a staff and Board strategic planning workshop with Tom in late 2005. They were asked to consider both SWOTs and come up with one that is relevant today considering if all the items were still relevant and adding any new ones.

### **Key:**

- The items that were included in the 2001 SWOT are shown in **blue**. The staff and Board still agree with these items.
- Those in **black** were added in the 2005 workshop.
- Items that are ~~crossed-out~~ are from the 2001 SWOT but no longer seen as relevant.

The final SWOT was then provided to two members of the Board (Chair and a member, neither of whom were involved in the 2005 strategic planning workshop) and a discussion was facilitated with them about which items they thought were most significant, and whether any were not appropriate.

- Items that the Board felt were priorities are in **bold**, additional items added by the Board are shown in **RED**.

### **Strengths**

- Coordination role
- **Standard approach to disability issues and programming**
- Contribution to programmatic sustainability
- Credible support for the cause of people with disabilities
- **Cross-sectoral linkages**
- Committed, skilled and motivated staff
- **Good communication with stakeholders**
- Good reputation with some agencies
- DAC has the experience and knowledge to continue
- Good structure
- **Clear vision and mandate.**

### **Weaknesses**

- Constant change of key players
- Lower level of awareness of DAC coordination role by users at the provincial level
- Government staff not employed by DAC
- Implementation gap between DAC Committees and government
- **Member time constraints**
- ~~Not enough documents in Khmer~~
- ~~Expatriate/National imbalance~~
- ~~Implementation gap between DAC Committees and government~~
- **Small number of technical staff**
- Lack of standard processes and procedures for committees
- **Unsystematic approach to committees and working groups**

- Lack of push for change from within DAC to reform committees and working groups, action plans, etc
- Fatigue of some members
- **Committees need improved management**
- **DAC office management weak**

### Opportunities

- **Upgrade provincial level coordination** (Board did not agree with this one, they believed that provincial level coordination wasn't in line with the strategic directions, DAC should stay at national level)
- **Develop and strengthen links between sectors**
- **Strengthen capacity of stakeholders**
- Support development of NGOs
- Design a human resource development strategy and plan for staff and members.
- Maintain ongoing review of mandate
- To work for the inclusion of disabled people within DAC
- ~~To deepen Cambodian ownership of DAC~~
- **Government committed to International Conventions on disability**
- Make better use of the potential of PWD
- Growing tendency of donors to be inclusive of disability
- **Change in government structure has led to increased interest of MoSAVY in disability**
- Recognition of needs for change and willingness to change the committees and working groups.
- **Potential for cooperation and coordination of action between DAC and CDPO**
- **Management information systems developed to the point they can now be used**
- **Recognition of and delivery of DAC as a Resource Centre**

### Threats

- **Limited human resources and financial resources**
- **Insufficiently diversified funding**
- **Uncertainty over funding**
- Too much demand for services that can't be satisfied with the resources available
- Members viewing the DAC as the Secretariat only, not viewing themselves as an integral part of DAC (The Board suggested this was only some members, definitely not the majority)
- Lack of commitment from partners to take ownership of DAC.

### Comment on the major changes in the SWOT

The staff and Board members interviewed seem to be now far more aware of the strengths and weaknesses of the DAC, and where reform is still required. For example, the identification of weak management of Committees and Secretariat office.

Issues around the Khmer ownership of DAC and the balance between expatriate and local staff seem to have been resolved as a result of the restructuring. However, the

concern about commitment from members to participate actively in DAC probably result from the long restructuring process which has affected DAC's ability to operate and led to some member fatigue with the process.

The staff and board also seem to be well aware of some of the recent external changes that have opened up opportunities for the DAC. For example, the recent commitment of the Cambodian government to international conventions and greater interest by donors in disability issues.

The program staff believes that MoSAVY now have greater commitment to disability issues, however a number of the members of DAC interviewed during this evaluation did not agree with this. There seems to be general agreement that MoEYS has improved their commitment to children with disabilities through the inclusive education activities, however members were less confident of MoSAVY commitment.

The opportunity for greater collaboration with CDPO seems to demonstrate DAC commitment to hearing and responding to the needs and concerns of PWD. Members interviewed agreed that DAC is committed to hearing the voice of PWD and is generally quite well informed and quite responsive to their needs.

## **Annex 9: Articles of the MoSAVY Prakas on DAC**

Article 1	The Disability Action Council (DAC) is reaffirmed as a permanent national semi-autonomous coordinating body under the auspices of the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY)
Article 2	The purpose of the DAC is to act in a professional advisory capacity in relation to Government, policy makers, national and international agencies, business, religious and local communities on all issues affecting the well being of people with disabilities. It serves as a national focal point on disability matters in order to facilitate the continuous evolution of a comprehensive national approach to rehabilitation and to the equalisation of opportunities for people with disabilities.
Article 3	<p>The DAC Governing Board comprises nine representative members as follows:</p> <ul style="list-style-type: none"> <li>One member from MoSVY</li> <li>Two members drawn from either the Ministry of Women's Affairs (MWA), the Ministry of Health (MoH) or the Ministry of Education Youth and Sports (MoEYS)</li> <li>Two representatives from Cambodian NGOs, including organisations of people with disabilities</li> <li>Two representatives from international NGOs that are concerned with issues of disability</li> <li>One representative from the business sector</li> <li>One representative from the Cambodian Mine Action Authority</li> </ul> <p>Government representatives on the Board will serve a term of 3 years. Other members of the Board will serve a term of 2 years. A member may stand for a maximum of three terms.</p> <p>Government members of the Board will be identified and appropriate negotiations will take place with the relevant Ministry in order to secure their mandate.</p> <p>INGO and CNGO members will be elected by the affiliated members.</p> <p>Members from the Business sector will be identified by the Board and invited to join.</p>
Article 4	<p>The Governing Board is responsible for defining and safeguarding the vision of DAC and guiding the organisation towards it. Its members are concerned with overseeing strategies that ensure the continuing relevance of DAC within its external environment.</p> <p>The Board mandates, authorises and oversees the operations of the Secretariat which implements and supports the Board's policies and activities.</p> <p>The Board is the ultimate authority for all aspects of the DAC's functioning, including its finances.</p>

