

DEPARTMENT OF LABOR

Bureau of International Labor Affairs

Combating Exploitive Child Labor through Education in
Guinea, Jordan, Madagascar, Nicaragua, and Yemen

April 24, 2008

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EXECUTIVE SUMMARY

The U.S. Department of Labor, Bureau of International Labor Affairs, will award up to USD 20.5 million through 5 or more cooperative agreements to one or more qualifying organizations and/or Associations to combat exploitive child labor in the following 5 countries: Guinea (up to USD 3.5 million), Jordan (up to USD 4 million), Madagascar (up to USD 4.5 million), Nicaragua (up to USD 5 million), and Yemen (up to USD 3.5 million). Projects funded under this solicitation will seek to ensure children’s long-term withdrawal and prevention from engaging in exploitive child labor through the provision of direct educational services. Projects will also seek to build capacity in target countries to eliminate exploitive child labor and promote educational alternatives for children. Projects will aim to complement and expand upon existing projects and programs aimed at eliminating exploitive child labor, particularly the worst forms of child labor (as defined below), and improving basic education in the target countries. Applicants must respond to the entire Scope of Work outlined in this solicitation for each country for which an application is submitted.

I. FUNDING OPPORTUNITY DESCRIPTION

The U.S. Department of Labor (USDOL), Bureau of International Labor Affairs (ILAB), announces the availability of funds to be awarded by 5 or more cooperative agreements to one or more qualifying organizations and/or partnerships of more than one organization, known as an Association(s) (hereinafter collectively referred to as “Applicant(s)”) for the purpose of promoting the elimination of exploitive child labor, particularly the worst forms of child labor, in the following 5 countries: Guinea (up to USD 3.5 million), Jordan (up to USD 4 million), Madagascar (up to USD 4.5 million), Nicaragua (up to USD 5 million), and Yemen (up to USD 3.5 million). Projects funded under this solicitation will seek to achieve this goal by withdrawing children from, and preventing children from engaging in, exploitive child labor through the provision of direct educational services, including education and/or training programs, and improving the capacity of target countries to address exploitive child labor.

USDOL/ILAB is authorized to award and administer cooperative agreements for this purpose by the Department of Labor Appropriations Act, 2008, P.L. 110-161 (2007). Cooperative agreements awarded under this solicitation will be managed by USDOL/ILAB’s Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The duration of the projects funded by this solicitation is 3 to 4 years. The start date of program activities will be negotiated upon award of individual cooperative agreements but will be no later than September 30, 2008.

A. Background

1. *International Legal Framework for Child Labor: International Labor Organization (ILO) Conventions 182 and 138*

The international legal framework pertaining to child labor is comprised primarily of two ILO Conventions—No. 182, the Worst Forms of Child Labor Convention, 1999 (accompanied by ILO Recommendation 190) and No. 138, Minimum Age, Convention 1973. Article 1 of ILO Convention 182 calls for member states that ratify this Convention to take “immediate and effective measures to secure the prohibition and elimination of the worst forms of child labor as a matter of urgency.” Taken together, ILO Conventions 182 and 138, along with ILO Recommendation 190, provide the definitional basis for the following important terms: exploitive child labor, worst forms of child labor, unconditional worst forms of child labor, and hazardous work.

“**Exploitive child labor**” is comprised of the “worst forms of child labor” as outlined in ILO Convention 182 Article 3(a)-(d); all types of work by children in violation of national labor laws and international standards, including ILO Conventions 182 and 138; and work that prevents a child from obtaining an education or impedes a child’s ability to learn as outlined in ILO Convention 138. Article 7.1(b) of ILO Convention 138 states that children within a particular age range shall not participate in work that will “prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received.”

The “**worst forms of child labor**” are defined in Article 3 of ILO Convention 182 as:

- a. all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- b. the use, procuring or offering of a child for prostitution, the production of pornography or for pornographic performances;
- c. the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- d. work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

The worst forms of child labor specifically identified in Article 3(a)-(c) of ILO Convention 182 are collectively known as the “**unconditional worst forms of child labor.**” Forms of work identified as “unconditional worst forms” do not vary by country; they are universal.

The worst forms of child labor referred to in Article 3(d) are known as “**hazardous work,**” which, according to ILO Convention 182, “shall be determined by national laws or regulations or by the competent authority, after consultation with the organizations of employers and workers concerned, taking into consideration relevant international standards. ...” As this suggests, forms of work identified as “hazardous” for children [Article 3(d)] may vary from country to country. ILO Recommendation 190, which accompanies ILO Convention 182, gives additional guidance on identifying “hazardous work.” ILO Recommendation 190 states in Section II, Paragraph 3 that, “[i]n determining the types of work referred to under Article 3(d) of the Convention [ILO Convention 182], and in identifying where they exist, consideration should be given, inter alia to:

- a. work which exposes children to physical, psychological, or sexual abuse;
- b. work underground, under water, at dangerous heights or in confined spaces;
- c. work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads;

- d. work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health;
- e. work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.

ILO Recommendation 190 goes on to state in Paragraph 4 that, “[f]or the types of work referred to under Article 3(d) of the Convention and Paragraph 3 above, national laws or regulations or the competent authority could, after consultation with the workers’ and employers’ organizations concerned, authorize employment or work as from the age of 16 on condition that the health, safety and morals of the children concerned are fully protected, and that the children have received adequate specific instruction or vocational training in the relevant branch of activity.”

“**Acceptable work**,” while not specifically defined in the ILO Conventions, is work that is performed by children who are of legal working age, in accordance with national legislation and international standards, namely ILO Conventions 138 and 182; non-hazardous; non-exploitive; and does not prevent a child from receiving the full benefit of an education. For example, “acceptable work” would generally include light work that is compatible with national minimum age legislation and education laws.

For a visual presentation of the categories of child labor, see USDOL/ILAB’s Web site at <http://www.dol.gov/ilab/grants/bkgrd.htm>.

2. Extent of the Problem, Factors Contributing to Child Labor, and Barriers to Education

According to the ILO, there were an estimated 317 million children ages 5 to 17 around the world who were economically active in 2004. Of those 317 million working children, an estimated 218 million were engaged in child labor and, of child laborers, 126 million were involved in hazardous work. The majority of the world’s working children are found in Asia, followed by sub-Saharan Africa, Latin America and the Caribbean, and other regions, but Sub-Saharan Africa is the region where the highest incidence of child labor is found.¹

Children become involved in exploitive child labor, including the worst forms of child labor, due a variety of complex factors, including: poverty; education system barriers; infrastructure barriers; legal and policy barriers; resource gaps; institutional barriers; informational gaps; demographic characteristics of children and/or their families; cultural and traditional practices; tenuous labor markets; and weak child labor law enforcement. Additional factors include: families’ need for additional income; children’s need to provide a livelihood for themselves and/or their siblings; lack of parent(s) or caregiver(s); and a lack of awareness of the importance of education and/or the hazards associated with exploitive child labor, including the worst forms of child labor. While these factors tend to exist throughout the world in areas with a high incidence of exploitive child labor, they manifest themselves in specific ways in the countries of interest in this solicitation (see section I.B.3. for country (ies) of interest).

Depending on their work status (e.g., children who have been removed from exploitive labor; underage children at risk of dropping out of school and joining the labor force; and children engaged in exploitive child labor in a particular sector), children have varying educational needs and encounter different barriers to education.

3. USDOL Support for the Global Elimination of Exploitive Child Labor

Since 1995, the U.S. Congress has appropriated over USD 660 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to

¹ International Labor Organization, *The End of Child Labor: Within Reach; Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work 2006*.

combat exploitive child labor, including the worst forms, in more than 75 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded projects generally seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services;
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school;
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research and the collection of reliable data on child labor; and
5. Ensuring the long-term sustainability of these efforts.

Since 2001, USDOL-funded projects have withdrawn or prevented over 1 million children from exploitive labor.

B. Scope of Work

Please note that definitions for technical terms used throughout the solicitation, including the Scope of Work, are outlined below in section I.B.1.a.(5).

1. General Requirements: The Five Goals of USDOL-Funded Projects

All projects to be funded under this solicitation must promote the five goals for USDOL-funded projects outlined above in section I.A.3., and below in sections I.B.1.a. through I.B.1.e.

a. Withdrawal and Prevention of Children from Exploitive Child Labor

The first goal that projects to be funded under this solicitation must achieve is the withdrawal and prevention of children from exploitive child labor through the provision of direct educational services. Applicants are encouraged to address the needs of children and their families in a comprehensive manner. USDOL recognizes that, in some cases, the provision of direct educational services alone may be insufficient to ensure children's complete withdrawal from exploitive child labor over the long-term. In such cases, a combination of other direct services [e.g., psychosocial counseling, extracurricular activities; *see* section I.B.1.a.(5)] and/or other project interventions [e.g., teacher training, alternative income-generating activities; *see* section I.B.1.a.(5)]—provided in addition to direct educational services—may represent the most effective strategy for ensuring the withdrawal or prevention of children from exploitive labor over the long-term.

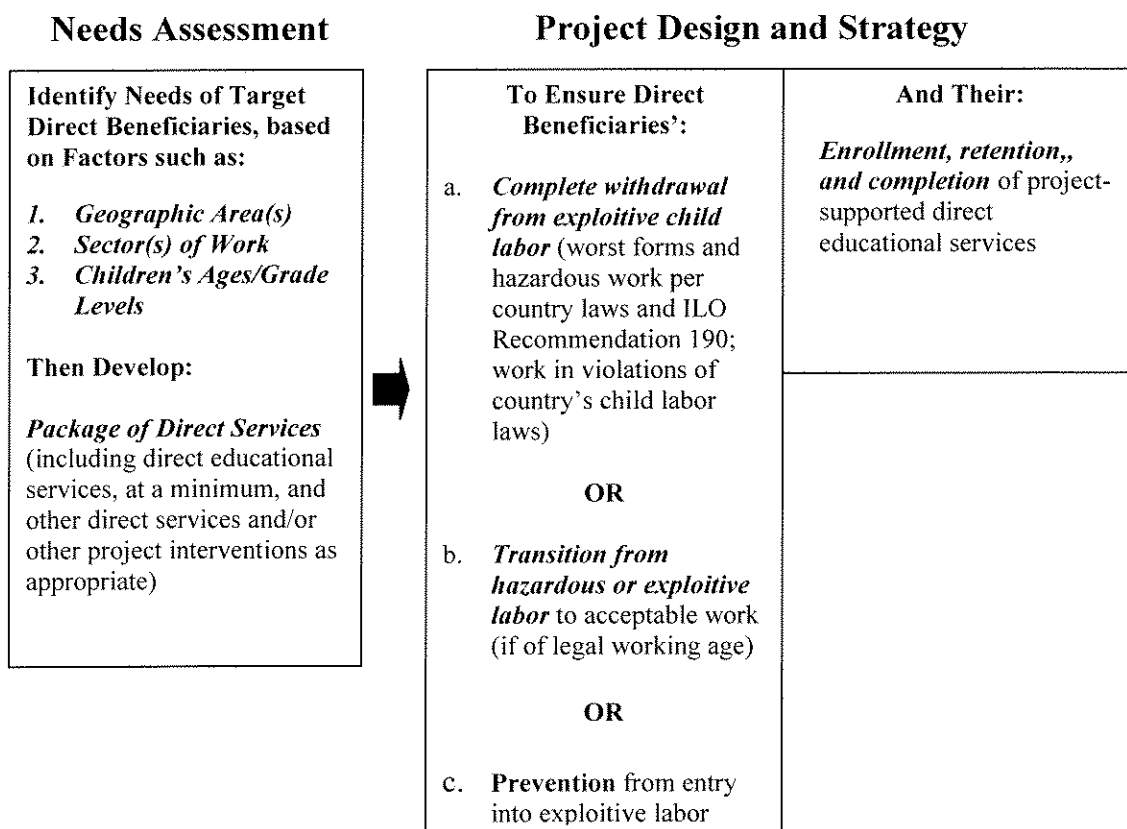
Applicants should identify the specific needs of direct beneficiaries (considering such factors as geographic areas, sector(s) of work, and ages/grade levels of children to be targeted) and develop a package of direct services, including at a minimum direct educational services (and other direct services and/or other project interventions, as appropriate) which will address those needs, in order to ensure direct beneficiaries':

1. Complete withdrawal from exploitive child labor, which is required for children engaged in the worst forms of child labor (including hazardous work as defined by the target country and/or ILO Recommendation 190), and work that violates minimum age laws and/or other child labor laws in the target country; OR
2. Transition from hazardous work or exploitive labor to acceptable work (possible only for children of legal working age); OR
3. Prevention from entering exploitive child labor; AND
4. Enrollment in, retention in, and completion of, a direct educational service.

Please refer to Figure 1. for a visual representation of this process.

Applicants targeting older children or youth should consider providing other direct services, such as occupational safety and health interventions for children who meet minimum age requirements (particularly children 15-17 years) but are engaged in hazardous work, as a means for withdrawing these children from exploitive child labor and transitioning them into safe, acceptable work. Applicants are encouraged to be creative in proposing comprehensive, cost-effective interventions that will have a demonstrable impact in eliminating exploitive child labor in the geographic area(s) and/or sector(s) being targeted, and promote direct beneficiaries’ withdrawal and prevention from exploitive child labor and their enrollment in, retention in, and completion of direct educational services (see Appendix C).

Figure 1. Process for Withdrawing and Preventing Children from Exploitive Child Labor



(1) Provision of Direct Educational Services

Applicants should design projects that complement ongoing efforts to promote education in the target country; strengthen existing education and/or training programs; and, where appropriate, replicate or enhance successful models to serve a greater number of children and communities. Applicants’ strategy for providing direct educational services must demonstrate a thorough knowledge of the target country’s formal, non-formal, and/or vocational education systems and school calendar(s), and the specific programs offered in the geographic area(s) to be targeted by the project. The Applicant’s strategy should address such issues as the cause(s) of low rates of school enrollment; availability of and access to existing education and/or training programs in the target geographic area(s); and the quality of such programs. Applicants may propose other project interventions, such as teacher training and the inclusion of child labor issues in school curriculum, in order to improve the quality of education and/or training programs and ensure that they are responsive to the needs of (former) child laborers entering/returning to school.

Applicants should develop strategies to increase the perceived relevance of existing education and/or training programs for children engaged in, or at risk of entering, exploitive child labor; their families; and their communities. Applicants should demonstrate familiarity with any unique gender-related issues pertaining to child labor and education (particularly in rural areas, if applicable), and incorporate these issues into proposed interventions. If cultural traditions and norms impact decisions about schooling, Applicants must show how education programs would be sensitive and responsive to these traditions, particularly as they relate to girls' education.

Applicants are expected to support the provision of healthy learning environments for children and should seek to ensure that goods, services, and schools (including restroom facilities or latrines, and wells), that will be sponsored by and/or associated with the Applicant (including any Associates) and/or subcontractors are safe and pose no threat to the mental or physical well-being of the project's direct beneficiaries. Applicants may propose other project interventions, such as improvements to school infrastructure (including the construction of latrines and digging of wells) in order to improve the quality of learning environments.

Applicants should develop an approach that successfully enrolls children in direct educational services with minimal delay and without missing an academic year or program cycle. Applicants are encouraged to begin providing direct educational services to at least one-quarter of their direct beneficiaries during the first year of implementation.

(2) Selection of Direct Beneficiaries

Based on a needs assessment (*see* section I.B.1.d), Applicants must present a clear indication of the defining characteristics and specific criteria they plan to use to identify: 1) children to be withdrawn from exploitive child labor, and 2) "at-risk" children to be prevented from entering exploitive child labor. The criteria for identifying children for withdrawal should be based on the target country's legislation related to child labor, including laws pertaining to the worst forms of child labor; minimum age for work; acceptable hours and conditions for children's work; and national policies related to child labor, such as a country list of hazardous work for children that has been submitted to the ILO. The criteria for identifying children for prevention should be based on the project's definition of "at-risk"—which should be based on the definition below in section I.B.1.a.(5), but adapted to the country context and specific conditions facing children in the target geographic area(s). Selection criteria for direct beneficiaries may be refined in consultation with USDOL after award, as a result of baseline data collection.

In addition to the selection criteria, Applicants must describe the process they will use to identify direct beneficiaries in the target geographic area(s), including the following: 1) who will be responsible for identifying the children, 2) how the process will be conducted, and 3) how the project will prioritize children who meet the criteria for withdrawal or prevention and demonstrate the greatest need in its selection of direct beneficiaries. In cases where multiple organizations will be responsible for withdrawing and preventing children from exploitive child labor, the application must describe the identification process that will be used by all implementing organizations (including Associate(s) and/or subcontractors). It should also describe how the Lead Applicant will ensure that all Associate(s) and/or subcontractors use the same criteria to select and prioritize direct beneficiaries.

(3) Minimum Number of Direct Beneficiaries

Applicants must propose to serve a minimum of 175 direct beneficiaries for each USD 100,000 of USDOL funding being requested under this solicitation. This requirement is based on the specific cost-efficiency measure that USDOL-OCFT has established with the Office of Management and Budget (OMB) for FY 2008. Applications that do not meet this requirement will be considered non-responsive and will be rejected. Applications must include both the total number of direct beneficiaries to be reached, as well as a breakdown of the number of children to be withdrawn from exploitive child labor and the number of children to be prevented

from entering exploitive child labor by sector (*see* Appendix C). Since withdrawal and prevention are mutually exclusive categories, these numbers must be listed separately. Applicants are strongly encouraged to propose a greater number of children for withdrawal than prevention, but, at a minimum, must propose a balanced ratio of number of children to be “withdrawn” from exploitive child labor and number of children to be “prevented.” .

Applicants may also propose to serve children or adults as indirect beneficiaries, but there is no minimum number requirement associated with indirect beneficiaries.

(4) Direct Beneficiary Monitoring

In order to ensure that direct beneficiaries are effectively withdrawn or prevented from exploitive child labor, Applicants must propose an effective strategy for monitoring direct beneficiaries throughout the period of service provision. In cases where direct beneficiaries will complete their direct educational service(s) before the project ends or where direct educational service(s) being proposed are of limited duration (*i.e.*, vocational training programs), Applicants are encouraged to monitor and report on the work and education status of these direct beneficiaries beyond the period of service provision—ideally through the end of the project.

The Applicant must design and implement a direct beneficiary monitoring system (DBMS) that will cover all of the project’s direct beneficiaries. This DBMS must capture direct beneficiaries’ basic identification information (*i.e.*, name, address, sex, and age at intake/enrollment); information on their work status (*e.g.*, is the child working in an exploitive labor situation? Has s/he met the project’s criteria to be considered withdrawn or prevented?); and information on his/her educational status (*e.g.*, is the child still attending an educational or training program? Have s/he completed the program?). The DBMS will allow the project to report to USDOL on: 1) the number of children withdrawn or prevented from exploitive child labor; 2) the percentage of children withdrawn or prevented from exploitive child labor through a USDOL-supported direct educational service who continue in the program AND continue to be withdrawn or prevented from exploitive child labor (retention); and 3) percentage of children withdrawn or prevented through a USDOL-supported direct educational service who complete the program (completion) [for more information on USDOL’s common indicators, including GPRA indicators, *see* section I.B.2..b.(2)]. If the project is targeting children involved in hazardous work or exploitive labor for withdrawal through improved working conditions (*i.e.*, fewer hours and/or a safer workplace) or transition into acceptable work [these types of withdrawal are only possible for direct beneficiaries of legal working age], then the DBMS must capture additional information on children’s work status, including 1) the type of work in which children are engaged, and 2) their working conditions, including hours of work and workplace conditions (including any hazards).

The ultimate goal of the DBMS is to ensure that children who are withdrawn from exploitive child labor continue to stay out of exploitive child labor and children who are prevented do not enter exploitive child labor, at least for the period of service provision, but preferably for the duration of the project. Applicants must describe in detail the methodology that they will use to implement the DBMS and identify the following:

1. who will be responsible for monitoring children’s work status and education status (*i.e.*, teachers, project staff, community members, child labor committee members, parents, employers);
2. what specific data will be collected (*i.e.*, school attendance records, work activities, counseling information);
3. frequency of data collection (*i.e.*, weekly, monthly, quarterly, semi-annually);
4. how the data on work status and educational status will be verified (*i.e.*, corroboration by third parties, sample-based checks, school and workplace site visits); and
5. how supporting documentation will be maintained.

Applicants should also propose how the project will address cases in which monitoring reveals that a child who was formerly considered withdrawn has returned to exploitive child labor and/or a child who was formerly

considered “prevented” has entered exploitive child labor. Applicants’ strategy for monitoring direct beneficiaries’ work status should also take into account those times when children are out of school and likely to engage in exploitive child labor (*i.e.*, before and after school, on weekends, and during school holidays or vacation periods), and propose specific efforts to monitor children’s work status during those periods.

In cases where multiple organizations will be responsible for withdrawing and preventing children from exploitive child labor, Applicants must describe their proposed internal quality control procedures for ensuring that all implementing organizations (*i.e.*, Associate(s) and/or subcontractors) use the project’s DBMS and employ the same methodology for monitoring direct beneficiaries.

In an effort to avoid duplication, build on existing synergies, and increase sustainability, Applicants are encouraged, to the extent possible, to consider coordinating their DBMS with existing child labor monitoring systems (CLMS) that are established and well-performing. These could include CLMS established by the ILO’s International Program on the Elimination of Child Labor (IPEC) or other country or sector-level monitoring systems.

(5) Definitions of Key Concepts Related to the Withdrawal and Prevention of Children from Exploitive Child Labor and USDOL-Funded Projects

Applicants must demonstrate a thorough knowledge and understanding of the international legal framework related to child labor, discussed above in section I.A.1., as well as the important concepts related to USDOL-funded projects defined below, and employ these terms accurately and effectively throughout their application.

“**Acceptable work**” (*see* section I.A.1.)

“**At risk**” refers to a set of conditions and/or circumstances under which a child lives or to which s/he is exposed, which make it more likely that the child will enter “exploitive child labor.” The specific criteria that will be used for identifying children as “at-risk” are expected to vary according to the country and geographic area being targeted but should take factors such as family situation (*e.g.*, being a sibling of a child currently or formerly engaged in exploitive child labor; being orphaned; living in a single parent or child-headed household; living in extreme poverty) and environment (*e.g.*, living in close proximity to economic activities prone to employ children) into account.

A “**child**” or “**children**” are individuals under the age of 18 years. For the purposes of this solicitation, this term also includes older children (“**youth**”) who are under the age of 18 years.

“**Child labor**” should, for the purposes of this solicitation, be considered synonymous with the term “**exploitive child labor**” (*see* section I.A.1.).

“**Child labor monitoring system**” (*see* section I.B.1.b.)

“**Children withdrawn from exploitive child labor**” (sometimes abbreviated in this solicitation as “**withdrawn**”) and “**children prevented from entering exploitive child labor**” (sometimes abbreviated in this solicitation as “**prevented**”) are mutually exclusive categories—the project can consider a child as either “**withdrawn**” or “**prevented**” from exploitive labor, but not both.

In order for children to be counted as “**withdrawn from exploitive child labor**,” the project must have effected change in two areas of children’s lives: their work status and their education status. Children may only be considered “**withdrawn**” if the project is able to verify, through its DBMS, that:

1. the child was found to be working in one of the unconditional worst forms of child labor (as outlined in Article 3(a)–(c) of ILO Convention 182) but, as a result of the project’s intervention, has been fully removed from that work, which is required under ILO Convention 182; OR
2. the child was involved in work in violation of the country’s minimum age laws and/or other child labor laws but, as a result of project intervention, has been fully removed from that work; OR
3. the child was involved in hazardous work (Article 3(d) of Convention 182 and Section II, Paragraph 3 of ILO Recommendation 190) or exploitive labor that impeded his/her education (ILO Convention 138) but, as a result of the project’s intervention, is no longer engaged in hazardous work or exploitive labor, due to improved working conditions (*i.e.*, fewer hours and/or a safer workplace) or because the child has transitioned into a new form of work that is acceptable based on relevant factors including the child’s age (*i.e.*, acceptable work); AND
4. the child has been provided with a “direct educational service” by the project.

