



Proposal to AusAID: 2012-2014

I. SUMMARY

The Disability Rights Advocacy Fund¹ (DRAF) – a unique grantmaker supporting Disabled Persons' Organizations in the Global South and Eastern Europe / former Soviet Union – is requesting AUD 3,000,000 for the period 1/7/2012 – 30/6/2014 to empower DPOs to participate in ratification, implementation and monitoring of the Convention on the Rights of Persons with Disabilities (CRPD) at country levels.

A marginalized minority, persons with disabilities (PWDs) make up a disproportionate percentage of the poor in the developing world (80% of all people with disabilities live in the developing world and there, make up 20% of the world's poorest people). Still, disability has not yet been widely recognized as important to many national or international poverty reduction strategies (e.g., disability is not mentioned in many PRSPs or in the Millennium Development Goals²). Because human rights and poverty are deeply connected³, and “Disability is viewed … as an issue of social exclusion, requiring a rights-based framework,”⁴ enhancing the participation of representative organizations of PWDs in the realization of rights can have both a direct and indirect impact on poverty within this community.

DRAF, which operates under common control with the Disability Rights Fund (DRF)⁵ – a pooled fund which combines the resources of multiple governmental and private donors⁶ -- enables donors to harmonize their efforts in this regard and provides donors with an efficient way to reach organizations outside their normal purview.

Expected **outputs** of DRAF (and DRF) funding in target countries over the two-year period are 1) greater DPO participation in legislative, policy and program changes in accordance with the CRPD; 2) greater DPO participation in human rights monitoring at national and international levels; 3) a more diverse and representative disability rights movement; and 4) grantees resourced and capacitated to advocate for and

¹ The Disability Rights Advocacy Fund is a 501c4 non-profit grantmaker, previously a project of The Advocacy Fund. It is operated under common control with the Disability Rights Fund, a 501c3 non-profit grantmaker.

² Australia has recognized the link between disability and the MDGs, as noted in the Development for All program, “Strengthening Australia’s focus on disability in the aid program is integral to sustainable development and an essential part of achieving the Millennium Development Goals (MDGs) designed to improve the well-being of the world’s poorest people by 2015,” p.1.

³ OHCHR, the UN General Assembly, and numerous experts and governments have recognized the direct connection between human rights and poverty. See, for example, A/RES/63/175 Resolution Adopted by the General Assembly on Human Rights and Extreme Poverty, 20 March 2009.

⁴ AusAID, *Development for All: Towards a Disability Inclusive Australian Aid Program 2009-2014*, available at <http://www.ausaid.gov.au/publications/pdf/dev-for-all.pdf>

⁵ Common control refers to organizations which share a governance structure.

⁶ At present time, DRF has 6 contributing donors, including American Jewish World Service, an anonymous donor, DFID, Leir Foundation, Open Society Institute, and The Sigrid Rausing Trust.

monitor implementation of rights – ultimately contributing to a society that fully includes PWDs in every aspect of life, as envisioned by the CRPD.

For the first year of the grant period, first of July 2012 – thirtieth of June 2013, DRAF is requesting AUD 1,400,000, and for the second year, first July 2013 – thirtieth June 2014, DRAF is requesting 1,600,000. The year-to-year increase will continue AusAID support to the competitive grants scheme operated by DRAF and DRF and enable growth of a new funding stream initiated in 2011 and incorporating goals shared by DRAF and AusAID outside of the competitive grants scheme scope. Of the total projected combined **budget** for this period for DRAF and DRF (AUD 9,189,202⁷), the request to AusAID represents 33%. Total re-granting projections for this period are: for 2012-13, AUD 2,835,000; and for 2013-14, AUD 3,045,000.

Expected outputs from AusAID funding in the first year of the grant period are: 1) contribution at similar levels (of AUD 800,000 in 2010) to the competitive grants scheme; 2) review of initial use of funds (in 2011-12) from the new funding stream, solidification of structure and guidelines, and distribution of new grants from this stream (maximum of AUD 300,000); 3) creation of a Technical Aid Strategy and beginning implementation; 4) completion of an independent evaluation (mainly supported by DFID) of Fund impact and development of a new Strategic Plan based on evaluation outcomes; 5) development of mechanisms to ensure that policies (such as DRAF's Child Protection Policy and other necessary policies) are understood and shared by grantees; and 5) distribution and utilization of the Fund's first progress report, including grantee highlights.

II. PROJECT DETAILS

II.1 Project Description

People with disabilities are the world's largest minority population. In the developing world, less than 5% of children and young persons with disabilities have access to education⁸; the global literacy rate for adults with disabilities is as low as 3% and 1% for women with disabilities⁹. Women comprise 74% of people with disabilities in low and middle-income countries, yet receive only 20% of the rehabilitation services available.¹⁰ They are also up to three times more likely to be victims of sexual abuse and rape.¹¹ Although few studies have been conducted and almost no hard data exists, individuals with disabilities are anecdotally estimated to be at twice the risk of contracting HIV/AIDS.¹² And, between 2.5 and 3.5 million of the world's displaced people are disabled.¹³

Despite these dire statistics, people with disabilities have largely been ignored by development agencies, human rights organizations and donors. The MDGs, agreed to by all the world's countries and all the world's leading development institutions, do not mention disability at all. (With strong backing from Australia, the

⁷ Please note that this projection has been converted from USD to AUD, using an exchange rate of 1 USD=1.05 AUD).

⁸ Secretary-General of the United Nations in his report on the Implementation of the World Programme of Action concerning Disabled, A/56/169, paragraph 79

⁹ UN DPI fact sheet

¹⁰ Women and Girls with Disabilities, Human Rights Watch Report. Available at <http://www.hrw.org/women/disabled.html>

¹¹ Nora E. Groce, HIV/AIDS and Individuals with Disability, HEALTH AND HUMAN RIGHTS, Vol. 8, No. 2 (2005).

