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Issuance Date: July 15, 2008
Deadline for Receipt of Questions: July 22, 2008
First Closing Date for Submission of Concept Papers: August 8, 2008
Closing Date for Submission of Full Applications (if requested): September 21, 2008
Final Closing Date for Submission of Concept Papers: January 14, 2009
Closing Time for Submission of Applications: 1000 Hours Washington DC Time
Submit Concept Papers to: whewitt@usaid.gov

Subject: Annual Program Statement (APS) Number: M-OAA-GRO-LMA-08-715
Annual Program Statement for Building Responsibility for the Delivery of
Government Services (BRIDGE) Program

Dear Applicants:

The United States Government, represented by the United States Agency for International Development (USAID), is seeking applications from qualified Applicants for funding of Cooperative Agreements.

This Annual Program Statement (APS) covers a discretionary assistance program (grants or cooperative agreements – herein referred to as “grants”) conducted under the authority of the 1961 Foreign Assistance Act, as amended. This funding opportunity includes two areas of implementation: 1) Multi-sectoral programming in Southern Sudan states that border the Three Areas (Warrap, Unity, Upper Nile, and Northern Bahr el Ghazal), and 2) Multi-sectoral programming in the Three Areas (Blue Nile, South Kordofan and Abyei Area).

Eligible organizations interested in funding are invited to review this APS and follow the application guidance herein. Proposals from consortia or partnerships between eligible organizations are welcome. Submittals must be in English and must identify the geographic area for which funding is sought. If organizations are interested in both geographic areas of implementation, a concept paper and budget should be submitted for each separately, as they may be funded separately.

Programs proposed for funding that include **all** sectoral areas of interest stated herein (democracy and governance (DG), health, water, sanitation, education and livelihoods) are encouraged. Teaming arrangements, especially those that include Sudanese partners, are encouraged in order to adequately provide the multi-sectoral expertise required for design and implementation of an integrated program.

All concept papers must be submitted by the above closing date. However, **concept papers received by August 8, 2008 will be reviewed first**. All other concept papers will be reviewed following the closing date of January 14, 2009.

At 10:00 am local time on July 24, 2008, a public discussion will be held at USAID/Sudan in Juba to answer any questions that applicants may have about the proposed program or the application process. It will also be an opportunity for organizations to network and identify opportunities to form teams in response to this solicitation. All organizations interested in applying for awards under this APS may send

up to two persons per organization, as space is limited. Those who plan to attend should send the name of the attendee(s), position/title, name of organization, and telephone and email contact information to sudanapsmeeting@usaid.gov by noon Juba-time July 23, 2008. All issues discussed will be summarized and posted on http://www.usaid.gov/locations/sub-saharan_africa/countries/sudan/ by July 26th for those who are unable to attend the meeting.

The authority for this Annual Program Statement (APS) is in accordance with the Foreign Assistance Act of 1961, as amended.

Awards shall be made to eligible U.S. Non-Governmental Organizations (501(c)3 NGOs) and accredited U.S. colleges and universities in accordance with 22 CFR 226 and USAID's Standard Provisions for U.S. Non-Governmental Recipients. Awards will also be made to eligible Non-U.S. organizations and private firms. Public international organizations (i.e. organizations comprised principally of governments), governmental organizations and quasi-governmental organizations are not eligible through this APS as USAID employs a separate means to establish partnerships with them.

Pursuant to 22 CFR 226.81, it is USAID policy not to award profit under assistance instruments. However, all reasonable, allocable, and allowable expenses, both direct and indirect, which are related to the Award program and are in accordance with applicable cost standards (22 CFR 226, OMB Circular A-122 for non-profit organizations, OMB Circular A-21 for universities, and the Federal Acquisition Regulation (FAR) Part 31 for for-profit organizations), may be paid under the Award.

USAID reserves the right to fund any or none of the applications submitted.

For the purposes of this APS, the term "Grant" is synonymous with "Cooperative Agreement"; "Grantee" is synonymous with "Recipient"; and "Grant Officer" is synonymous with "Agreement Officer."