Note: USDOL would like to stress to Applicants the importance of understanding the two-fold nature of the term “withdrawn,” which encompasses both children’s work status and educational status. With regards to work status, a child who is engaged in an unconditional worst form of child labor is only considered to be “withdrawn” when s/he is fully removed from that work. In other words, no improvements in the working conditions of children involved in slavery or slavery-like practices, prostitution or pornography, or illicit activities, can ever create an acceptable environment for children to continue working in that unconditional worst form of child labor, even for one hour. This requirement is in contrast to interventions that may be undertaken to assist children who are engaged in “exploitive child labor,” including “hazardous work.” In some cases, the work conditions of children involved in hazardous work may be improved so as to make the work conditions acceptable for children of legal working age. This may include, for example, reducing the number of hours children work or changing the type of work children perform (*i.e.*, disallowing children in agriculture from working with heavy machinery or pesticide applications). However, conditions can only be improved for children who are of legal minimum working age according to the specific laws of the target country. If, for example, a child is 9 years old and working in hazardous work in a country where the minimum age is 15 years, this child should be fully removed from that work, since conditions cannot be improved to make it legally acceptable for the child to work. Applicants should note that the process of withdrawing a child from child labor may take some time and that enrollment in a “direct educational service,” or merely improving the child’s educational status, is not the sole criterion that defines a child as “withdrawn from exploitive child labor.” For example, a child who attends a USDOL-supported non-formal education program in the morning and works under hazardous conditions in mining during the afternoon and evening may not be considered “withdrawn” from exploitive child labor for GPRA purposes. That is, if before the project’s intervention, a child is not going to school and is working in a worst form of child labor, and, after the project’s intervention, the child is now enrolled in school but continues to work in a worst form of child labor, then that child is not, by definition, “withdrawn from exploitive child labor.”

“**Children prevented from entering exploitive child labor**” are children who, while not yet engaged in exploitive child labor, are considered to be “at-risk” of entering such labor. Children may only be counted as “prevented from exploitive child labor” if the project is able to verify, through its DBMS, that they meet the following criteria: 1) the child has not yet entered exploitive child labor but is considered “at-risk” of doing so, and 2) the child has been provided with a “direct educational service” by the project.

“**Direct beneficiaries**” are children who, as a result of a USDOL-funded project, have been either “withdrawn from exploitive child labor” or “prevented from entering exploitive child labor” by the project AND provided with a direct educational service. For the purposes of this solicitation, direct beneficiaries may only include individuals who are “children” at the time of enrollment in the project (defined as the time at which the project begins providing the child with “direct services”).

“Direct beneficiary monitoring system” [*see* section I.B.1.a.(4)]

“Direct educational services” may involve either of the following:

1. The provision of goods and/or services (if lack thereof is a barrier to education) that meets direct beneficiaries’ specific needs and results in their enrollment in at least one of the four categories of educational activities listed below. Examples of goods and/or services that may meet the specific gaps/educational needs of targeted children include tutoring, school meals, uniforms, school supplies and materials, books, tuition and transportation vouchers, or other types of non-monetary incentives.

The four categories of educational activities that qualify are:

- a. Non-formal or basic literacy education- This type of educational activity may include transitional, leveling, or literacy classes so that a child may either be mainstreamed into formal education and/or can participate in vocational training activities;
- b. Vocational, pre-vocational, or skills training- This type of training is designed to develop a particular, marketable skill (*i.e.*, mechanics, sewing);
- c. Formal education - This is defined as the formal school system within the target country; or
- d. Mainstreaming - This type of educational activity involves transitioning children from non-formal education into the formal education system. Generally, mainstreaming involves the provision of goods and/or services that may assist in placement testing and enable a child to attend and stay in school.

OR

2. The direct provision of at least one of the following two educational activities by the project to its direct beneficiaries:
 - a. Non-formal or basic literacy education; or
 - b. Vocational, pre-vocational, or skills training.

Grantees should be able to match a particular service or educational or training opportunity to an individual child. Therefore, project interventions such as school structural improvements, teacher training, construction of latrines, inclusion of child labor modules in teacher curriculum, or the provision of classroom chalkboards are not considered “direct educational services” as defined above (*see* definition of “other project interventions”).

“Direct services” is a general category of interventions that includes “direct educational services” and “other direct services” provided by the project.

“Exploitive child labor” (*see* section I.A.1); sometimes abbreviated as **“exploitive labor.”**

“Hazardous work” (*see* section I.A.1)

“Indirect beneficiaries” are individuals who may benefit from “other direct services” and/or “other project interventions” provided by the project but who do not receive a “direct educational service.” Such individuals would not qualify as direct beneficiaries.

“Other direct services” are services, other than “direct educational services,” that are 1) considered essential for ensuring children’s long-term withdrawal and prevention from exploitive child labor and 2) provided directly to the project’s direct beneficiaries. Some examples of “other direct services” would include extracurricular activities during school breaks; and psychosocial counseling or medical care (*e.g.*, for children

withdrawn from commercial sexual exploitation, child soldiering). Another example would be providing direct beneficiaries who meet minimum age requirements for employment (particularly children 15-17 years) with occupational safety and/or health interventions that promote safe, acceptable work (e.g., protective masks, goggles, gloves) or job placement services to facilitate children's transition from a vocational or skills training program into acceptable work. If the project provides children with one or more "other direct services" but does not provide them with a "direct educational service," then the project cannot count these children as "direct beneficiaries." However, such children may be considered "indirect beneficiaries."

"Other project interventions" are services that benefit children and their families, but do not qualify as either "direct educational services" or "other direct services." Examples of "other project interventions" include such activities as awareness raising and social mobilization campaigns to combat exploitive child labor and promote education; alternative income-generating activities and business/skills training for parents; teacher training; inclusion of child labor modules into teacher curriculum or other curricula improvements; and/or improvements to school infrastructure (including the construction of latrines and digging of wells), which are seen as necessary for ensuring the long-term withdrawal and prevention of children from exploitive labor because they increase access to basic education and/or improve its quality. Individuals who do not receive a "direct educational service," but benefit from one or more "other project interventions," cannot be considered "direct beneficiaries" of the project. Such individuals may, however, be considered "indirect beneficiaries" of the project.

"Worst forms of child labor" (*see* section I.A.1)

"Unconditional worst forms of child labor" (*see* section I.A.1)

b. Strengthening Country Capacity to Combat Exploitive Child Labor and Promote Education

The second goal that projects to be funded under this solicitation must achieve is strengthening the capacity of national institutions to combat child labor (*see* paragraph on "country capacity" directly below) and strengthening government capacity to promote access to, and quality of, basic education, and ensure that the national education system is responsive to the needs of children formerly engaged in exploitive child labor and actively supports their school entry/return to, and regular attendance at, school. USDOL considers the strengthening of country capacity to combat exploitive child labor and promote education to be critical for achieving long-term impact in combating exploitive child labor in the target countries identified in this solicitation. Applicants are also encouraged to strengthen the efforts of national and/or local law enforcement to enforce the country's child labor and education laws and to propose creative ideas that address the nexus between better law enforcement and the reduction of exploitive child labor and improvement of educational opportunities for children.

Projects to be funded under this solicitation are required to contribute to improvements in "country capacity" to address child labor, which is one of USDOL-OCFT's GPRA Indicators [*see* section I.B.2.b.(2)]. Improved country capacity can be demonstrated if one or more bulleted actions listed below took place in the target country in one of the following four areas:

1. The adaptation of the legal framework to international standards.
 - List of hazardous work activities for children approved or revised after tripartite consultation (among government, employer, and employee representatives) and officially adopted (e.g. through law, presidential decree, etc.);
 - Adaptation of labor code or education laws to include or modify child labor-related issues;
 - Adaptation of criminal code to include or modify child labor-related issues;

- Adaptation of existing legislation concerning child labor or education to conform with ILO Conventions 138 or 182; or
 - Approval of new legislation concerning specific forms of child labor.
2. The formulation of specific policies and programs at the national, regional, or sectoral level within a target country dealing with exploitive child labor. Progress in this field can be demonstrated by the development of a policy, plan or program document on the worst forms of child labor, a specific worst form of child labor, or basic education reforms that address the worst forms of child labor by one or more of the following entities:
- The Government (at any level);
 - The National Steering Committee; or
 - Social Partners.
3. The inclusion of child labor concerns in relevant development, social and anti-poverty policies and programs.
- The elimination of child labor, including through basic education reform that benefits child labor elimination, has been included as an explicit objective in poverty reduction, development, educational, or other social programs;
 - Child labor was included as an indicator in poverty reduction, development or educational strategies, etc. (*e.g.*, UN Development Assistance Framework, Poverty Reduction Strategy Paper, Education for All, Millennium Development Goals);
 - Child laborers have been considered as a priority target group in the poverty reduction, development or educational strategies, etc.; or
 - Ensuring that children go to school and do not work has been set as a condition for families that wish to benefit from social and stipends programs.
4. The establishment of a child labor monitoring system (CLMS). A CLMS involves the identification, referral, protection, and prevention of exploitive child labor through the development of a coordinated multi-sector monitoring and referral process that aims to cover all children living in a given geographical area, not just those who are direct beneficiaries of a USDOL-funded project. Progress in this field can be demonstrated if one or several of the following systems has been established and is in operation:
- A CLMS covering various forms of child labor at the national level;
 - A CLMS covering various forms of child labor at the local level;
 - A CLMS in any formal or informal sector, urban or rural; or
 - A comprehensive plan and/or pilot program to develop and establish national, local or sector specific CLMS.

The characteristics of a comprehensive and credible CLMS can include the following:

- The system is focused on the child at work and/or in school;
- It involves all relevant partners in the field, including labor inspectors if appropriate;
- It uses regular, repeated observations to identify children in the workplace and determine risks to which they are exposed;

- It refers identified children to the most appropriate alternative to ensure that they are withdrawn from hazardous work;
- It verifies whether the children have actually been removed and/or shifted from hazardous work to an appropriate situation (school or other);
- It tracks these children after their removal, to ensure that they have satisfactory alternatives; and
- It keeps records on the extent and nature of child labor and the schooling of identified child workers.

c. Raising Awareness on Exploitive Child Labor and the Importance of Education

The third goal that projects to be funded under this solicitation must achieve is raising public awareness of exploitive child labor and the importance of education. As part of their overall strategy to combat exploitive child labor and promote education in the target country, Applicants should propose awareness raising activities and social mobilization campaigns that build upon previous efforts to promote understanding of child labor and will promote sustained impact on key stakeholders' knowledge, attitudes, and practices on these issues. Key stakeholders can include, but are not limited to: parents, educators, community leaders, national policy makers, and key opinion leaders. To promote sustained impact, the awareness raising strategy should encourage the permanent withdrawal of children from the worst forms of child labor. It should also foster the improvement and expansion of educational facilities and the improvement of the quality of education so that children remain in school rather than drop out to work.

d. Supporting Research and Data Collection on Exploitive Child Labor

The fourth goal that projects to be funded under this solicitation must achieve is engaging in research and data collection on exploitive child labor. Applicants must conduct a needs assessment in preparing their application. The needs assessment should include a thorough review of available literature on child labor and education issues in the target country and should identify the factors contributing to children's involvement in exploitive child labor; barriers to education; gaps in current service provision; unmet needs; and opportunities that could be addressed through a USDOL-funded project. The needs assessment must also include information on the incidence and nature of exploitive child labor, particularly the worst forms of child labor, occurring in the target geographic area(s) among proposed direct beneficiaries; sector(s) of work, including industries and occupations; hours and conditions of work; age and sex distribution of the proposed direct beneficiaries; educational performance relative to other children, if available; and any research or other data that might indicate correlations between child labor and educational performance. The needs assessment should be used to make a preliminary identification of the children that the Applicant proposes to target as direct beneficiaries of the project; inform the Applicant's proposed selection criteria for direct beneficiaries [*see* section I.B.1.a.(2)]; and form the basis of the Applicant's Project Design Narrative (*see* section IV.C..2.c.). Applicants are also encouraged to propose strategies and methodologies for collecting further data on exploitive child labor and children's participation in schooling in the early stages of the project's baseline data collection.

To increase the knowledge base on child labor, Applicants are encouraged to conduct small-scale research studies in support of the project's overall objectives. If in keeping with the project's overall objectives, Applicants are especially encouraged to undertake research studies on the unconditional worst forms of child labor, considering the dearth of systematic and reliable data available on these forms. Applicants are encouraged to disseminate findings from such research and to use this information to raise awareness, enhance the quality of services provided to direct beneficiaries, and formulate more targeted and coordinated responses to exploitive child labor, including the unconditional worst forms.

e. Promoting Long-Term Sustainability of Efforts to Combat Exploitive Child Labor

The fifth goal that projects to be funded under this solicitation must achieve –the long-term sustainability of efforts to combat exploitive child labor and promote education in the target countries– is deemed to be of critical importance by USDOL, particularly given the limited resources and timeframes of USDOL-funded projects. To USDOL, sustainability is linked to project impact and the ability of individuals, communities,

organizations, and nations to ensure that certain activities or changes implemented by a USDOL-funded project endure.

A project's impact is manifested at the level of individuals, organizations, and systems. For individual children and their families, this would mean a positive and enduring change in their life conditions as a result of project interventions. For children removed by the project from exploitive child labor, including the worst forms, this positive and enduring change in life conditions would include their long-term withdrawal from such labor after the project ends. At the level of organizations and systems, sustained impact would involve continued commitment and ability (including financial commitment and policy change) by project partners to continue the actions generated by the project, including enforcement of existing laws and policies that target child labor and school attendance.

Applicants must develop strategies and activities to promote the long-term sustainability of efforts to combat exploitive child labor and promote education in the target country. Applicants should incorporate issues of sustainability at all stages of the project, including design, staffing, implementation, and evaluation. From their inception, project strategies should foster sustainability. Applicants should explain how sustainability will be achieved, according to the specific objectives to be attained by the end of the project [*see* section IV.C.2.c.(4) and IV.C.2.e.(3)].

To promote sustainability, Applicants are encouraged to identify key individuals and/or organization(s) (*i.e.*, national and/or local government ministries; nongovernmental organizations (NGOs); community-based, faith-based, rural, and/or indigenous organizations) in the target country that could potentially contribute to long-term efforts to combat exploitive child labor and work to build their capacity over the course of the project. When developing strategies to promote sustainability, Applicants are encouraged to involve all of the key stakeholders deemed critical to the project's sustainability strategy and thought to be instrumental in continuing key activities after the project ends. Since USDOL-funded projects tend to be implemented in resource-poor environments where government education and labor inspection systems may be limited, Applicants are encouraged to, where feasible and appropriate, work with local stakeholders to develop sustainable CLMS, including community-based systems, which could facilitate government efforts to monitor children's work and educational status after the project ends, and enforce the country's child labor and education laws (*see* section I.B.1.b).

2. Other General Requirements

a. Collaboration and Leveraging Resources

Due to the limited resources available under this solicitation, and in order to enhance sustainability, Applicants are expected to design projects that will complement existing efforts to combat exploitive child labor and promote education in the target country, collaborate with stakeholders currently engaged in these efforts, and leverage resources in support of these purposes.

Where appropriate, Applicants are encouraged to replicate or enhance successful models to serve a greater number of children and communities. In order to avoid duplication, enhance collaboration, expand impact, and develop synergies, Applicants must work cooperatively with government stakeholders at the national and/or local level, including the Ministries of Labor, Education, and other relevant ministries or government bodies (including those specifically mentioned in section I.B.3. for the target country) in developing project interventions. USDOL has informed host government ministry officials of the proposed award and encourages Applicants to discuss proposed interventions, strategies, and activities with host government officials (and other key stakeholders noted below) during the preparation of their applications.

As noted in section I.B.1.e., Applicants are also expected to work with other key stakeholders, including those specifically mentioned in section I.B.3. Country-Specific Requirements for the target country, as well as other organizations working to address issues of child labor and education in the target country, including (as applicable): international organizations; NGOs; national steering/advisory committees on child labor and education; faith and community-based organizations (CBOs); trade unions, employers' and teachers' organizations; and children engaged in exploitive child labor and their families. Applicants are strongly encouraged to coordinate with existing projects in the target country, particularly those funded by USDOL, including other Child Labor Education Initiative projects and projects implemented by ILO-IPEC. Applicants are also encouraged, when applicable, to coordinate with projects funded by other U.S. Government agencies, such the U.S. Agency for International Development (USAID) and the U.S. Department of State's Global Trafficking in Persons (GTIP) Office.

Applicants are encouraged to leverage the resources being requested under this solicitation in order to encourage non-Federal third parties to perform work or provide assistance that supports the grant or its goals. One example of leveraging resources is securing concrete commitments from business entities and individual business leaders to engage in partnerships to reduce child labor and increase educational opportunities for direct beneficiaries. Ideas for business involvement could include, but are not limited to, the following: the provision of scholarships, donations of goods, mentoring and volunteering by employees, assistance in awareness raising, and the provision of internships for children/youth and/or teachers during vacation periods that would help them improve leadership and other skills for implementing programs to address exploitive child labor.

b. Clear and Specific Outcomes, the Government Performance and Results Act (GPRA), USDOL-OCFT Common Indicators, and Project Monitoring

(1) Clear and Specific Outcomes

Projects to be funded under this solicitation are required to achieve the following outcomes/results to show that they have met the five goals of USDOL-funded projects (outlined in section I.A.3.): 1) reducing the number of children engaged in, or at-risk of entering, exploitive child labor; 2) improving laws, policies, and/or programs on education and child labor; 3) enhancing awareness and building alliances; 4) increasing the knowledge base on child labor through data collection and research; and 5) developing sustainable systems to support these efforts.

(2) The Government Performance and Results Act and USDOL-OCFT Common Indicators

Projects funded by USDOL-OCFT are subject to the provisions of the GPRA, which was passed by Congress in 1993 to establish strategic planning and performance measurement in the Federal government to ensure that taxpayers' dollars were being used efficiently and effectively for the public good. GPRA requires Federal agencies to develop and submit strategic and annual performance plans that include performance goals and indicators. Each year Federal government agencies receiving appropriated funds are required to submit to Congress a performance and accountability report. Congress uses these reports to make informed assessments of program effectiveness for future funding decisions.

For GPRA purposes, ILAB falls under USDOL's Strategic Goal 2: A Competitive Workforce: Meet the competitive labor demands of the worldwide economy by enhancing the effectiveness and efficiency of the workforce development and regulatory systems that assist workers and employers in meeting the challenges of global competition. Specifically, OCFT is required to measure Indicator 21: Contribute to the elimination of the worst forms of child labor internationally. The specific GPRA indicators that OCFT measures for all of its child labor projects are: 1) Number of children withdrawn or prevented from exploitive child labor and provided education and/or training opportunities as a result of USDOL-funded projects; and 2) Number of countries with

improved capacity to address child labor as a result of USDOL-funded projects. (Means to satisfy these indicators are elaborated upon in sections I.B.1.a. and I.B.1.b., respectively.)

In addition to the GPRA Indicators, USDOL-OCFT also measures two non-GPRA indicators across all USDOL-funded projects: 1) Number of children who have been retained in a USDOL-supported education and/or training program (or “retention”); and 2) Number of children who have completed a USDOL-supported education and/or training program (or “completion”). The “retention” indicator is measured as the percentage of children who have been withdrawn or prevented from exploitive child labor through a USDOL-supported educational program(s) who continue in the program (*i.e.*, to subsequent years, periods, and/or levels of the program or who stay in the program even if they are not promoted) and who continue to be withdrawn or prevented from exploitive child labor. The “completion” indicator is defined and measured as the percentage of children withdrawn or prevented from exploitive child labor through a USDOL-supported educational or training program that complete the program(s).

Taken together, the two GPRA and two non-GPRA Indicators mentioned above comprise USDOL-OCFT’s four “common indicators,” which USDOL requires Grantees to report on semi-annually.

(3) Project Monitoring

Applicants must propose internal project monitoring strategies for measuring their performance in meeting the five goals of USDOL-funded projects and assessing the impact of proposed direct educational services (and any other direct services to be provided) on direct beneficiaries. Applicants must also describe how management will ensure that: 1) all goals, objectives, and deliverables of the project will be met; 2) information and data will be collected and used to demonstrate the impacts of the project; and 3) self-assessment, evaluation, and continuous improvement will occur (including any systems that will be put in place to support this objective).

3. Country-Specific Requirements

Applicants are expected to tailor their project design and strategies for carrying out the Scope of Work to the cultural, economic, social, and legal contexts of the target country—recognizing that approaches applicable in one country may not be relevant to others. Applicants’ strategies should address the specific and contextual factors that contribute to children’s involvement in exploitive child labor and the barriers to education that child laborers face in the target country. Applicants must take into account country-specific issues that could affect project results, including those outlined below for each target country, and meaningfully incorporate them into the proposed strategy, either to increase opportunities for, or reduce obstacles to, successful implementation. When applicable, Applicants should demonstrate a thorough knowledge of previously piloted interventions and good practices to eliminate exploitive child labor in the target county and seek to build upon progress achieved by such past projects. Subject to the country-specific scope of work (outlined in part 3.of each country section), Applicants must identify the geographic area(s) and/or sector(s) to be targeted within the country and provide a rationale for why those area(s) and/or sector(s) will be specifically targeted.

a. Guinea

(1) Background

Guinea has a population of 9.9 million, of which 44 percent are under the age of 14. While Guinea possesses over 25 percent of the world’s bauxite reserves and has known reserves of diamonds, gold, and iron ore, as well as abundant agricultural resources, it remains an underdeveloped nation. The country ranks 103rd out of 108 countries on the UN Development Programmes’s (UNDP) Human Poverty Index for developing countries. Guinea lacks electricity and other infrastructure, with 50 percent of Guineans not having access to an improved

water source. The country also lacks skilled workers, as 70.5 percent of Guineans age 15 and older are illiterate.

Guinea is bordered by six countries, of which Cote d'Ivoire, Sierra Leone, Liberia, and Guinea-Bissau have experienced conflict or instability during the past decade. During this period, Guinea maintained relative stability and continues to host a significant refugee population. Declining economic conditions, however, prompted general strikes in 2006. In early 2007, popular dissatisfaction with corruption and a lack of separation of powers led to a general strike that resulted in violent protests. In response, President Conté declared two weeks of martial law in February, which ended after the National Assembly refused to extend the martial law declaration. To end the unrest, in February 2007, President Conté named a new "consensus" Prime Minister, who holds the title of Head of Government.

In 2001, the ILO estimated that 30.5 percent of children ages 10 to 14 years in Guinea were working. In 1997, the Ministry of Planning estimated that children under 15 accounted for nearly 20 percent of the total working population and 26 percent of all agricultural workers.

Child labor is prevalent in both rural and urban areas. According to a 2006 study conducted by Stat-Plus and the ILO, over 60 percent of children work as domestic laborers, and another 20 percent are engaged in agriculture, followed by commerce, mines and quarrying, herding, transportation, and fishing. War-affected refugees from nearby countries make up a portion of children working in Guinea.

In Upper and Lower Guinea, some children work in gold and diamond mines and quarries breaking granite, extracting gravel, transporting material, and selling water and pharmaceutical products. Mostly boys under the age of 16 work at the mines, though girls also push water through the sieves. Many of the children work between 12 to 18 hours per day and do not wear protective gear. Children working in mines suffer accidents and illness, including respiratory and dermatological conditions from the work they perform.

Throughout the country, many children report carrying heavy loads and not being paid for the work they perform. Children also report beatings and sexual exploitation.

Guinea is a source, transit, and destination country for trafficking in persons. The majority of children are trafficked internally, largely from Upper and Middle Guinea to Conakry. Girls are trafficked for domestic work and sexual exploitation; boys are trafficked for forced labor as street vendors, beggars, shoe shiners, and in mining and agricultural work. Children are trafficked through extended family members and third parties, often under false pretenses of apprenticeship or profit. The majority of girls trafficked to Guinea are from Nigeria, Ghana, Mali, and Burkina Faso. Other source countries for trafficked girls include Guinea-Bissau, Liberia, and Senegal. Many children employed as domestic servants in Conakry are from southern Mali. Girls from China are also trafficked to Guinea for sexual exploitation.

Education is free and compulsory by law for children ages 7 to 14. However, school fees and the cost of school supplies pose a barrier preventing many parents from sending their children to school. Other barriers to education include a lack of infrastructure and resources resulting in an insufficient number of schools, lack of transportation to and from school, an inadequate number of teachers, and a lack of supplies and equipment. According to UNESCO, in 2005, the gross primary enrollment rate was 86 percent, and the net primary enrollment rate was 69 percent. As of 2004, 76 percent of primary school entrants were likely to reach Grade 5.

(2) Relevant Laws, Policies, Programs, and Projects

The Government of Guinea ratified ILO Convention No. 138 on the Minimum Age for Admission to Employment and ILO Convention No. 182 on the Worst Forms of Child Labor in June 2003. The Government also acceded to the UN Convention on the Rights of the Child in July 1990 and the Protocol to Prevent,

Suppress and Punish Trafficking in Persons, Especially Women and Children in November 2004. Guinea is an associated member of ILO-IPEC.

Guinean law sets the minimum age for employment at 16 years old, except with the consent of authorities. The age for apprenticeship is 14 years, though it may be lowered to 12 years of age for certain activities with approval by a labor inspector. The law prohibits children under the age of 18 from performing work at night or more than 10 consecutive hours per day; it also prohibits forced or bonded labor and hazardous work by children. Hazardous work is defined as any work likely to endanger the health, safety, or morals of children, and the Ministry of Labor determines which jobs are considered hazardous. Trafficking in persons is prohibited by law, as is procurement or solicitation for the purposes of prostitution.