¹² Discrimination X 3: Women, AIDS, and Disability. Available at <http://www.aids-freeworld.org/content/view/88/66/>

¹³ Disabilities Among Refugees and Conflict-Affected Populations. Available at <http://www.womenscommission.org/special/disabilities.php>

UN General Assembly in November 2009 did adopt a resolution on 'Realizing the Millennium Development Goals for persons with disabilities'.) Prior to the CRPD, there was no dedicated, binding international instrument that people with disabilities could invoke to gain acknowledgment of their rights. Few donors fund programs addressing disability¹⁴ (especially from a rights-based perspective) and even fewer work with DPOs – the representative organizations of people with disabilities. Surveys of Southern DPOs suggest that what little funding exists is usually routed through and controlled by Northern INGOs.¹⁵ Given the resulting power differential, people with disabilities and DPOs in the developing world "often have little or no control over what is being done 'to us' or 'on our behalf.'"¹⁶

The Convention, signed by 153 countries and ratified by 112, provides an opportunity to dramatically alter this situation. Defining disability not as inherent in persons but as a result of "the interaction between persons with impairments and attitudinal and environmental barriers,"¹⁷ States Parties have acknowledged for the first time the need for a rights-based approach to disability. Drafted with the strong activism and unprecedented participation of people with disabilities, as elaborated in article 4¹⁸, the active involvement of people with disabilities and their representative organizations in implementation and monitoring is mandated. *"Full and effective participation and inclusion in society of persons with disabilities is a general principle of the Convention, which also specifically establishes the duty on States to closely consult and actively involve persons with disabilities in the development and implementation of policies that affect them."*¹⁹

As disability legal expert, Gerard Quinn, rightly notes, "Now that there is a high level legal instrument at the international level on disability, the main challenge ahead is to harness it effectively. First this assumes an organized and vocal civil society – one that can successfully articulate arguments for change based on the norms of the Convention."²⁰ The years 2012-2014 are critical in terms of ensuring that DPOs can and do participate and that best practice precedence for this participation is documented and publicized.

Supporting disabled persons' organizations in the Global South, Middle East and EE/fSU as they participate in advancement of the Convention is the main task of both the Disability Rights Fund and the Disability Rights Advocacy Fund. To date, (under fiscal sponsorship of Tides), the Fund has distributed USD 6,971,068 in small-modest, CRPD-related, advocacy grants to 258 different DPOs in 18 countries, and in most of these

¹⁴ If US data are any guide, only 4% of total foundation and corporate spending goes to disability and very little of that, if any, goes towards rights. Disability Funders Network, "Bridging the Knowledge Gap: Working with Foundations to Attract Disability Funding," at <http://www.disabilityfunders.org/attractdisfund.html>

¹⁵ Unpublished report, Workshop on Capacity Building of Southern Disabled People's Organisations, Dhaka, Bangladesh, May 2007.

¹⁶ International Disability Equality Agency, Overseas Development Group, University of East Anglia, "Equalise It! A Manifesto for Disability Equality in Development Cooperation," 6 July 2007.

¹⁷ Final report of the Ad Hoc Committee on a Comprehensive and Integral International Convention on the Protection and Promotion of the Rights and Dignity of Persons with Disabilities (A/61/611), U.N. General Assembly, 61st Session, 6 December 2006, preambular paragraph (e).

¹⁸ "It bears emphasizing that Article 4.3 embodies the principle of 'nothing about us without us'. That is, DPO[s] must be consulted and listened to..." Quinn, Gerard, "The UN Convention on the Rights of Persons with Disabilities.

National Institutions as Key Catalysts of Change," National Monitoring Mechanisms of the Convention on the Rights of Persons with Disabilities, May 2008: Comisión Nacional de los Derechos Humanos México p.128.

¹⁹ A/HRC/10/48; Human Rights Council, "Annual Report of the United Nations High Commissioner for Human Rights and Reports of the Office of the High Commissioner and the Secretary-General: Thematic Study by the Office of the United Nations High Commissioner for Human Rights on enhancing awareness and understanding of the Convention on the Rights of Persons with Disabilities," 26 January 2009, p. 6.

²⁰ Quinn, p.128.

countries, as grantees begin their projects, has conducted grantee convenings (including CRPD training, grantee information exchange, and opportunities to dialogue with government or NHRI officials). The average small grant has been in the range of USD 18,000; coalition grants thus far have been close to the maximum (USD 100,000 over a two-year period). DRF funding has targeted DPOs and DPO-led collaborations (at local and national levels) in 6 regions and 26 countries²¹: in the Pacific, 14 Pacific Island Countries (PICs)²²; in Asia, Bangladesh, India, and Indonesia; in Africa, Ghana, Namibia and Uganda; in Latin America, Ecuador, Mexico, Nicaragua, and Peru; in EE/fSU, Ukraine; and in the Middle East, Lebanon. (*See Attachment 1, DRF Grantee List.*)

Operationally, major Fund accomplishments to date (including accomplishments while under Tides fiscal sponsorship) include: finalization of a multi-stakeholder agreed framework; development of governance mechanisms (Global Advisory Panel, Board and Grantmaking Committee); creation of a strategic plan 2010-2012 and a monitoring & evaluation system; achievement of U.S. federally-recognized non-profit status and operational independence; growth from 1 to 7 contributing donors and a 2011-12 budget of AUD 4,086,340; identification and hiring of 8 staff persons, 5 of whom are people with disabilities; development of grantmaking strategy including target country criteria & country strategies; publication of grants guidelines in Arabic, English, Spanish, Ukrainian and Russian; development of grants review, due diligence, and administration procedures; and connection with and oversight of all 258 DRF grantees through program officer appointments, convenings and site visits.

With an **impact** of equal rights and opportunities and full participation in society for PWDs in the Global South, MENA, and Eastern Europe / fSU, the **outcome** of the present request is enhanced participation of persons with disabilities in rights advancement. **Outputs** towards this outcome are: 1) DPOs participating in legislative, policy and program changes in accordance with the CRPD; 2) DPOs participating in human rights monitoring at national and international levels; 3) a more diverse and representative disability rights movement; and 4) grantees resourced and capacitated to advocate for and monitor implementation of rights.

Activities which will be undertaken to achieve these outputs are (1) implementation of a Fund M&E system and demonstration of progress in addressing the DPO community; (2) improvement in dissemination & outreach efforts as well as applicant review mechanisms to ensure that the Fund is adequately reaching desired target groups (DPOs, marginalized sectors of the disability community, advocacy work, emergent & innovative efforts around the CRPD); (3) research about and capacity building of grantee DPOs in terms of rights understanding and rights work; and (4) showcasing this work to a wide group of stakeholders (funders, governments, human rights institutions, civil society in general).

Over the period 2012-2014, the Fund will continue to address current target countries but, as resources expand, will (a) add additional countries²³ into the competitive grants scheme and (b) grow new activities, such as other funding streams, research, and capacity-building, which complement the competitive grants

²¹ Following two years of grantmaking, two of the 26 countries were dropped from the overall target country list because of lack of sufficient DPO applications despite outreach.