	The detailed responsibilities of the Governing Board are set out in Article 10 of the DAC's approved Statutes.
Article 5	<p>The Officers of the Board will comprise the Chairperson, Vice-Chairperson, and Treasurer. The officers of the Board will be elected by Board Members.</p> <p>The roles of the Chairperson and Treasurer are set out in Article 11 of the DAC's approved Statutes. The role of the Vice-Chairperson is to deputise for the Chairperson in his or her absence.</p> <p>The roles of General Board Members are set out in Article 12 of the DAC's approved Statutes.</p>
Article 6	<p>The Board will hold meetings at least quarterly and will schedule these meetings in advance. Special meetings can be called by Chair (or vice chair if chair is absent) plus one third of board.</p> <p>A quorum of 50% plus 1 of current membership is required to run a valid meeting</p> <p>Major decisions (e.g. hiring/firing Director; approval of strategic plans; changing statutes or closing the organisation) will require the presence of two-thirds of existing board members.</p> <p>The process of decision-making will be through reaching consensus where possible and voting as a last resort. The Chair has the casting vote in case of a tied vote.</p>
Article 7	<p>The Board is responsible for overseeing, supporting and receiving reports from the senior management of the DAC Secretariat in order to ensure the efficient and effective management of the DAC, especially its financial management.</p> <p>It is also responsible for appointing the Director, regularly appraising his/her performance and terminating the appointment of the Director, if necessary, in accordance with the Secretariat's Personnel Policies.</p>
Article 8	The Disability Action Council is entitled to use its own seal.
Article 9	All previous decisions, which shall be contrary to this declaration, shall be annulled.
Article 10	Members of the DAC's Governing Board shall effectively carry out the content of this declaration from the day when it shall have been signed.

# **DISABILITY ACTION COUNCIL**

## **STATUTES**

## **ARTICLE 1: ESTABLISHMENT AND MANDATE**

- 1.1 The Disability Action Council (hereafter referred to as the DAC) is an organisation established on 26<sup>th</sup> October 1999 by PRAKAS 308 of the *former* Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation (MoSALVY), currently the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY). PRAKAS 308 determined the mandate of the Disability Action Committee as of that date.

## **ARTICLE 2: STATUS**

- 2.1 The status of the DAC is a permanent national semi-autonomous coordinating body under the auspices of MoSVY in a spirit of close cooperation with other Ministries, non-government organisations (NGOs) or any other bodies concerned with issues of disability.

## **ARTICLE 3: JURISDICTION**

- 3.1 The jurisdiction of the DAC is the Kingdom of Cambodia.

## **ARTICLE 4: PURPOSE**

- 4.1 The purpose of the DAC is to act in a professional advisory capacity in relation to Government, policy makers, national and international agencies, business, religious and local communities on all issues affecting the well being of people with disabilities. It serves as a national focal point on disability matters in order to facilitate the continuous evolution of a comprehensive national approach to rehabilitation and to the equalization of opportunities for people with disabilities.

## **ARTICLE 5: GOALS**

The goals of the DAC are:

- 5.1 To achieve an inclusive, barrier-free and rights-based society for persons with disabilities in Cambodia.
- 5.2 To ensure appropriate attention to and action on disability issues in all relevant policy-making and national planning.

- 5.3 To raise awareness in society about persons with disabilities: their experiences, their needs and rights, their potential, and their contribution.
- 5.4 To coordinate the development of a national policy framework for quality services for people with disabilities to ensure that people with disabilities have sustained access to comprehensive rehabilitation services

## **ARTICLE 6: MAJOR ACTIVITIES**

The major activities of the DAC are:

- 6.1 Working to secure anti-discrimination legislation for persons with disabilities.
- 6.2 Ensuring that people with disabilities' needs are represented in all policy matters such as education, health, transport and employment.
- 6.3 Facilitating the inclusion of people with disabilities' needs into the planning cycles of all government ministries.
- 6.4 Collecting data in order to understand the situation of people with disabilities in Cambodia.
- 6.5 Advising on programmes to prevent avoidable impairments, for example landmine injury prevention.
- 6.6 Advising on the types of support that people with disabilities need.
- 6.7 Ensuring effective collaboration exists between all stakeholders.
- 6.8 Promoting best practice in services for people with disabilities through research; dissemination; development of standards of practice; tools for monitoring and evaluating services.

## **ARTICLE 7: STRUCTURE OF DAC**

- 7.1 The structure of the DAC has three main components which are the Governing Board (see Articles 9 to 12), the Secretariat (see Articles 13 and 14) and the Affiliated Members (see Article 17).
- 7.2 The DAC may also create Committees as required to implement its mandate. The Secretariat will work with the Board to determine the need for such Committees which may comprise representatives of the Board, the Secretariat and the Affiliated Members. Any Committees established will have clearly

defined Terms of Reference, approved by the Board, setting out their purpose and objectives, membership and the time frame within which they will operate.

#### **ARTICLE 8: GOVERNANCE OF DAC**

- 8.1 The organisation shall be governed by a Board. The Board defines and safeguards the vision and guides the organisation towards it. Its members are concerned with overseeing strategies that ensure the continuing relevance of DAC within its external environment.
- 8.2 The Board of DAC mandates, authorises and oversees the operations of the Secretariat which implements and supports the Board's policies and activities.
- 8.3 The Board of the DAC is the ultimate authority for all aspects of the DAC's functioning, including its finances. Membership of the Board is given in Article 9 below. Details of the Board structure, roles and responsibilities are given in Articles 10 and 11 below.

#### **ARTICLE 9: BOARD MEMBERSHIP**

- 9.1 The DAC Board comprises nine representative members as follows:
- One member from MoSVY
  - Two members drawn from either the Ministry of Women's Affairs, the Ministry of Health or the Ministry of Education Youth and Sports
  - Two representatives from Cambodian NGOs, including organisations of people with disabilities
  - Two representatives from international NGOs that are concerned with issues of disability
  - One representative from the business sector
  - One representative from the Cambodian Mine Action Authority
- 9.2 Members of the Government representatives on the Board will serve a term of 3 years. Other members of the Board will serve a term of 2 years. A member may stand for a maximum of three terms
- 9.3 INGO and CNGO members will be elected by the affiliated members.
- 9.4 Members from the Business sector will be identified by the Board and invited to join.