Applicants are requested to submit their Concept Paper (including budget summary and past performance information – see "Application Process" outlined in Section II below), electronically, via e-mail, as an e-mail attachment to the Agreement Negotiator, William Hewitt, at whewitt@usaid.gov by August 8, 2008. Applicants are responsible for ensuring that all electronic files are successfully received. If a Concept Paper receives a favorable evaluation, USAID will instruct the Applicant to submit a full application electronically via www.Grants.gov by September 21, 2008. The Applicant must notify the Agreement Negotiator by e-mail (whewitt@usaid.gov) once the full application is submitted (no later than September 21, 2008) so that the electronic application can be retrieved by USAID.

All projects funded by USAID must conform to U.S. environmental regulations (22 CFR 216) requiring evaluation to ensure that any environmental impacts resulting from the project implementation are mitigated. Through development of the Initial Environmental Examination (IEE), 22 CFR 216 or "Reg. 216" ensures that environmental (i.e., natural resource or public health) impacts of USAID-funded activities are identified and mitigation measures proposed.

Additional information about existing programs can be found on the USAID/Sudan website: http://www.usaid.gov/locations/sub-saharan_africa/countries/sudan/.

Applicants may submit an application for one or more Geographic Areas, but separate applications must be submitted for each Geographic Area. Proposals that include more than one geographic area will only be considered from applicant teams that can demonstrate the capacity to implement in such a large region.

The actual number of new grants funded through this APS will depend on various factors; however, USAID/Sudan estimates that no more than one agreement per state will be made for the Southern Sudan states that border the Three Areas and no more than two will be made for the Three Areas. The combined value of all grants is not expected to exceed \$34,565,400 in FY 2008 funding. The maximum amount of funding to be provided toward each program element is shown in Annex A. This is an estimate because availability and allocation of new FY 2008 funding for this purpose is not finalized. Successful applications may be eligible for follow-on awards if additional funding becomes available, and the program objectives and outcomes continue to be consistent with Mission priorities.

The water and sanitation portions of all proposals under this APS are funded by both Child Survival and Health (CSH) and Development Assistance (DA) funds, and are subject to requirements for the use of those funds, as well as guidance related to implementation of the Senator Paul Simon Water for the Poor Act of 2005 (Public Law 109-121). Portions of proposals funded with CSH funds under this APS are subject to CSH guidance and earmarks for Malaria, Maternal and Child Health (including portions subject to the Senator Paul Simon Water for the Poor act of 2005), and Family Planning and Reproductive Health, as appropriate (see Annexes E, F, G, and H for more details).

No grants will have a performance period exceeding three years.

Applicants should retain for their records one copy of all enclosures which accompany their application.

Issuance of this APS does not constitute an Award commitment on the part of the Government, nor does it commit the Government to pay for costs incurred in the preparation and submission of an application. Further, the Government reserves the right to reject any or all applications received, if such action is considered to be in the best interest of the Government. In addition, final Award of any resultant Cooperative Agreement(s) cannot be made until funds have been fully appropriated, allocated, and committed through internal USAID procedures. While it is anticipated that these procedures will be successfully completed, Applicants are hereby notified of these requirements and conditions for an Award. Applications are submitted at the risk of the Applicant; all preparation and submission costs are at the Applicant's expense.

This APS and any future Amendments can be downloaded from Grants.gov on the World Wide Web (www). The World Wide Web Address is: <http://www.grants.gov>. In order to use this method, an Applicant must first register on-line with Grants.gov. Click on "Search for Grant Opportunity," then click on "Browse by Agency" and choose U.S. Agency for International Development, then select the appropriate location and search for the APS. If there are problems or you have difficulty registering or accessing the APS, please contact the Grants.gov Helpdesk at: 1-800-518-4726 or electronically, via e-mail at: support@usaid.gov for technical assistance. It is the responsibility of the Applicant to ensure that an application has been posted to Grants.gov in its entirety and USAID bears no responsibility for data errors resulting from transmission or conversion processes.