²² These are: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Papua New Guinea, Republic of the Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu.

²³ In 2011, Lebanon was added in the first round. It is projected that over the 2012-2014 period, at least 2 new countries will be added. Country selection is made based on (evolving) criteria set by the Board as well as on country research completed by DRF and DRAF staff and presented to the Board.

scheme. For the competitive grants scheme, the general grants strategy as it now stands (for details, see *Management* section below) will remain relevant. New complementary activities will be designed over the first year of the AusAID grant, with input from DRAF and DRF governance and advisory functions. These will include, for example, re-granting to regional-level DPO and cross-movement efforts, research regarding DPO advocacy work, and enhancement of technical aid.

II.2 Project Appraisal

Background

The overarching goal for both DRF and DRAF work is advancement of the CRPD in the Global South, MENA and Eastern Europe / former Soviet Union and the main strategy, supporting disabled persons' organizations at country-level via modest, advocacy-oriented grants. Key to this is grantmaking; field-building among donors in the area of disability rights underpins this aim.

AusAID joined the Tides/Disability Rights Advocacy Fund in 2009 with a first grant of AUD 600,000 to help support expansion of the competitive grants scheme, especially to the Pacific Island countries – a key partner region of Australia. AusAID's initial contribution also supported the addition of a new Program Officer for the Pacific and Asia. AusAID attended both the June and November 2009 Steering Committee meetings. In these meetings, AusAID worked with other donors and with advisors and with staff on grantmaking strategy, including regional and country priorities moving forward, as well as on decision-making on grants to be supported. AusAID's involvement through the course of 2009 led to an additional grant (AUD 600,000) at year end, through June 2010, which helped to strengthen staffing, communications, and infrastructure and leveraged other donor contributions.

After the November 2009 Steering Committee meeting, and with successful completion of both AusAID start-up grants, AusAID then made a larger commitment of AUD 800,000, spanning 1 July 2010 – 30 June 2011, contributing to both re-granting and operational (programmatic and administrative) expenses. At present, AusAID is one of the Fund's key contributing donors, and a regular participant in Steering/Grantmaking Committee²⁴ meetings.

Contributing to DRAF enables AusAID to both address internal policies on disability & development²⁵ as well as ensure that foreign aid commitments are in accordance with Article 32 of the CRPD, which Australia ratified in July of 2008.

Approach

Since launch of the Fund in March 2008 with the support of 4 donors, there has been rapid growth. Supported by 7 donors in total, DRF and DRAF have a combined projected 2012 budget of USD 3.6 million (up from an annual budget of USD 1.5 million in 2008). Seven grantmaking rounds have been conducted thus far, distributing USD 6,971,068 to 258 different organizations in 18 countries. Grants are supporting ratification campaigns, development of legislative proposals to ensure domestication of the CRPD, alternative reports to the CRPD Committee from civil society, documentation of abuses of rights, CRPD

²⁴ Following transition to independence, the Steering Committee has evolved into a Grantmaking Committee of the Board.

²⁵ "Development for All" available at http://www.ausaid.gov.au/keyaid/pdf/FINAL%20AusAID_Development%20for%20All.pdf.

training across multiple groups of stakeholders, and DPO strengthening (particularly amongst the most marginalized groups of PWDs).

The process of creating the Fund, which involved extensive discussions with the disability community, an open vetting of the framework of the Fund, and nominations of advisors (and future Board and Grantmaking Committee members) via international and regional DPO networks, has been key to establishment of the Fund as an innovative grantmaking vehicle operating in concert with the disability community's slogan, "nothing about us without us".

The unique structure includes a Global Advisory Panel of 12 members – the majority of whom are people with disabilities from the Global South and Eastern Europe nominated by international and regional DPO networks – which makes grantmaking strategy recommendations and is now taking on a monitoring & evaluation role; a Grantmaking Committee of the Board composed of donor representatives and 4 of the advisors, which – through a consensus process – finalizes recommendations on grantmaking strategy and guidelines and selects grantees, and a Board which has oversight of the Fund.

This structure, which places people with disabilities in powerful roles within the Fund, was informed both by newer philosophies in grantmaking which strive to include grantee communities in the grantmaking process, as well as by the principles and articles of the CRPD which recognize participation as an imperative. The involvement of people with disabilities at all levels of the organization – advisory, governance, and staff – is a core strength of the organization, lending the Fund legitimacy as well as access to worldwide networks of people with disabilities from which important baseline data can be gathered and through which the Fund can spread information about its work.

Other strengths include the experience of DRF staff and donors, which DRAF can leverage through an agreement between DRAF and DRF. Through interactions with DPO applicants from around the world, DRF staff are building a unique repository of knowledge about the global disability movement. Donors bring years of grantmaking expertise in human rights, poverty reduction and social justice, and many of them also have some experience in funding other disability rights work. Their experience and networks are critical in determining and overseeing grantmaking strategy and structure.

Economic Appraisal

DRF, which operates as a pooled fund – combining the resources of multiple governmental and private donors²⁶ — enables donors to harmonize their efforts, provides donors with an efficient way to reach organizations outside their normal purview, and gives donors essential feedback on DPO investments.

There was (and still is) a huge knowledge gap, especially among donors, about who the stakeholders are, particularly at sub-national levels. (The few donors who have contributed to DPOs at country level, have usually contributed (either directly or indirectly, via INGOs or IDPOs) to the largest groups.) Because DRF and DRAF incorporate in their structures, leaders of the global disability community from the Global South, MENA, and EE/fSU, who are linked to international and regional DPO networks, the Funds are able to identify, outreach to, support and evaluate organizations outside of the normal purview of their donors. Many of these organizations have never before received (foreign) grants; in many cases, as the disability movement

²⁶ At present time, DRF has 6 contributing donors, including American Jewish World Service, an anonymous donor, DFID, Leir Foundation, Open Society Institute, and The Sigrid Rausing Trust.

expands, they are also emergent and / or grassroots organizations, often representing the most marginalized sectors of the disability community (such as people with psycho-social disabilities or albinos or little people or women with disabilities).

With a focus on a strong, tailor-made mentoring and support role for each grantee²⁷, DRF and DRAF are able to make small – modest grants to new, grassroots, and marginalized groups which would not be eligible for other (larger) donor grants. This ability to reach beyond national-level, more well-established organizations is a unique feature, and contributes to enhancing the depth of the disability rights movement, and to including those populations which are often most excluded. By doing so, these Funds enhance implementation of the articles and principles of the CRPD, which articulate the need for participation by all persons with disabilities.