- 9.5 Government members of the Board will be identified and appropriate negotiations will take place with the Ministry in order to secure their mandate.

#### **ARTICLE 10: RESPONSIBILITIES OF THE BOARD**

- 10.1 To ensure that the DAC has a mission, strategy and short, medium and long-term objectives.
- Set the mission and goals of the DAC
- 10.2 To ensure equitable and effective participation of all stakeholders in the formulation of mission, strategy and objectives and to ensure that the voice of people with disabilities is represented by those organisations.
- Ensure effective goal setting, strategic planning and consultation take place.
- 10.3 To take responsibility for the DAC's accountability to the sector, membership and donors in order to ensure that money and other resources of the DAC are used only for the purposes of the DAC according to the Statutes and for which the money was raised
- Receive and study reports to ensure the transparency of the DAC, especially in financial matters and the use of resources
  - Approve budgets
  - Ensure that annual external audits of DAC financial accounts are conducted
  - Public relations on behalf of the DAC
- 10.4 To ensure that there is a fundraising strategy in place that achieves sufficient resources to keep the DAC working.
- Approve all proposals
  - Assist in fundraising
- 10.5 To oversee, support and receive reports from the senior management of the Secretariat in order to ensure the efficient and effective management of the DAC, especially its financial management.
- Appoint the Director and regularly appraise his/her performance
  - Terminate the appointment of the Director, if necessary, in accordance with the Secretariat's Personnel Policies

- Be a source of expertise, wisdom and support and help with problem solving
  - Ensure evaluation and feedback on programmes takes place
- 10.6 To ensure that the DAC works within its Statutes and does not break any national laws.
- 10.7 To ensure that the DAC has all relevant policies and that they are kept up to date.
- Adopt and review policies
- 10.8 To ensure that the Board works well, that its meetings are effective and that all members are fully involved.
- Manage itself to be efficient and effective

#### **ARTICLE 11: ROLES OF OFFICERS ON THE BOARD**

- 11.1 The Board will comprise the following officers: Chair person, Vice-chair, and Treasurer.
- 11.2 Officers to the Board (Chair, Vice-Chair, Treasurer) will be voted by Board Members
- 11.3 **Chair of the Board**
- Chair the Board meetings
  - Set Board meeting schedules and initiate the agenda
  - Convince all members to attend meetings and to actively participate
  - Follow up and ensure Board decisions are implemented
  - Share confidential documents with Board
  - Keep Board documents
  - Lead the recruitment, supervision and performance evaluation of the Director
  - Represent DAC in public relations activities
  - Keep well informed about DAC issues
  - Be a signatory for Board (important) documents
  - Take action urgent decisions required between meetings
  - Same duties as general members

#### 11.4 **Treasurer of the Board**

- Oversee the accounts and ensure that there are proper systems for budgeting, financial control and reporting.
- Keep the Board properly informed about the state of the organisation's finances. This involves the preparation of regular management accounts together with a financial report and with recommendations (where necessary).
- Ensure financial reports are comprehensible and properly discussed, and that other Board members have a clear picture of the financial health of the organisation.
- Ensure financial reports are provided in proper form, and at the proper times as required (this includes reports to regulatory authorities, to donors and members).
- Ensure that auditors or financial examiners are appointed (as required by Statutes Article 10).
- Discuss with the auditor any problems that have been identified during the audit regarding the organisation's finance systems. Ensure that the required solutions are put in hand as soon as possible. This might require Board discussion.
- Ensure that all payments to staff comply with the requirements for deducting income tax and national insurance.
- Accountability for financial management of DAC

#### **ARTICLE 12: ROLE OF GENERAL BOARD MEMBERS**

- Implement all Board tasks as defined in the Statutes
- Attend Board meetings regularly and participate constructively
- Read all relevant documents prior to attending Board meetings
- Analyse and make decisions upon proposals from the Director
- Approve plans and budgets
- Initiate processes to receive information from stakeholders
- Help recruit the Director
- Maintain DAC in public relations

- Provide support in fundraising
- Be a technical resource for the DAC

**ARTICLE 13: ROLES, RESPONSIBILITIES AND TASKS OF THE SECRETARIAT**

- 13.1 To turn the mission and strategies into reality
- Develop strategies for achieving the mission and goals for Board approval
  - Develop proposals
  - Liaise with donors in order to raise funds and report back to them as required
- 13.2 To implement and uphold all organisational policies.
- Develop policies for Board approval.
  - Implement policy and ensure organisational compliance
- 13.3 To manage the staff of the DAC for effectiveness and efficiency in order to ensure maximum outputs and impact of activities.
- Manage the DAC in all day to day operations, including resource and work allocation and staff supervision.
  - Seek help and advice from the Board as required
  - Represent the organisation externally
- 13.4 To plan, monitor and evaluate activities. To have all necessary policies systems and procedures, which are needed to keep the DAC accountable.
- Manage evaluation and feedback processes
- 13.5 To manage the DAC in a way that ensures it always works within the rules established by the Statutes and within Cambodian law.
- 13.6 To manage resources so that they are used appropriately and economically for the purpose for which they were intended. To keep records that demonstrate how the resources have been used.
- Prepare budgets
  - Keep records
- 13.7 To ensure that all required reports are well written and delivered on time.
- Provide narrative, statistical and financial reports to the Board according to an agreed schedule of reporting.
- 13.8 To facilitate the Board in order that it can work well.
- Provide meeting space, logistical and secretarial support.