Applicants will need to have downloaded Adobe version 8.1.1 to their computers as grant opportunities may appear in this format. This step is required in order for Applicants to view and save the Adobe forms properly.

Awards made to U.S. and Non-U.S. Organizations will follow the standard formats for each, as prescribed in ADS 303.

Applicants should submit any questions concerning this APS via email to the Agreement Negotiator, William Hewitt, at whewitt@usaid.gov. **All questions and/or requests for clarification/explanation must be received by the deadline stipulated on this Cover Letter.** Any communications pertaining to this APS must be through the USAID point of contact listed above.

Thank you for your interest in USAID programs.

Sincerely,

/s/

Bruce Gelband
Regional Agreement Officer

SECTION I

PROGRAM DESCRIPTION

A. BACKGROUND

The signing of the Comprehensive Peace Agreement (CPA) on January 9th, 2005 by the Sudan People's Liberation Movement (SPLM) and the Government of Sudan (GoS) brought an end to Africa's longest running conflict. The agreement, a product of more than two years of high-level negotiations with substantial engagement from the United States Government addresses the causes of war and instability throughout the country. While a fragile peace now dominates relations between the North and South the Government of National Unity and the Government of Southern Sudan have been established. Internally Displaced Persons (IDPs) continue to live in temporary camps and many have still have not returned home. It is imperative that the CPA succeeds and continues to serve as a model for peace throughout Sudan.

Sudan is the highest USG priority country in Africa. USAID/Sudan is mandated to support the implementation of and reduce the threats to the CPA. Despite the ending of the conflict and the signing of the CPA, Sudan continues in a fragile a vulnerable state due to the proliferation of weapons, the presence of rival military forces, the absence of virtually any infrastructure and the weakness of institutions of governance. Numerous challenges persist. The CPA carries high expectations on the part of citizens for tangible peace dividends in affected areas throughout Sudan, honest power and wealth sharing, and an end to the insecurity that has displaced more than four million people inside Sudan and caused an additional 550,000 refugees to flee to neighboring countries. Reintegration and safe transition of these Internally Displaced Persons (IDPs) and other post-conflict populations, including ex-combatants, refugees and orphans is required. Communities into which these persons are reintegrated will need assistance to construct water systems, health systems, schools, and transportations routes, and access to vocational training, business, and agricultural inputs to prevent negative effects to stability. Implementation of the CPA is slow and behind schedule.

Institutions and capacities are nascent throughout Southern Sudan and the Three Areas; the political and administrative infrastructure of the new governments remain weak. The United States is presented with an exceptional opportunity to work with new government entities to support a reform agenda which, if successful, will advance U.S. foreign policy interests in fostering increased stability not only in Sudan, but throughout the Horn of Africa. Specific attention to potential and actual threats to the CPA will be addressed by the United States while supporting the politically and economically-driven stabilization process that is crucial to further consolidate peace and buttress the nascent Government of Southern Sudan (GoSS) and Government of National Unity (GoNU).

The Three Areas, also included in this APS, is comprised of the three areas of Nuba Mountains, Southern Blue Nile and Abyei. Nuba Mountains, now part of South Kordofan state in the North, and Southern Blue Nile, now part of Blue Nile state in the North, are recognized in the CPA as "models for solving problems throughout the country." Both parties made significant compromises regarding these states and the Abyei area within South Kordofan, which are reflected in separate Transition Zone protocols. Critical issues that gave rise to conflict in this area, namely: land rights, Sharia law, lack of rights to self expression and freedom of identity, imbalanced development and issues related to autonomy/self-rule, have been deferred to complex political processes and commissions outlined in the protocols. These states are the area of greatest SPLM presence in the North, and as such, resolution of issues and

implementation of the protocols will test the parties' commitment to genuine reform and unity. In addition, because the states are part of the frontline between North-South, renewed conflict could easily escalate between the SPLA and SAF. Meeting the expectations of citizens that peace would bring development is critically important to defuse conflict and create a renewed sense of hope.