For donors participating in DRF and DRAF governance structures, overseeing grantmaking processes also enhances the information available about the disability community worldwide. Utilizing an evaluative learning approach to improve upon grant guidelines and oversight, grant outcomes and lessons learned are aggregated for presentation to the Global Advisory Panel and the Grantmaking Committee in an annual meeting. Participating in these structures enables donors to learn from the Funds' challenges and successes in outreach and rights-based grantmaking to DPOs and to apply these to their own work.

Social Appraisal

The poverty of living conditions for the majority of people with disabilities around the world is daunting. 80% of all people with disabilities live in the developing world and there, make up 20% of the world's poorest people. Especially in the developing world, lack of access to education, employment, and community life and abuse of person have forced most people with disabilities to concern themselves with basic survival rather than with achievement of rights.

DRAF and DRF grants, which often provide the first or only funds a DPO might have or at least the first funds addressing rights, allow organizations to begin to address the exclusion and stigma which drastically affect the livelihoods of persons with disabilities. As an example, a USD 5000 grant that DRF gave to an emergent organization of little people in Uganda to hold their first membership meeting, learn about the CRPD and create a strategic plan, resulted in strongly increased integration for this marginalized group. With the grant, Little People of Uganda received mass media attention, were invited to speak with Ministry officials in charge of disability, and within the course of a year, achieved other donor funding to strengthen their organization and address their exclusion from Uganda's education system. A USD 10,000 grant provided through fiscal sponsorship to an emergent group of people with psycho-social disabilities in Lima, Peru has enabled them to legally register as an organization (ASUMEN) and to gain voice in the larger disability community. Similarly, a USD 20,000 grant given via fiscal sponsorship to a network of women's DPOs in Bangladesh has strengthened their capacity to gather information about violence against women with disabilities and has resulted in a partnership with a leading mainstream legal aid organization to bring

²⁷ DRF currently has 3 Program Officers; one overseeing grants in MENA and Latin America; one overseeing grants in the Pacific and Asia; and one overseeing grants in sub-Saharan Africa and EE/fSU. Each Program Officer has an individual relationship with each grantee in their portfolio of 30-40 grants. A DRAF-hired Program Officer oversees the AusAID-specific funding stream and technical aid to DRAF and DRF grantees.

violations of rights to court. These and many other grants are breaking down the walls that have kept PWDs excluded from the rest of society and living life on the margins.

Institutional Appraisal

Most DPOs in the Global South are severely under-resourced. Many have no sources of funds at all and rely fully on volunteers. This is especially true in Latin America and the Pacific. In Africa and Asia, where development agencies have focused some funding on disability, there are a few national-level or urban DPOs which have budgets in the USD \$100,000-\$500,000 range; the more rural or more local DPOs, however, have few funds (ranging from nothing to \$50,000). Organizations sometimes have added resources from national or local government. Hardly any of these funds have directly addressed rights issues. Because of this history of being poorly resourced or when resourced, resourced as an act of charity, there is often, among DPOs, a lack of organizational (including financial) or leadership capacity coupled with poor legal understanding or poor understanding of how best to utilize rights tools (especially how to address domestication and monitoring of international rights treaties). As in any oppressed group, there is also competition within the disability community and difficulty formulating, or standing behind, a joint voice – critical for negotiating a place at the table. Further, because of internal and external stigma, the disability rights movement is most often isolated from legal and other rights communities which could be helpful in pursuing rights implementation.

These gaps make it difficult for DPOs to meet the expectation of participation in CRPD implementation and monitoring that the treaty mandates.

DRF and DRAF grantees range from new and grassroots to national-level well-established DPOs, from organizations experienced in advocacy to those just starting to learn about rights. As such, they have varying capacity. Recognizing that scarcity of resources has limited the capacity of many PWDs and DPOs to engage in decision-making which affects their lives, the Funds necessarily take on some degree of risk in grantmaking, including fiduciary risk. However, this risk is mitigated by due diligence procedures, including an intensive application review process (described below), one-on-one relationships with grantees, and extensive networks in the broader disability community which help with assessment, M&E, convening, training and mentoring. Financial risk is mitigated by (1) requiring, for grants over USD 20,000, two years of income & expenditure reports; (2) identifying grants which will be split into two tranches, with payment of second tranche only on receipt of satisfactory financial and programmatic reports; and (3) (as of 2010) requiring project audits.

This tailor-made approach is time-intensive; supporting new organizations, organizations without proven financial capacity, and many small grants requires additional work. This participatory model of grantmaking, conducted with the support of global/regional disability leaders and with Program Officers (responsible for oversight of grantees) who manage no more than 30-40 grantees, ensures that these organizations are identified; gain technical assistance at proposal, implementation and evaluation stages; and increase their linkages within the larger disability and human rights community (through trainings, grantee convenings, etcetera). This movement-building or empowerment process, described more fully in the Funds' strategic plan, is enhanced by the inclusion at all organizational levels (advisory, governance and staffing) of persons with disabilities, who lend disability expertise, credibility, and mentoring capacities to the Funds and their grantees. Conducting grantmaking in this way has perhaps more costs up-front (to account for reasonable

accommodations of staff and advisors as well as to intensively support grantees)²⁸, but we believe it also delivers more impact.

Political Appraisal

Among many donors and governments, a charity approach towards people with disabilities (i.e. viewing PWDs as objects to be treated and not as subjects who can take control of their lives) has been the norm. The belief that people with disabilities belong in the realm of welfare or health and not in the realm of rights is persistent.

Gaining greater support from donors and governments requires addressing the pervasive invisibility of people with disabilities and DPOs in the rights arena. As recognized by AusAID's Disability Inclusive Development Team which has integrated leadership modeling among donors into their strategy, this is not an easy task. Because of exclusion and stigma, there is little reliable information on disability, especially in the developing world.²⁹ While information is expanding with more attention to disability post-adoption of the CRPD, most donors and governments do not have reliable information or statistics on (conditions for) persons with disabilities, nor do they have relationships with key stakeholders in the disability movement. This constrains ability to strategize remedies.

