

**The Disability Action Council
(DAC)**



**DAC Strategic Plan
2002-2005 and Beyond**

Prepared by DAC Secretariat
with USAID/LWVF Technical Support

DAC Secretariat
Phnom Penh, February 2002

Contents

Contents	2
Introduction	3
Summary	5
Context overview	7
1.1 Policy background	7
1.2 Challenges and constraints faced by Government and third sector	8
1.3 DAC's role in addressing the challenges and constraints	8
1.4 Challenges and constraints faced by DAC	9
Strategic Directions for the Planning Period May 2002- April 2005	11
2.A. Programmatic issues	11
2.B. Organizational issues	12
2.C. Strategic Plan	15
DAC Strategic <i>Goal and Delivery Mechanism</i> , May 2002- April 2005 and beyond:	16
I- Strategic Goal:	16
II- Delivery mechanism:	17
Planning	18

INTRODUCTION

The following Strategic Planning document was officially adopted by the Governing Board of the Disability Action Council (DAC) at the joint meeting with Advisory Committee, held on February 26, 2002 at the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MOSALVY). It is intended to propose key strategic directions and recommendations for further consolidation and development of the DAC Secretariat in the future.

The document has been developed in response to the following:

- ❖ United Nations Economic and Social Commission for Asia and the Pacific (UN-ESCAP) Decade of Disabled Persons, 1993-2002;
- ❖ Guiding Principles of the Task Force Report (1996);
- ❖ Report on Future Directions for the DAC-Secretariat, April 2000;
- ❖ Strategic Directions for the Disability and Rehabilitation Sector in Cambodia, Second Edition, February 2001;
- ❖ Findings of the DAC External Assessment Report conducted during July 2001;
- ❖ Recommendations of the DAC Strategic Planning Workshop held in November 2001;
- ❖ Subsequent discussion between the DAC Secretariat and United States Agency for International Development (USAID)/Leahy War Victim's Fund (LWVF); and
- ❖ Experiences and lessons learned during the past three years.

A DAC External Assessment, a DAC Strategic Planning Workshop and subsequent appraisals were conducted before moving to the next three-year cycle in order to:

- ❖ Reflect on progress and achievement to date;
- ❖ Identify opportunities and constraints;
- ❖ Modify planning and action to be taken accordingly;
- ❖ Review existing resources for future action; and
- ❖ Make appropriate adjustments in relation to funding availability.

Other factors taken into consideration include:

- The delegation of coordination responsibility on victim assistance to the DAC by the Sub-decree of Cambodian Mine Action Authority (CMAA).
- The need to develop a process of prioritizing United Nations Economic and Social Commission in Asia and the Pacific (UN-ESCAP) components and identifying priority areas for investment;

- The need to build up national capacity, facilitate the inclusion of disabled needs into the planning cycles of government ministries and civil society;
- The need to develop, implement, monitor and evaluate a national plan of action in the disability and rehabilitation sector;
- The need to develop a process for the reform of DAC's Executive Board, thus enabling it to become a genuinely Governing Board with clear Terms of Reference;
- The emerging role and functions and the need to strengthen the capacity of the DAC Secretariat in order to obtain achievable results.
- The need to promote the inclusion of people with disabilities into all mainstream programs and activities.

While developing this Strategic Plan and a Project Proposal for the next three-year cycle and beyond, it is important to take the following issues into consideration:

- The dynamic nature of a recently formed national semi-autonomous coordinating body on a permanent learning curve; and
- The fact that DAC is still in a process of establishing important guidelines in disability programming.

This document is intended to form the basis of a finalized Strategic Plan for DAC and a Proposal for funding from USAID/LWVF (and other donors) for the period from May 2002 to April 2005.

SUMMARY

The DAC-Secretariat role is to facilitate government, national and international agencies, as well as business, religious and local communities to work together with disabled persons to initiate and secure the rights and services ensuring the need of disabled persons to have equal opportunity and to fully participate in society, free from barriers. This is a huge task for the DAC, Government/NGOs and other relevant agencies to deal with.