The National Committee to Combat Trafficking in Persons, formally established in 2006, coordinates child anti-trafficking activities, amongst sixteen ministries who participate in the fight against trafficking, and the Committee works closely with international NGOs. The Ministry of Social Affairs and the Promotion of Women and Children heads this Committee. In 2007, the Government launched a nationwide network to combat child labor, entitled the Constitutive Assembly of the NGO Coalition to Combat Trafficking in Persons.

The Ministry of National Defense, through its Directorate of Operations and Instruction and Office for Protection of Children's Rights has designated specific officers who work on and monitor the issue of trafficking. A newly created police squad charged with investigating child protection, child trafficking, and other crimes has been able to bring a number of cases to court. In 2007, the Government began reporting prosecution of cases related to child trafficking and arresting individuals suspected of trafficking.

In 2005, Mali and Guinea signed a bilateral accord against child trafficking, with similar objectives to the Multilateral Cooperation Agreement, including prosecution and punishment of traffickers, making funds available to combat trafficking, harmonizing legislation, exchanging information between countries, and the reinsertion/rehabilitation of victims of trafficking.

In 2006, Guinea created the National Action Plan to Combat Trafficking in Persons, which outlines activities in prevention, repatriation, reinsertion, protection, and coordination. In July 2006, Guinea was 1 of 24 countries that adopted the Multilateral Cooperation Agreement to Combat Trafficking in Persons, especially Women and Children, in West and Central Africa and the 2006-2008 Joint Plan of Action against Trafficking in Persons, especially Women and Children, in the West and Central African Regions. A Permanent Monitoring Commission was created by the Multilateral Cooperation Agreement to follow up on and evaluate member country activities within the framework of the Multilateral Cooperation Agreement, and Guinea participated in subsequent meetings held by the Commission.

Under the Multilateral Cooperation Agreement, the individual Governments agreed to arrest and prosecute trafficking offenders; protect, rehabilitate, repatriate, and reintegrate trafficking victims; provide trafficking victims with social welfare and legal services; improve educational systems, including vocational training and apprenticeships; and harmonize country legislation against trafficking, including specific laws for the protection of child victims of trafficking. The Governments also committed themselves to put into place the child trafficking monitoring system developed by the USDOL-funded LUTRENA project, implemented by ILO-IPEC; ensure that travel identity documents cannot easily be falsified or altered; provide assistance to each other in the investigation of trafficking cases and extradition of traffickers; and share trafficking information.

In 2007, the Guinean armed forces developed and started implementing their action plan to combat trafficking, which included training officers and soldiers on issues related to trafficking. The Government also launched a national information campaign on child trafficking as part of its National Action Plan to Combat Trafficking in Persons; activities focused on the supply of children and included a media campaign and film production. The

Government continues to support a 24-hour victim's hotline and to work with NGOs to place trafficked children in foster homes. The Government has initiated an in-depth study on child trafficking, with support from ILO-IPEC, which should be completed in 2008.

The Government participates in an International Organization for Migration (IOM) program for the return and reintegration of children being trafficked into and out of Guinea, and the Ministry of Justice is partnering with IOM to develop a more reliable system for statistics regarding trafficking. The Government conducts awareness-raising activities with UNICEF, including a national media campaign to combat trafficking, and, in 2007, the Ministry of Security with support from UNICEF started mixed (civilian and security-forced) border patrols. The Government also worked with Plan Guinea International regarding a pilot birth registration program in the Forest Region. The International Committee of the Red Cross continues to provide training to Guinean armed forces related to human rights.

The Government of Guinea currently supports a 4-year, USDOL-funded project to combat exploitive child labor through the provision of education, implemented by Save the Children U.S. This USD 4 million project titled "Combating Child Labor and Exploitation Through Education in Guinea" was launched in 2004, and the main objectives include raising awareness of communities, religious leaders, civil society organizations, and local government about the positive effects of education and the negative effects of exploitive child labor; enrolling children, especially girls, who are engaged in, or at risk of entering, exploitive child labor in formal primary, junior secondary school, or non-formal schools and life-skills training; and strengthening the capacity of the Ministry of Education and Ministry of Social Affairs to combat child labor. The project targets 1,200 children for withdrawal and 3,600 children for prevention from exploitive labor in agriculture, domestic service, small-scale mining, and commerce. The project also seeks to strengthen the institutional and technical capacities of five local NGOs, which in turn are providing training and support to parent teacher associations and to community educational center management committees. Specific interventions include providing school kits, paying for school fees, radio sessions, training events, and workshops.

Between 2002 and 2006, Guinea participated in a USDOL-funded, ILO-IPEC regional project to combat hazardous and exploitive child labor in the cocoa sector (WACAP), in which 799 children in Guinea were withdrawn and prevented from exploitive labor through the provision of education or training opportunities. In 2007, the Ministry of Labor and ILO-IPEC created a child labor inspection circular to provide personnel with instruction on how to monitor child labor activities on plantations.

The Government of Guinea also works in partnership with the U.S. Agency for International Development (USAID) on a number of initiatives. The USAID Education Program in Guinea aims to provide basic quality education for primary school-aged children, providing radio instruction and learning materials to students and teachers. Through the Africa Education Initiative, USAID has distributed over 500,000 textbooks and 20,000 accompanying teachers guides, and USAID's national in-service teacher training program provides training for teachers in Grades 1-6. In addition, USAID manages a food security program that promotes sustainable agriculture. The Government also participates in a U.S. Department of State-funded project that sensitizes families about child traffickers in 15 villages.

(3) Scope of Work

(a) Specific Target Groups, Sectors, and/or Geographic Focus

In support of the 2006 Multilateral Cooperation Agreement to Combat Trafficking in Persons, especially Women and Children, in West and Central Africa, the project must withdraw children from trafficking and prevent children at risk of being trafficked in at least two sectors. Examples of potential child anti-trafficking sectors include domestic labor; CSEC; agriculture; mining and quarry work; informal work; and fishing. Applicants may identify other sectors where children are trafficked, or at risk of, being trafficked but should

present compelling reasons for the choice of sectors. Applicants must target at least 2 of the 8 regions of Guinea and should justify the reasons for choosing the specific regions.

(b) Collaboration with Specific Programs and/or Links to Specific National Policies

Applicants must demonstrate their capacity to effectively partner with the Government and civil society to build on and contribute to current momentum to reduce child trafficking in Guinea. Applicants must support the Government of Guinea's anti-child trafficking efforts as part of its National Action Plan to Combat Trafficking in Persons, the Multilateral Cooperation Agreement, and the Guinea and Mali Bilateral Agreement.

At a minimum, collaborations must take place with the Ministry of Social Affairs and the Promotion of Women and Children, the Ministry of Labor and Administrative Reform, the Ministry of Education and Scientific Research, the Ministry of Justice, and the National Committee to Combat Trafficking in Persons. Other relevant ministries include the Ministry of Security and the Ministry of National Defense. The project must also support the work begun under the USDOL-funded projects implemented by ILO-IPEC and Save the Children and should collaborate and coordinate with USAID, ILO, UNICEF, IOM, and other active groups. The project is encouraged to work collaboratively with local and regional institutions that are engaged in anti-child trafficking activities.

(c) Implementing Environment/Cross-Cutting Themes

USDOL seeks to fund a sustainable project that provides for the educational needs of children in Guinea who are at risk of, or victims of, trafficking. Applicants must address the theme of child trafficking in the context of Guinea being a source, destination and transit country. Applicants should not only demonstrate their capacity to work in environments with limited infrastructure (such as schools, child rehabilitation centers, and prisons) but also propose creative strategies to overcome these potential barriers to project implementation. The proposal should consider the results of the Government's in-depth study on child trafficking if it becomes available prior to the closing date of this solicitation.

(d) Project-Specific Strategies

Applicants should demonstrate an understanding of the sensitivities involved in targeting child trafficking victims and propose strategies for addressing the particular needs of this population. If Applicants propose targeting children who are war-affected or displaced, strategies should be proposed to meet their specific needs. Applicants must also demonstrate knowledge of the cultural environment and address how they will work within the cultural context of Guinea to effect positive change.

Applicants must develop a strategy to complement and enhance the Government of Guinea's efforts to implement the Multilateral Cooperation Agreement, especially with respect to building local capacity to rehabilitate, repatriate, and reintegrate child trafficking victims and provide them with educational, social welfare and legal services; put into place the child trafficking monitoring system; provide training to police and border patrols; harmonize country legislation against trafficking; and share trafficking information among the signatory countries.

b. Jordan

(1) Background

Jordan continues to face a variety of challenges as it seeks to improve educational quality and access, provide economic opportunities for its citizen and refugee populations, and incorporate its large youth population into educational systems and the job market.

In Jordan, the majority of working children are found in urban areas. According to a study by the Ministry of Labor (MOL) published in 2002, children work in automobile repair, carpentry, sales, blacksmithing, tailoring, construction, and food services. The study noted that children's work is most common in the governorates of Amman, Zarqa, Balqa, and Irbid. Children also work in the informal sector in domestic service, and in small family businesses. Some working children are victims of physical, verbal, and sexual abuse in the workplace and are exposed to hazardous chemicals and dangerous working conditions. Child work is most visible among boys; however, girls also assist in family enterprises and with domestic tasks. The ILO currently provides support for a large-scale child labor survey in Jordan. When completed, the survey report will provide accurate data on children's economic activity in Jordan.

Many children work on the street in urban areas, as vendors or service providers. Child begging, sometimes organized, directed, and forced by adults, is common in urban areas. Because of deteriorating economic conditions and an influx of refugees from Iraq, the number of working street children and child beggars is reported to be greater now than it was 10 years ago. In rural areas, children are found working in agriculture.

Child labor is often associated with poverty. Poverty in Jordan has declined in recent years from 21.3 percent in 1997 to 14 percent in 2006. The decline is due in part to the Government's efforts to improve living standards. Despite recent improvements, prices of consumer goods, notably gasoline, increased substantially in 2008 and reduced the purchasing power of ordinary Jordanians. Forty-two percent of Jordan's population is below the age of 15, and 31 percent is between the ages of 15 and 29. This large proportion of young people puts a marked strain on the labor market. Official unemployment was 14.8 percent in 2005, although the true unemployment rate may be much higher. Vocational training opportunities are available to some young Jordanians; however, vocational training subjects are not always well-matched to market needs, and high unemployment in the youth market persists. Female participation in the labor market is low (16 percent) but growing.

Jordan was the primary destination country for Palestinian refugees in 1948 and 1967. In 2004, the United Nations Relief and Works Agency for Palestinian Refugees in the Near East registered 281,211 Palestinians living in camps in Jordan and 1,758,274 living outside of camps. Living conditions, employment, health, and education standards among Palestinians, especially those living in camps, fall below those of non-Palestinians. Due to poverty and poor living conditions, Palestinian children are especially vulnerable to child labor. Major Palestinian refugee camps in Jordan include Baqa'a, Amman New Camp, Marka, Jabal el-Hussein, Irbid, Husn, Zarqa, Souf, Jerash, and Talbieh. Most Palestinian refugees in Jordan have full Jordanian citizenship, including the right to vote, attend school, access social services, work for the government, and obtain passports. Approximately 120,000 refugees originally from the Gaza Strip are only eligible for temporary passports and do not have the right to vote or to work in the public sector.

Approximately 500,000 Iraqi refugees reside in Jordan. This estimate includes a large proportion of school-aged children. Because of the burden placed on Jordanian social services by the large numbers of Iraqis, the Kingdom began reducing the numbers of new refugees permitted to enter the country starting in 2007. The vast majority of Iraqi refugees do not have access to residency cards required for formal sector employment, and thus poverty has increased as personal savings are depleted. Large numbers of Iraqi children are required to work to supplement family incomes and few are enrolled in school.

In Jordan, education is compulsory from ages 6 to 16; however, mechanisms to enforce enrollment and attendance laws do not exist. The overall school attendance rate, 91 percent for primary education and 80 percent for secondary, is relatively high for the region, and Jordan has reached near gender parity in school enrollment. Nevertheless, enrollment and participation among vulnerable communities; including refugee groups, falls below national averages. Children drop out of formal school because of poor academic performance, limited perceived relevance, pervasive abuse and violence by their peers, and pressures from their

families to supplement the family income. Children who leave and remain outside of the formal education system for more than three years are not permitted to reenroll.

Between 1999 and 2007, the Kingdom of Jordan denied Iraqi children admittance to public schools unless they were legal residents of Jordan or recognized by the UN High Commissioner for Refugees (UNHCR) as refugees. As a result, many were forced to drop out of the education system. For the 2007-2008 school year, the Government reversed its position and permitted enrollment of Iraqi children in Jordanian public schools. Although enrollment was expected to reach approximately 75,000, only 15,000 to 25,000 entered the system. Poverty and barriers to school enrollment, such as a reluctance of Iraqis to register for official government services; social stigmas attached to refugee children in schools; and a lack of reintegration and catch-up educational support, continue to prevent thousands of Iraqi children from re-enrolling in school.

(2) Relevant Laws, Policies, Programs, and Projects

The Government of Jordan has ratified ILO Convention 138 on the Minimum Age for Employment and ILO Convention 182 on the Worst Forms of Child Labor. There are a number of current efforts by the Government of Jordan, international organizations, and NGOs to address exploitive child labor and the underlying causes of poverty in Jordan.

Jordanian law sets the minimum working age at 16 years, except for apprentices who can be employed younger, and for hazardous jobs at which the minimum age is 18 years. Children under 18 years cannot perform work with mechanically operated equipment; with oil and gas machines; requiring scuba diving equipment; in construction in which the worker is exposed to noise, vibration, high air pressure, radiation, or dust; underground; and in offices, hotels, restaurants, or nightclubs. Provisions of the labor law do not extend to the informal sector. Jordanian law specifically prohibits trafficking in children. It is illegal to induce a female under the age of 20 to engage in prostitution or to entice any child under 15 to commit sodomy.

The Child Labor Unit (CLU) of the MOL is primarily responsible for monitoring child labor, collecting and analyzing data, and reviewing and ensuring the enforcement of existing legislation. According to the National Council for Family Affairs (NCFA) and the ILO Committee of Experts, current labor inspection mechanisms are inadequate in terms of their frequency, scope, outreach, and quality of reporting. Most working children are employed in establishments with five workers or less, which are outside the jurisdiction of the labor inspectorate. Additionally, children who are self employed, employed by family members, or work for no wages, fall outside the scope of the labor code. Labor inspectors often prefer to address child labor violations through informal mechanisms. These mechanisms can include recommendations for adult family members to join job training programs, referrals to the National Aid Fund, and offers of counseling services for the family. The Ministry of Social Development (MOSD), together with the Public Security Directorate, regularly monitor urban areas for beggars and children working on the street. Street children are frequently apprehended and transferred to specialized juvenile centers.

The National Agenda for 2006-2015, which includes the elimination of the worst forms of child labor as a main goal, was approved in 2006. The Jordanian National Plan of Action (NPA) for Children 2004-2013 was launched by King Abdullah II and Queen Rania in October 2004. Among other goals, the NPA aims to eliminate the worst forms of child labor in Jordan by 2014 and to decrease the number of child laborers under 16 years of age. The NCFA, headed by Queen Rania, is the lead agency responsible for realizing the goals of the NPA. The MOL is working with the Higher Council for Children to implement the National Youth Strategy 2005-2009. The strategy combats exploitive child labor through an awareness raising campaign including talks and presentations, distribution of posters, and mass media broadcasts. In 2007, the public and private sectors launched a code of conduct to combat child labor. A draft National Policy and Program Framework for the Elimination of Child Labor is currently being disseminated to government and NGOs.

The Kingdom of Jordan, including the MOL, Ministry of Education (MOE), and MOSD, supported a USDOL-funded USD 1 million ILO-IPEC project to combat exploitive child labor in the urban services sector in Jordan, particularly in Amman, Irbid, and Zarqa, through the provision of educational services. Before ending on September 30, 2007, the project also built the capacity of education counselors, social workers, trade unionists, employers, and labor inspectors to identify and combat the worst forms of child labor.

The Kingdom of Jordan began the 5-year, USD 380 million Education Reform for the Knowledge Economy (ERfKE) initiative in July 2003. The goal is to implement a large-scale restructuring of the education system, curriculum, methods, policies, and infrastructure to prepare graduates to enter the workforce and contribute to Jordan becoming a regional hub for information and communication technology. The MOE is implementing a USD 120 million World Bank project in support of ERfKE. It aims to transform the education system at the early childhood, basic, and secondary levels to produce graduates with the skills necessary for the knowledge economy. USAID is supporting ERfKE by improving infrastructure and training professionals at early childhood education centers and improving curriculum, technology usage, and training in higher school grades. USAID has also provided USD 50 million for the Jordan School Construction and Rehabilitation Project (2006-2010) to build 28 new schools and renovate/extend an additional 100 public schools in Jordan. Other major donors supporting Jordan's education system include the Canadian International Development Agency (CIDA), the European Union (EU), and the Governments of Germany and Japan. The Kingdom of Jordan is currently preparing a second phase of the ERfKE initiative.

In September 2007, UNHCR, UNICEF, and the World Health Organization (WHO) issued a joint USD 84.8 million appeal for funds to meet the health needs of Iraqi refugees in Jordan, Syria, and Egypt. The U.S. Department of State is contributing USD 20 million to their efforts. Also in 2007, UNICEF and UNHCR issued a joint USD 129 million appeal for funds to improve school infrastructure and instruction in Jordan, Syria, and Lebanon to accommodate the enrollment of non-residents, primarily Iraqi, students.

As of February 2008, the U.S. Government had announced a total of approximately USD 197 million (in FY 2008 funds) in humanitarian assistance for displaced Iraqis in Iraq and neighboring countries, including Jordan, in FY 2008. In FY 2007, the U.S. Department of State provided support to several NGOs to assist displaced Iraqis in Jordan, including International Catholic Migration Commission (ICMC), Save the Children, International Relief and Development (IRD), International Medical Corps (IMC), Mercy Corps, Relief International, and American Near East Refugee Aid (ANERA). Other international organizations and domestic NGOs provide aid to vulnerable children in Jordan.

Jordan has been actively encouraging the development of public-private partnerships, including by participating in the Better Work program, a partnership between the ILO and the International Finance Corporation (IFC). Better Work supports business by improving compliance with core ILO labor standards, including child labor standards, and national labor law. The aim is to assist enterprises in competing in global markets where purchasers require their suppliers adhere to labor standards

(3) Scope of Work

(a) Specific Target Groups, Sectors and/or Geographic Focus

Where applicable, the Applicant should specify how direct services for children below the minimum age of employment (15 and under) and children of legal working age (16-17 years) differ. In particular, the application should identify and target the most vulnerable population groups and those at the highest risk of engaging in exploitive child labor, including children from poor or very large families, children of single parents, and/or children of Iraqi or Palestinian origin.

In urban areas, Applicants should assist children engaged in hazardous forms of work in the informal sector, including automobile repair, carpentry, blacksmithing, tailoring, construction, and food services. The project should target children working on the streets as vendors or service providers and children who are victims of forced begging or who are involved in illicit and/or illegal activities. The project should develop opportunities for formal sector employment for target direct beneficiaries over the legal working age of 16 years and support job creation efforts for Jordan's growing youth population.

If the Applicant chooses to target rural areas, the proposal should specifically focus on exploitive child labor in agriculture and other rural occupations where children's work prevents them from going to school and where they face hazards, including the carrying of heavy loads, and exposure to harmful chemicals, extreme temperatures, and dangerous tools and/or machinery.

Applicants are also encouraged to identify other areas/sectors for intervention, but must provide convincing reasons why the targeted sector merits funding.

(b) Collaboration with Specific Programs and/or Links to Specific National Policies

Applicants must demonstrate a thorough knowledge of previously piloted interventions and good practices to combat exploitive child labor in Jordan and the Middle East and North Africa (MENA) region. The application should identify ways in which the project will work collaboratively with institutions and organizations already engaged in child labor and education issues at the local, national, regional, and international levels. Project interventions and activities must support the Government of Jordan's National Agenda (2006-2018) and the National Plan of Action for Children (2004-2013). In the event of award, the Applicant should, as much as possible, coordinate with and support the National Policy and Program Framework for the Elimination of Child Labor. Applicants should demonstrate an understanding of, and seek to complement, ErfKE and other major educational development programs in Jordan.

At a minimum, Applicants must complement efforts being undertaken by ILO-IPEC, UNICEF, UNHCR, the Ministry of Labor, the Ministry of Education, the Ministry of Social Development, the Ministry of Planning and International Cooperation, the Ministry of Interior, the Ministry of Foreign Affairs, and the National Council for Family Affairs and seek to coordinate and collaborate as appropriate to maximize effectiveness. Where applicable, Applicants are also encouraged to collaborate with the UN Relief and Works Agency (UNRWA), the Ministry of Health, the Ministry of Municipal, Rural, and Environmental Affairs, the Ministry of Agriculture, the Ministry of Youth and Sports, and the Jordan River Foundation. The Applicant should also seek to encourage public/private partnerships in support of Jordan's Child Labor Code of Conduct, the ILO-IFC Better Work Program, and other efforts to eliminate the worst forms of child labor, as well as to promote youth employment for children age 16 years and older.

(c) Implementing Environment/Cross-Cutting Themes

Applicants must demonstrate an understanding of Jordan's major development challenges at the national and regional levels [see section I.B.3.b.(1)] and develop creative strategies to support national policy on child labor and basic education.

While poverty in Jordan has declined and economic opportunities are expected to grow, increasing prices of staple items have presented significant challenges for lower-income residents. The continuing instability in Iraq has prevented the return of hundreds of thousands of refugees, and strained families' resources. These pressures may simultaneously increase the supply and demand for low-cost exploitive child labor and present barriers to youths' entry into the formal sector labor market. Strategies to strengthen market-based vocational training structures may be proposed.

Applicants should also seek to build the capacity of Jordan's developing civil society organizations to address issues of child labor, education, and social welfare in the following areas: strengthen their abilities to manage project funds both financially and administratively; utilize best practices and lessons learned to assist them in improving their efforts to report on, monitor, and evaluate project implementation; and leverage resources from and create synergies with other projects and other organizations to enhance the sustainability of project impact.

(d) Project-Specific Strategies

Applicants may propose strategies to improve the capacity of the Jordanian Government to enforce existing labor laws. To address this issue, Applicants may propose activities to strengthen the MOL's CLU; to improve the capacity of Jordan's labor inspectorate to identify cases of exploitive child labor and enforce the labor code; and expand piloted systems to monitor and identify child laborers and link them with social protection services.

Applicants must address issues such as poor school attendance and limited perceived relevance of education, especially in urban areas among poor Jordanians and Palestinian and Iraqi refugee communities, in locations where the majority of working children are located and school attendance is the lowest. Applicants must demonstrate an understanding of the barriers to enrollment in educational programs for specific vulnerable population groups. Efforts must be made to improve access for children and improve educational quality to encourage enrollment, retention and completion of educational programs. For children of legal working age, non-formal education -- including skills and vocational training and legal apprenticeships -- should strengthen opportunities for gainful employment, encourage entrepreneurship, and provide them with opportunities to improve their own livelihoods and those of their families.

Projects may support teacher training and implement capacity building activities for government officials nationally and in targeted areas to ensure improved service delivery, increased budgetary commitments and management, and awareness of child labor and child trafficking issues. To increase the chances for retention in an education program, strategies may also include the direct provision of support costs to children, such as books and uniforms, in-school feeding programs, school supplies, and transportation assistance to remove educational barriers. Applicants are encouraged to develop creative solutions for education delivery, such as non-formal education and providing support to the home schooling system.

Applicants should exhibit an understanding of current efforts to promote youth employment in Jordan and design interventions to strengthen the education system and support public/private partnerships to promote job training programs and youth employment. Interventions should be closely coordinated with activities undertaken by the MOL, the Ministry of Education, other government agencies overseeing vocational and apprenticeship training programs, and relevant NGOs. Applicants are encouraged to propose interventions to increase vocational training opportunities for youth of legal working age and support alternative income-generating activities or skills training for parents to reduce their reliance on working children for family income and to encourage school enrollment. Strategies should support efforts to improve job skills and improve access to the labor market for young women, where appropriate.

Research activities should fill gaps in and complement ILO-IPEC's 2007 Worst Forms of Child Labor Rapid Assessment and upcoming child labor survey, measuring the economic activity of children in Jordan. If Applicants propose to target hazardous sectors as part of their project design, the Applicant is encouraged to undertake action research on improving the occupational safety and health situation and developing injury prevention strategies to promote safe work for children 16-17 years.

c. Madagascar

(1) Background

Madagascar, an island in the Indian Ocean, has a population of over 19 million, of which 44 percent are under the age of 14. Poverty reduction is the centerpiece of Madagascar's economic policy. The country ranks 75th out of 108 countries on the UNDP's Human Poverty Index for developing countries, with roughly 50 percent of the population not having access to an improved water source.