Precisely for this reason, the CRPD mandates the involvement of persons with disabilities and DPOs in implementation and monitoring. DPOs, however, need support to become part of the domestication process. DRF and DRAF grants enable DPOs to gain visibility, start dialogue, provide examples of best practices, participate in decision-making fora, and monitor government practices. For example, a DRF grant to the disability section of the Human Rights Law Network in India enabled DPOs across India to contribute to recommendations on changes to the Disability Act, post-ratification. Another Indian grant to parent-led organization, Parivaar, is modeling supported decision-making for persons with intellectual disabilities for possible broader uptake by the National Trust (a governmental entity in charge of guardianship). A grant to a coalition of organizations in Mexico is supporting the production of Mexico's first alternative report to the CRPD Committee. All these grants ensure an enhanced voice for PWDs in policy decisions.

Gender and Child Protection Appraisal

Statistics show that women with disabilities are 3 times more likely to be victims of violence than women without disabilities; violence against CWDs occurs at annual rates at least 1.7 times greater than children with no disabilities; and nearly 1 in 5 victims of violence with a disability were targeted because of their disability.³⁰

²⁸ Most intermediary grantmakers in the U.S. strive for a 70/30 balance, where 70% of their funding is re-granted and 30% covers other costs. DRF and DRAF, still new grantmakers with start-up expenses, have an average split of 65/35. In addition, of the 35% not re-granted, the majority is expended on program expenses related to grantmaking (grantee convenings, grantee training, site visits, advisory meetings).

²⁹ Yeo, Rebecca, "Chronic Poverty and Disability," Chronic Poverty Research Center: Background Paper Number Four, August 2001.

³⁰ UN Secretary General's Report on Violence against Children, Thematic Group on Violence against Disabled Children, "Violence Against Disabled Children," 2005, available at http://www.unicef.org/videoaudio/PDFs/UNICEF_Violence_Against_Disabled_Children_Report_Distributed_Version.pdf

As is true in virtually any other grouping, women and girls with disabilities have lower status than men and boys with disabilities, even among persons with disabilities. In the Funds' experience, even in vibrant DPO communities (such as those in Peru and Uganda), organizations of women are few and weak, and youth organizations are primarily headed by males.³¹

DRF and DRAF assess the involvement of women as staff and Board members in applicant organizations³² and make a concerted effort to outreach to, identify, provide technical support to, grant to, and track impact on organizations of women with disabilities. To date, the Funds have made grants to 14 WWD organizations, and many more to organizations which are led or chaired by a woman with disability.

Because DRF and DRAF fund organizations founded and run by persons with disabilities, and children are not able in most countries to register organizations, organizations of children with disabilities are not grantees. However, parent organizations, addressing advocacy to advance the rights of people with intellectual disabilities, Deafblind, or children with disabilities can be and are grantees; youth with disability organizations are grantees; and DPOs addressing changes in policy or practices which impact children, such as inclusive education, are also grantees. DRAF and DRF are committed to the protection of children. Both organizations have developed a child protection policy to ensure full compliance with international standards of protection and also, compliance with Article 7 of the CRPD on the full enjoyment by children with disabilities of all human rights and fundamental freedoms on an equal basis with other children. Over the next year, both organizations will also ensure that child protection policies are developed and implemented by any grantees which have contact with children.

Environmental Appraisal

While an environmental assessment and environmental impact statement are not a part of the Funds' grants cycles, the Funds take a rights-based approach and do not support any type of construction/infrastructure work, so the environmental impact of grantee work is minimal. DRAF and DRF take environmental issues seriously. Headquarter office space is located in a certified green building in Boston; 6 of 8 total staff work from home; as possible, Program Officers (who conduct site visits to grantees) are located in / near the regions where grantees are based so that carbon foot prints from travel are reduced. As part of the move to independent non-profit status, organizational and grantmaking administration policies, such as environmental policies and procedures, have been evolved by DRF's Operations Director.³³

II.3 Lessons and Evaluation

As a basis for judging success of DRAF and DRF in increasing participation of DPOs in the achievement of rights, indicators are outlined in the attached logframe document. These indicators – which include measurement of progress through review of the content of grant dockets from year to year, review of grantee engagements in rights advocacy and monitoring, and review of government and donor commitments to disability rights – will highlight both challenges and successes internal to the organizations and challenges and successes of the disability movement more broadly.

³¹ A telling indicator of women's status in the community in Uganda, for example, is the fact that the disability community calls itself the "disability fraternity".

³² This is a specific question in the application.

³³ See *Attachment 2 Environmental Practices document*.

III. IMPLEMENTATION

Management Arrangements

DRAF is an independent 501c4 non-profit grantmaker, operated under common control with DRF, a 501c3 non-profit grantmaker. There is a Global Advisory Panel, which has a recommendations role, a Grantmaking Committee of the Board, which has a decision-making role in regard to grants (see *Attachment 3 Grantmaking Committee Role*), and between the two organizations, 8 staff (Executive Director, Operations Director, Grants Manager, 4 Program Officers, and a Program Associate). Global Advisors, who helped DRF set the pilot (2008) grantmaking strategy and select countries, have since reviewed lessons learned through the grantmaking to improve strategy and alter direction, where necessary. Moving forward, they are taking on a stronger monitoring and evaluation role, to aid with review of results at Fund and grantee levels.³⁴ Under the current independent structure, Grantmaking Committee members (donor representatives plus 4 advisors) make recommendations on grantmaking strategy as well as grantmaking guidelines and make final grants decisions. Oversight of DRAF and DRF and overall responsibility for strategic direction (including country selection) is the responsibility of the Boards.

Based on experience with grantmaking and on best practices in rights implementation for PWDs, staff propose changes to overall Fund strategy or guidelines and do the research which informs country selection. Changes to strategy are made through a dynamic exchange between staff, governance structures, and the Global Advisory Panel which involves: a) reviewing lessons learned from oversight of the projects of grantees to date (as well as the overall process of CRPD implementation in target countries) and b) consulting the Funds' goal documents (Framework document, Strategic Plan, Country Strategies, Logical Framework).

The competitive grant scheme has two funding rounds per year (RFPs publicized in February and July³⁵), each directed at a different set of target countries. Each funding round has two streams of funding, a smaller grant stream (USD 5000 – 20,000) directed at local, grassroots, marginalized, and emergent organizations and a larger grant stream (USD 50,000 per year over two years) directed at national coalitions of three or more organizations. Separating the grants into two streams allows emphasis on both movement-building (widening and capacitating the disability rights movement in target countries) and joint action on national levels among DPOs and between DPOs and other key stakeholders towards CRPD advancement. It also allows smaller or newer groups to apply in a simplified process.