## **ARTICLE 14: ROLE OF THE DIRECTOR**

The Director is not a member of the Board. The Director may participate in Board meetings but cannot vote when decisions are made. The role of the Director is to:

- Turn the vision and mission of DAC into a reality
- Initiate and develop planning, policy, proposal and budgets
- Fundraise to ensure sufficient resources are available to implement DAC's strategic objectives
- Manage all operations of the Secretariat
- Recruitment and management of staff according to approved policies and procedures
- Be accountable for the financial management of DAC
- Report to donors on how their funds have been used
- Network with DAC members and stakeholders
- Keep informed on all relevant issues nationally and internationally
- Report regularly to the Board on progress in achieving the goals of DAC
- Attend Board meetings as required
- Keep a copy of Board documents
- Be a signatory for secretariat

## **ARTICLE 15: ROLE OF THE SECRETARY TO THE BOARD**

15.1 The Secretary to the Board is not a Board member. Their role is to:

- Arrange logistics for Board meetings
- Notify Board members and confirm dates of Board meetings
- Ensure interpreting and translation arrangements are in place for Board meetings and Board documents
- Circulate minutes, papers, agenda, prior to Board meetings
- Take Minutes of Board meetings
- Maintain confidentiality
- Make other appointments for Board meetings as required

## **ARTICLE 16: BOARD MEETING PROCEDURES**

- 16.1 The Board will hold meetings at least quarterly and will schedule these meetings in advance. Special meetings can be called by Chair (or vice chair if chair is absent) plus one third of board.
- 16.2 A quorum of 50% plus 1 of current membership is required to run a valid meeting
- 16.3 Major decisions (e.g. hiring/firing Director; approval of strategic plans; changing statutes or closing the organisation) will require the presence of two-thirds of existing board members.
- 16.4 The process of decision-making will be through reaching consensus where possible and voting as a last resort.
- 16.5 The Chair has the casting vote in case of a tied vote.
- 16.6 The Chair and Director will prepare the agenda and send out at least 2 weeks before meeting.
- 16.7 The Chairperson will chair board meetings. If the Chair is absent this role will be delegated to the Vice chair or in his/her absence to another Board member.
- 16.8 In addition to Board Members, the Director and other invitees as required will attend meetings. These additional members may not take part in decision making.
- 16.9 Certain elements of the Board Meeting may be closed to Board Members only.
- 16.10 A record of the meeting will be made by a secretary who will be hired part time. Minutes will be produced in Khmer and English and a copy given to all Board Members and the Director.
- 16.11 The Chair of the Board will take responsibility for "vital" documents and direct the Secretariat to do the rest.

## **ARTICLE 17: ROLES, RESPONSIBILITIES AND TASKS OF AFFILIATED MEMBERS**

- 17.1 No statutory powers are given to Affiliated Members of DAC. Their role is monitoring and to give feedback to DAC.

- 17.2 Government Ministries, non-governmental organisations, authorities and agencies that have an interest in issues of disability are eligible to become Affiliated Members of DAC. Such bodies may include, but are not restricted to:
- All NGOs who work with and for people with disabilities
  - Organisations and associations of people with disabilities
  - Businesses
  - Ministries and other Government authorities
  - Donors
  - UN agencies.
- 17.3 Organisations that wish to become Affiliated Members of the DAC must apply annually by submitting a completed application form, stating their agreement to pay an annual membership fee, if required and to respect and abide by these Statutes.
- 17.4 The Board will consider and decide on all applications, taking account of any comments or recommendations submitted by the Secretariat.
- 17.5 The Secretariat will propose a scale of membership fees taking account of the status of different categories of membership and their ability to pay. Membership fees for Affiliated Members will be set annually by the Board.
- 17.6 Affiliated Members may expect DAC to be the central resource for the disability sector in Cambodia. Specific benefits they may expect are:
- The support, facilitation and advice of DAC in relation to capacity building and problem solving across the sector, including the lobbying of other members where appropriate
  - Information collection and dissemination nationally and internationally
  - DAC's assistance with ensuring that there is no overlap or duplication of service provision
  - DAC bringing issues raised by its members to the national level for discussion and, where appropriate, lobbying Government on policies and programmes related to disability
  - DAC raising awareness internationally of disability issues in Cambodia
  - Sharing best practice from within Cambodia and elsewhere
  - Being consulted on DAC's strategies and major activities
  - Having their mandates and functions respected by DAC.
- 17.7 The responsibilities of Affiliated Members in addition to paying their annual fee, if required are to:
- Receive and disseminate information

- Attend meetings and participate in Committees and Working Groups established by DAC
- Support and respond to consultation on DAC's activities as requested
- Provide information to DAC on their own activities
- Make DAC aware of issues that may be of national concern
- Respect DAC's mandate and how commitment to its goals and activities.

17.8 The relationship between DAC and its Affiliated Members will be developed and maintained through transparency and accountability of DAC's actions and through:

- An annual meeting for Affiliated Members
- Affiliated Members being invited to participate in Committees, Working Groups and activities according to their skills and mandates
- DAC producing a regular Newsletter for Affiliated Members
- DAC producing an Annual Report
- DAC translating and disseminating relevant national and international documents relevant to disability.

#### **ARTICLE 18: CLOSURE OF DAC AND TRANSFER OF ASSETS**

If at any time it is found necessary to dissolve the organisation, the organisation shall be dissolved by a resolution adopted at a special meeting of the Board called for that purpose. Notice of the special meeting shall be circulated to all Board members with the notice of the resolution of dissolution at least 10 days prior to that meeting. The resolution must be passed by not less than two thirds of the total serving members of the Board.

Subject to any conditions contained in agreements with donors, any net assets of DAC at its closure will, at the Board's discretion, be transferred to MoSVY and Cambodian disabled people's organisations.

#### **ARTICLE 19: STANDING OF THESE STATUTES**

These statutes are produced in both Khmer and English. However, in the case of any query or dispute, the Khmer version is the definitive one.

## **Annex 11: Suggested Structure Options (from Condor July 2003)**

**Option 1** represents a structure that is designed to fulfill DAC's stated Vision, Mission and Strategy.

Four specific posts are indicated:

CEO

Director of Programs

Director of Partnership Development and Communications (Fundraising)

Director of Finance and Administration

No other posts are referred to in the diagram, but it is estimated that Option 1 would require a staff team of 10 Cambodian staff, 6 of whom would be program, and 4 of whom would be Finance and Administration.

In the diagram representing Option 1, the four boxes below the Directors represent results packages. Staff would be attributed to these results packages on the basis of a yearly Action Plan. Staff would be multidisciplinary and work across all four results packages.