Since its establishment in 1997, DAC has learned and highly appreciated the respect and support of all stakeholders in the disability and rehabilitation sector in Cambodia. It has subsequently consolidated as an effective national coordinating body and focal point on disability issues for the country, region and internationally. It is the first port of call for those wishing to learn about the sector. But the DAC has been a victim of its own success. The DAC and its Secretariat in particular, has increasingly found its capacity being stretched to the limit as it tries to respond to all the demands made on it. It is recognized that the DAC has to adopt a more realistic strategic approach in developing its plan of action for the next three years and beyond. During this crucial period the DAC will focus on two interdependent elements: its *strategic goal* and its *delivery mechanism*.

The DAC's new strategic goal will focus on priorities. The first priority will be to secure legislation in favor of people with disabilities by 2005. The second one will be to initiate, enable and coordinate affiliate members and partners so that they are capable of delivering integrated and sustainable services for people with disabilities. In order to achieve this and based on limited resource, it is necessary to prioritize the UN-ESCAP components for action as its third priority. The DAC recognizes all UN-ESCAP components are equally important. However, hard choices will have to be made for resource investment.

In addition, the DAC will coordinate the development and implementation of policy framework for quality services. In order to do this effectively the DAC will work with affiliate members and partners to establish a national database system and simple tools for monitoring, evaluating and reporting on services. The DAC recognizes that for the foreseeable future the government in Cambodia will face challenges and lack of resources to ensure adequate service delivery. The third sector (NGOs) must continue to play the main role and the DAC will work to ensure that investment in the capacity of government and NGO partners as well as DAC Secretariat is refocused for the maximum impact. However, for the interests of sustainability it is vital that funding for the sector is diversified. So, the DAC will strengthen its links with business as well as other potential

donors. These initiatives will be coordinated within an overall funding strategy.

The DAC must have an effective and representative institutional structure to enable it to effectively achieve its mission and strategy. To this end, the DAC will seek to reform itself. The existing Executive Board will be replaced by an effective Governing Board. DAC will redefine and refocus its coordination role and key functions. While still responsive to its members needs, the DAC's emphasis will be on achieving the strategic goals so that people with disabilities have the services they need, their rights are secured through legislation.

The DAC Secretariat will also be strengthened to ensure its better services for achieving the DAC mission and strategy. Administrative, management, financial systems, and staff policy will be reviewed and a staff capacity building plan developed and implemented. The DAC will also seek to reduce its reliance on one donor (USAID/LWVF) for its core running costs by seeking other sources of finances and promoting its capacity to serve as a disability related service center for generating income.

This Strategic Plan envisages quite radical change and in the preparation of this document the DAC has consulted widely with its members and partners. The DAC is fully committed to a participatory approach, cost effective practices, and promoting ownership and will strengthen and enhance its established communication networks between all stakeholders. In addition, the DAC will seek to further increase the involvement of disabled persons, particularly in the development, dissemination and adoption of the draft Cambodian Disability Law.

The *DAC Strategic Directions* is a pragmatic document. It proposes a way forward that recognizes the difficulties and constraints that the sector faces in Cambodia. The solutions it puts forward are realistic and attainable. The strategy for the next three years will be to define priorities and through its own institutional reform process to ensure that these priorities are acted upon, secured, monitored and evaluated. This cannot happen unless donor agencies, government ministries, civil society and NGOs agree to work together for the common goal.

The DAC has the structure and mandate to do this in a realistic systematic way that can benefit all concerned parties and the sector. A multi-organizational approach to development that does not curtail initiatives or creativity can provide economic and social benefits to government, individuals and organizations.

CONTEXT OVERVIEW

1.1 Policy background

The Royal Government of Cambodia has adopted and implemented the World Program of Action Concerning Disabled Persons UN Resolution 37/52, 1982 and the United Nations Standard Rule on Full Participation and Equality of Opportunities For Disabled Persons, December 1993. Since October 20th, 1994, Cambodia has become a signatory to the United Nations Economic Social Commission in Asia and the Pacific (UN-ESCAP) Decade of Disabled Persons, 1993-2002. The Declaration states that the Royal Government of Cambodia has agreed to adopt United Nations principles. More particularly, it has agreed to adopt the UN-ESCAP guidelines on disability. The Royal Government is thus committed to implement the Agenda for Action of the UN-ESCAP Decade.

The Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation (MOSALVY) has been mandated by the Royal Government to lead and manage social affairs, labor, vocational training, and youth rehabilitation in Cambodia. One of the main tasks of MOSALVY is to prepare guidelines and regulations for the protection of Cambodian disabled persons. It also coordinates rehabilitation services for all categories of disabled persons.

The DAC has been officially formalized through PRAKAS (Ministerial Declaration) issued by the MOSALVY. The current legal status of the DAC has been recognized by the Sub-decree of Cambodian Mine Action Authority (CMAA) under which it is stated that CMAA shall delegate the coordination responsibility on victim assistance to MOSALVY and the DAC. The DAC aims to build national capacity, facilitate the inclusion of disabled needs into the planning cycles of government ministries and civil society, and develop, implement, monitor and evaluate a national plan of action in the disability sector.

MOSALVY has indicated that the strategic approach of the Cambodian government re Disability issues will be as follows for the foreseeable future:

Government role

- ❖ Consultation with institutional stakeholders and coordination agencies;
- ❖ Overall policy development;
- ❖ Legislation development;
- ❖ Standard setting;
- ❖ Compliance, Monitoring, Evaluation;
- ❖ Very limited service delivery.

Third sector (NGO) role

- ❖ Consultation with institutional stakeholders and coordination agencies;
- ❖ Consultation with service users;
- ❖ Service delivery.

The Minister stresses that this approach is informed and driven by:

- ❖ An evolving government policy preference that service delivery should be provided by the third sector as a matter of principle; and
- ❖ Ongoing, pragmatic and financial realities that make it impossible to secure adequate, government funded service delivery without the fullest possible participation of the third sector, and the increasing realization that the government may never be in a position to provide all the services that are required under UN-ESCAP.

This approach is consistent with the recommendations of the Cambodia NGO Forum Statement to the 2001 Consultative Group Meeting on Cambodia' of June 2001.

1.2 Challenges and constraints faced by Government and third sector

Whether or not government policy takes the direction indicated above, all current indicators suggest that two key issues will impact on the mentioned direction that DAC should take for the foreseeable future:

NGOs with the potential to implement (independently or jointly) government-approved programs/projects will need considerable investment in the coming years. The sector is still institutionally weak, poorly resourced, and lacks operational capacity. It is not in a position to become a major service provider to the government, and is unlikely to assume such a role within this planning period.

Even taking recent budget increases into account; government human and financial resources will be too limited for ministries to deliver even the basic services to the population. While government will benefit from continued cooperation with the private sector, NGOs and international organizations, it will be important to devote a significant investment in capacity development to concerned ministries in order for some basic service provision to be undertaken.

1.3 DAC's role in addressing the challenges and constraints

The Royal Government of Cambodia is aware of its human resource and technical capacity challenges and constraints on specific disability issues. These have impacted on its ability to develop and implement policy, to enact legislation, and to ensure standards are developed and upheld.

Nonetheless, in the past three years DAC interventions have been acknowledged as making a significant contribution with regard to some of the government's human resource and technical capacity challenges and constraints.

Examples:

- Legislation on the rights of disabled persons development with Cambodian Disabled Persons Organization (CDPO), MOSALVY and DAC Legislation Working Group;
- Policy on inclusive education to meet the specific needs of disabled children with the Ministry of Education, Youth and Sports and DAC Children with Disabilities Committee
- Policy on medical rehabilitation with MOSALVY and the Ministry of Health and Medical Rehabilitation Working Group
- Standards on wheelchair production and quality of life of wheelchair users: with MOSALVY and DAC Wheelchairs Sub-Committee

DAC has also contributed to the development and participation of the NGO sector in national programming on disability issues.

Examples:

- Assistance to the Government re policy development, legislation, and regulations, and the dissemination of related information to NGOs;
- Assessments and recommendations to the government for support and cooperation re the plans, project proposals and activities of NGOs;
- Recommendations and advice to NGOs re situational analysis, sector development needs, and other data re people with disabilities (based on the National Plan of Action);
- Provision of fora and facilitation to NGOs in order to build consensus on disability-related issues.