With all grantmaking aimed at supporting DPOs to advance the CRPD, eligible applicants in the small grant category include organizations and groups, based in one of the target countries, which are legally-registered DPOs (or fiscally-sponsored by these DPOs) or partnerships between other organizations and DPOs (where the DPO is the managing partner), and partnerships between non-registered self advocacy or self-help groups of people with disabilities and other organizations. Eligible applicants in the national coalition category are coalitions of three or more of the above-described organizations, where the managing partner is a DPO (or an effort led by PWDs), and where the coalition as a group has national scope.

³⁴ In the November 2009 Global Advisory Panel meeting, advisors agreed to this role change.

³⁵ In 2011, DRF tested a Letter of Interest procedure and has expanded that procedure to high-applicant target countries: Bangladesh, India, Peru, Uganda, and Ukraine. Organizations successful in the LoI process are asked to submit full proposals.

The competitive grants scheme has two separate application processes – one for small grants and one for national coalitions. Application packages consist of a (downloadable) brief application form, a narrative proposal (of no more than 5 pages in the case of small grants, and no more than 8 pages for national coalitions), one paragraph descriptions of key staff, (for national coalitions) a description of all participating organizations, current fiscal year organizational budget and projected project budget, list of people on the applicant organization’s governing body, copies of the organization’s incorporation and legal registration documents, (for national coalitions) an MoU between participating organizations, and two references. In the case of a grant request larger than USD \$20,000, also requested are organizational financial statements for the past two years.

Evaluation of applications occurs in a three-stage review process – a first review by DRF staff which culls those applications clearly not eligible for consideration, a second review also by DRF staff which investigates the project and applicant organization in depth, and a third review by the Grantmaking Committee which looks at staff recommendations and results in decisions on grantees. Grants which address ratification efforts or legislative advocacy are passed to DRAF governance for consideration.

The first review culls applications not from target countries, or eligible organizations/coalitions, and not addressing one of the priority areas outlined in the request for proposals, and ensures that in the second review period, any questionable areas, such as missing documents, extent of involvement of PWDs, or non-allowable activities are followed up directly with applicants for clarification. The second review looks at organizational capacity (as outlined in the application and as evident from references and other contacts on the ground), (in the case of National Coalition applications) viability of the coalition, and project strengths, with the latter weighted more heavily to avoid favoring only well-established organizations/coalitions. A review of organizational capacity examines mission (and link of mission to activities), past achievements, equity within the organization (especially regarding people with disabilities and gender), strategic planning, income streams and existing funds, and ability to innovate. A review of coalition viability examines the rationale for the organizations selected as members, the plan for coalition project management, and the definition of member roles. A review of project strengths examines the extent to which the CRPD has driven the development of the project, involvement of (especially marginalized) people with disabilities at all stages, collaboration aims, clarity of goals and indicators, quality of contextual analysis and consistency of project goals with needs outlined, clarity of timing of activities and budget, and extent to which project may have impact on the human rights of persons with disabilities.

The dockets presented to the Grantmaking Committee include an overview of the applications received, an update on CRPD implementation at international and national levels, country reports or CRPD updates on each of the target countries which include general and disability-specific information on the country, and 1-3 page summaries of each application to be considered. Summaries give brief information on applicant organization and/or coalition, project, budget, strengths, and weaknesses and are marked with staff recommendations (highly recommended, recommended, unsure). The Grantmaking Committee receives grants dockets in advance of decision-making. In Grantmaking Committee meetings, members discuss key issues from the docket as a group and with staff. Once the Committee makes decisions on grants, applications are reviewed for consistency with legal and fiduciary standards (a 2-4 week process), after which acceptance letters are processed and transfers of funds occurs.

Because relatively few DPOs in the Global South have ever achieved foreign funding, the application and grantee monitoring and evaluation process includes technical assistance. FAQs are posted on the Funds' grant guidelines web page, with further guidance for applicants. Grant review periods include substantial back-and-forth between DRF and DRAF and potential grantees to gather missing documents, better understand applicant goals, help applicants incorporate rights strategies into their proposed projects, and support applicants with the grantee paperwork necessary for legal compliance.

Over the proposed project period, 2012-2014, the aim is to add two countries to the competitive grants scheme, and also, to deepen engagement in current target countries. This expansion will be guided by strategic (and operational) plans, including overall Strategic Plans and Country Strategies, as well as by evaluation of impact occurring in 2012.

Timing

The proposed grant period is 1 July 2012 – 30 June 2014. Baseline for output milestones in the attached logframe comes from information current as of the close of 2010. Output milestones are advanced on an annual basis. Goal and Outcome baseline is 2010, with milestones advancing on an annual basis through 2022, after the grant ends.

Funding

For the first year of the grant period, first of July 2012 – thirtieth of June 2013, DRF is requesting from AusAID AUD 1,400,000 to incorporate an increase in re-granting within the new funding stream, the ongoing position of a Program Officer to manage this stream, enhancement of technical aid, support for an independent evaluation (mainly funded by DFID), development of a new Strategic Plan, and distribution of DRF's first progress report, with grantee stories and documentation. For the next year, first July 2013 – thirtieth June 2014, DRF is requesting AUD 1,600,000, to incorporate an increase in re-granting (in the competitive grants scheme *and* in the new funding stream), enhanced capacity-building of DPOs, and implementation of the new Strategic Plan. Of the total projected **budget** for this period (AUD 9,189,202), the request to AusAID represents 33%. Total re-granting projections for this period are: for 2012-13, AUD 2,835,000; and for 2013-14, AUD 3,045,000.

Monitoring & Reporting

The twice yearly meeting of the Board and Grantmaking Committee, which encompasses docket review, review of grantee progress and challenges to date, oversight of general CRPD implementation and development of the disability movement in target countries, and general oversight of the strategy and operations of the Fund, will help measure progress toward the milestones and targets shown in the attached logframe. For each meeting, staff prepare a summary of the number and type of applications (including a comparison with previous rounds); and either baseline research on new target countries or updates on target countries (including country strategies) which outline gaps and advancements in the disability movement in each country and national CRPD implementation and monitoring. Risks encountered during each grant cycle are also discussed by the responsible Program Officers to help formulate solutions or changes in strategy.