**Option 2** represents a structure that is designed to fulfill a limited component of the Vision, Mission and Strategy (Policy and Legislation development)

Three specific posts are indicated:

CEO

Director of Partnership Development and Communications (Fundraising)

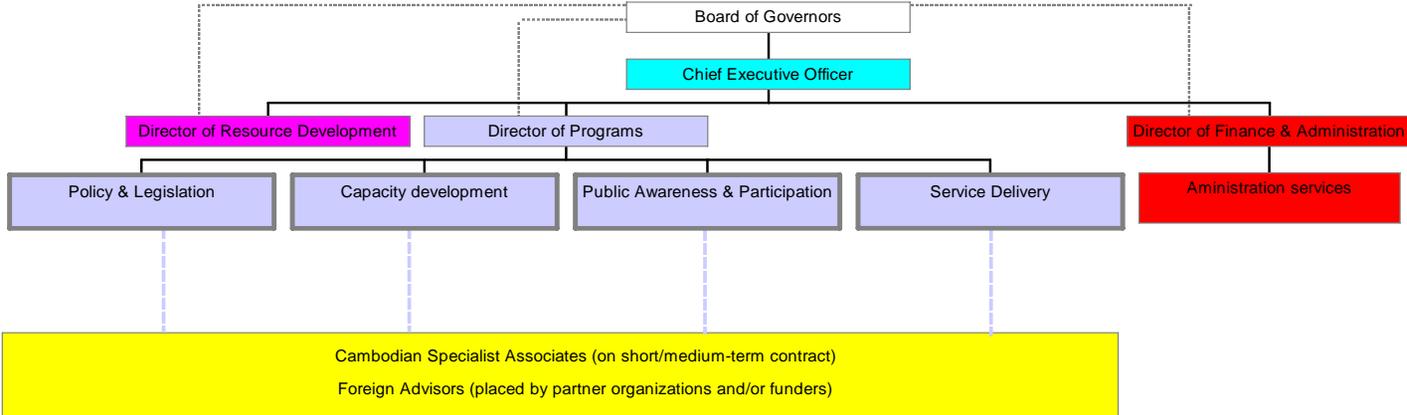
Director of Finance and Administration

Option 2 would require a staff team of 6 Cambodian staff, 4 of whom would be program and 2 of whom would be Finance and Administration.

In the diagram representing Option 2, the box immediately below the CEO represents a results package.

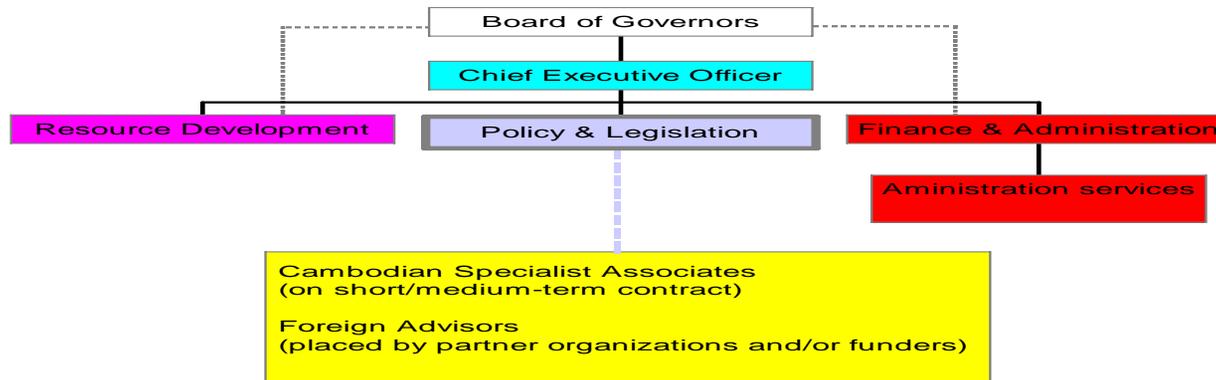
**Option 3** represents the status quo and is not recommended.

**Option 1. DAC Secretariat - Proposed functional chart**



Bold lines denote management relationships  
Dotted lines denote consultancy relationships  
Dashed lines denote management/consultancy relationships