Critical to implementing the core of the CPA will be to expand the perception that it will bring a viable peace to the Sudanese people. Expectations for a visible 'peace dividend' are extremely high and anticipated USAID activities seek to buttress the CPA with tangible dividends. Without such support to governance, social service delivery, livelihood diversification, IDPs and infrastructure, disenfranchisement and feelings of alienation could return, thus reigniting the potential for conflict. Citizens, for example, need to feel as if the CPA is equitable in its resource distribution mechanisms focused throughout historically marginalized areas. Monopolization of resources by the GoS could lead to a sense of powerlessness amongst affected citizens and potentially spark a return to conflict. Basic services and livelihoods need to be visibly improved. USAID will address these concerns with the view to manage expectations and ensure a peace for the Sudanese people.

B. OBJECTIVES AND AREAS OF INTEREST

The objective of the Building Responsibility for the Delivery of Government Services (BRIDGE) Program is to support the CPA by delivering tangible peace dividends through building capacity of State and County governments to engage with communities to meet their needs and increase their incomes. Toward this end, proposed program activities should build on areas of prior USG investment (see Annex B), and help to transition from existing relief programs to more sustainable methods of government-managed service provision. While emergency programs are primarily focused on beneficiaries, central to this APS is strengthening local government capacity to deliver services in response to expressed priorities of the communities they serve¹. Project needs should be identified by local governments through consultative planning processes, who should then—with the assistance of implementing partners—work with stakeholders (e.g. community leaders and members, civil society, NGOs, and other levels of government) to develop and implement solutions. Applicant organizations should support government institutions at the state, county/locality and/or payam/district level, as appropriate, ensuring that all activities are led by the relevant authorities. The Applicant's approach shall include community-based planning led by local governments and incorporate and emphasize the use of internationally recognized best practices and lessons learned in each sector, adjusted as appropriate for the current environment in these locations. USAID is looking for a variety of innovative and achievable program ideas to accomplish this desired result, and the areas of special interest described below.

C. AREAS OF IMPLEMENTATION:

1. Southern Sudan states that border the Three Areas: Warrap, Unity, Upper Nile, and Northern Bahr el Ghazal

Within these states, counties and towns should be proposed for program implementation based on the following criteria:

¹ In South Kordofan and Blue Nile states, this includes support for integrating service delivery and public administration in former SPLM-administered and Government of National Unity-administered areas into single organizational and operational entities for these states, so that state governments represent and serve **all** communities in the state.

- a) Areas with prior USG investment (see Annex B)
- b) Transition from relief activities to more sustainable development
- c) Build on opportunities to mitigate conflict
- d) Areas with high levels of returnees
- e) Basic needs of the community
- f) Areas not covered by other donors²

2. The Three Areas (Blue Nile, South Kordofan and Abyei Area)

- a) Kurmuk locality
- b) Kadugli locality (including Kauda)
- c) Lagawa locality
- d) Abyei Area
- e) Former Western Kordofan

D. AREAS OF INTEREST:

All proposed activities under the following areas of interest must be compliant with the standard definitions for the elements and sub-elements listed in Annex I.

1) Building Capacity of Local Governments to Deliver Public Services and Decentralize

This may be at the state and/or county level and may address executive and/or legislative branches of those governments, as appropriate.³ Programs could include managing service delivery, developing own-source revenues, managing financial and human resources, technical assistance to resolve outstanding issues in legal frameworks, mitigate or resolve conflict, set standards, or other relevant capacities. Public services of particular interest include health, education, promoting local economic growth, and water and sanitation.

USAID is prepared to fund activities that will contribute to one or more of the following:

- Build the capacities of local governments and local government officials to plan, manage, deliver, and account for local public goods and services;
- Develop sustainable and replicable models for public service delivery, such as government-NGO or government-private sector partnerships;
- Provide technical assistance and training to strengthen local government functions that enable service delivery, including development of budgets, local revenue raising, community planning, participation, and implementation of laws, regulations, policies, and programs;

² If necessary but not sufficient activities are being implemented in a given area by other donors, proposals should demonstrate how the BRIDGE program will link with / build on those other donor programs (e.g., Sudan Recovery Fund).