Tools Program Officers utilize for monitoring of grantee outputs, outcomes and expenditure include baseline country research and applicant evaluation, mid-term (six-month) narrative and financial reports, final narrative and financial reports, and grantee convenings and site-visits. To ensure tracking of grantee (and

disability movement) progress as well as lessons learned, the Fund has created grantee reporting formats as well as site visit and grantee convening guidelines, and a comprehensive M&E system.

On a broader level, to measure outcomes as a whole, an independent evaluation of Fund and grantee impact is being planned for late 2012/early 2013. This evaluation will look at logframe outputs, such as strengthened DPO capacity; diversity of voice in the disability communities; participation of DPOs in monitoring of rights; and improved policies. It will evaluate three levels: the organization (i.e., governance structure, processes); grantee portfolio; and impact of grantmaking on other key stakeholders. The evaluation will encompass the following elements: relevance (to what extent have the organizations contributed to the realization of rights of PWDs); effectiveness (to what extent were intended outputs achieved? Did the resources reach the intended population groups? What supports and barriers affected the achievement?); efficiency (were grants and products delivered in a timely and cost-effective manner?); impact (what contribution was made to enhance the participation of PWDs in rights achievement so that they can enjoy equal rights and opportunities? What were the intended and unintended consequences of activities?); sustainability (Will the benefits of funded activities continue after the funding ceases?); external utility (to what extent might the approaches, methods, and model have potential value if applied to another context or group?).

Following an initial scoping of good practices in evaluation of advocacy and human rights grants, a terms of reference (TOR) was developed in early 2012. The TOR is based on DRF's monitoring and evaluation (M&E) system and includes: a description of the organizations; rationale and expectations for evaluation; scope and focus of the evaluation, including issues to be addressed and key questions to be answered; stakeholder involvement, i.e., who will be involved, how responsibilities are defined; deliverables, including evaluation work plan, interim report, final report, and presentations. The TOR also includes evaluator qualifications (including subject matter and geographic expertise). A request for proposals for the consultancy will be disseminated through evaluation listservs and through human rights networks. Timing will be six months from identification and selection of consultant to final report.

The evaluation will provide information and lessons learned that will be beneficial for DRF and DRAF operations, the disability rights field, and its grantees. It will help to improve structure and processes, including governance mechanisms and grantmaking processes and operations. An evaluation of this nature will also be a contribution to the fields of international human rights, social movements, and in particular disability rights and grantmaking because there are currently few evaluations which look at DPO support. The evaluation will add value to current donors (including AusAID) by providing information about the challenges and opportunities in the disability rights field. Intended to be participatory, the evaluation will also help the grantees and all stakeholders identify indicators or reasons for project success or failure and apply lessons to other projects for better results.

IV. RISKS

In terms of **risks**, supporting disabled persons' organizations as they participate in advancement of the Convention is not an easy task. While the CRPD has introduced new national implementation and monitoring frameworks for internationally-recognized human rights, there are, as yet, no best practice models for these frameworks, and they are widely misunderstood by governments. Further, though the CRPD

mandates the active involvement of organizations of persons with disabilities in these frameworks³⁶, basic disability awareness and accessibility programs which might aid participation, are, in most places, non-existent. And, many DPOs are not prepared for these tasks.

Primary risks that could adversely affect the project are as follows. A risk assessment matrix is at bottom:

- A. DRF or DRAF unable to solicit significant ongoing funding to grow and improve grantmaking.

High impact, medium probability. There has been good fundraising success to date, but without other major donors opening their grantmaking to disability, this scenario is possible.

Mitigation strategy: Part of DRF's strategic plan is advocacy to other donors and development agencies about the critical importance of funding disability rights and the opportunity the Funds give to donors to fund in this new arena. Staff (in particular the Executive Director) spend a good amount of time presenting Fund work at donor convenings, meetings, and in print media³⁷. This commitment has helped to garner existing support and will continue to do so.

- B. Majority of grantee organizations lack capacity to implement proposed advocacy projects.

High impact, low probability. While many DPOs lack some capacity, the Fund has found that with support, most projects meet their proposed outcomes, particularly over repeat grant periods.

Mitigation strategy: DRF and DRAF are committed to provision of technical aid to grantees. Over the four years of existence to date, staff have visited every grantee and hold grantee convenings in each target country (or region) once/year. As part of these meetings, CRPD and other rights experts are brought in to provide grantees with training. With the initiation of DRF's new M&E system, a baseline survey was also been sent to repeat grantees to assess growth in CRPD knowledge and advocacy skills, due to DRF support. This survey is serving as the basis for development of additional grantee support mechanisms to ensure project impact.

- C. Grants money is squandered through poor financial management by grantees.

High impact, low probability. Many DPOs do lack proper financial procedures, but thus far, the Fund has found that only a minority of grantees misuse funds.

Mitigation strategy: Through processing lessons learned in the area of financial management by grantees, the Fund has already made changes to grant application, review and oversight to minimize loss in this area. Changes include: requiring grantees to include the cost of project audits into their

³⁶ "Full and effective participation and inclusion in society of persons with disabilities is a general principle of the Convention, which also specifically establishes the duty on States to closely consult and actively involve persons with disabilities in the development and implementation of policies that affect them." A/HRC/10/48; Human Rights Council, *Annual Report of the United Nations High Commissioner for Human Rights and Reports of the Office of the High Commissioner and the Secretary-General: Thematic Study by the Office of the United Nations High Commissioner for Human Rights on enhancing awareness and understanding of the Convention on the Rights of Persons with Disabilities*, 26 January 2009, p. 6.

³⁷ In end 2010, the Executive Director was asked to join the Steering Committee of the International Human Rights Funders' Group – an indicator of the growing importance of disability in the agenda of human rights funders. The Director is also a member of the New England International Donors (NEID) steering committee.

applications, requiring project budgets and reports in USD (and requiring exchange rate details), requiring two years of financial records for grants over USD 20,000, and including review of grantee books and financial records in site visits. To complement these changes, financial oversight training for Program Officers has been identified.

D. Coalitions and partnerships proposed to carry out projects are unworkable.

High impact, medium probability. Especially for the National Coalition funding stream, partnering among DPOs and between DPOs and other stakeholders is essential to project success. While the Fund requires MoUs detailing partnership mechanisms as part of applications, carefully assesses coalition viability in the review process, and provides support during implementation, partnership is difficult and the risk of failure is real.