Agriculture, including fishing and forestry, accounts for more than one-fourth of GDP and employs 80 percent of the population. Malagasy farms produce coffee, vanilla, sugarcane, and cocoa for export, and Madagascar's mining industry exports chromite ore, graphite, and precious and semiprecious gemstones. In addition, small quantities of gold and salt are mined in the country. In recent years, the apparel export industry has increased significantly due to duty-free access to the United States, as Madagascar is eligible for trade benefits under the apparel provision of the African Growth and Opportunity Act (AGOA).

Peaceful elections occurred in Madagascar in 2006, followed by a national constitutional referendum in 2007 that redefined the geographic zones of Madagascar from a system of 6 provinces to one of 22 regions. This reform is part of a broad effort by the Government to decentralize programs and strengthen local government institutions, facilitating regional development across Madagascar.

An estimated 24.3 percent of children aged 6-14 years work in Madagascar, according to the Understanding Children's Work Project in 2001. Children work in both rural and urban areas, primarily in the informal sector. Children are engaged in agriculture, fishing, salt production, deep sea diving, cattle herding, mining, quarrying, and domestic service. Children also work in bars and restaurants; petty trading; welding and mechanical work; and transporting goods by rickshaw. Children are especially exposed to hazardous conditions in mines, quarries, on plantations, and from cattle herding where armed cattle theft poses an increasingly dangerous problem.

The commercial sexual exploitation of children (CSEC) is prevalent in a number of regions, including Majunga, Toamasina, and Toliara. Children exploited in prostitution are reported to solicit customers in nightclubs and on streets. Child sex tourism is reported to be common in the capital city of Antananarivo and coastal areas, such as Tamatave, Diego Suarez, and Nosy Be.

Internal trafficking of children poses a significant problem. Children are trafficked for purposes of CSEC and forced labor in salt production, gemstone mining, domestic service, the loading of cargo onto trucks, and agriculture.

In 2005, gross primary enrollment rate was 139 percent, as compared to a net primary enrollment rate of 93 percent. However, only 65 percent of children ages 6-14 were reported as attending school in 2001. As of 2004, only 43 percent of children were likely to reach Grade 5.

Education is free and compulsory for children ages 6 to 14 by law. However, in practice, school fees and the cost of school supplies pose a barrier preventing some parents from sending their children to school. Other barriers to education include a lack of schools in rural areas and a shortage of teachers across the country. Approximately 30 percent of the population age 15 and above are illiterate. One UNESCO report notes a ratio of 54 children per 1 teacher in primary schools. For out of school and over-age youth, there are few vocational training opportunities available.

(2) Relevant Laws, Policies, Programs, and Projects

Madagascar has long been engaged in the fight against exploitive child labor. Madagascar ratified ILO Convention No. 138 on the Minimum Age for Admission to Employment in May 2000 and ILO Convention No. 182 on the Worst Forms of Child Labor in October 2001. The Government has also ratified the UN Convention on the Rights of the Child (CRC); the CRC Optional Protocol on the sale of children, child

prostitution, and child pornography; the CRC Optional Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children; and the CRC Optional Protocol on the involvement of children in armed conflict.

Malagasy law sets the minimum age for employment at 15 years old, though children may perform light work at age 14 if they have completed their schooling and receive authorization from a labor inspector. The law prohibits children under age 18 from performing work at night; on Sundays; in excess of 8 hours a day or 40 hours a week; or in places that endanger their health, safety, or morals. Before children are hired, a medical examination is required to ensure that the work to be performed does not exceed their capacity.

Forced or compulsory labor by children is prohibited under the law. Trafficking in children, commercial sexual exploitation, and sex tourism are illegal in Madagascar; the penalty for the commercial sexual exploitation of children under 18 is forced labor for life. Engaging in sexual activities with children under age 14 is illegal. Other activities that fall within commercial sexual exploitation of minors are also specifically prohibited, including pimping and pornography. Children under age 18 are barred by regulation, from entering nightclubs and discotheques.

The Ministry of Civil Services and Labor is responsible for enforcing child labor law and investigating child labor complaints in the formal sector. The Ministry of Justice is responsible for enforcing laws against the procurement of minors for the purposes of prostitution, CSEC, and the trafficking of children for the purposes of forced labor, and the President's Inter-Ministerial Anti-Trafficking Committee is responsible for monitoring the Government's efforts to fight trafficking. Regional committees to combat child labor have recently been established in the north, east, and southwest regions of the country.

The Government began collecting data on child labor in 1997 and adopted its first National Action Plan to Combat Child Labor in 1998. In 2004, Madagascar took further steps to improve its institutional framework to combat child labor, including launching a timebound approach and adopting the National Action Plan to Combat the Worst Forms of Child Labor 2004-2019. This also involved setting up a National Committee to Combat Child Labor, tasked with the responsibility of directing implementation of the National Action Plan, and establishing the Prevention, Abolition and Control of Child Labor Unit within the Ministry of Labor. In 2007, Madagascar replaced its Poverty Reduction Strategy Paper with the Madagascar Action Plan and situated the National Action Plan to Combat the Worst Forms of Child Labor 2004-2019 within this framework. Additionally in 2007, the Ministry of Youth and Sports developed a 3-year National Action Plan to Combat Trafficking in Persons, which includes the following objectives: 1) a reduction of the incidence of trafficking by 20 percent, and 2) the sensitization of 500,000 youth.

In July 2007, the Government Council adopted a decree, which defines the worst forms of child labor and establishes penalties for employers who violate the child labor law, and, in October 2007, the Government launched an ongoing, consultative process to develop a framework for a 5-year National Action Plan on Violence against Children. In December 2007, the Government adopted a comprehensive law strengthening penalties for trafficking in persons, sexual exploitation, and sex tourism, including for children. Also in 2007, the Government collaborated with ILO-IPEC on a national survey on child labor, the results of which are scheduled to be published in 2008.

The Government conducted a series of information campaigns and awareness raising activities to prevent child labor, child prostitution, child sex tourism, and child trafficking in Madagascar in 2007. Awareness raising events and material included the showing of films, television programs and spots, skits, presentations at sporting events, speeches at cultural festivals, posters, banners, fliers, videos and newspaper articles. The "Morals and Minors" police brigades under the State Secretary of Public Security also undertook awareness raising activities with teachers, students, parents, and hotel managers. Additionally, the Government provided direct assistance

to children involved in forced labor and commercial sexual exploitation through counseling centers, youth centers, and rehabilitation services.

In 2004, USDOL funded a 4-year, USD 4.75 million project, implemented by ILO-IPEC, to support the Government of Madagascar's timebound measures for the elimination of the worst forms of child labor. The project supports the implementation of the National Action Plan to Combat the Worst Forms of Child Labor 2004-2019 and the 2007-2012 Madagascar Action Plan. Working in Diana, Boeny, Antsinana, Menabe, Atsimo, and Andrefana, this project aims to withdraw 3,500 children and prevent 6,500 children from agriculture, fishing, domestic service, prostitution, mining, quarrying, and work in the informal sector. Direct services include providing school kits, paying school fees, and providing nutrition, counseling, and legal assistance services. The Government of Madagascar is also collaborating with ILO-IPEC on a regional Francophone Africa project, which ends in December 2009. In addition, the Government and the ILO continued a red card campaign to raise public awareness on child labor and child trafficking, involving football leagues in all 22 regions.

The Government of Madagascar, including the Ministry of Health, works in partnership with UNICEF to combat trafficking issues. In 2007, the Ministry of Health and UNICEF collaborated to develop new multi-sector child protection networks to address the exploitation of children, including trafficking. With assistance from UNICEF, the Government provided training to its officials on how to recognize, investigate, and prosecute instances of trafficking, and it continues to work with UNICEF on a birth registration campaign that started in 2004 to reduce child trafficking.

(3) Scope of Work

(a) Specific Target Groups, Sectors, and/or Geographic Focus

Applicants must target children in two age groups: 1) under age 15, and 2) between the ages of 15 and up to 18 and tailor their strategies for serving these target groups according to their specific needs. The Applicant must include children engaged in commercial sexual exploitation, including sex tourism as a target group of this project. In addition to targeting children engaged in commercial sexual exploitation, including sex tourism, the Applicant should target children engaged in two other sectors identified in the National Action Plan including: mining or quarry work; domestic labor; or particularly dangerous and unhealthy work in agriculture, commercial fishing, or salt production. For all sectors targeted, Applicants' strategy for selecting direct beneficiaries should prioritize children who may have been trafficked for exploitive labor.

Applicants may identify children for withdrawal and prevention from exploitive labor in other sectors besides those identified in the National Action Plan, but should present a compelling reason for this choice. Applicants must target the region of Diana and at least 5 other of Madagascar's 22 regions (or 2 zones formerly known as provinces), and should justify the reasons for choosing the specific regions (or zones).

(b) Collaboration with Specific Programs and/or Links to Specific National Policies

Applicants must support the Government of Madagascar's current efforts to eliminate exploitive child labor under the Madagascar Action Plan and the National Action Plan to Combat the Worst Forms of Child Labor 2004-2019. At a minimum, proposed strategies must complement the efforts of the Ministry of Civil Services and Labor, the Ministry of National Education and Scientific Research, and the Ministry of Tourism. In particular, the project must work closely with the National Committee for the Fight Against Child Labor. The project must also support the work begun under the USDOL-funded IPEC project and coordinate with the ILO and UNICEF. The project is encouraged to work collaboratively with local and regional institutions that are engaged in eliminating exploitive child labor.

(c) Implementing Environment/Cross-Cutting Themes

Applicants should address the cross-cutting theme of domestic trafficking. Taking into account national law and international labor standards, the project should also address the cross-cutting theme of youth employment in non-hazardous occupations as a tool to combat exploitive child labor and promote poverty alleviation.

(d) Project-Specific Strategies

Applicants should demonstrate an understanding of the challenges involved in targeting CSEC and trafficking and propose strategies that meet the special needs of children exploited through CSEC or trafficking. Applicants must also demonstrate knowledge of the cultural environment and address how they will work within the cultural context of Madagascar to affect change.

This project should work to develop a public-private sector partnership to combat CSEC, including sex tourism, in Madagascar. Suggested private sector partners include, but may not be limited to, hotels, restaurants, discotheques, and tour guides. Activities of this partnership should center on expanding awareness of public and private sector entities regarding CSEC, including child sex tourism, and trafficking in the tourism sector; improving coordination between the public and private sector to combat CSEC/child sex tourism and trafficking; and the adoption of policies and practices by both public and private organizations to combat these unconditional worst forms of child labor. The project should work with the public-private partnership to promote corporate social responsibility, develop codes of conduct in the tourism industry, and develop private sector mechanisms to detect and respond to cases of commercial sexual exploitation of children, including sex tourism.

As part of the project's overall strategy, Applicants should develop a component that links completion of educational and vocational training by target youth between the ages of 15 and up to 18 years with job placement in acceptable work. The project should forge links between education and practical experience and promote youth leadership and entrepreneurship relevant to the Malagasy context. For target beneficiaries under the age of 15, the project must withdraw or prevent children from engaging in exploitive child labor through formal or non-formal education.

d. Nicaragua

(1) Background

Nicaragua is the second-poorest country in the Western hemisphere with about 45 percent of the population living on less than USD 1 per day and 79.9 percent living on less than USD 2 per day. Natural disasters (especially the 1972 earthquake in Managua and Hurricane Mitch in 1998) and years of civil war (1979-1989) have stunted the country's political and economic development, leaving many Nicaraguans increasingly vulnerable and impoverished. In September 2007, Hurricane Felix struck the northern Caribbean coast of Nicaragua, significantly impacting the indigenous Miskito population around Puerto Cabezas.

Many Nicaraguans, including children, have migrated to neighboring countries or abroad for work. As a result, Nicaragua depends heavily on remittances from Nicaraguans living abroad who, in 2006, sent over USD 655 million back to their home country. Without an effective public education system and with little economic stability at home, children have been particularly affected. About 30 percent of the population is under 25 years of age, and around half of all high school graduates are jobless.

The pervasiveness of poverty creates significant levels of child labor, including the recruitment of children into illicit activities. Approximately 13 percent of Nicaraguan children ages 5 to 14 are economically active. Most children work in the agricultural sector, such as in the production of coffee, tobacco, vegetables, and basic grains, in addition to working with their families in subsistence agriculture. On the Caribbean coast, children

are involved in fishing and are vulnerable to working in the drug trade. Children also work in street sales and personal services, such as domestic service in third-party homes. They can also be found working in markets, restaurants and hotels. A small percentage of children engage in mining, stone quarrying, brick-making, construction, and transport.

The majority of children work in the informal sector, and some are engaged in garbage dump scavenging. Child prostitution and sex tourism are also problems in Nicaragua, particularly in tourist towns and along the Pan-American Highway. Nicaragua is a source and transit country for children trafficked for sexual exploitation. Children are trafficked within Nicaragua from rural to urban areas. Children from poor rural areas between the ages of 13 and 18 are among the most vulnerable to trafficking. The most common reason for internal child trafficking is believed to be for commercial sexual exploitation. Some children are trafficked internally for forced labor as domestic servants. Children are also trafficked from Nicaragua, particularly along the Pan-American Highway, to other parts of Central America to be exploited in prostitution in bars and nightclubs.

The Government of Nicaragua is committed to anti-poverty strategies and has put resources into strengthening the educational system. Nicaragua has a strong and active civil society that supports democratic values and seeks to assist disadvantaged populations. Local community organizations are effective in identifying and addressing needs, although community resources are scarce.

(2) Relevant Laws, Policies, Programs, and Projects

Nicaragua has ratified ILO Conventions 182 and 138. Nicaraguan law sets the minimum age for employment at 14 years. A ministerial resolution also specifically prohibits children under 14 from work in export processing zones, while another prohibits contracting children under 16 for work at sea. Children 14 to 16 years cannot work without parental permission. Adolescents 14 to 18 cannot work more than 6 hours a day or 30 hours a week. Adolescents are also prohibited from engaging in work that endangers their health and safety, such as work in mines, garbage dumps, and night entertainment venues, and work that may interfere with schooling. The Ministry of Labor's Child Labor Inspector's Office has one dedicated child labor inspector and is responsible for training the Ministry's other inspectors in the detection and handling of child labor cases.

The Government's Policy on Special Protection for Children and Adolescents includes special protections for victims of commercial sexual exploitation and trafficking in persons. Nicaragua has implemented a 5-year National Plan against the Commercial Sexual Exploitation of Children (2003-2008) and a 10-year National Action Plan for Children and Adolescents. In June 2007, the Ministry of Labor signed an accord with the Ministries of Agriculture and Environment, the Institute of Rural Development, the ILO, and several labor organizations to renew the Government's commitment to eradicate child labor. A new 10-year national plan (2007-2016), coordinated by the National Commission for the Progressive Eradication of Child Labor and Protection of Adolescent Workers (CNEPTI) aims to include child labor prevention and eradication in all programs and projects and to integrate child labor eradication into the efforts of government ministries and agencies.

The Constitution mandates school attendance until 15 years of age, yet because of the high rate of child labor and other education and non-education system barriers, many Nicaraguan children fall behind in their education. UNESCO reports that in 2005 the net primary enrollment rate was 87 percent and the net secondary enrollment rate was 43 percent; UNICEF reports that only 35 percent of males and 47 percent of females of secondary school age attend school. Nicaraguan children have a low rate of both primary and secondary school completion.

As part of the Education for All Fast Track Initiative, the Government of Nicaragua has made strides in improving access and quality of education. From the year 2000 to 2006, the country increased the budget for primary and secondary education systems by 42 percent. USAID continues to provide technical assistance and

teacher training through its basic education program that has helped create over 1,500 quality “model” schools nationwide. However, despite increases in coverage of preschool and primary education, data indicate that retention and academic progress have declined. Approximately 32.5 percent of the population over age 15 cannot read and write.

With the assistance of the United Nations Population Fund (UNFPA), the Government supports a birth registration campaign to register indigenous and rural children in order to facilitate their access to education and other services and reduce their vulnerabilities to crimes and trafficking. Reportedly only 64 percent of children have been registered with the Nicaraguan Government, which leaves a significant population undocumented.

The Government of Nicaragua participates in two regional projects funded by USDOL. The first is a USD 8.8 million project implemented by ILO-IPEC that seeks to withdraw and prevent children from commercial sexual exploitation in the region. The second is a USD 5.5 million project implemented by CARE-USA that is combating exploitive child labor through the provision of quality basic education. The Government of Nicaragua also participates in a regional project funded by Canada to prevent and combat the worst forms of child labor by strengthening the country’s labor ministry. The Government is also working with UNICEF to implement the Child Friendly and Healthy Schools initiative which trains teachers, and provides health services, meals, water and sanitation.

(3) Scope of Work

(a) Specific Target Groups, Sectors and/or Geographic Focus

The Government of Nicaragua has identified the Caribbean, Central, North, and Occidente regions as priority areas. In support of the national plans to combat child labor and the commercial sexual exploitation of children, target beneficiaries may include, but are not limited to:

- Children in urban settings, particularly those working in garbage dumps;
- Children in areas along the Pan-American Highway, where children are especially vulnerable to trafficking and commercial sexual exploitation;
- Children in rural areas, particularly those in the coffee, banana, and tobacco-growing regions, who are vulnerable to hazardous agriculture, mining, and trafficking, and who have limited educational opportunities;
- Children on the Caribbean coast, particularly the indigenous populations, who may be involved in hazardous work at sea, including fishing, and impacted by limited access to educational opportunities, drug trafficking, high illiteracy rates, and the recent hurricane.

In their selection of direct beneficiaries, Applicants must pay special attention to children who may be victims of trafficking and/or forced labor. Applicants can identify other sectors where children are at-risk or involved in other exploitive forms of child labor, but should offer compelling justifications for such choices. Equal opportunities to participate in the project should be offered to both males and females, taking into consideration the gender representation in the sector in which they work.

(b) Collaboration with Specific Programs and/or Links to Specific National Policies

The project must support the Government of Nicaragua’s national policies for children and adolescents, and in particular Ministry of Labor efforts to eradicate child labor, including, for projects targeting rural areas, its agreement with the Ministry of Agriculture and the Institute of Rural Development. The project should collaborate with the Ministry of Family and its Program for Children and Adolescents at Risk that seeks to remove children from work and provide counseling to families. It should also forge links with the Ministry of Education and USAID programs to improve the quality of basic education, including the “Education for All Fast-Track Initiative.”

The project must build upon other USDOL-funded efforts and projects to combat exploitive child labor and provide educational opportunities for working children in Nicaragua, namely the Primero Aprendo in Central America that is being implemented by CARE. It should also coordinate with other projects engaged in youth development, vocational and computer training, and entrepreneurial programs, including those focusing on agriculture and rural development.

If working in areas of the recent natural disaster, Applicants should build synergy with other donors providing assistance, and complement rather than duplicate existing efforts.

(c) Implementing Environment/Cross-Cutting Themes

The project should take into account socio-economic conditions in Nicaragua that include a large informal economy, high underemployment rates, infrastructure constraints, intergenerational poverty, significant migration, early school desertion, high illiteracy, illicit drug trade, and human trafficking that involves children, including for the worst forms of child labor. Other factors include multiple languages spoken among diverse populations in Nicaragua and cultural differences between regions. The Applicant should identify additional social, cultural, and/or other factors that they have taken into account in the project design. Applicants should indicate the extent to which challenges in the proposed target areas might be significant, and how these would be addressed.

Since opportunities for youth remain bleak with high unemployment and a poor economy, life skills development and mechanisms to assist adolescents in creating their own future employment are essential. Although youth gangs in Nicaragua generally do not engage in organized criminal activity, they are increasingly prevalent and hinder life opportunities for youth. Applicants may consider providing services to adolescents already engaged in youth gang activity or who are vulnerable to it.

(d) Project-Specific Strategies

Applicants must promote quality education and vocational training opportunities, particularly those leading to improved future employability for youth in jobs that are more likely to combat the cycle of poverty. Educational programs must develop vocational skills and include practical business experience, which may include computer training. They should also promote leadership, entrepreneurship, and citizenship. Additionally, these programs should promote life skills and financial literacy, including personal financial management.

Applicants should propose strategies that develop partnerships with social partners such as, but not limited to, the following: employers, industry organizations, NGOs, CBOs, and academia. Innovative approaches to develop one or more pilot schools that teach students entrepreneurship or skills relevant to business or agribusiness are also highly encouraged (*see* section V.A.1. "For Nicaragua Applicants Only"). Applicants must promote sustainability of these schools.

The project, the project should develop mechanisms to identify, recognize and encourage innovators and leaders on the issue of exploitive child labor. These individuals could include, but would not need to be limited to, government officials at national and local levels, educators, private sector individuals, businesses or organizations, community organizers, or youth. For these identified leaders, the project should foster: 1) opportunities for mentorship, 2) exchanges of ideas within or outside the country, and 3) mechanisms that will support social entrepreneurship and the most promising innovative ideas, action plans or initiatives to combat exploitive child labor and improve educational opportunities for children removed from or at risk of exploitive child labor.

*e. Yemen**(1) Background*

Yemen is one of the lowest income countries in the world, and the least developed country in the Middle East, with 43 percent of its 20 million citizens currently living under the poverty rate of USD 2 per day. The Government of Yemen's major development challenges include achieving sustainable macroeconomic growth; developing employment opportunities for the adult and youth labor markets; improving access, efficiency, and quality in the delivery of education and basic social services; reducing poverty by raising living standards; expanding access to public water networks; and managing high rates of population growth. One characteristic of Yemen's rapid population growth is its youth demographic: More than 47 percent of the population is less than 15 years old. This is due, in part, to the high fertility rate of 6.5 children for every woman. Approximately 75 percent of Yemen's population lives in rural areas. While Yemen has seen progress in improving health indicators, access to basic services is very limited for much of the population. Despite recent economic and social progress, Yemen's national context remains one conducive to child labor.

In 2001, approximately 27.2 percent of boys and 20.1 percent of girls ages 6 to 14 were working in Yemen. Children living in rural areas are more likely to work than are children in urban areas. Eighty-seven percent of child laborers are estimated to work in a family enterprise. The majority of working children are engaged in activities in agricultural sectors, including in the production of *qat* (a mild narcotic found in Yemen). Children working in agriculture are exposed to hazardous conditions and activities, including the use of pesticides, prolonged exposure to extreme temperatures, the use of heavy equipment, and carrying heavy loads. Children also work under hazardous conditions as street vendors, iron workers, beggars, and domestic servants, and in the fishing, construction, textile, and automobile repair sectors. Children employed in domestic service and restaurants are particularly vulnerable to sexual abuse and exploitation.

Children are trafficked internally for commercial sexual exploitation. Saudi Arabia is the primary destination for children trafficked out of the country, where children work as street beggars, domestics, unskilled laborers, or street vendors. Reports indicate that these children sell such items as flour and basic commodities, as well as *qat*, which is an illegal substance in Saudi Arabia. The Ministry of Labor and Social Affairs' Child Labor Unit estimates that 10 children per week are trafficked into Saudi Arabia. The minimum age for entering military service is 18 years; however, children are allowed to carry weapons and reportedly participate in ongoing conflicts among tribal groups and in the defense of *qat* fields.

Yemen's education indicators are among the lowest in the Middle East. Fewer than half of all Yemenis are literate, and the literacy rate for women is particularly low, at 29 percent. In order to improve these indicators, the Government of Yemen has made significant progress and commits approximately 20 percent of its state budget to education. Despite this investment, Yemen continues to face challenges in expanding access to schooling. Although school enrollment increased by approximately 30 percent during the 1995-2000 period, nearly 2 million school-aged children remain out of school. Girls, in particular, face specific challenges, with approximately 50 percent enrolled in primary school. This is the lowest female enrollment rate of any country in the Middle East.

(2) Relevant Laws, Policies, Programs, and Projects

The Government of Yemen has ratified ILO Conventions 182 and 138, as well as the Convention on the Rights of the Child Optional Protocol on the sale of children, child prostitution, and child pornography. The national law sets the minimum working age at 15 years for the private sector and at 18 years for the public sector. Children between 13 and 15 years may perform light work that does not interrupt their attendance at school. The law also prohibits the trafficking of children. The Ministry of Labor and Social Affairs' Child Labor Unit is responsible for implementing and enforcing child labor laws, and has approximately 20 monitors throughout

the country. According to the U.S. Department of State, the Government's enforcement of these laws is limited, especially in rural and remote areas because of a lack of resources.

The Ministry of Youth and Sports' National Strategy for Integrating Youth into Development includes strategic actions to combat child labor, such as advocating for the enforcement of laws and legislation that prohibit child labor, and working against any exploitation of young people. Child labor concerns are also addressed in the Third Five-Year Plan for Socioeconomic Development (2006-2010) that includes a chapter directly addressing child labor through the Childhood and Youth Strategy. In 2007, the Ministry of Labor and Social Affairs established a Web site with a focus on statistics, studies, and research on child labor.