1.4 Challenges and constraints faced by DAC

While DAC has had some success in impacting on government policy and legislation, and in supporting the non-governmental sector, it currently lacks a sufficiently coherent or effective mechanism to prioritize, discuss, or negotiate on specific disability issues. It also lacks a sufficiently coherent mechanism to capacitate its government and NGO partners.

Factors taken into consideration include the following:

- ↻ Emerging role and functions of DAC Secretariat;
- ↻ Selection and appointment of a core group of senior staff members;
- ↻ Need to consolidate the work of the DAC Secretariat to obtain achievable results within the staffing capacities, expertise and time availability;

- ↪ Need to identify priority areas (within the UN-ESCAP components) and important gaps in order to recruit additional staff if these priority areas and gaps are to be met
- ↪ Dynamic changing nature of a newly formed body;
- ↪ The DAC is setting guidelines- there have not been any blueprints to follow.

Therefore continuing monitoring (reviewing) is necessary to make the appropriate adjustment in line with lessons learned and objectives to be achieved.

STRATEGIC DIRECTIONS FOR THE PLANNING PERIOD MAY 2002 - APRIL 2005

2.A. Programmatic issues

2.A.1. Identity

DAC will continue to characterize itself as a 'Semi-Autonomous' National Coordinating organization. It will provide a forum where government, non-government and other parties can work on disability-related issues and where consensus can be reached to achieve their objectives, guided and informed by the DAC Vision, Mission and Strategy.

It will focus on the following:

- Enablement of government to set and enforce policy on disability, to develop and pass legislation, and to implement its programming effectively
- Enablement of non-government agencies to participate fully in the above

2.A.2. Quality and the demands of UN-ESCAP

In order for DAC to achieve high quality performance it will focus its limited resources on priority UN-ESCAP components, while seeking ultimately to fulfill its mandate re all 15 components. It will phase its investment on the basis of performance to objectives, rather than trying to respond to all the demands that are made upon it. This will require making difficult choices about which components should be prioritized. A consultative process will be undertaken in which key stakeholders are involved.

2.A.3. Government participation

DAC will work to assist all concerned ministries to develop policy, regulations and guidelines, and to become more involved in DAC strategy as owners, members and partners. Thus a more balanced DAC ownership will be developed, in which the involvement of MOLSAVY is complemented and balanced by increased involvement of counterpart ministries and civil society.

2.A.4. An effective institutional mechanism to address the government capacity deficit

The following mechanism will be adopted:

Deeper involvement of DAC's governing body: Draft policy, legislation, regulations and guidelines related to specific disability issues will be put on the agenda of the DAC Executive Board for consideration and approval

A formalized process of discussion with government: The promotion and establishment of a Working Group, incorporating senior government officials, to review draft papers and to adopt them

Technical and advisory support to government: DAC assistance to the Government in the implementation of policy, legislation, and standards will be enhanced

2.A.5. Implementation – DAC's role re-defined

DAC will continue to work to enable key actors to develop, implement, monitor, and evaluate a National Plan of Action on Disability and Rehabilitation, founded on the Guiding Principles of the Task Force (1996) and UN-ESCAP Decade of Disabled Persons, 1993-2002. To this end DAC will mobilize government, national and international agencies, business, religious authorities, local communities and people with disabilities.

DAC seeks to enable government and NGOs to act in favor of people with disabilities. It seeks no ongoing role as a program or project implementer. Guided by this policy, and within the planning period, DAC will nonetheless take a time-limited, direct role in the implementation of some activities, but will only implement in the following ways:

- ⇒ Through government or NGO partners
- ⇒ In partnership with government or NGO partners as co-implementers

In both cases, DAC will focus on two deliverables:

- ⇒ The successful implementation of a time limited project
- ⇒ Significant investment in the development of delivery partner capacity during the life of the project

2.B. Organizational issues

2.B.1. Funding and financial sustainability

The DAC Secretariat will require funding of approximately USD 160,000.00/year for its core running costs during the next three-year cycle. DAC is concerned of its current dependence on USAID/LWVF for a large proportion (56% in 2000 and 40% in 2001) of its total income.