Mitigation strategy: To better track coalition projects, the Fund has begun to ask coalition lead partners for monthly reports (by email) of activities, successes, and challenges. This will enable early identification of potential issues needing intervention. As the Fund did in Uganda in 2011-12 (with national coalition partners working on legislative advocacy)³⁸, specific partnership meetings to address challenges will be added to Program Officer visits, and technical experts will be brought in as necessary to help address challenges.

E. Despite the advocacy efforts of DPOs, governments do not change attitudes, policies, or practices towards PWDs, even with ratification of the CRPD.

High impact, medium probability. While change at legislative or policy level (including ratification) can be fairly rapid, implementation and funding of improved practices is a much slower process, affected by many factors often beyond the control of civil society (lack of resources, entrenched bureaucracy, corruption, etcetera).

Mitigation strategy: Entrenched discriminatory attitudes at governmental and societal levels and corrupt or poor practices impacting marginalized communities, like the disability community, are difficult to mitigate. DRF and DRAF hope that a 6-year commitment to each target country will enable some change to begin. Heightening awareness of and demand for rights by persons with disabilities is the critical initial step.

F. Grantees or other DPOs are unable to carry out their work due to security risks or political upsets in their countries.

High impact, medium probability. A couple of grantees have encountered threats to their security specific to their advocacy work. In addition, because developing countries, many of which have fragile political environments, are the target of funding, work can be upset by evolving political situations.

³⁸ In March 2011, the Fund brought in CRPD legal expert (and OSF employee), Tirza Leibowitz, to work with National Coalition partners in Uganda on disagreements they were having over how to address legislative change, in the wake of CRPD ratification. The Fund also worked with the local DFID office to enable the Coalition to access additional funding for a critical meeting with concerned Ministries.

Mitigation strategy: It is beyond the scope of the Fund's capacity to address large-scale political upset or security risks. On a smaller scale, the Fund has drafted an initial Security Protocol for Grantees which addresses prevention, response, and long-term planning. The Protocol is in the process of being revised and implemented.

G. Grantees dependent on DRF and DRAF funding and unable to identify other funding sources.

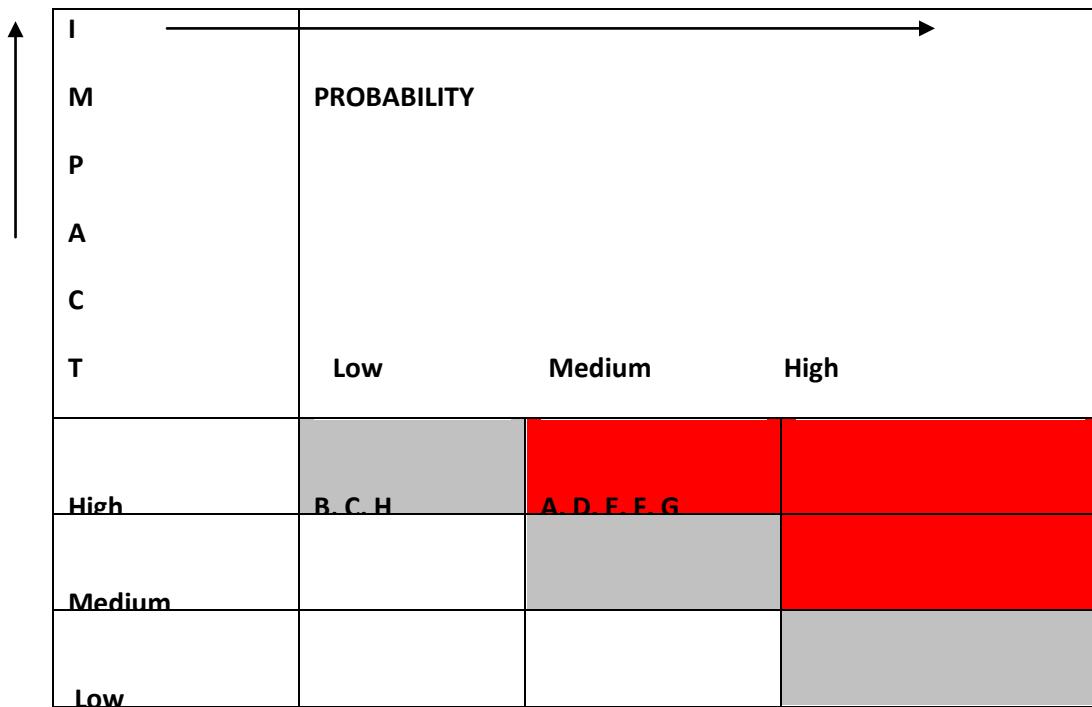
High impact, medium probability. Many DPOs have little history of previous funding, and the Funds make a special point to fund emergent and marginalized groups.

Mitigation strategy: Because DRF is a pooled fund, and many of the donors involved do their own separate disability rights grantmaking, and because of Fund involvement in other donor fora (like IHRFG), the Fund is often able to connect grantees to other potential funding sources and to help grantees with applications and references. Numerous grantees have achieved other funding in this way. As noted under A. above, the Funds also work with donors to increase funding to disability rights.

H. Children adversely affected in the course of Fund work or funding.

High impact, low probability. As noted in the text above, pp. 9-10, DRF and DRAF do not directly fund or interact with organizations of children (with or without disabilities). However, DRF and DRAF do fund youth with disabilities organizations, parent organizations which address children with disabilities, and other DPOs addressing changes to policy or programs that affect children with disabilities. A child protection policy, by which DRF and DRAF staff abide, has been implemented and mechanisms for ensuring sub-grantees who work with children have and implement such policies are under development.

Mitigation strategy: DRAF's child protection policy has been judged to be in accordance with AusAID's policy. DRAF and DRF are currently figuring out ways to ensure sub-grantees are aware of their obligations with regards to child protection under AusAID's policy, national legislation and international conventions.



It will take many years to ensure that PWDs and their representative organizations are full and equal participants in rights promotion, obtainment and oversight. The Fund is a new grantmaker, with limited resources and scope. Nonetheless, the rapid growth of the Fund signifies that it is occupying an important niche in the grantmaking world. Initial response from civil society to the Fund's requests for proposals also supports the conjecture that there are people and organizations who are eager to participate in advancing the CRPD at country levels in the Global South. The challenge is in figuring out how best to use limited (financial and staff) resources to have the most significant impact. In doing this, it is important that the Fund continue to carefully track lessons learned and to share successes in a way that heightens awareness of DPO efforts (with other grantmakers, but also with other key actors such as the UN system and major human rights organizations), thereby sharing the burden of bringing justice to people with disabilities around the world.