The Ministry of Education is contributing to country efforts to combat exploitive child labor by developing educational support programs, lowering school dropout rates, and raising public awareness on the relationship between education and work. The Ministry has also adopted a number of measures aimed specifically at increasing girls' enrollment, including: placing small schools closer to girls' homes; obtaining the community's commitment to enrolling girls as a prerequisite for school construction; changing the physical design of schools to include sanitary facilities and boundary walls; providing separate classrooms for girls in Grades 7-9; building girls' secondary schools to encourage parents to keep their daughters in basic education; and providing more female teachers at the upper basic and secondary levels.

The Ministry of Education developed the Basic Education Development Strategy (BEDS) in 2002 to coordinate development partner activities and project stakeholders. The main focus of BEDS is to: increase enrollment; improve teacher quality; upgrade curriculum; improve fund management; construct new schools; and enhance community participation. In March 2007, the Ministry of Education eliminated school fees for girls in Grades 1-6 and for boys in Grades 1-3. The response was large-scale enrollment of new students and former drop-outs. The World Bank has supported Yemen's education policies through a USD 65 million loan in 2004 to increase access to basic education for all, especially girls and disadvantaged groups, and to support BEDS. There is an additional pipeline 2008 loan for USD 30.1 million to increase girls' access to schools and improve Yemen's secondary education system.

USDOL has been funding technical assistance projects in Yemen since 2000, beginning with a 5-year, USD 1.4 million ILO-IPEC Country Program to initiate and develop the capacity of the Yemeni Government to address the issue of child labor. In 2004, USDOL funded a four-year regional project in Lebanon and Yemen (USD 3 million for both countries), which will be operational through May 2008. Sectors targeted by this project include child labor in fisheries (Aden), rural areas including textiles and blacksmithing (Hadhramout-Seiyoon), and street work (Sana'a). In addition to withdrawing and preventing children from the worst forms of child labor, project activities include the collection and analysis of child labor data; the strengthening of enforcement and monitoring mechanisms; increasing government capacity to address child labor; and raising awareness on the negative consequences of child labor.

Also in 2004, USDOL funded a second regional project in Lebanon/Yemen through its Child Labor Education Initiative (EI) (USD 8.4 million total). The cooperative agreement was awarded to CHF to withdraw and prevent children from exploitive work in rural areas (Ibb, Hajja), fishing (Abyan), and trafficking for exploitative labor (Hajja) in Yemen. This project will run through August 2008.

(3) Scope of Work

(a) Specific Target Groups, Sectors and/or Geographic Focus

Where applicable, the Applicant should specify how direct interventions for children below the minimum age of employment and children of legal working age (15-17 years) differ. Consideration should be given to children from poor or very large families in cities and governorates with a high incidence of exploitive child labor.

For Applicants proposing to address child labor in urban areas, Applicants should assist children engaged in hazardous forms of work in the formal and informal sectors, including construction, textile manufacturing, leather goods, automobile repair, fishing, and/or domestic service. Children working on the streets as beggars, vendors or service providers may be targeted, as can children who are victims of forced begging, who are involved in illicit and/or illegal activities, or who are victims of commercial sexual exploitation.

For Applicants proposing to address child labor in rural areas, Applicants should specifically focus on exploitive child labor in agriculture and other rural occupations where children's work prevents them from going to school, and requires them to face hazards, including the carrying of heavy loads, and exposure to harmful chemicals, extreme temperatures, and dangerous tools and/or machinery.

For Applicants proposing to address child labor in the northern provinces of Hajjah, al-Hudaydah, and Sa'dah (and others, as applicable), Applicants should propose interventions to withdraw or prevent children from trafficking for the purposes of forced begging, forced labor, domestic service, or smuggling.

Applicants should consider addressing child trafficking as a priority wherever it is found to occur in target areas. Where possible, and to promote economic security, Applicants should consider proposing efforts to remove barriers to, and increase participation by, young women ages 15 to under 18 years. Applicants may identify other geographic areas/sectors for intervention, but must provide a clear justification for why their selection merits funding.

(b) Collaboration with Specific Programs and/or Links to Specific National Policies

Applicants should demonstrate a thorough knowledge of previously piloted interventions and good practices to eliminate child labor in Yemen and the MENA region. Applicants should identify ways in which the project will work collaboratively with institutions and organizations already engaged in child labor and education issues at the local, national, regional and international levels. Interventions and activities must support the Government of Yemen's Third Five-Year Plan for Economic and Social Development, including the Childhood and Youth Strategy.

At minimum, Applicants must coordinate with, and complement, child-focused or other relevant interventions and programs of ILO-IPEC, UNICEF, IOM, World Bank, the Ministry of Labor and Social Affairs, the Ministry of Education, the Ministry of Technical Education and Vocational Training, and the Ministry of Planning and International Cooperation. The Applicant should, where possible, support and propose coordination with the Ministry of Education's Basic Education Development Strategy and agenda to prevent drop out, encourage enrollment, develop school infrastructure, and provide an environment conducive to girls' education. The Applicant should also work collaboratively with the Ministry of Labor and Social Affairs' Child Labor Unit and Labor Inspectorate, provide technical support to build government capacity, and take advantage of government resources to support project aims. Where applicable, Applicants are also encouraged to collaborate with the Ministry of Human Rights, the Ministry of Youth and Sports, and the Ministry of Foreign Affairs. Collaboration should seek to leverage national education and training investments to strengthen project interventions targeting working and at-risk children. The Applicant should seek to encourage public/private partnerships to engage employers in efforts to eliminate the worst forms of child labor.

(c) Implementing Environment/Cross-Cutting Themes

Proposals must demonstrate an understanding of Yemen's major development challenges at the national and regional levels [see section I.B.3.e.(1)] and develop creative strategies to support national policy on child labor and basic education.

(d) Project-Specific Strategies

Applicants should demonstrate an understanding of challenges involved in improving educational opportunities for girl students in Yemen, government policies and programs designed to improve girls' enrollment, and strategies for improving educational access. Applicants should seek to maintain a gender balance among direct beneficiaries.

Applicants should propose ways to improve the capacity of the Yemeni Government to enforce existing labor laws. To address this issue, Applicants may propose activities to strengthen the Ministry of Labor and Social Affairs' Child Labor Unit; improve the capacity of Yemen's labor inspectorate to identify cases of exploitive child labor and enforce the labor code; and expand piloted systems to monitor and identify child laborers through village and community-level mechanisms and link them with social protection services.

The Applicant should also develop strategies to strengthen the capacity of the Government, NGOs, and CBOs to identify trafficked children, assess their individual needs, and provide appropriate rehabilitative and reintegration services such as temporary housing, psycho-social counseling, linkages to family and community support networks, non-formal education and skills training, and linkages to employment for children of legal working age.

The proposal may also include strategies to provide technical guidance and support to efforts by the Yemeni Government to improve compliance of its national laws with commitments under international conventions. Activities could include updating a list of hazardous occupations for children (as stipulated in ILO Convention 182), developing strategies to improve educational access for vulnerable children, and formulating a guiding policy document for the elimination of the worst forms of child labor.

The strategy should also seek to build the capacity of Yemen-based civil society organizations to address issues of child labor, education, and social welfare in the following areas: strengthen their abilities to manage project funds both financially and administratively; utilize best practices and lessons learned to assist them in improving their efforts to report on, monitor, and evaluate project implementation; and leverage resources from and create synergies with other projects and other organizations to enhance the sustainability of project impact.

Applicants may target indirect beneficiaries through awareness-raising campaigns and other activities with the aim of promoting behavioral change that will lead to a reduction in the worst forms of child labor, including child trafficking, in Yemen. Applicants must show how proposed education programs and awareness raising campaigns will be sensitive and responsive to the specific needs of poor and vulnerable populations. Applicants may support or provide linkages to adult literacy and educational programs with the aim of increasing children's school enrollment through increasing educational awareness and relevance for the entire family unit.

Applicants are encouraged to exhibit an understanding of current efforts to promote youth employment in Yemen and the MENA region and to design interventions that strengthen the education system and support public/private partnerships to promote job training programs and youth employment. Where relevant, project activities should also identify opportunities for employment for target children of legal working age. Interventions should be closely coordinated with the Government of Yemen and relevant NGOs.

Applicants should support alternative income-generating activities or skills training for parents to reduce their reliance on working children for family income and to encourage school enrollment. Applicants should propose creative strategies to increase family income, including providing training and links to microfinance opportunities in Yemen. Entrepreneurship should be encouraged. Project strategies may also include providing linkages to water delivery and/or water access programs in order to reduce family reliance on children to carry and collect water in regions facing shortages.

In considering projects in hazardous sectors, the Applicant is encouraged to undertake action research on improving the occupational safety and health situation and developing injury prevention strategies to promote safe work for children 15-17 years. Research activities should fill gaps in and complement ILO-IPEC's 2008 SIMPOC survey, measuring the economic activity of children in Yemen.

II. AWARD INFORMATION

Type of assistance instrument for projects to be awarded under this solicitation: cooperative agreement. A cooperative agreement is a type of grant where substantial involvement is anticipated between the donor (USDOL) and the Grantee during the performance of project activities. The level of monitoring and accountability required by USDOL under a cooperative agreement is less than what is required in a contract, but more than what is required in a regular grant. USDOL's involvement in project implementation and oversight is outlined in section VI.B.

A total of up to USD 20.5 million will be awarded under this solicitation. USDOL may award 5 or more cooperative agreements to one or more organizations and/or Associations for projects to combat exploitive child labor in the following 5 countries: Guinea (up to USD 3.5 million), Jordan (up to USD 4 million), Madagascar (up to USD 4.5 million), Nicaragua (up to USD 5 million), and Yemen (up to USD 3.5 million). The duration of the project(s) to be funded under this solicitation is 3 to 4 years. The start date of project activities will be negotiated upon awarding of the cooperative agreement but will be no later than September 30, 2008.

The Grantee may not subgrant any of the funds obligated under these cooperative agreements but may use subcontracts. See section IV.D.5. and Appendix D for additional information and clarification on the differences between subgrants and subcontracts.

III. ELIGIBILITY INFORMATION

A. Eligible Applicants

Any commercial, international, educational, or non-profit organization(s), including any faith-based, community-based, or public international organization(s) capable of successfully withdrawing and preventing children from exploitive child labor and developing and implementing educational programs to serve this target population in the target country is eligible to apply. However, the Applicant (which in the case of an Association, includes all members of the Association) is not allowed to charge a fee (profit). Applications from foreign governments and entities that are agencies of, or operated by or for, a foreign state or government will not be considered. An Applicant must demonstrate a country presence, either independently (in the case of Associations, country presence may be demonstrated through one or more of the Associates) or, in some cases, through a relationship with a subcontractor(s) with country presence, which gives it the ability to initiate program activities upon award of the cooperative agreement. **Note:** Organizations may apply for more than one cooperative agreement under this solicitation; however, separate applications must be submitted for each country. If applications for more than one cooperative agreement are combined, they will be considered non-responsive and will be rejected.

If it is deemed the most effective and efficient strategy for achieving the goals outlined in the Scope of Work, USDOL may award one or more cooperative agreement to an Association. An Association is comprised of two or more organizations that do not constitute a single legal entity, but join in applying for an award under this solicitation. Each member of the Association must be individually eligible for the award.

In the event of award, all Associates identified in the application must sign the cooperative agreement with USDOL and agree to be bound jointly and severally by the cooperative agreement. If any entity identified in the application as an Associate does not sign the cooperative agreement, the Lead Grantee must provide, within 60 days of award, either a written subcontract agreement with such entity, acceptable to USDOL, or an explanation as to why that entity will not be participating in the cooperative agreement. USDOL reserves the right to re-evaluate the award of the cooperative agreement in light of any such change in an entity's status and may terminate the award if deemed appropriate.

Any Applicant applying as an Association must submit to USDOL, in Annex K of their technical proposal, an Association Agreement, reflecting an appropriate joint venture, partnership, or other contractual agreement and outlining the deliverables, activities, and corresponding timeline for which each Associate will be responsible. This agreement must designate one member of the Association as the "Lead Applicant." In the event of award, this organization will become the "Lead Grantee."

For the purposes of this solicitation and cooperative agreement awards, the Lead Grantee will be: 1) the primary point of contact with USDOL to receive and respond to all inquiries (except for indirect cost negotiations), communications and orders under the project; 2) the only entity with authority to withdraw or draw down funds through the Department of Health and Human Services - Payment Management System (HHS-PMS); 3) responsible for submitting to USDOL all deliverables, including all technical and financial reports related to the project, regardless of which Associate performed the work; 4) the sole entity that may request or agree to a revision or amendment of the cooperative agreement or the Project Document; and 5) responsible for working with USDOL to close out the project.

Each Associate is ultimately responsible for overall project performance, regardless of any assignment of specific tasks, but Associates may agree, among themselves only, to apportion the liability for such performance. Each Associate must comply with all applicable Federal regulations and is individually subject to audit. In accordance with 29 Code of Federal Regulations (CFR) Part 98, entities that are debarred or suspended from receiving Federal contracts or grants shall be excluded from Federal financial assistance and are ineligible to receive funding under this solicitation.

B. Cost Sharing

This solicitation does not require Applicants to share costs or contribute matching funds, in-kind contributions, or other forms of cost sharing. However, Applicants are encouraged to do so, and may receive up to five (5) additional points for proposing to cost share (*see* section V.A.7.). Applicants that propose matching funds, in-kind contributions, and/or other forms of cost sharing must indicate their estimated dollar value in the Standard Form (SF) 424 and SF-424A submitted as part of the cost proposal (*see* section IV.C.1.a.). Applicants should note that, in the event of award, these funds will be incorporated into the cooperative agreement, and that they, as cooperative agreement awardees ("Grantees"), will: 1) be required to report on these funds to USDOL in quarterly financial status reports (SF-269), and 2) be liable for meeting the full amount of these funds during the life of the cooperative agreement. Matching funds, in-kind contributions, and/or other forms of cost sharing indicated on their SF-424 and SF-424A are subject to Federal cost principles and all provisions outlined in section IV.D. As a matter of ILAB/OCFT policy, proposed matching funds, in-kind contributions, and/or other forms of cost sharing must not come from subcontractors.

Applicants should note the definitions of the following key terms pertaining to cost sharing, and employ these terms effectively in their application as applicable:

- "Cost Sharing" means any method by which the Grantee accomplishes the work of the grant, or work that supports or enhances the goals of the grant, with funds or other things of value, obtained from the

Grantee and/or non-Federal third parties. These methods may include, but are not limited to, “matching funds” or “in-kind matching.”

- “Matching Funds” means cash or cash equivalents, committed to the project by the Grantee and/or a non-Federal third party. A Grantee will be responsible for obtaining such funds from the third party and applying them to the work of the grant. Failure to do so may result in USDOL’s disallowance of costs in the amount of the committed funds.
- “In-Kind Contributions” means goods or services, committed to the project by the Grantee and/or a non-Federal third party. A Grantee will be responsible for obtaining such goods or services from the third party and applying them to the work of the grant. Failure to do so may result in USDOL’s disallowance of costs in the amount of the promised match.

C. Other Eligibility Criteria

1. *Dun and Bradstreet Number(s)*

Applicants must include their Dun and Bradstreet Number (DUNS) in the organizational unit section of Block 8 of the Standard Form (SF) 424. For Associations, Block 8 of the SF-424 should contain the DUNS number of the Lead Applicant, and a list of the DUNS number(s) of all Associate(s) should be included as an attachment to the SF 424. DUNS is an acronym that stands for “Data Universal Numbering System,” and DUNS numbers are unique nine-digit numbers used to identify businesses. To obtain a DUNS number free of charge, call 1-866-705-5711 or access the following Web site: <http://www.dnb.com/us/>.

Requests for exemption from the DUNS number requirement must be made to the Office of Management and Budget (OMB), Office of Federal Financial Management at 202-395-3993. Unless an Applicant provides evidence of an OMB exemption from the DUNS number requirement, the application must include the Applicant’s unexpired DUNS number on the SF-424. Applications that do not meet these requirements will be considered non-responsive and will be rejected. Any Applicant (including Associates, as applicable) that does not already have a DUNS number is encouraged to begin the process of obtaining their DUNS number as soon as possible in order to avoid delays that could result in the rejection of an application.

After receiving a DUNS number, Applicants must also register as a vendor with the Central Contractor Registration (CCR) through the following Web site: <http://www.ccr.gov> or by phone at 1-888-227-2423. CCR should become active within 24 hours of completion. For any questions regarding registration, please contact the CCR Assistance Center at 1-888-227-2423. After registration, Applicants will receive a confirmation number. The Point of Contact listed by the organization will receive a Trader Partnership Identification Number (TPIN) via mail. The TPIN is, and should remain, a confidential password.

2. *Requirements for Application Responsiveness*

USDOL’s Office of Procurement Services will screen all applications for responsiveness. Applications will be considered non-responsive and will be rejected for any one of the following reasons:

1. Submission by any means other than www.grants.gov (*i.e.*, submissions received via the postal service or any other delivery service, including FedEx, DHL, UPS, e-mail, facsimile (FAX), etc.);
2. Failing to include the required DUNS number(s) or proof of OMB exemption(s) from the DUNS number requirement;
3. Failing to submit both a cost proposal and a technical proposal;
4. Failing to propose to serve a minimum of 175 direct beneficiaries per USD 100,000 of USDOL funding being requested under this solicitation;

5. Not including all of the required documents in the cost proposal or technical proposal, as outlined in section IV.C.1. and IV.C.2., respectively (and Appendices A and B);
6. Failing to include all required audit report(s);
7. For U.S.-based non-profit organizations, failing to comply with audit report completion and submission timeframes established in OMB Circular A-133;
8. Including an audit report(s) that reflects adverse opinions;
9. Failing to designate key personnel candidates or not including résumés and signed letters of commitment for key personnel candidates; or
10. Combining responses to more than one country under this solicitation into a single application.

If an application is deemed non-responsive, the Office of Procurement Services will send a letter to the Applicant, indicating the reason for the determination of non-responsiveness and explaining that the technical review panel will be unable to evaluate the application. If the application was incomplete, this letter will indicate which document was missing from the application.

IV. APPLICATION AND SUBMISSION INFORMATION

A. Application Package

This solicitation contains all of the necessary information, including information on required forms, needed to apply for cooperative agreement funding. The application package for this solicitation can be downloaded and viewed from www.grants.gov by referencing Funding Opportunity Number 08-01. In order to view the application package and submit applications on www.grants.gov, Applicants will need Pure Edge Viewer software, which can be downloaded free from http://www.grants.gov/applicants/apply_for_grants.jsp. A brief synopsis of this solicitation will also be published in the Federal Register. The full-text version of this solicitation may be accessed on www.grants.gov and USDOL/ILAB's Web site at <http://www.dol.gov/ILAB/grants/main.htm>.

B. Submission Date, Time, and Delivery Method

All applications for funding under this solicitation must be submitted electronically to USDOL via www.grants.gov. Applications sent by any means other than www.grants.gov [including mail or other delivery services, e-mail, telegram, or facsimile (FAX)] will be considered non-responsive and will be rejected. All applications must be received by www.grants.gov no later than 11:59 p.m. Eastern Standard Time (EST) on June 24, 2008. Applicants are responsible for ensuring that their applications are received by www.grants.gov by the deadline. Applicants are encouraged to submit their applications in advance of the deadline.

When submitting electronically through www.grants.gov, Applicants must save all attachments as a .doc, .pdf, .txt, or .xls file. An individual with authority to bind the Applicant must be responsible for submitting the application on www.grants.gov. Applications submitted through www.grants.gov do not need to be signed manually; the form will automatically affix an electronic signature for the authorized person identified.

It is strongly recommended that Applicants immediately initiate and complete the "Get Registered" registration steps at http://www.grants.gov/applicants/get_registered.jsp. These steps may take multiple days to complete, and this time should be factored into plans for submission in order to avoid unexpected delays that could result in the rejection of an application. It is also recommended that Applicants consult the grants.gov Web site's Frequently Asked Questions and Applicant User Guide, which are available at <http://www.grants.gov/help/faq.jsp>, and <http://www.grants.gov/assets/UserGuideApplicant.pdf>, respectively. For questions related to www.grants.gov, see section VII. for relevant contact information.

C. Content and Form of Application Package

Organizations may submit applications for one or more countries identified in this solicitation. However, Applicants interested in applying for a cooperative agreement for more than one country must submit a separate application for each country in order for their applications to be considered responsive.

The application package must consist of two separate parts: 1) a cost proposal and 2) a technical proposal. If the application is missing either the cost proposal or the technical proposal, it will be considered non-responsive and will be rejected. Unless otherwise specified, all documents identified in this section (i.e., section IV.C.; also noted in Appendices A and B to this solicitation) must be included in the application package in order for the application to be considered complete and responsive. There are certain documents, listed as either “optional” or “as applicable,” which are only required in cases where Applicants 1) wish to be considered for extra points for Additional Direct Beneficiaries and/or Cost Sharing (*see* sections V.A.6. and V.A.7., respectively, for more information); 2) are applying as an Association; and/or 3) are proposing to use subcontractors. Applicants should pay close attention to instructions concerning these documents, in order to ensure that their application package contains all the documents required for their particular situation.

Applicants’ cost and technical proposals must address the entire scope of work outlined in section I.B. for the target country for which an application is being submitted.

To the extent possible, Applicants should number all pages of the application. All parts of the application must be written in English. Any additional documentation submitted that is not required or specifically requested under this solicitation may not be considered. Any required or additional supporting documents submitted in languages other than English may not be considered. All Applicants are requested, but not required, to complete and include the Survey on Ensuring Equal Opportunity for Applicants (OMB No. 1890-0014) in their applications; this form is provided on USDOL/ILAB’s Web site at <http://www.dol.gov/ILAB/grants/main.htm>.

1. Cost Proposal Format

Part I of the application, the cost proposal, should address the Applicant’s financial capacity to plan and implement the proposed project in accordance with the provisions of this solicitation. The cost proposal must contain the SF-424 Supplemental Key Contacts Information; SF-424 Application for Federal Assistance; the SF-424A Budget Information; a detailed Outputs-Based Budget and an accompanying Budget Narrative; and the Indirect Cost Form and supporting documentation, as applicable. The cost proposal must be organized according to the format provided in Appendix A. All forms in the SF-424 family of forms are available on www.grants.gov. In addition, all SF-424 forms necessary for this solicitation, the Indirect Cost Form, and a sample Outputs-Based Budget are available from USDOL/ILAB’s Web site at <http://www.dol.gov/ilab/grants/bkgrd.htm>.

a. Standard Forms

Applicants must include the SF-424 Key Supplemental Contact Information in their cost proposal. This form must list the information for key contact person at the Applicant’s organization (including Associates’ organization(s), as applicable), including name, position title, address, telephone and fax numbers, and e-mail address.

The Applicants’ SF-424 and the SF-424A must reflect the entire amount of funds being requested under this solicitation and the amount of any cost sharing being proposed by the Applicant, if applicable.

For organizations applying as Associations, the Association must submit one consolidated SF-424 and SF-424A that aggregates the amounts reflected in separate SF-424As that must be submitted for each Associate

organization. For example, Section B.(6a.) Personnel of the consolidated SF-424A for an Association should include the aggregated personnel costs of each member of the Association— not just the personnel costs of the Lead Grantee. The individual SF-424A for each organization in the Association must reflect the amount of funding going to that organization. Also please note that the budgets for Associates cannot be listed under Section B.(6f.) Contractual of the consolidated SF-424A, as USDOL considers all members of an Association to be Grantees of USDOL.

All Applicants are advised that all costs for construction activities being proposed that are: 1) over USD 5,000; and/or 2) for the construction of a permanent structure, such as latrines and wells, must be reported on the SF-424A under Section B.(6g.).

b. Outputs-Based Budget

The cost proposal must contain a detailed Outputs-Based Budget that corresponds to the Applicant's SF-424A. Applicants applying as Associates must submit a consolidated Outputs-Based Budget, which corresponds to their Associations' consolidated SF-424A, as well as individual Outputs-Based Budgets that correspond to each Associate's individual SF-424A. This budget must comply with Federal cost principles (which can be found in the applicable OMB Circulars) and the requirements listed below in section IV.D.1. through IV.D.11. All projected costs must be included in the Applicant's Outputs-Based Budget, as this budget will become part of the cooperative agreement in the event of award. If costs are omitted, the Grantee may not be allowed to include them after award.

In the detailed Outputs-Based Budget, the Applicant must: 1) show how the budget reflects project goals and design in a cost-effective way, and 2) link the budget to the activities, objectives, and outputs reflected in the Project Design Narrative, Work Plan, and/or Logical Framework (discussed in section IV.C.2.). The largest proportion of project resources must be allocated to direct educational services, other direct services, and other project interventions aimed at children targeted as direct beneficiaries of the project, rather than direct and indirect administrative costs. Applicants must provide a breakdown of the total administrative costs into direct administrative costs and indirect administrative costs. The Grant Officer reserves the right to negotiate administrative cost levels prior to award.