**Option 2. DAC Secretariat - Proposed functional chart**

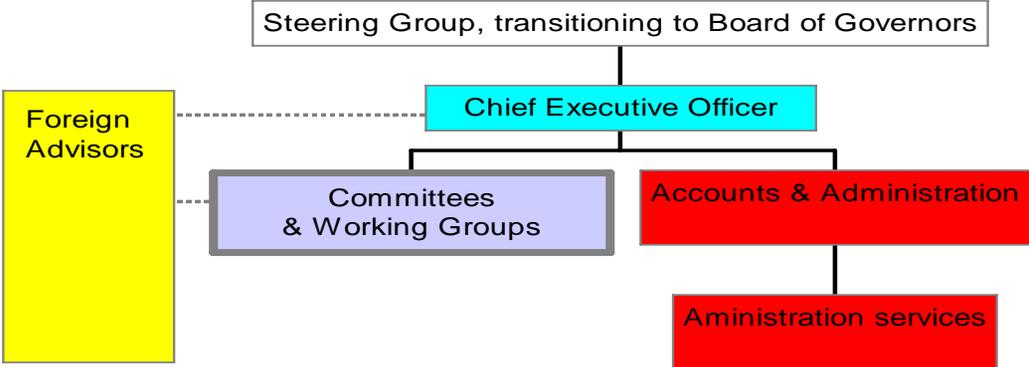


**Bold lines** denote management relationships

**Dotted lines** denote consultancy relationships

**Dashed lines** denote management/consultancy relationships

**Option 3. DAC Secretariat – De-facto functional chart**



Bold lines denote management relationships

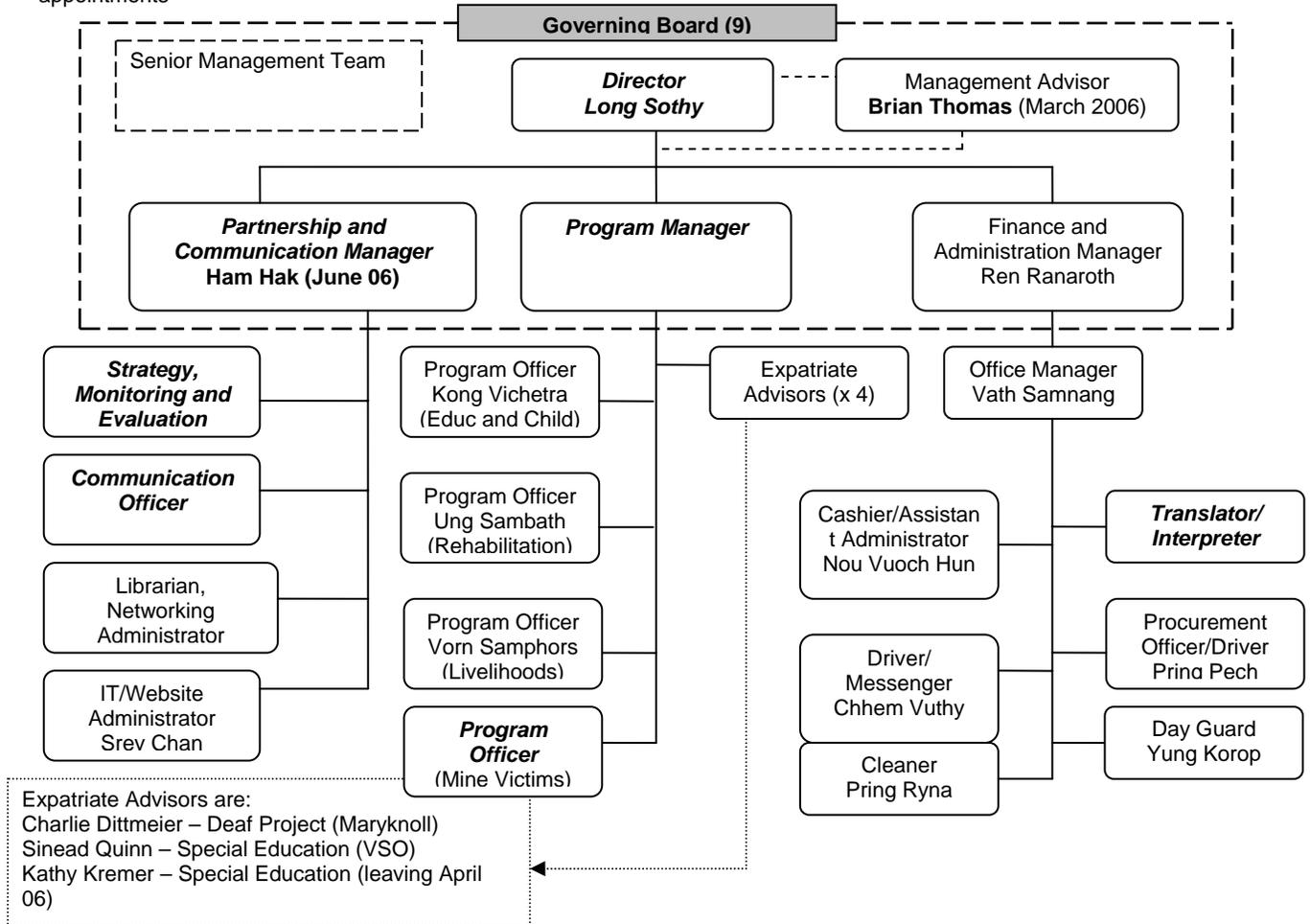
Dotted lines denote consultancy relationships

## Annex 12: Current DAC Staffing Plan

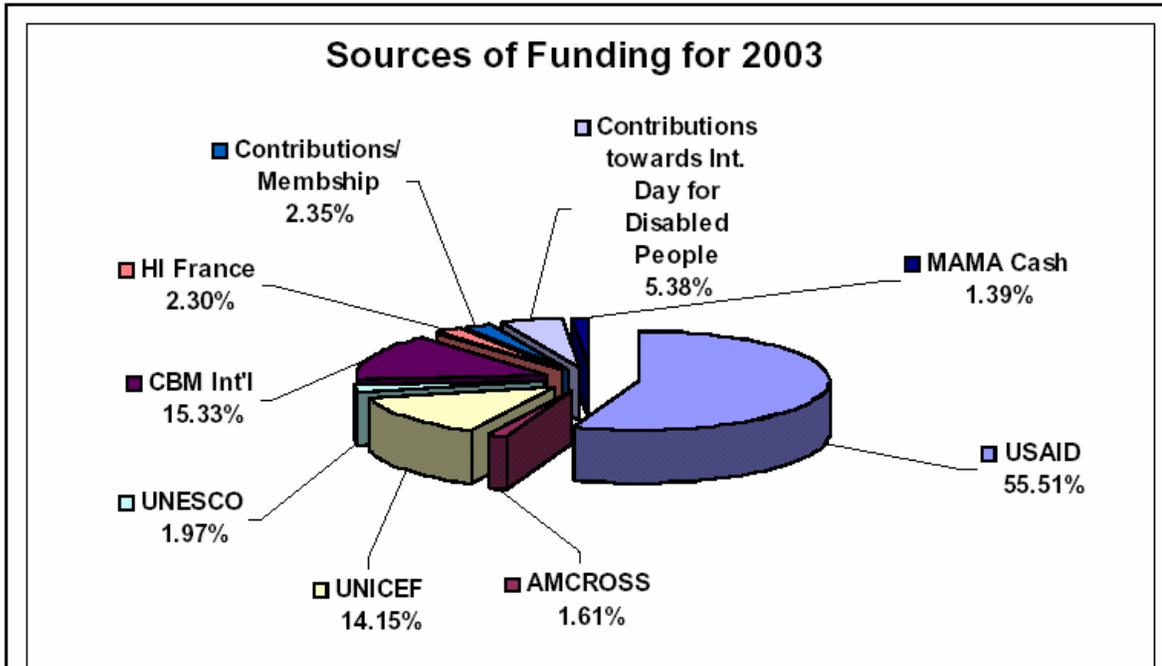
### **DAC Secretariat Structure at April 2006.**