The DAC intends to reduce its reliance on USAID/LWVF funding to 20% of its core running costs in the coming three years, by accessing new sources

of funds. It also intends to raise its annual income by 10% per year for the coming years, through 2005. It will achieve this by:

1. Soliciting new potential donors to participate in covering core Secretariat running costs;
2. Requiring DAC affiliated members to pay more for DAC coordination services (annual membership subscription fees); and
3. Applying appropriate overhead charges and percentages from the coordination and co-implementation of specific programs/projects and consultancy services.

In order to achieve this, DAC will allocate human and financial resources as well as technical assistance in its budgeting for the period May 2002-April 2005. It also intends to solicit increased technical and financial participation of its major international members to support this effort.

Sources of funds that focus on civil society organizing will be researched and solicited during the planning period, and resources allocated to ensure that such funds can be accessed. This new approach takes into account the fact that while DAC focuses on disability issues it is also closely involved in the enablement of an emerging civil society to respond to the needs and aspirations of people with disabilities.

2.B.2. DAC Membership and Strategy

The DAC will be driven exclusively by its revised Vision, Mission and Strategy. It will no longer seek to respond to all the demands made upon it, but rather engage in an ongoing strategic planning process where focus, coherence, quality and sustainability guide decisions about its resource investment.

The Council will focus its investment at the national level, and will not seek to become a regional organization or to develop provincial branches. However it will maintain and develop its connections including field visits to the program implementation of Government/NGOs members and partners at the provincial level in order to ensure that it is consistently well informed.

In order to determine a strategic approach to all its work, the DAC Secretariat will continue to ensure that the views of all its members are solicited, heard and respected. Membership will be broadened and deepened in order to be more inclusive of concerned ministries, the third sector and business. An ongoing consultative process with key members and partners will continue, informed by the DAC Vision, Mission and Strategy.

2.B.3. Ownership

DAC will become a more Cambodian body, and a policy of bilingualism will be adopted in all communications. By 2005, all DAC hosted meetings/workshops will be conducted in Khmer, with English translation provided unless English speakers constitute more than 50% of the participants.

MOSALVY plays a central role as the lead ministry with regard to DAC. Until now, participation and commitment from other key ministries has been limited. DAC intends to remedy this commitment and participation deficit within the planning period.

DAC now seeks to invest more resources in balancing its investment in content with an enhanced investment in its own institutional and organizational strengthening. Thus issues such as the current functional overlap between the Advisory Committee and the Executive Board will be addressed in the planning period, and resolved.

As a non-profit organization, DAC's ownership and governance will be shared by the following sectors:

- ⇒ Government;
- ⇒ Organizations of People with Disabilities and other concerned national NGOs;
- ⇒ International organizations;
- ⇒ Religious community;
- ⇒ Business sector.

2.B.4. Governance and institutional sustainability

A clear distinction will be drawn between the governing body of the Council, and such bodies as may continue to provide advice and technical input. The current 'Executive Board' will be renamed the 'Governing Board', and its membership overhauled. Board membership will be re-profiled to better reflect DAC's governance requirements. The name of the 'Advisory Committee' will remain unchanged. DAC will invest technically in the capacity of its governing body to provide high quality governance.

The process whereby Cambodian and non-Cambodian NGOs serve on the Governing Board will be formalized. Both Cambodian and non-Cambodian NGOs will elect a member to serve on the Governing Board. These members will represent the interests, priorities and concerns of their colleagues and the disability sector. Non-NGO international organizations will also be represented on the Governing Board, and will elect one member to represent them.

2.C. Strategic Plan

2.C.1. Revised Vision Statement

Individuals and society understand that people with disabilities have equal rights and obligations as all citizens of the Kingdom of Cambodia. People with disabilities have equal opportunities to fully participate in society, free from barriers.

2.C.2. Revised Mission Statement

DAC promotes, coordinates and strengthens the capacity of DAC affiliated members to initiate, secure the rights and services necessary for disabled persons, thus enabling them to enjoy equal rights, obligations, opportunities and quality of life as others in the community.