The Outputs-Based Budget must detail the costs for performing all of the requirements presented in this solicitation and for producing all required reports and other deliverables outlined in section VI.D. The project budget must therefore include sufficient funds for the following activities: 1) to conduct mid-term and final evaluations and, as applicable, annual single audits or attestation engagements; 2) to conduct studies pertinent to project implementation and monitor, report on, and evaluate programs and activities; and 3) to finance appropriate in-country and international travel, including to required meetings with USDOL.

Regarding the first activity, Applicants should set aside a total of at least USD 70,000 in the proposed budget to cover the costs of a mid-term and a final evaluation, including: 1) labor costs, particularly those associated with hiring an independent external evaluator and other staff time; 2) costs associated with conducting a stakeholders' meeting, including meeting facilities, interpreters (if necessary) and travel costs of meeting participants; and 3) site visits including travel to and within the country (airfare, ground transportation, meals and lodging, interpreters (if necessary), etc.). Applicants must also budget for compliance with annual single audits or attestation engagements as applicable. Costs for these audits or attestation engagements must be included in direct or indirect costs, whichever is appropriate, in accordance with the cost allocation procedures approved by the U.S. Federal cognizant agency. Requirements related to annual single audits and attestation engagements can be found in section VI.C.2.

Regarding the second activity, Applicants are expected to allocate sufficient resources to conduct proposed studies, assessments, surveys, and monitoring and evaluation activities. This includes but is not limited to costs

associated with conducting the baseline study and any other studies pertinent to implementation; developing and implementing the DBMS [see section I.B.1.a.(4)]; collecting data and reporting on USDOL's common indicators; meeting the reporting requirements discussed in section VI.D.; data management and assessing the impact of direct educational services, other direct services, and/or other project interventions on direct beneficiaries (and the impact of other direct services and/or other project interventions on indirect beneficiaries).

Regarding the third activity, Applicants should allocate funds for travel by the project director and/or other key personnel based in the field to meet annually with USDOL officials in Washington, D.C. or within the project's region (e.g., sub-Saharan Africa, Asia/Pacific, Latin America/Caribbean, Eastern Europe, and the Middle East/North Africa). Applicants based both within and outside the United States should budget for the Project Director and/or another key personnel staff member to travel to Washington, D.C. for a post-award meeting, which will be held within 2 months of award (i.e., prior to November 30, 2008).

The Applicant's Outputs-Based Budget must include a contingency provision, calculated at five percent of the project's total direct costs, as USDOL will not provide additional funding to cover unanticipated costs. USDOL has determined that the use of contingency provision funds for USDOL-funded projects is intended to address circumstances affecting specific budget lines that relate to one or more of the following: 1) inflation affecting specific project costs; 2) UN System or foreign government-mandated salary scale or benefits revisions; and 3) exchange rate fluctuations. USDOL also recognizes that certain extraordinary and unforeseen circumstances may arise that will lead to a need for exceptions to the aforementioned uses of contingency provision funds, related to the need for modifications to budgets or time extensions. These include but are not limited to the following: 1) changes in a country's security environment; 2) natural disasters; 3) civil or political unrest/upheavals or government transitions; or 4) delays related to loss of or damage to project property.

The project budget (including USDOL funds and any cost sharing funds reported on the SF-424 and SF-424A) submitted with the application must include all necessary and sufficient funds, without reliance on other contracts, grants, or awards, to implement the Applicant's proposed project activities and to achieve proposed project goals and objectives under this solicitation. If anticipated funding from another contract, grant, or award fails to materialize, USDOL will not provide additional funding to cover these costs.

Note: Applicants are encouraged to discuss the possibility of exemption from customs and Value Added Tax (VAT) with host government officials during the preparation of their application. While USDOL encourages host governments to not apply customs or VAT taxes to USDOL-funded projects, some host governments may nevertheless choose to assess such taxes. USDOL may not be able to provide assistance in this regard. Applicants should take such costs into account when developing their Outputs-Based Budget. If costs are omitted, a Grantee may not be allowed to include them after award.

c. Budget Narrative

The cost proposal must include a Budget Narrative that corresponds to the Outputs-Based Budget. The Budget Narrative must include a detailed justification, broken down by line item, of all of the Applicant's costs included in the Outputs-Based Budget. In meeting this requirement, Applicants applying as Associations may elect to submit one Budget Narrative corresponding to their consolidated Outputs-Based Budget and/or multiple Budget Narratives corresponding to each Associate's individual Outputs-Based Budget.

d. Indirect Cost Information

The cost proposal must also contain information on the Applicant's indirect costs, using the form provided on USDOL/ILAB's Web site at <http://www.dol.gov/ilab/grants/bkgrd.htm>. Applicants should note all instructions outlined on this form and include one of the following supporting documents, as applicable, in their application: 1) a current Negotiated Indirect Cost Rate Agreement (NICRA) or 2) a Certificate of Direct Costs, if no indirect

costs are claimed. In the case of Associations, each member of the Association must submit a copy of the aforementioned documents. In the event of award, all entities in the Association will be considered direct recipients of Federal funds. The Lead Grantee may charge the costs of coordinating the members of the Association and in deadline with USDOL on behalf of the Association. Such costs must be reflected in an approved NICRA.

2. Technical Proposal Format

Part II of the application, the technical proposal, must address the Applicant's technical capacity to plan and implement the proposed project in accordance with the provisions of this solicitation. The technical proposal must contain all of the documents outlined below in section IV.C.2.a. through IV.C.2.d. (also outlined in Appendix B to this solicitation), except those specifically marked as "optional" or "as applicable," which are required only for certain Applicants (as noted in section IV.C. above). To facilitate the review of applications, Applicants must organize their technical proposals in the same order as documents appear below and in Appendix B.

a. Executive Summary

The technical proposal must include an Executive Summary, which should not exceed 2 single-sided, (8-1/2" x 11") double-spaced pages with 1-inch margins. Font size should be no less than 10-point. The Executive Summary should include the following information:

- Project title;
- Name of the Applicant (or Lead Applicant, in the case of an Association);
- Proposed Associate(s) and/or subcontractors (as applicable);
- Summary of the proposed project design and key project activities;
- Funding amount being requested from USDOL (up to the maximum amount available for the target country); and
- Total dollar value of matching funds, in-kind contributions, and other forms of cost sharing being proposed on the Applicant's SF-424 and SF-424A (if applicable).

b. Table of Contents

The technical proposal should include a Table of Contents listing all of the relevant required documents and their corresponding page numbers.

c. Project Design Narrative

This section of the technical proposal constitutes the "preliminary project design document" and serves as the basis of the final project document to be submitted and approved by USDOL after award. The Applicant's preliminary project design document must describe, in detail, the proposed approach to comply with the requirements listed in the Scope of Work and below, and be linked to a supporting Logical Framework and Work Plan. The Applicant's project design narrative must not exceed 50 single-sided, double-spaced (8-1/2" x 11") pages with 1-inch margins. Font size should be no less than 10-point. All documents required to be included as annexes to the technical proposal do not count toward the 50-page limit for the project design narrative.

(1) Background and Justification

This section must identify the geographic area(s) and sector(s) of work being targeted by the Applicant and provide a justification for these choices. This section should be based on the Applicant's needs assessment and should demonstrate the Applicant's knowledge and understanding of the following: 1) the policy (*i.e.*, child labor, education, and social welfare policies) and implementing environment in the target country, including relevant projects, government plans and/or programs, including those specified in section I.B.3 for the target

country; 2) the national system of education in the target country, including formal, non-formal, and/or vocational education programs and the requirements and school calendar(s) associated with each; 3) the specific education and/or training programs currently being offered in the project's target geographic area(s); 4) the incidence and nature of exploitive child labor, particularly the worst forms of child labor, occurring in the geographic area(s) and sector(s) being targeted, including hours of work, conditions of work (including hazards), and, if available, any research or data indicating correlations between educational performance and child labor; 5) factors contributing to children's involvement in exploitive child labor and educational barriers (including any unique gender-related issues pertaining to child labor and/or education) that children face in the target geographic area(s) and sector(s); and 6) best-practice solutions to address the needs of proposed direct beneficiaries.

(2) Project Design and Strategy

This section must discuss the Applicant's proposed project design and strategy for carrying out all requirements outlined in Section I.B. Scope of Work, including the five goals of all USDOL-funded projects [with the exception of Goal 5: "Ensuring the long-term sustainability of these efforts," which should be addressed in the Sustainability Strategy of the Applicant's Project Design Narrative (*see* section IV.C.2.c.(4) below).], other general requirements, and country-specific requirements. This section should be informed by the Applicant's needs assessment.

This section must identify the total number of direct beneficiaries to be served and the specific criteria and process that the project will use to select its direct beneficiaries. This section must discuss the Applicant's strategies for withdrawing and preventing children from exploitive child labor and providing direct educational services and include the project's Direct Beneficiaries Services Table (provided in Appendix C), which should provide the following information on proposed direct beneficiaries: geographic area(s); ages; gender; sector(s) of work; and a description of the direct educational service(s) (including the program's frequency, length, and cost per child) and other direct services to be provided (including the cost per child of each intervention). This section should summarize and correspond with the Applicant's Direct Beneficiaries Services Table.

This section should also describe the specific needs and barriers to education facing target direct beneficiaries in the country of interest, and how the project will address these needs and barriers.

This section should also identify the number of indirect beneficiaries to be served, and describe the types of services these indirect beneficiaries will receive from the project [*see* definitions of "other direct services" and "other project interventions" in *e.g.*, I.B.1.a.(5)].

(3) Strategy for Monitoring Direct Beneficiaries

This *e.g.*, must provide a narrative description of the Applicant's strategy and detailed methodology for monitoring the project's direct beneficiaries. It should also describe the components of the Applicant's proposed DBMS [*see* section I.B.1.a.(4)].

(4) Sustainability Strategy

This section of the technical proposal must discuss the Applicant's strategy for ensuring the long-term sustainability of efforts to combat exploitive child labor and promote education in the target country. This section should respond to the scope of work outlined in section I.B.1.e., and correspond with Annex D: Sustainability Matrix of the Applicant's technical proposal.

(5) Organizational Capacity

This section must present the qualifications of the proposed Applicant (including Associates, in the case of an Association) and/or any proposed subcontractors to implement the project. In the case of Associations, where more than one organization will be responsible for project implementation and providing direct services to direct beneficiaries, this section should discuss each organization's strategic advantages and areas of expertise

and should indicate what makes their Association uniquely qualified to carry out the scope of work under this solicitation.

(a) International and U.S. Government Grant and/or Contract Experience

This section must provide a brief overview of the information presented by the Applicant in Annex E: Past Performance Table(s) of their technical proposal. Applicants should highlight any experience they may have with implementing projects to 1) withdraw or prevent children from exploitive child labor through the provision of direct educational services; 2) implement basic, transitional, non-formal, and/or vocational education programs for children; and 3) address issues of educational access, quality, and policy reform for vulnerable children, including in the target country. Annex E must include information on all of the Applicant's (including Associate's as applicable) previous and current grants, cooperative agreements, and/or contracts funded by USDOL; other Federal agencies; and other donors, including foreign governments, that are relevant to this solicitation. See section IV.C.2.d.(5) for further instructions related to Annex E: Past Performance Table.

(b) Country Presence and Host Government Support

The Applicant, either independently (through the Lead Applicant or an Associate(s), in the case of an Association) or through a relationship with another organization(s) with country presence (*i.e.*, a subcontractor), must be formally recognized by the host government using the appropriate mechanism (*i.e.*, Memorandum of Understanding or local registration of the organization), within 60 days of signing the cooperative agreement. In this section, Applicants must address their organization's country presence and ability to start up project activities soon after signing a cooperative agreement.

In this section, Applicants should also discuss their ability to work directly with government and NGOs, including local organizations and CBOs, and their past experience working with these stakeholders. Applicants may submit supporting documentation in Annex I demonstrating country presence and/or outreach to host government ministries and NGOs operating in the country.

(c) Fiscal Oversight

In this section, Applicants must provide a narrative description and evidence that their organization has a sound financial system in place that can effectively manage the funds being requested under this solicitation. Applicants' (including Associates, if applicable) and subcontractor(s)' (if applicable) most recent audit reports must be submitted in Annex J of the Technical Proposal. See section IV.C.2.d.(10) for specific audit requirements.

(6) Key Personnel/Management Plan/Staffing

This section of the technical proposal must include information on the Applicant's key personnel and other professional personnel, and must address each candidate's level of competence, past experience relevant to this solicitation, and qualifications to perform the requirements outlined in section 1.2 Scope of Work. It must also include information on the project's management plan and staff loading plan. This section should summarize the information presented in Annex F: Project Management Organization Chart, Annex G: Staff Loading Plan, and Annex H: Personnel Descriptions, Résumés, and Letters of Commitment of the Applicant's technical proposal.

(a) Key Personnel

Applicants must identify all key personnel candidates being proposed to carry out the requirements of this solicitation. Together, the Project Director, Education Specialist, and Monitoring and Evaluation Officer comprise the key personnel of USDOL-funded child labor projects. These three project staff are deemed essential to the successful operation of the project and completion of all proposed activities and deliverables.

- 1) The Project Director is responsible for overall project management, supervision, administration, and implementation of the requirements of the cooperative agreement. The Project Director will establish and maintain systems for project operations; ensure that all cooperative agreement deadlines are met and targets are achieved; maintain working relationships with project stakeholders (including Associates and/or subcontractors, as applicable); and oversee the preparation and submission of technical and financial reports to USDOL. The Project Director must have a minimum of three years of professional experience in a leadership role in implementation of international development projects relevant to this solicitation. Fluency in English is required and working knowledge of at least one of the official languages of the target country is strongly suggested.
- 2) The Education Specialist is responsible for providing leadership in developing the technical aspects of this project in collaboration with the Project Director. The Education Specialist must have at least three years experience in basic education projects in developing countries in areas including student assessment, teacher training, educational materials/ curriculum development, educational management, and educational monitoring and information systems. The Education Specialist must have an understanding of child labor issues, particularly the special educational needs of children withdrawn from exploitive child labor when they enter/return to school, and/or have experience working with this target population. This individual must have experience in working successfully with ministries of education, networks of educators, employers' organizations, and trade unions or comparable entities. A working knowledge of English and at least one of the official languages of the target country are strongly suggested.
- 3) The Monitoring and Evaluation Officer is responsible for overseeing the implementation of the project's monitoring and evaluation activities, including the DBMS. This individual must have at least three years progressively responsible experience in the monitoring and evaluation of international development projects, such as child labor, education and training, or other relevant experience. Relevant experience can include strategic planning and performance measurement, indicator selection, quantitative and qualitative data collection and analysis methodologies, database management, and knowledge of the GPRA. A working knowledge of English and at least one of the official languages of the target country is strongly suggested.

All key personnel must allocate 100 percent of their time to the project and live in the target country. Key personnel positions must not be combined. Applicants are required to ensure that all proposed key personnel will, in fact, be available to staff the project should the Applicant be selected for award. Proposed key personnel candidates must sign letters indicating their commitment to serve on the project and their availability to commence work within 30 days of cooperative agreement award (*see* section IV.C.2.d.(8)). If any key personnel candidates are not designated, or any of the required documents in Annex H are not submitted, the application will be considered non-responsive and will be rejected.

All key personnel must be employed by the Grantee, not a subcontractor. In cases where an Association proposes to split the employment of key personnel among the Lead Grantee and Associate(s), the Project Director, at a minimum, must be employed by the Lead Grantee. Additionally, the Applicant must provide a justification for why dividing key personnel positions among the Lead Grantee and Associate(s) is the most effective staffing strategy for the project. Finally, if either the Education Specialist or Monitoring and Evaluation Officer are not fluent in English, the Grantee must assume full responsibility for ensuring that these staff have a clear and thorough understanding of USDOL policies, procedures, and requirements and that all documents produced for submission to USDOL are in fluent English.

(b) Other Professional Personnel

In this section, Applicants should identify any other professional program personnel deemed necessary for carrying out the requirements of this solicitation, provide a justification for including these individuals, and discuss their past experience and qualifications for serving on a USDOL-funded project. Résumés and personnel descriptions, which include the candidates' roles and responsibilities related to the project and level of effort, must be included in Annex H of the technical proposal for all other professional personnel being proposed.

(c) Management Plan

This section must discuss the Applicant's project management plan. This plan must correspond with Annex H: Personnel Descriptions, Résumés, and Letters of Commitment and Annex F: Project Management Organizational Chart of the technical proposal and include a narrative description of a) the roles and responsibilities of key personnel, other professional personnel, and other project staff and b) the project's management structure and lines of authority between key personnel, other professional personnel, and any other staff directly responsible for providing direct services to the project's direct beneficiaries. In the case of an Association, where the Applicant proposes that the project's key personnel would not all be employed by the Lead Grantee, a clear indication of the following must be provided in this section: the rationale for dividing key personnel among members of the Association; lines of authority among key personnel, other professional personnel and other staff involved in providing direct services to the project's direct beneficiaries; the process of supervision and performance evaluation of personnel who are not members of the same organization; the process by which all parties would come to agreement on key implementation issues; and mechanisms of conflict resolution should the need arise.

(d) Description of Staff Loading Plan

In this section, Applicants must provide a brief narrative overview of the Applicant's Staff Loading Plan presented in Annex G.

(7) Additional Direct Beneficiaries (optional)

This section is only required for those Applicants proposing to serve additional direct beneficiaries beyond the required 175 direct beneficiaries per USD 100,000 of USDOL funding. This section must be completed in order to be eligible for the (up to) 5 additional points available for the Additional Direct Beneficiaries technical rating criteria, as discussed in section V.A.6. This section should confirm that the Applicant will serve a total of 200 or more direct beneficiaries for each USD 100,000 of USDOL funding, and indicate the total number of beneficiaries that will be served by the project.

(8) Cost Sharing (optional)

This section is only required for those Applicants proposing to cost share and must be completed in order to be eligible for the (up to) 5 additional points available under the Cost Sharing technical rating criteria, as discussed in section V.A.7. This section must provide information on any matching funds, in-kind contributions, and/or other forms of cost sharing being proposed by the Applicant. Specific requirements associated with cost sharing are detailed in section III.B. In this section, Applicants must indicate the nature; source(s) of funds and/or in-kind contributions; the amount (or estimated value) in US dollars; and the proposed project activities anticipated with these resources. Applicants must also clearly describe how the programs, activities, or services that will be provided with these funds or contributions will complement and enhance project objectives.

d. Annexes

(1) Annex A: Direct Beneficiaries Services Table and Methodology for Cost per Child Estimates

Annex A must contain the Applicant's Direct Beneficiaries Services Table, which should correspond to the Project Design and Strategy section of their Project Design Narrative. Applicants should develop this table to

the maximum extent possible with the information available at the time of application, based on the Applicant's needs assessment and in accordance with the definitions provided in section I.A.1. and I.B.1.a(5) of this solicitation. The estimated costs per child in this table should reflect the Applicant's estimates for particular sectors and direct educational services and other direct services that were used in developing the overall cost proposal. Applicants must also provide their methodology for calculating "cost per child" estimates for proposed direct educational services and other direct services in the Direct Beneficiaries Services Table. In consultation with USDOL, successful Applicants may revise this table after award during the project design consolidation phase based on the results of their baseline study. A sample table is available from USDOL/ILAB's Web site at <http://www.dol.gov/ILAB/grants/main.htm>.

As an attachment to Annex A, the Applicant must also include their methodology for calculating the cost per child estimates for particular sectors and direct educational services and other direct services that were used in developing the overall cost proposal.

(2) Annex B: Logical Framework

Annex B must contain the Applicant's Logical Framework. The Logical Framework (Logframe) is a tool that summarizes project design; corresponds with the Project Design Narrative; and clearly documents the logic and causal linkages underlying an Applicant's strategy. In developing a Logframe, Applicants should document how project activities will lead to outputs (or "intermediate results"), which, taken together, will lead to the achievement of the project's purpose. The purpose is the overall result for which the project will be held accountable. The Logframe also includes a contextual goal that reflects the broader societal issue that the project hopes to influence. In addition to requiring Applicants to provide a narrative summary of this hierarchy of results (activities-outputs-purpose-goal), the Logframe also requires the project to list performance indicators for each result and the means by which those indicators will be measured. Applicants are expected to select appropriate indicators and targets at both the output and purpose levels, which are the most critical results for ensuring that the project achieves its intended outcomes. Projects also have the option of monitoring relevant indicators at the lowest, activity level and the contextual goal level, though this is not required. The final element of the Logframe is the assumptions column, which Applicants should use to describe those conditions outside their control that might affect achievement of project results. Applicants must carefully consider what might go wrong that would affect the link of activities to outputs, the link of outputs to purpose, and the link of purpose to goal. Any issues that are outside the Applicant's control that might affect the ability to achieve results should be documented in the assumptions column so they can be monitored over the life of the project. In the case of awareness raising, Applicants should identify indicators that lead to changes in behavior, not only in knowledge and attitudes (*see* section I.B.1.c.). A sample Logframe is available from USDOL/ILAB's Web site at www.dol.gov/ilab/grants/bkgrd.htm.

(3) Annex C: Work Plan

Annex C must contain the Applicant's Work Plan. The Work Plan must identify major project activities, deadlines for completing these activities, and person(s) or institution(s) responsible for completing these activities. The Work Plan must correspond to activities identified in the Logframe and the Project Design Narrative. The Work Plan may vary depending on what is the most logical form (*i.e.*, it may be divided by project component, country, or region depending on the project).

(4) Annex D: Sustainability Matrix

Annex D must contain the Applicant's Sustainability Matrix, which should be linked to the Applicant's strategy for promoting sustainability as outlined in section IV.C.2.c.(4). The Sustainability Matrix is a project planning and management tool that should reflect the Applicant's strategic vision of what key project components, contributions, or activities need to be sustained after the project ends in order to have a long-term impact on efforts to combat exploitive child labor in the target country. Key questions that the Applicant should address in their Sustainability Matrix include the following: 1) What project components/contributions/activities do we

need or want to sustain?; 2) How will we attain it?; 3) Who needs to be involved?; and 4) What data will we use to measure progress towards sustainability? The Sustainability Matrix should provide a clear and verifiable instrument that can be used, after award, by project staff and stakeholders to judge progress towards local ownership and capacity to sustain components, activities, or contributions of the project to eliminate the worst forms of child labor in the target country. A sample Sustainability Matrix is available from USDOL/ILAB's Web site at www.dol.gov/ilab/grants/bkgrd.htm.

(5) Annex E: Past Performance Table(s)

Annex E must contain the Applicant's Past Performance Table(s). This table should complement section IV.C.2.c.(5)(a) of the Applicant's Project Design Narrative and must provide information on the Applicant's grants, cooperative agreements, and/or contracts with USDOL, other Federal agencies, and other donors that are relevant to this solicitation. Applicants must include the following information in the table:

1. The agency, donor, or organization for which the work was done;
2. Name, phone and fax numbers, and e-mail address for a current contact person in that organization with knowledge of the project;
3. The project's name and instrument number of the grant, contract, or cooperative agreement;
4. The project's funding level, in US dollars;
5. The country of implementation and period of performance for the project; and
6. A brief summary of the work performed and accomplishments.

Agency/ Donor	Contact Information	Name of the Project and Instrument Number	Funding Amount (in USD)	Country and Period of Performance	Brief Summary of Work Performed and Accomplishments

Note: For Applicants applying as an Association, a separate Past Performance Table must be completed for each Associate. For Applicants proposing to use subcontractor(s) to provide direct services to the project's direct beneficiaries, a Past Performance Table must be completed for each subcontractor.

(6) Annex F: Project Management Organization Chart

Annex F must contain the Applicant's Project Management Organization Chart. The chart must provide a visual depiction of the project's management structure and lines of authority among all key personnel, other professional personnel, and other project staff being proposed in section IV.C.2.c.(6) and must correspond with section IV.C.2.c.(6)(c) of the Applicant's technical proposal. This chart must also include lines of authority among all organizations (including Associate(s) and/or subcontractor(s), as applicable) that will be responsible for key elements of project implementation, including providing direct educational services and other direct services to the project's direct beneficiaries.

(7) Annex G: Staff Loading Plan

Annex G must contain the Applicant's Staff Loading Plan. The staff loading plan must identify all key tasks and the person-days required to complete each task. Labor estimates for each task must be broken down by individuals assigned to the task, including, if applicable, staff members of Associates and/or subcontractors, as well as consultants. All key tasks should be charted to show the level of effort required to perform them.