³ In South Kordofan and Blue Nile states, activities should support government integration of service delivery and government institutions across all parts of the states.

- Promote fiscal decentralization to enable service delivery with appropriate sub-national revenue generation, inter-governmental fiscal transfers, and development of the necessary planning, management, and accounting skills that must accompany it;
- Support public administration reform, civil service reform, local government transparency, e-government, financial management systems and audits, government ethics regimes, regulatory reform/administrative law, public procurement reform, privatization, and tax and customs administration to reduce corruption at local government levels; and
- As needed, provide technical assistance and training to facilitate participation of local government officials in the development of the legislative/regulatory environment for decentralized governance with appropriate devolution of authority and resources to sub-national levels.
- If implementing in Blue Nile and South Kordofan states, implement in ways that advance integration of northern and southern public services and government administration processes.

2) Support Democratic Local Government

The results of these interventions would be to strengthen the relationships between citizens and local governments, improve the flow of information and participatory planning mechanisms that bring together citizens and local governments to make decisions that affect their communities. Links with existing civil society strengthening, civic participation, and community radio programs are encouraged. Activities may target state and/or county governments and executive and/or legislative branches of those governments.

USAID is prepared to fund activities such as:

- Increasing the interaction of civil society groups and local government officials in representative and participative processes designed to effectively reveal and respond to citizens' preferences for local government services and policy positions; and
- Reducing the barriers that limit participation of civil society, including the participation of women and marginalized populations, in local governance.

3) Provide Visible Peace Dividends

While building the capacity of local governments, projects must also enable real, tangible development gains to be made in the next two dry seasons (o/a December through April 2008-9 and 2009-10). Results for these interventions would come from bringing citizens together with their governments to apply best practices in **improving livelihoods, education, health services, and/or the provision of improved water and sanitation**. Stronger / more rapid impact may be achieved by building on/complementing current or prior activities of the U.S. Government and other donor and stakeholder programs, in addition to GOSS and State government programs.

As an *example*, USAID is prepared to fund activities that will contribute to:

Livelihoods

- Livelihood diversification and expansion
- Increasing productivity and income in the agricultural sector, including value-chain linkages for agricultural products
- Small enterprise development
- Employment generation to increase incomes for local communities
- Skill building to increase access to sustainable economic opportunities
- Establishing foundations for economic stabilization and growth

Health⁴

- Reducing incidence of malaria
- Improving maternal and child health
- Increasing access to family planning and reproductive health services
- Increasing sustainable access to improved water supply and basic sanitation
- Improving hygiene behaviors

Education

- Providing greater citizen participation in the design and oversight of schools including education reform advocacy groups
 - Developing community schools to answer the educational needs of a community
 - Engaging and supporting parental involvement in school organizations such as School Management Committees, Parent Teacher Associations and/or Boards of Trustees (BOTs)
- Improving teaching skills
- Providing teaching and learning resources to the schools
- Providing innovative methodologies for increasing access and quality of education

4) Transition from Relief to Development

A central focus of the BRIDGE Program is to enable local governments to assume funding of and oversight for, or direct provision and ownership of public services, some of which are now being provided by relief programs in border states and the Three Areas. Therefore, priority consideration will be given to proposals that build on existing USG or other assistance programs – especially OFDA, OTI, FFP, and USAID/Sudan Education programs in the Three Areas.

5) Integration of FY 2009 Title II Resources

USAID's Office of Food for Peace, which manages U.S. Title II food assistance, is currently considering food aid programming options in Southern Sudan and the Three Areas. Proposals under this APS that demonstrate an integration of Title II commodities into their program to address root causes of food insecurity, and that target the most food insecure areas

⁴ All Health activities should follow the guidelines in the GOSS Basic Health Services Policy for sustainable health interventions (Annexes C, E and F).

and beneficiaries, including returnees, will be favorably considered in the evaluation process.