Posts in ***Bold Italic*** are or are to be filled by new appointments

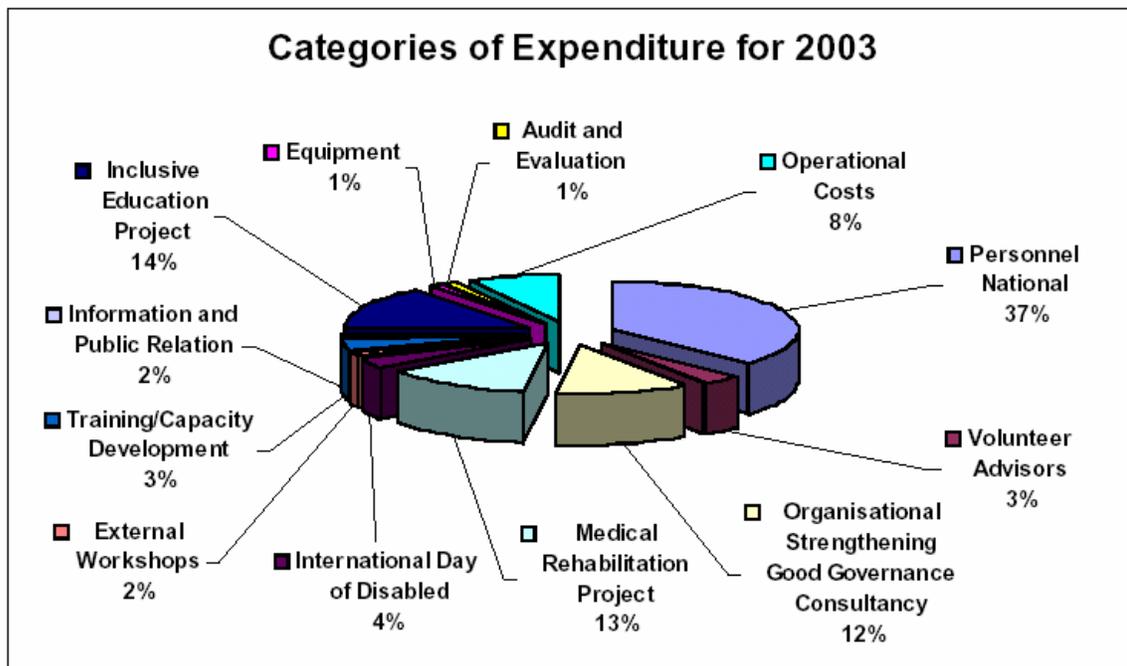
#### APPROVED SECRETARIAT STRUCTURE



## Annex 13: Sources of Funding and Expenditures



Total Income in USD: 231,872.94

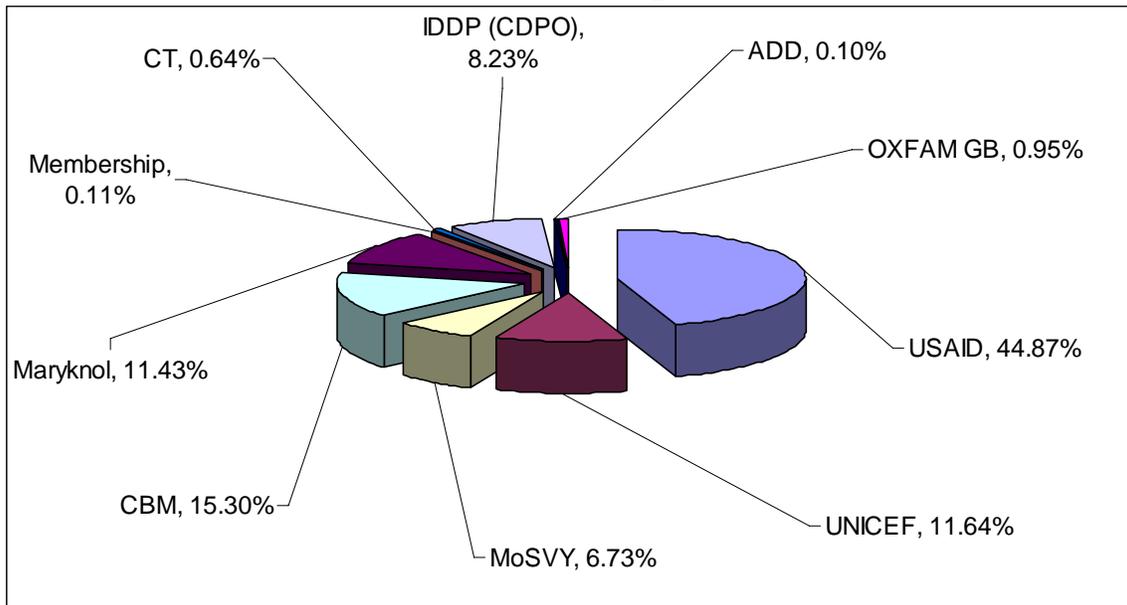


Total Expenses in USD: 208,826.05

Under spend Return to Donors: 1,832.35

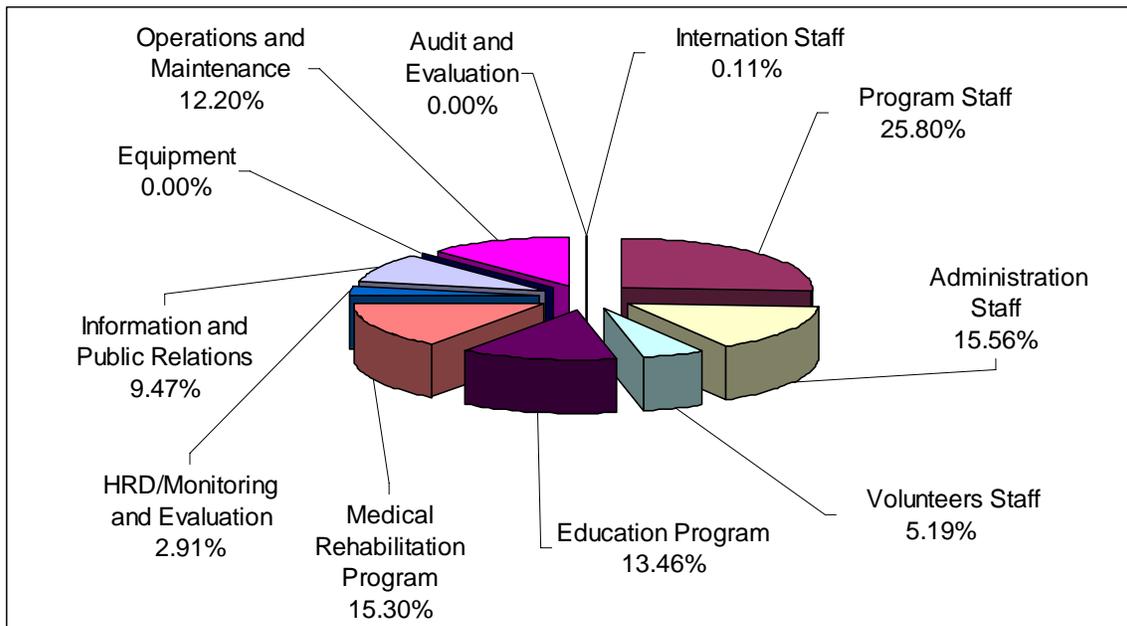
Balance Carried Forward to 2004: 21,214.54