(8) Annex H: Personnel Descriptions, Résumés, and Letters of Commitment

Annex H must contain personnel descriptions (outlining roles and responsibilities) and résumés for all key personnel and other professional personnel being proposed by the Applicant. Each résumé must include the following information:

- Educational background, including highest education level attained;
- Work experience covering at least the last 5 years of employment to the present, including such information as employer name, position title, clearly defined duties, and dates of employment;
- Salary information for at least the last 5 years of employment to the present;
- Other special experience, capabilities, or qualifications related to the candidate's ability to implement the scope of work and perform effectively in the proposed position; and
- Description of English language abilities and any other language abilities pertinent to the solicitation and/or target country.

Annex H must also include signed letters from all key personnel being proposed by the Applicant, indicating their commitment to serve on the project and their availability to commence work within 30 calendar days of the cooperative agreement award.

(9) Annex I: Documentation of Country Presence and Host Government Support

Annex I must contain documents that corroborate the Applicant's representations in section IV.C.2.c.(5)(b) demonstrating country presence. Such documentation could include, but is not limited to: official registration of the Applicant's organization in the target country. Documents indicating the support the Applicant has received from the host government in the target country may also be included in this Annex. Such documentation could include, but is not limited to a current Memorandum of Understanding between the Applicant (including Associates, as applicable) and the host government in the target country and/or letters of support for the proposed project from the national and/or local government(s) of the target country.

(10) Annex J: Audit Report(s)

Annex J must contain the audit report(s) of the Applicant (including Associates, in the case of an Association) and any proposed subcontractors (as applicable). The following audit attachments are required, depending on the organization's status: 1) the Applicant's most recent single audit, as submitted to the Federal Audit Clearinghouse, if the Applicant is a U.S.-based, non-profit organization already subject to the single audit requirements. In addition, this Annex must show that the Applicant has complied with report submission timeframes established in OMB Circular A-133. If an Applicant is not in compliance with the requirements for completing their single audit, the application will be considered non-responsive and will be rejected; 2) the Applicant's most current independent financial audit, if the Applicant is a for-profit or foreign-based organization; 3) the most recent single audit report for all proposed U.S.-based, non-profit, Associates and/or subcontractors that are subject to the Single Audit Act; and/or 4) the most current independent financial audit, for all proposed Associates and/or subcontractors that are for-profit or foreign-based organizations. In order to expedite the screening of applications and to ensure that the appropriate audits are attached to each application, Applicants must provide a cover sheet to the audit attachments listing all proposed Associates and/or subcontractors (as applicable). If the required audit report(s) of the Applicant (including Associates, in the case of an Association) and any proposed subcontractors are not submitted, or if any of the submitted audits indicate adverse opinions, the application will be considered non-responsive, and will be rejected.

(11) Annex K: Association Agreement(s) (if applicable)

Annex K must contain the Applicant's Association Agreement(s); it is only required for Applicants that are applying as an Association (*see* section III.A.). An Association Agreement should reflect an appropriate joint venture, partnership, or other contractual agreement and outline the deliverables, activities, and corresponding timeline for which each Associate will be responsible. This agreement must designate one member of the Association as the "Lead Applicant."

D. Restrictions, Unallowable Activities, and Specific Prohibitions

USDOL/ILAB would like to highlight the following restrictions, unallowable activities, and specific prohibitions, as identified in OMB Circular A-122, 29 CFR Part 95, 29 CFR Part 98, and other USDOL/ILAB policy, for all USDOL-funded child labor technical cooperation projects. Applicants' cost and technical proposals must be developed in accordance with the provisions outlined below in sections IV.D.1. through IV.D.11. If any Applicant has questions regarding these or other restrictions, please e-mail Ms. Lisa Harvey at harvey.lisa@dol.gov.

1. Pre-award Costs

Pre-award costs, including costs associated with the preparation of an application submitted in response to this solicitation, are not reimbursable under the cooperative agreement (*see* also section VI.C.5.).

2. Alternative Income-Generating Activities

USDOL funds awarded under any USDOL/ILAB cooperative agreements may not be used to provide micro-credits, revolving funds, or loan guarantees. Permissible costs related to alternative income-generating activities for parents and children may include, but are not limited to, vocational or skills training, incidental tools and equipment, guides, manuals, and market feasibility studies. USDOL reserves the right to negotiate the exact nature, form, or scope of alternative income-generating activities and to approve or disapprove these activities at any time after award of the cooperative agreement.

3. Direct Cash Transfers to Communities, Parents, or Children

As a matter of policy, USDOL/ILAB does not allow for direct cash transfers to target beneficiaries. Therefore, Grantees may not provide direct cash transfers to communities, parents, or children, including cash payments to reimburse beneficiaries' families for various project-related costs. USDOL would, however, support the purchase of incidental items in the nature of "beneficiary support costs," which are necessary to ensure that proposed direct beneficiaries are no longer working in exploitive child labor and that these children have access to schooling, as part of the overall strategy to withdraw children from, and prevent children from entering, exploitive labor. Beneficiary support costs are direct costs that may include such items as uniforms, school supplies, books, provision of tuition, and transportation costs. If approved by USDOL, these items must be purchased or paid for directly by the Grantee or its subcontractor(s) in the form of vouchers, or payment to the service provider, as opposed to handing cash directly to children or other individuals. This insures that the money goes for its intended purpose and is not diverted or lost.

If an Applicant proposes the provision of beneficiary support costs, it must specify 1) why these activities and interventions are necessary and how they will contribute to the overall project goals; and 2) how the disbursement of funds will be administered in order to maximize efficiency and minimize the risk of misuse. The Applicant must also address how beneficiary support costs will be made sustainable once the project is completed.

4. Construction

Construction with funds under the cooperative agreement is subject to USDOL approval and ordinarily should not exceed 10 percent of the project budget's direct costs. Approved construction is expected to be limited to improving existing school infrastructure and facilities in the project's target communities. USDOL encourages Applicants to cost-share and/or leverage funds or in-kind contributions from communities and local organizations when proposing construction activities in order to ensure sustainability.

5. Subgrants and Subcontracts

The funding for this USDOL/ILAB program does not include authority for subgrants. Therefore, the Grantee may not subgrant any of the funds obligated under the cooperative agreement. Subgranting may not be included in the budget as a line item or in the text of the application. However, subcontracting may be included as a budget line item. Subcontracts awarded after the cooperative agreement is signed, and not proposed in the application, must be awarded through a formal competitive bidding process. Subcontracts must be awarded in accordance with 29 CFR 95.40-48 and are subject to audit, in accordance with the requirements of 29 CFR 95.26(d).

The determination of whether a Grantee's relationship with a subawardee would constitute a subgrant or subcontract is determined primarily with reference to an agreement's general purpose, programmatic functions, and responsibilities given to the subawardee. These three elements should be closely examined, together with the usual characteristics (terms and performance standards, scope of work, etc.). In case of doubt, the Grantee is expected to consult with USDOL to ensure proper determination of the particular agreement. As a reference tool in determining whether an agreement is a subgrant or a subcontract, *see* Appendix D. The table in Appendix D is for reference only and does not create any legally binding obligation.

The debarment and suspension rule, as outlined in 29 CFR 95.13 and 29 CFR Part 98, applies to all subcontracts issued under the cooperative agreement. Grantees are responsible for ensuring that all subcontractors are eligible for participation in Federal assistance programs. More detailed information on subcontracts may be requested by USDOL during the Best and Final Offer (BAFO) process.

6. Lobbying and Intent to Influence

Funds provided by USDOL for project expenditures under cooperative agreements may not be used with the intent to influence a member of the U.S. Congress, a member of any U.S. Congressional staff, or any Federal, State, or Local Government official in the United States (hereinafter "government official(s)"), to favor, adopt, or oppose, by vote or otherwise, any U.S. legislation, law, ratification, policy, or appropriation, or to influence in any way the outcome of a political election in the United States, or to contribute to any political party or campaign in the United States, or for activities carried on for the purpose of supporting or knowingly preparing for such efforts. This includes awareness raising and advocacy activities that include fund-raising for, or lobbying of, U.S. Federal, State, or Local Governments. (*See* OMB Circular A-122, as codified at 2 CFR Part 230). This does not include communications for the purpose of providing information about the Grantees and their programs or activities, in response to a request by any government official, or for consideration or action on the merits of a Federally-sponsored agreement or relevant regulatory matter by a government official.

Applicants classified under revenue code as a 501(c)(4) entity [*see* 26 U.S.C. 501(c)(4)] may not engage in any lobbying activities. According to the Lobbying Disclosure Act of 1995, as codified at 2 U.S.C. 1611, an organization, as described in Section 501(c)(4) of the Internal Revenue Code of 1986, that engages in lobbying activities directed toward the U.S. Government is not eligible for the receipt of Federal funds constituting an award, grant, cooperative agreement, or loan.

7. Funds to Host Country Governments

USDOL funds awarded under cooperative agreements are not intended to duplicate existing foreign government efforts or substitute for activities that are the responsibility of such governments. Therefore, in general, Grantees may not provide any of the funds obligated under a cooperative agreement to a foreign government or entities that are agencies of, or operated by or for, a foreign state or government, ministries, officials, or political parties. Only after a competitive procurement process has been conducted and the Grantee has determined that no other entity in the country is able to provide direct services or undertake project activities, may subcontracts be awarded to foreign government agencies or entities that are agencies of, or operated by or

for, a foreign state or government, ministries, officials, or political parties. In such cases, Grantees must receive prior USDOL approval before awarding the subcontract.

8. *Miscellaneous Prohibitions*

In addition, USDOL funds may not be used to provide for:

- The purchase of land;
- The procurement of goods or services used for private purposes by the Grantee's employees;
- Personal expenses (*e.g.*, housing costs, personal living expenses, dependents' allowance) of project staff unless they are separately accounted for as direct costs necessary for the performance of the project and receive prior approval from USDOL. In addition, housing and personal living expenses may not be counted as fringe benefits or indirect costs in accordance with Federal cost principles. As a general rule, it is USDOL's position that housing and other personal expenses are costs that are appropriately the responsibility of individual employees, whether they are residing in the United States or abroad. Housing costs generally will be authorized under the cooperative agreement only in cases of extraordinary costs of living attributable to unique circumstances affecting a local economy;
- Entertainment, including amusement, diversion, and social activities and any costs directly associated with entertainment (such as tickets, meals, lodging, rentals, transportation, and gratuities). Costs of training or meetings and conferences, when the primary purpose is the dissemination of technical information, are allowable. This includes reasonable costs of meals and refreshments, transportation, rental of facilities and other items incidental to such meetings and conferences. Costs related to child labor educational activities, such as street plays and theater, are allowable; and
- Alcoholic beverages.

9. *Prostitution*

The U.S. Government is opposed to prostitution and related activities which are inherently harmful and dehumanizing and contribute to the phenomenon of trafficking in persons. U.S. NGOs, and their subcontractors, cannot use funds provided by USDOL to lobby for, promote or advocate the legalization or regulation of prostitution as a legitimate form of work. Foreign-based NGOs, and their subcontractors, that receive funds provided by USDOL for projects to combat trafficking in persons cannot lobby for, promote or advocate the legalization or regulation of prostitution as a legitimate form of work while acting as a subcontractor on a USDOL-funded project. It is the responsibility of the Grantee to ensure its subcontractors meet these criteria. This provision must be included in any applicable subcontract that the Grantee awards using USDOL funds and the Grantee will obtain a written declaration to that effect from the subcontractor concerned. Also, Applicants will be required to adhere to the requirements at 2 CFR Part 175 relating to trafficking in persons, which will be inserted into the cooperative agreement.

10. *Inherently Religious Activities*

The U.S. Government is generally prohibited from providing direct financial assistance for inherently religious activities. The Grantee(s) may work with and subcontract with religious institutions; however, Federal funds provided under a USDOL-awarded cooperative agreement may not be used for religious instruction, worship, prayer, proselytizing, other inherently religious activities, or the purchase of religious materials. Neutral, non-religious criteria that neither favor nor disfavor religion will be employed in the selection of Grantees and must be employed by Grantees in the selection of subcontractors. This provision must be included in all subcontracts issued under the cooperative agreement.

Any inherently religious activities conducted by the Grantee must be clearly separated in time or physical space from activities funded by USDOL. Grantees must segregate from Federal and matching funds (neither of which may be used to fund inherently religious activities), and to account for separately, any non-Federal and non-

matching funds (or allocable portion of those funds) used for such inherently religious activities. Additionally, direct beneficiaries of the project must have a clear understanding that their enrollment in a USDOL-funded project is not conditioned on their participation in any religious activities and a decision to not participate in any inherently religious activity will in no way impact, or result in any negative consequences to, their project standing. For additional guidance, please consult USDOL's Center for Faith-Based and Community Initiatives' Web site at <http://www.dol.gov/cfbci>. As in any matter of uncertainty, where the Grantee is unclear if project activities are allowable, USDOL should always be consulted for prior approval.

11. Terrorism

Applicants are reminded that U.S. Executive Orders and U.S. law prohibit transactions with, and the provision of resources and support to, individuals and organizations associated with terrorism. It is the legal responsibility of the Grantee to ensure compliance with these Executive Orders and laws. It is the policy of USDOL to seek to ensure that none of its funds are used, directly or indirectly, to provide support to individuals or entities associated with terrorism. Applicants responding to this solicitation and Grantees subsequently awarded funding by USDOL under this solicitation must check the applicable Web site to assess available information on parties that are excluded from receiving Federal financial and non-financial assistance and benefits. See <http://www.treas.gov/offices/enforcement/ofac/sdn/t11sdn.pdf>. This provision must be included in all applicable subcontracts issued under the cooperative agreement.

V. APPLICATION REVIEW INFORMATION

A. Application Evaluation Criteria

The criteria outlined below will be used to evaluate applications submitted in response to this solicitation on the basis of 100 points, with up to 10 additional points possible. Only applications deemed responsive will be evaluated (*see* section III.C.2.). All information and requirements presented in section I.A.1. International Legal Framework for Child Labor: ILO Conventions 182 and 138; section I.B. Scope of Work for the target country; and section IV. Application Submission Information, will be taken into consideration when evaluating applications.

Specific Evaluation Criteria

1. Project Design/Budget Cost-Effectiveness	40 points
2. Strategy for Monitoring Direct Beneficiaries	10 points
3. Sustainability Strategy	10 points
4. Organizational Capacity	20 points
5. Key Personnel/Management Plan/Staffing	20 points
6. Additional Direct Beneficiaries	5 extra points
7. Cost Sharing	5 extra points

1. Project Design/Budget Cost-Effectiveness (40 points)

In evaluating Applicants on this criterion, USDOL will consider the Applicant's cost proposal as well as the Applicant's technical proposal, including but not limited to the Project Design Narrative (particularly the "Background and Justification" and "Project Design and Strategy" sections), Annex A: Direct Beneficiaries Services Table and Methodology for Cost per Child Estimates, Annex B: Logical Framework, and Annex C: Work Plan.

Applicants will be evaluated on the overall quality, effectiveness, relevance, and clarity of their proposed project design and strategy, including the extent to which it responds to all of the requirements outlined in the Scope of Work in section I.B. of this solicitation, including the five goals of USDOL-funded projects (section I.B.1.), other general requirements (section I.B.2.), and country-specific requirements for the target country (section I.B.3.). Applicants will be given preference for proposing effective and relevant strategies for identifying direct beneficiaries; ensuring the long-term withdrawal and prevention of children from exploitive child labor; and providing direct educational services in the target country. Applicants will also be evaluated on the extent to which the number of children being targeted by the project relates to the project's goals for broader impact in the target country and/or sector(s). Applicants will also be evaluated on the extent to which their project design will: 1) be based on good practices (and innovative approaches, where applicable), and 2) build upon existing efforts and government policies, plans, and/or programs in the target country. Applicants will also be evaluated on the feasibility and sensibility of the timeframes for the accomplishment of tasks and the proposed outcomes.

Applicants will be evaluated on the extent to which their cost proposals reflect realism, reasonableness, and completeness. The evaluation of realism will assess the degree of consistency between the proposed costs and the work to be performed, as outlined in the Applicant's Project Design Narrative; the context in the target country will also be taken into account when assessing cost realism. The evaluation of reasonableness will be based on the acceptability of the Applicant's methodology for estimating proposed costs. The evaluation of completeness will be based on the extent to which the cost proposal is responsive to the entirety of the requirements outlined in section I.B. Scope of Work and the sufficiency of information to enable Government review.

Applicants will also be evaluated on the degree to which budget-performance integration --the link between the allocation of resources in the budget and the project's strategy-- is evident and the extent to which proposed costs will lead to the achievement of identified outputs. Applicants will also be evaluated on the extent to which the budget supports a cost-effective plan for ensuring the long-term withdrawal and prevention of children from exploitive child labor, taking into account such factors as the sector(s) of work being targeted. Preference may be given to Applicants with low administrative costs and a budget breakdown that provides a larger amount of resources to direct services (*i.e.*, direct educational services, other direct services, and other project interventions).

For Nicaragua Applicants Only: When evaluating Applicants on this criteria, USDOL will give higher consideration to innovative approaches to develop one or more pilot schools that teach students entrepreneurship or skills relevant to business or agribusiness.

2. Strategy for Monitoring Direct Beneficiaries (10 points)

In evaluating Applicants on this criterion, USDOL will consider the Applicant's technical proposal, including but not limited to the Project Design Narrative -- particularly the Strategy for Monitoring Direct Beneficiaries -- and may also consider the cost proposal.

Applicants will be rated on the extent to which their strategy to monitor direct beneficiaries and proposed DBMS responds to the scope of work and will effectively promote and ensure children's withdrawal and prevention from exploitive child labor throughout the period of service provision. USDOL may give preference to Applicants proposing to monitor children's work and education status beyond the period of service provision in cases where direct beneficiaries will complete their direct educational service(s) before the project ends, or where direct educational service(s) being proposed are of limited duration. In cases where multiple organizations will be responsible for withdrawing and preventing children from exploitive child labor, Applicants will be evaluated on the effectiveness and consistency of their proposed internal quality control procedures to ensure that all implementing organizations (*i.e.*, Associate(s) and/or subcontractors) use the

project's DBMS and employ the same definitions and methodology for counting children to USDOL as withdrawn or prevented from exploitive child labor and monitoring direct beneficiaries.

3. Sustainability Strategy (10 points)

In evaluating Applicants on this criterion, USDOL will consider the Applicant's technical proposal, including but not limited to the. Project Design Narrative -- particularly the Sustainability Strategy -- Annex C: Work Plan, and Annex D: Sustainability Matrix, and may consider the cost proposal as well. Applicants will be rated based on the quality, effectiveness, and appropriateness of their strategy for ensuring the long-term sustainability of efforts to combat exploitive child labor and promote education in the target country.

4. Organizational Capacity (20 points)

In evaluating Applicants on this criterion, USDOL will consider the Applicant's cost proposal and technical proposal, including but not limited to, Project Design Narrative: Organizational Capacity, Annex E: Past Performance Table(s); Annex I: Documentation of Country Presence and/or Host Government Support; Annex J: Audit Report(s); and Annex K: Association Agreement(s).

Applicants will be rated on their demonstrated capacity to manage (technically, administratively, and financially) a project of similar type, funding amount, and complexity as the one being applied for under this solicitation. If an Applicant (or Lead Applicant, in the case of an Association) proposes to utilize subcontracts with Associates and/or other organizations, USDOL will evaluate Applicants based on their past experience in providing quality technical, administrative, and financial oversight to subcontractors to ensure responsiveness and quality reporting to the donor and that all targets and deliverables are met under the grant, cooperative agreement, and/or contract.

Applicants will be rated on their experience in implementing international development projects that aim to 1) withdraw or prevent children from exploitive child labor through the provision of direct educational services; 2) provide basic, transitional, non-formal and vocational education programs to children; 3) improve country capacity to combat exploitive child labor and/or improve access to, and quality of, basic education; and 4) combat human trafficking and poverty. Applicants will also be evaluated on their ability to commence project activities in the target country soon after signing a cooperative agreement with USDOL.

Applicants will also be rated on their past performance implementing grants, cooperative agreements, and/or contracts that are relevant to this solicitation. USDOL reserves the right to contact the organizations listed in the Organizational Capacity: International and U.S. Government Grant and/or Contract Experience of the Project Design Narrative and/or Annex E of Applicants' technical proposals and use the information provided in evaluating applications. Past performance will be rated by such factors as 1) the Applicant's demonstrated ability to meet its GPRA targets for a) withdrawal and prevention of direct beneficiaries from exploitive child labor and b) improved country capacity under USDOL-funded projects; 2) the quality and timeliness of submitted grant, cooperative agreement, and/or contract deliverables; 3) the responsiveness of the Applicant and its staff to USDOL and other donors, including the quality and timeliness of communications regarding such deliverables; and 4) performance of the Applicant's key personnel on projects with USDOL and/or other donors, including whether the Applicant has a history of replacing key personnel with similarly qualified staff, and the timeliness of replacing key personnel. Lack of past experience with USDOL cooperative agreements, grants, or contracts is not a bar to eligibility or selection under this solicitation.

5. Key Personnel/Management Plan/Staffing (20 points)

In evaluating Applicants on this criterion, USDOL will review the technical proposal, including but not limited to, the Key Personnel/Management Plan/Staffing section of the Project Design Narrative; Annex F: Project Management Organization Chart; Annex G: Staff Loading Plan; and Annex H: Personnel Descriptions, Résumés, and Letters of Commitment. USDOL will also review the Applicant's cost proposal.

Given the complex nature of USDOL projects to be funded under this solicitation, the Applicant's approach to project management should be clear and effective for carrying out the scope of work. Applicants will be evaluated on the quality and clarity of information provided on their approach to project management and staffing.

Since the successful performance of the project depends heavily on the management skills and qualifications of the key personnel who will be carrying out the scope of work, USDOL will place emphasis on the qualifications, management experience, and commitment of the key personnel identified. USDOL may also give preference to Applicants proposing effective staffing strategies that aim to develop the capacity of national and/or local staff over the course of the project. USDOL will also take into consideration the overall cost-effectiveness of the project's proposed staffing strategy, including other professional personnel that the Applicant may be proposing.

When evaluating key personnel candidates, USDOL may give preference to individuals demonstrating the traits described below. For the **Project Director**, preference will be given to professionals with experience managing child labor and/or complex basic education projects in developing countries in areas such as: education policy; improving educational quality and access; educational assessment of disadvantaged students; development of community participation in the improvement of basic education for disadvantaged children; and monitoring and evaluation of basic education projects. Additional preference may be given to candidates with additional years of experience including experience working with officials of ministries of labor and/or education. Preferred candidates must also have knowledge of exploitive child labor issues, and experience in the development of transitional, formal, and vocational education programs for children removed from exploitive child labor. For the **Education Specialist**, preference will be given to candidates with experience with child labor/education policy and/or monitoring and evaluation. Preference may also be given to candidates who demonstrate an understanding of the special educational needs of children withdrawn from exploitive child labor and/or have experience working with this target population. For the **Monitoring and Evaluation Officer**, preference may be given to candidates with a demonstrated ability to build capacity of the project team and stakeholders partners in strategic planning and performance measurement; indicator selection; quantitative and qualitative data collection and analysis methodologies; database management; and knowledge of the GPRA.

6. Additional Direct Beneficiaries (5 extra points)

In evaluating Applicants on this criterion, USDOL will review the Applicant's technical proposal, including but not limited to the Project Design Narrative, including the sections on Strategy for Monitoring Direct Beneficiaries and Additional Direct Beneficiaries; and the cost proposal. Applicants may receive up to 5 additional points by proposing to effectively serve more than 200 direct beneficiaries per USD 100,000 of USDOL funding. Applicants will be evaluated based on the extent to which their proposed strategy to reach additional direct beneficiaries 1) is realistic and appropriate given the geographic area(s) and sector(s) of work to be targeted and the project's timeframe for implementation; 2) reflects a package of direct educational services and other direct services to be provided to direct beneficiaries that will maximize the likelihood of children's withdrawal or prevention from exploitive child labor over the long-term; and 3) the extent to which the project's DBMS will effectively ensure that children are withdrawn or prevented from exploitive child labor, at least for the duration of direct service provision.

7. Cost Sharing (5 extra points)

In evaluating Applicants on this criterion, USDOL will review the Applicant's cost proposal and technical proposal, including but not limited to the Project Design and Cost Sharing sections of the Project Design Narrative. USDOL may award up to five (5) additional points to applications that include committed non-U.S. Federal Government resources that significantly expand the dollar amount, size, and scope of the project. In awarding points, USDOL will determine the extent to which the proposed programs, services and/or activities

to be provided with the matching funds, in-kind contributions, or other cost sharing mechanisms will effectively enhance project objectives within the context of the Applicant's project design and whether the Applicant's proposal to share costs and/or provide matching funds is allowable, realistic, and significantly expands the project.