6) Gender

Given the critical role of women in Sudanese households, it is essential that organizations competing for an award demonstrate knowledge and capacity to address gender-based constraints. Based on the different needs and roles of men and women (boys/girls), strategies for addressing these needs and for ensuring women's full participation in all proposed activities must be part of the methodology/proposed approach. The process of project identification must be designed to explicitly encourage the proactive identification and incorporation of the needs expressed by women in the community. In addition to explicitly addressing women's needs and participation the proposed methodology /approach shall also address: (1) how gender relations will affect the achievement of sustainable results; and (2) how proposed activities will affect the relative status of men and women. Furthermore, the program strategy shall demonstrate how activities will be monitored, tracked and evaluated to measure the impact on women and on gender relations. All people-level results and indicators must be disaggregated by sex.

- END OF SECTION I -

SECTION II

APPLICATION PROCESS

Interested parties are to adhere to the following guidelines for the APS competition process. The process will have two stages beginning with submission of concept papers, and will take place in two rounds. Concept papers received by the deadlines stated above will be reviewed for responsiveness to the requirements outlined in these guidelines. USAID may conduct discussions with applicants.

All submissions (concept paper, full applications, budget, etc) must be in English using a font not any smaller than Times New Roman Font 12 or a similar size typeset. It is the Applicant's responsibility to ensure that files are complete and transmitted on time.

Proposed programs should have a total cost and performance period that is within the parameters described in the APS. USAID may opt to exclude from further consideration any submittal which is not within these parameters.

A. First Step: Submit Concept Paper (including budget summary and past performance information) to the Agreement Negotiator, William Hewitt, at whewitt@usaid.gov by August 8, 2008.

Eligible organizations interested in applying for a grant in response to this APS are invited to submit a concept paper (maximum 5 pages), budget summary (maximum 2 pages), and past performance information (maximum 3 pages). The submission should consider all information provided with this APS and include the following:

1. Concept Paper (not more than 5 pages) including:
 - a. State the APS area of implementation:
 - 1) Southern Sudan states that border the Three Areas: Warrap, Unity, Upper Nile, and Northern Bahr el Ghazal
 - or --
 - 2) The Three Areas (Blue Nile, South Kordofan and Abyei)
- b. Beneficiary Communities: Explain the rationale behind the selection of communities to be targeted. Include a statement outlining gender issues, such as how the program benefits or includes women or how the applicant proposes to address gender disparity.
- c. Strategy - Explain how different activities within the proposed program will be integrated, how the proposed program will link to/build upon existing programs in these geographic locations, how it will bring local governments and communities together, and include a short description of the strategy to be used to achieve the proposed goals. Include links to USAID

- humanitarian (OFDA, FFP) and transition (OTI) programs, stating how lessons learned from these previous USAID investments are factored into this proposed program.
- d. Development Plan and Activity Description - Include a short description of the types of activities⁵ that will be undertaken to achieve the proposed objectives, and a general timeline.
 - e. Expected Impact - Applicants will be expected to establish robust monitoring and evaluation systems to learn from experience under BRIDGE and continually improve performance, results, and cost effectiveness. Concept papers should outline expected results and the mechanisms proposed to monitor and measure progress, achievement, and sustainability.
 - f. Technical/Administrative Capabilities in Proposed Work Area - Describe your organization's technical and administrative experience and capabilities in conducting programs similar to the project being proposed. Describe any teaming arrangement, partnership, consortium or coalition arrangements between applicant and partner organizations.
2. Budget Summary (maximum 2 pages). Provide a budget summary in the format of the applicant's choice which includes, at a minimum, the total funding *requested by program element* (or sub-element for health)³ from USAID and the cost share contribution (in cash or in-kind), if any, that will be contributed by the applicant from its own resources or other non-US Government sources. Budgets must be in U.S. dollars.
3. Past Performance (maximum 3 pages): Applicants are requested to list all contracts, grants, or cooperative agreements involving relevant (similar or related) programs conducted by the applicant (or consortium partners) over the past three years. Reference information shall include the location, current telephone numbers, points of contact, overall dollar value of the program, and award numbers if available. A brief description of work performed by the applicant is also required. Newer organizations, or Applicants with no related prior grant awards, remain eligible for consideration and are encouraged to apply.