### Sources of Funding for 2004



Fund / In Kind Received: USD 178,685

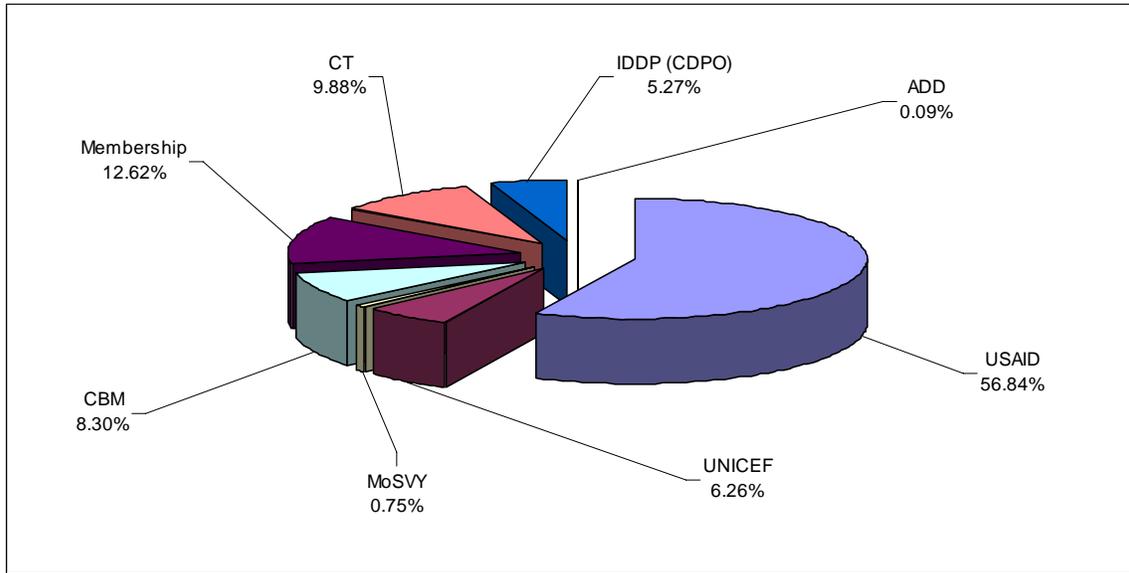
### Categories of Expenditure for 2004



Expenditure: USD 173,221

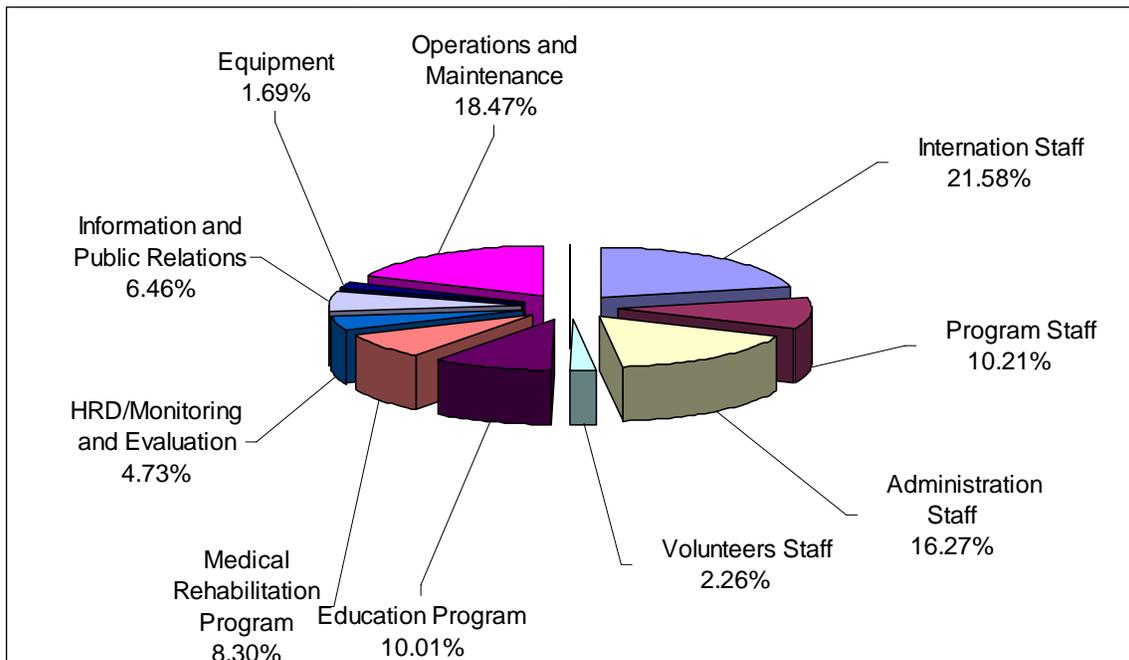
Fund Balance: USD 5,464

### Sources of Funding for 2005



Fund / In Kind Received: USD 207,898.43

### Categories of Expenditure for 2005



Expenditure: USD 180611.87  
Fund Balance: USD 27,286.56

**U.S. Agency for International Development**

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