2.C.3. Implementation – DAC Secretariat’s role re-defined

The DAC-Secretariat’s role is to facilitate government, national and international agencies, as well as business, religious, and local communities to work together with disabled persons to develop, implement, monitor, and evaluate a National Plan of Action on Disability and Rehabilitation founded on the Guiding Principles of the Task Force (1996) and UN-ESCAP Decade of Disabled Persons 1993-2002.

The main functions of the DAC Secretariat include:

- ⇒ Prepare a Program of Action based on the Recommendations of the Task Force and UN-ESCAP documents.
- ⇒ Build up national capacity and to facilitate the inclusion of disabled needs into the planning cycles of government ministries and civil society.
- ⇒ Establish and advise on the development priorities and targets and the selection projects based on the recommendations included in the above documents in collaboration with DAC Committees and Working Groups.
- ⇒ Liaise with relevant ministries, institutions, NGOs, IOs, and donor agencies concerned with disability with a review to coordinating activities and providing technical guidance and direction as necessary.

DAC STRATEGIC GOAL AND DELIVERY MECHANISM, MAY 2002 - APRIL 2005 AND BEYOND:

During the coming three-year period and beyond, DAC will focus on two interdependent elements I- *Strategic Goal* and II- *Delivery Mechanism*.

I- Strategic Goal:

DAC affiliated members and partners have the capacity to initiate, coordinate and secure legislation in favor of People with Disabilities and to deliver integrated and sustainable services

The strategic goal is supported by the following expected results and strategic objectives:

Result 1: UN-ESCAP - Components are prioritized and acted upon

Objective 1: Government policies related to disability issues are formulated based on the Strategic Directions for Disability and Rehabilitation Sector (SDDR)

Objective 2: Implementation of the SDDR is coordinated

Result 2: Legislation in favor of people with disabilities is further developed, reviewed, adapted and strengthened with their increased involvement

Objective 1: Further development of the draft Cambodian Disability Law is coordinated

Objective 2: Draft Cambodian Disability Law is disseminated

Objective 3: Draft Cambodian Law is adopted

Objective 4: Women with disabilities' mainstreaming is promoted at all levels

Result 3: Policy Framework for quality services is adopted and implemented

Objective 1: Communication networks between government ministries, committees, working groups, DAC Secretariat and others are consolidated and strengthened

Objective 2: DAC partnership programs are coordinated and strengthened

Objective 3: Implementation of SDDR is monitored, evaluated and reported

Objective 4: Incentive schemes to accord public recognition for outstanding contributions to disability and rehabilitation sector are developed and implemented

Result 4: National capacity for improving public awareness on the rights and abilities of people with disabilities is strengthened

Objective 1: Development of a national plan on awareness raising is coordinated

Objective 2: National plan on awareness raising is coordinated and implemented

Result 5: DAC investment in capacity building of Government partners and National NGOs is increased for maximum impact

Objective 1: Capacity development of the key government partners and National NGOs to implement SDDR is implemented

Objective 2: Technical resources for capacity development are secured

Result 6: Diversification of funding for the sector is strengthened

Objective 1: Review with donor agencies their policies and funding criteria for the disabilities and rehabilitation sector

Objective 2: Funding proposals of DAC affiliated members/ partners are coordinated

Objective 3: Fundraising management plan is designed and implemented

II- Delivery mechanism:

DAC has an effective and representative institutional structure that serves its Mission and Strategy.

The delivery mechanism is set up to support the implementation of the above goal and objectives with the expected results and strategic objectives as following:

Result 1: DAC is well-Governed and institutionally sustainable

Objective 1: An effective Governing Board is improved and strengthened

Objective 2: DAC's coordination role is redefined and refocused

Result 2: DAC Secretariat is strengthened to better serve its mission and strategy

Objective 1: Administrative, financial and management systems are reviewed and applied

Objective 2: Capacity building plan is further developed and implemented.

Objective 3: Diversification of funding for the Secretariat is strengthened.

PLANNING

This Strategic Plan is supported by a 3 year planning framework with a detailed 12 months Action Plan for the first year, May 2002 - April 2003. This Action Plan will be reviewed and adapted in January/February 2003 for the Action Plan of year 2 and Action Plan for year 3 will be drafted accordingly. An ongoing process of internal and external assessment and monitoring will enable DAC to take well-informed decisions about strategic directions and Action Planning.