B. Review and Selection Process

Each complete and responsive application will be objectively evaluated by a technical review panel against the criteria described in this solicitation. Neutral, non-religious criteria that neither favor nor disfavor religion will be employed in the selection of cooperative agreement awardees. Applicants are advised that panel recommendations to the Grant Officer are advisory in nature. The Grant Officer may elect to select a Grantee on the basis of the initial application submission or the Grant Officer may establish a competitive or technically acceptable range from which qualified Applicants will be selected. If deemed appropriate, the Grant Officer may call for the preparation and receipt of final revisions of applications, following which the evaluation process described above may be repeated, in whole or in part, to consider such revisions. The Grant Officer will make final selection determinations based on panel findings and consideration of factors that represent the greatest advantage to the Federal government, such as cost, the availability of funds, and other factors. If USDOL does not receive technically acceptable applications in response to this solicitation, USDOL reserves the right to terminate the competition and not make any award. The Grant Officer's determinations for awards under this solicitation are final.

Note: Selection of an organization as a potential cooperative agreement recipient does not constitute approval of the cooperative agreement application as submitted in response to this solicitation. Before the actual cooperative agreement is awarded, USDOL reserves the right to ask questions and enter into BAFO negotiations about such items as: program components, project duration, staffing and funding levels, and financial and administrative systems in place to support grant implementation [including related issues raised in submitted audit report(s)]. If the negotiations do not result in a mutually acceptable submission, the Grant Officer reserves the right to terminate the negotiation and decline to fund the application. In the actual cooperative agreement, USDOL reserves the right to place special provisions on Grantees if concerns are raised in their application, including their audit report(s). In addition, USDOL reserves the right to negotiate program components further after award, during the project design consolidation phase and Project Document submission and review process. *See* section VI.D.2.

Award of a cooperative agreement under this solicitation may also be contingent upon an exchange of project support letters between USDOL and the relevant host government ministries in the target country.

C. Anticipated Announcement and Award Dates

Designation decisions will be made within 45 days after the deadline for submission of applications, where possible. All cooperative agreements will be awarded no later than September 30, 2008. USDOL is not obligated to make any awards as result of this solicitation, and only the Grant Officer can bind USDOL to the provision of funds under this solicitation. Unless specifically provided in the cooperative agreement, USDOL's acceptance of a proposal and/or award of Federal funds does not waive any cooperative agreement requirements and/or procedures.

VI. AWARD ADMINISTRATION INFORMATION

A. Award Notices

The Grant Officer will notify Applicants of designation results as follows:

Designation Letter: The designation letter signed by the Grant Officer will serve as official notice of an Applicant's designation. The designation letter will be accompanied by a cooperative agreement and USDOL-OCFT's most current Management Procedures and Guidelines (MPG).

Non-Designation Letter: Any Applicant not designated will be notified formally of the non-designation. However, Applicants not designated must formally request a debriefing in order to be provided with the basic reasons for the determination.

Notification of designation by a person or entity other than the Grant Officer is not valid.

B. Roles and Responsibilities of USDOL and Grantees

After award, USDOL's involvement in a project focuses on working with the Grantee in order to refine the Project Design/Project Document and its corresponding budget; to identify project performance indicators and develop a Performance Monitoring Plan (PMP); monitor implementation through technical and financial progress reports; and oversee the process of mid-term and final project evaluations. USDOL involvement is generally characterized by written comments and oral feedback tied to the approval of deliverables outlined in the cooperative agreement. USDOL staff may also conduct field visits to the project.

Applicable provisions, including those provided for in the USDOL cooperative agreement with the Grantee, apply to subcontracts entered into under USDOL-funded projects.

C. Administrative and National Policy Requirements

1. General

Grantees are subject to applicable U.S. Federal laws (including provisions of appropriations laws) and regulations, Executive Orders, applicable OMB Circulars, and USDOL policies. If during project implementation a Grantee is found in violation of U.S. Government laws and regulations, the terms of the cooperative agreement awarded under this solicitation may be modified by USDOL; costs may be disallowed and recovered; the cooperative agreement may be terminated; and USDOL may take other action permitted by law. Determinations of allowable costs will be made in accordance with the applicable U.S. Federal cost principles.

2. Project Audits and External Auditing Arrangements

In accordance with 29 CFR Parts 96 and 99, USDOL has contracted with an independent external auditor to conduct project-specific attestation engagements at USDOL's expense to supplement the coverage provided by the annual audits/engagements that Grantees are required to arrange. Grantees scheduled for examination by USDOL's contractor will be notified approximately 2 to 4 weeks prior to the start of the engagement.

The following requirements related to organization-wide annual audits/attestation engagements must be noted:

- i. U.S.-based non-profit Grantees whose total annual expenditure of Federal awards is more than USD 500,000 must have an organization-wide audit conducted in accordance with 29 CFR Parts 96 and 99, which codify the requirements of the Single Audit Act and OMB Circular A-133, and must comply with

the timeframes established in those regulations for the submission of their audits to the Federal Audit Clearinghouse. Grantees must send a copy of their single audit to their assigned USDOL Grant Officer's Technical Representative (GOTR) at the time it is submitted to the Federal Audit Clearinghouse.

Note: USDOL generally allows the costs to be allocated based on the following (applicable to U.S.-based agencies only): 1) A-133 "single audit" costs as part of the indirect cost rate/pool for organizations with more than one Federal source of funding, noting that organizations with only one Federal source could charge the A-133 single audit cost as direct costs; 2) A-133 "compliance supplement" costs – as direct costs for Federal sources only through a cost allocation methodology approved by the Federal cognizant agency; or 3) A-133 program specific audits as direct costs. Any deviations from the above must be explained and justified in the application.

- ii. Foreign-based Grantees and private for-profit Grantees must arrange for the annual performance of an attestation engagement, conducted in accordance with U.S. Government Auditing Standards, which includes auditors' opinions on 1) compliance with USDOL regulations and the provisions of the cooperative agreement and 2) the reliability of the Grantee's financial and performance reports. USDOL will provide an examination guide to be used by the auditor selected by the Grantee to perform the attestation engagement and will provide assistance in the event a Grantee is unable to identify an audit firm qualified to perform an attestation engagement in accordance with U.S. Government Auditing Standards. The Grantee's contract with the auditor to conduct the attestation engagement must include provisions granting access to the auditor's documentation (work papers) to representatives of USDOL, including the Grant Officer, the GOTR, USDOL's Office of the Inspector General, and the U.S. Government Accountability Office (GAO). The reports for these engagements are to be submitted to the Grant Officer with a copy to the GOTR 1) 30 days after receipt of the auditor's report or 2) nine months after the end of the Grantee's fiscal year, whichever occurs sooner. The attestation engagement should be allocated as a direct cost to the project.

3. Administrative Standards and Provisions

Cooperative agreements awarded under this solicitation are subject to the following administrative standards and provisions outlined in the CFR that pertain to USDOL, and any other applicable standards that come into effect during the term of the cooperative agreement, if applicable to a particular Grantee:

- 29 CFR Part 2 Subpart D – Equal Treatment in Department of Labor Programs for Religious Organizations; Protection of Religious Liberty of Department of Labor Social Service Providers and Beneficiaries.
- 29 CFR Part 31 - Nondiscrimination in Federally Assisted Programs of the Department of Labor—Effectuation of Title VI of the Civil Rights Act of 1964.
- 29 CFR Part 32 - Nondiscrimination on the Basis of Handicap in Programs and Activities Receiving or Benefiting from Federal Financial Assistance.
- 29 CFR Part 33 - Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities Conducted by the Department of Labor.
- 29 CFR Part 35 – Nondiscrimination on the Basis of Age in Programs or Activities Receiving Federal Financial Assistance from the Department of Labor.
- 29 CFR Part 36 – Federal Standards for Nondiscrimination on the Basis of Sex in Education Programs or Activities Receiving Federal Financial Assistance.
- 29 CFR Part 93 – New Restrictions on Lobbying.
- 29 CFR Part 94 – Federal Standards for Governmentwide Requirements for Drug-Free Workplace (Financial Assistance)

- 29 CFR Part 95 – Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and other Non-Profit Organizations, and with Commercial Organizations, Foreign Governments, Organizations Under the Jurisdiction of Foreign Governments and International Organizations.
- 29 CFR Part 96 – Federal Standards for Audit of Federally Funded Grants, Contracts and Other Agreements.
- 29 CFR Part 98 – Federal Standards for Governmentwide Debarment and Suspension (Nonprocurement).
- 29 CFR Part 99 – Federal Standards for Audits of States, Local Governments, and Non-Profit Organizations.

Copies of all regulations referenced in this solicitation are available at no cost, online, at <http://www.dol.gov>. A copy of Title 29 of the CFR referenced in this solicitation is available from the U.S. Government Printing Office at no cost, online, at <http://ecfr.gpoaccess.gov/cgi/t/text/text-idx?c=ecfr&sid=5e421ad42692a3a28f382a9aba659b2b&rgn=div5&view=text&node=29:1.1.1.1.39&idno=29>.

The terms outlined in this solicitation, the cooperative agreement, and the MPGs are all applicable to the implementation of projects awarded under this solicitation.

4. Key Personnel

The Grantee must inform the GOTR in the event that key personnel cannot continue to work on the project as planned. The Grantee is expected to nominate, through the submission of a formal project revision, new personnel. (Further information on project revisions will be provided to Grantees in the MPGs after award). However, the Grantee must obtain approval from the Grant Officer before any change to key personnel is formalized. If the Grant Officer is unable to approve the personnel change, s/he reserves the right to terminate the cooperative agreement or disallow costs.

5. Encumbrance of Cooperative Agreement Funds

Cooperative agreement funds may not be encumbered/obligated by a Grantee before or after the period of performance. Encumbrances/obligations outstanding as of the end of the cooperative agreement period may be liquidated (paid out) after the end of the cooperative agreement period. Such encumbrances/obligations may involve only specified commitments for which a need existed during the cooperative agreement period and that are supported by approved contracts, purchase orders, requisitions, invoices, bills, or other evidence of liability consistent with a Grantee's purchasing procedures and incurred within the cooperative agreement period. All encumbrances/obligations incurred during the cooperative agreement period must be liquidated within 90 calendar days after the end of the cooperative agreement period, unless a longer period of time is granted by USDOL.

6. Site Visits

USDOL, through its authorized representatives, has the right, at all reasonable times, to make site visits to review project accomplishments and fiscal and administrative control systems and to provide such technical assistance as may be required. USDOL intends to make every effort to notify the Grantee at least two weeks in advance of any trip to the USDOL-funded project site. If USDOL makes any site visit on the premises of a Grantee or a subcontractor(s) under the cooperative agreement, the Grantee must provide and must require its subcontractors to provide, all reasonable facilities and assistance for the safety and convenience of government officials in the performance of their duties. All site visits and evaluations are expected to be performed in a manner designed to not unduly delay the implementation of the project.

D. Reporting and Deliverables

Grantees must submit copies of all required reports to USDOL by the specified due dates, unless otherwise indicated. Exact timeframes for completion of deliverables will be addressed in the cooperative agreement and the MPGs. Specific deliverables that all Grantees are required to produce under the cooperative agreement are outlined below in section VI.D.1. through VI.D.7..

1. Baseline Report

USDOL expects Grantees to begin baseline data collection within 4 months of award and complete it within 7 months of award. USDOL also expects Grantees to complete their analysis of baseline data within 9 months of award and furnish the final baseline report to USDOL within 12 months of award. Baseline data and information measures the existing conditions of target areas or sectors and provides information on the characteristics of the target population, including their living and working conditions. The data is used to 1) develop reliable project targets and identify direct beneficiaries and indirect beneficiaries and 2) inform project design and activities, including the identification of relevant services to children and possible stakeholders. Baseline data can also be used to establish benchmarks and contribute to the measurement of project impact. Information can then be used to inform management decisions throughout the project cycle.

2. Project Document

Within 4 months of cooperative agreement award, the Grantee must deliver an initial draft of the Project Document, based on the application submitted in response to this solicitation and including the results of additional consultations with members of the project team; project stakeholders, including government officials and local partners in the target country; and USDOL. Within 8 months of award, the Grantee must deliver the final Project Document, which should incorporate findings of the project's baseline study and include the Logical Framework, Sustainability Matrix, and Work Plan. The final Project Document and Work Plan must include dates for mid-term and final evaluations. In addition, if the Grantee proposes to issue subcontracts to foreign governments, a table of proposed government subcontracts must be submitted as part of the final Project Document. For additional requirements related to foreign government subcontracts, *see* section IV.D.7.

3. Technical Progress and Financial Reports

The format for the technical progress reports will be provided in the MPG distributed to Grantees after award. Grantees must submit narrative technical progress reports to USDOL on a semi-annual basis by March 31 and September 30 of each year during the cooperative agreement period. However, USDOL reserves the right to require up to four technical progress reports a year, as necessary. Grantees must also submit an electronic financial report (SF-269) to USDOL, on a quarterly basis, through the E-Grants system. Grantees must also file a PSC 272 report for each project electronically through the HHS/PMS on a quarterly basis. All SF-269 and PSC 272 reports must be submitted no less than 45 days after the end of each quarter, *i.e.*: February 15; May 15; August 15; and November 15. In addition, Grantees are encouraged to submit an update to USDOL, on a semi-annual basis, of the project's detailed Outputs-Based Budget or a Financial Status Report that provides information on total allocations, expenditures, commitment of balances and project balance by budget categories identified in the SF-424A.

4. Work Plans

Within 4 months of award, the Grantee must deliver an initial draft of the Work Plan covering the life of the project. Grantees must develop a final Work Plan within 8 months of award for approval by USDOL so as to ensure coordination with other relevant social actors throughout the country. The final Work Plan must include dates for the mid-term and final evaluations. An annual Work Plan that updates the initial Work Plan must be submitted to USDOL annually with the September technical progress report.

5. Performance Monitoring Plan (PMP)

A PMP serves three primary functions: 1) to delineate the data collection process; 2) to ensure data comparability; and 3) to guide data analysis. A PMP, therefore, must contain the following information:

- Definition of each indicator and unit of measurement;
- Description of each indicator data source;
- Method of data collection or calculation;
- Frequency and schedule of data collection;
- Institution(s) or person(s) responsible for ensuring data availability;
- Type or frequency of data analysis and person/institution responsible for data analysis; and
- Cost of data collection.

Appropriate performance indicators must be selected during the project design consolidation phase, specified in the Logical Framework, and further refined as the PMP is finalized. The PMP must be developed in conjunction with common indicators for reporting selected by USDOL, and must include a limited number of additional key indicators that can be realistically measured within the cost parameters allocated to project monitoring. The project's Logframe and PMP indicators are expected to inform baseline data collection. Target setting is also a critical part of the PMP finalization process, as targets are listed by time period in the PMP's data tracking table. (Further information on data tracking will be provided to Grantees after award.) Grantees must submit a draft PMP to USDOL within 8 months of award. The final PMP must be submitted after completion of baseline data collection but no later than 12 months after award.

6. Project Evaluations

Grantees are expected to tentatively schedule mid-term evaluations to correspond with the approximate mid-point of the project. The date of the final evaluation is expected to be tentatively set for approximately 2 months prior to the project completion date.

7. Final Report

Grantees must submit a final technical report no later than 90 days after the project completion date. The final report is a stand-alone report that provides a complete and comprehensive summary of the progress and achievements made during the life of the project. More information on the final report will be provided in the MPGs distributed to Grantees after award.

VII. AGENCY CONTACTS

All technical questions regarding this solicitation (SGA 08-01) should be sent in writing to Ms. Lisa Harvey, Grant Officer, U.S. Department of Labor's Office of Procurement Services, via e-mail (e-mail address: harvey.lisa@dol.gov; telephone: (202) 693-4592 – this is not a toll-free-number). These questions must be sent to Ms. Harvey within 3 weeks of this solicitation's publication (*i.e.*, no later than May 15, 2008) in order to receive a reply and allow these responses to reach all prospective Applicants prior to the submission of their applications. USDOL will compile all technical questions received from prospective Applicants by e-mail and post them, together with USDOL responses on USDOL/ILAB's Web site at www.dol.gov/ILAB/grants/main.htm within 4 weeks of this solicitation's publication (*i.e.*, by May 22, 2008).

In addition, USDOL will post a transcript of its April 24, 2008 Bidders' Meeting, which will include a question and answer session, on its Web site when it becomes available. A general list of frequently asked questions (FAQs) regarding USDOL's Solicitations for Cooperative Agreements for Child Labor grants will also be posted on USDOL/ILAB's Web site at <http://www.dol.gov/ILAB/grants/bkgrd.htm>.

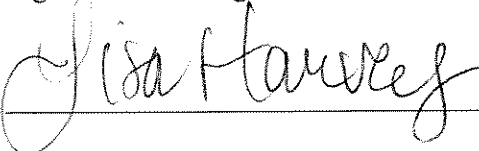
If an Applicant has questions on how to electronically assemble their application package on www.grants.gov, they must contact Mr. Troy Hargrove at (202) 693-4584 at least one week prior to the application deadline date, (or no later than 4:30 p.m. EST on June 17, 2008), in order to receive assistance. If an Applicant has problems downloading the application package from www.grants.gov or software compatibility questions, they should contact the www.grants.gov Contact Center at 1-800-518-4726 or support@grants.gov.

VIII. OTHER INFORMATION

Privacy Act and Freedom of Information Act

Any information submitted in response to this solicitation will be subject to the provisions of the Privacy Act and the Freedom of Information Act, as appropriate.

Signed at Washington, DC, this 24th day of April, 2008.

A handwritten signature in cursive script that reads "Lisa Harvey". The signature is written in black ink and is positioned above a solid horizontal line that extends to the right.

Lisa Harvey
Grant Officer

Appendix A: Cost Proposal Format

I. Cost Proposal

A. Required Standard Forms

1. SF-424 Supplemental Key Contacts Information
2. SF-424 Application for Federal Assistance, including all applicable DUNS Numbers in Block 8 and as an attachment (if applicable)
3. SF-424A Budget Information (Non-Construction Programs)

B. Outputs-Based Budget

C. Budget Narrative

D. Indirect Cost Information

1. Indirect Cost Form for the Applicant (including one for each Associate, as applicable);
2. One of the following for the Applicant (including one for each Associate, as applicable): 1) A current, approved Negotiated Indirect Cost Rate Agreement (NICRA) or 2) A Certificate of Direct Costs.

E. Survey on Ensuring Equal Opportunity for Applicants (optional)

Note: The SF 424 Supplemental Key Contacts Information Form, SF-424 Application for Federal Assistance, SF-424A Budget Information, Indirect Cost Information Form, Survey on Ensuring Equal Opportunity for Applicants, and a Sample Outputs-Based Budget are available from USDOL/ILAB's Web site at <http://www.dol.gov/ilab/grants/bkgrd.htm>. All forms in the SF-424 family of forms are also available on www.grants.gov.

Appendix B: Technical Proposal Format

I. Technical Proposal

A. Executive Summary

(maximum 2 single-sided, 8 1/2" x 11" pages with 1-inch margins and font size no less than 10-point)

B. Table of Contents

C. Project Design Narrative

(maximum 50 single-sided, double-spaced 8 1/2" x 11" pages with 1-inch margins and font size no less than 10-point)

1. Background and Justification
2. Project Design and Strategy
3. Strategy for Monitoring Direct Beneficiaries

D. Sustainability Strategy

E. Organizational Capacity

1. International and U.S. Government Grant and/or Contract Experience
2. Country Presence and Host Government Support
3. Fiscal Oversight

F. Key Personnel/Management Plan/Staffing

1. Key Personnel
2. Other Professional Personnel
3. Management Plan
4. Description of Staff Loading Plan

G. Additional Direct Beneficiaries (optional)

H. Cost Sharing (optional)

II. Annexes to the Technical Proposal

(these do not count towards the 50-page maximum)

Annex A: Direct Beneficiaries Services Table and Methodology for Cost per Child Estimates

Annex B: Logical Framework

Annex C: Work Plan

Annex D: Sustainability Matrix

Annex E: Past Performance Table(s)

Annex F: Project Management Organization Chart

Annex G: Staff Loading Plan

Annex H: Personnel Descriptions, Résumés, and Letters of Commitment

Annex I: Documentation of Country Presence and/or Host Government Support

Annex J: Audit Report(s)

Annex K: Association Agreement(s) (if applicable)

Note: A sample Direct Beneficiaries Services Table, Logical Framework, and Sustainability Matrix are available from USDOL/ILAB's Web site at <http://www.dol.gov/ilab/grants/bkgrd.htm>.

Appendix C: Direct Beneficiaries Services Table

Table 1. Services to be Provided by the Project to its Direct Beneficiaries

SECTOR	DIRECT BENEFICIARIES	DEMOGRAPHICS		DIRECT EDUCATIONAL SERVICES TO BE PROVIDED TO CHILDREN				OTHER DIRECT SERVICES TO BE PROVIDED TO CHILDREN	
		Age(s)	Geographic Area (i.e., city, district, state, region)	Description of Education or Training Program	Frequency of Program (number of hours/day, days/week, and months/year)	Length of Program (number of months)	Estimated Cost per Child (in US Dollars)	Description of Other Direct Service(s)	Estimated Cost per Child (in US Dollars)
Sector of Exploitive Child Labor to be Targeted	Number of Children to Be Withdrawn or Prevented from Exploitive Child Labor								
	Male Female Total								
<i>Children to be Withdrawn</i>									
					__ hours/day __ days/week __ months/year	__ months	USD \$ ____		USD \$ ____
					__ hours/day __ days/week __ months/year	__ months	USD \$ ____		USD \$ ____
<i>Children to be Prevented</i>									
					__ hours/day __ days/week __ months/year	__ months	USD \$ ____		USD \$ ____
					__ hours/day __ days/week __ months/year	__ months	USD \$ ____		USD \$ ____

Instructions: Applicants must include this table in their technical proposal as an Annex to the Project Design and Strategy section of the Project Design Narrative. Applicants should develop this table to the maximum extent possible with the information available at the time of application, based on the Applicant's needs assessment and in accordance with the definitions provided in section I.A.1. and I.B.1.a.(5). of this solicitation. The estimated costs per child in this table should reflect the Applicant's estimates for withdrawing children from exploitive child labor in particular

sectors and for providing direct educational services and other direct services that were used in developing the overall cost proposal. In addition to this table, Applicants must also provide their methodology for calculating the “cost per child” estimates for proposed direct educational services and other direct services in the Direct Beneficiaries Services Table. In consultation with USDOL, successful Applicants may revise this table after award during the project design consolidation phase based on the results of their baseline study. A sample table is available from USDOL/ILAB’s Web site at <http://www.dol.gov/ILAB/grants/main.htm>.

Appendix D: Definitions and Usual Characteristics of Subgrants vs. Subcontracts

DEFINITIONS	Subgrants	Subcontracts
* General Purpose	An agreement that provides for the transfer of money or property to accomplish a public purpose of support or stimulation through the OCFT grant, as authorized under Federal statute.	Legal contract in which the purpose is to provide supplies and/or services.
* Focus	Carries out one or more major programmatic functions in support of the goals of the OCFT grant.	Does not support the goals of the OCFT grant directly; instead the subcontractor provides supplies and/or services that are ancillary or supportive to the operation of the OCFT grant.
* Recipient Responsibility	Has responsibility for programmatic decision making, adherence to applicable Federal program compliance requirements, and is able to determine which participants are eligible to receive Federal financial assistance.	Provides supplies and/or services for use by the Lead Grantee that are supportive to the operation of the OCFT grant. Subcontractor is subject to procurement regulations, but not programmatic compliance requirements, and does not have decision-making authority pertaining to the OCFT grant.
USUAL CHARACTERISTICS	Subgrants	Subcontracts
Recipients	Awarded largely to non-profits, institutions of higher education, and state and local governments. Fewer commercial enterprises are recipients.	Awarded largely to commercial enterprises, although non-profits and state or local governments may respond to a request for bid or proposal.
Terms & Performance Standards	Less rigorous according to their terms and conditions than contracts. Performance is measured against whether the objectives of the Federal program are met (for example, to eliminate exploitive child labor)	More rigorous according to their terms and conditions. Performance is measured against the delivery of goods and services. The terms will define deliverables and indicate when they are due.
Monitoring	Less regulated. If the task is not accomplished, there may be fewer legal and financial ramifications.	More heavily regulated and more likely to carry substantial legal or financial risk.
Scope of Work	Scope of work, deliverables and delivery schedule are more flexible and easier to amend when changes are necessary.	Scope of work may be less flexible and more difficult to amend. Firm delivery schedule with deliverables subject to rigorous inspection.
Payment Schedule	Funds usually drawn down by recipient or paid in a lump sum.	Payment is usually made by invoice only after goods are delivered or services

	Payments are based on budgeted amounts rather than the unit cost of services.	rendered. Advances are made under specific, limited circumstances. Payments are related to goods delivered or services rendered.
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*The distinction between subgrants vs. subcontracts should be made primarily based on these three definitions. Even if an agreement has some or many of the “usual characteristics” of a subgrant, project managers and auditors should closely examine its purpose, focus, and recipient responsibilities (using the definitions provided above) before determining whether it meets the definition of a subgrant or subcontract.