Concept papers will be evaluated based on the extent to which they convincingly describe how: 1) the proposed activities directly respond to the objectives sought under this APS; 2) the proposed activities will directly lead to the anticipated results; and 3) the applicant organization (and proposed team members) possess the requisite capacity/capability to implement the activities promptly and effectively.

B. Second Step: Submit Full Application to www.grants.gov by September 21, 2008 upon request by USAID.

If initial review indicates that the concept paper sufficiently meets all of the above criteria and merits further consideration, USAID will request a full application submitted via www.grants.gov. The full application must also be in English and should again consider all information provided with this APS. A full application consists of a Program Description and additional information, both described below. Full applications will be evaluated based on the criteria outlined below.

⁵ All activities should fall within the definitions of the program elements and sub elements as defined in Annex I.

1. Technical Application Format

Technical applications should be kept as succinct as possible. They should not exceed 20 single-spaced, typed pages (excluding Annexes and Financial Plan). All applications must be submitted in English using a font no smaller than Times New Roman Font 12 or a similar size typeset. Technical applications should be in the following format:

a. Cover Page (separate page, not more than one (1) page): The Cover Page should include the solicitation number, names of the organizations/institutions involved (with the name of the lead or primary Applicant clearly identified), title of the application, USAID Mission to which the application is being submitted. Any proposed sub-grantees should also be listed.

In addition, the Cover Page should provide a contact person for the primary applicant, including the individual's name, title or position with the organization/institution, mailing address, email address, telephone and fax numbers. Applicants must also clearly state whether the identified contact person has the authority to negotiate on behalf of the applicant, and, if not, the contact information for the appropriate person with authority to negotiate must also be listed.

b. Executive Summary (separate page, not more than one (1) page): The application Executive Summary should summarize the key elements and the Applicant's Technical File, including but not limited to the Technical Strategy and Approach, and provide NO COST FIGURES other than the TOTAL amount of USAID funds requested.

c. Technical Narrative (not more than fourteen (14) pages in length excluding any attachment pages, as specified within this APS) with sub-sections on:

- i. Context Analysis / Strategic Fit
- ii. Technical Approach (including sustainability and participation of women)
- iii. Goal and Objectives
- iv. Proposed Outcomes
- v. Expected Impact

The technical narrative will be evaluated in accordance with the Evaluation Criteria set forth in Section 3 below. Each should be addressed in order.

d. Management and Operational Plan (2 pages), including partnership arrangements, where applicable and contingency plans (i.e., how program will achieve its objectives as designed and with the level of funding in the time period proposed in spite of changes in local conditions.) A timeline showing operational and programmatic milestones must be included as Attachment One.

e. Proposed/Draft Monitoring and Evaluation Plan (not more than two (2) pages in length excluding attachments), must articulate how M&E functions will be responsibly managed in the project staffing plan, how monitoring will be used to improve project effectiveness on an ongoing basis, and how impact will be measured.

- i. Standard program indicators and performance measures must be selected from the List of Standard Indicators for Use in FY 2008 for the elements and sub-elements for which there is funding in this APS (see Annex D).
- ii. Applicants are **STRONGLY** encouraged to add custom indicators to demonstrate higher level and cross cutting impacts.
- iii. In an Annex, applicants must include life of project and annual targets for all indicators selected that will measure the progress of the proposed activities and the achievement of results. All data must also be disaggregated by location to facilitate communication with local, state, and national governments (standard reporting format will be provided with award). USAID/Sudan will also require GIS coordinates for all activity locations, and quarterly reporting on progress made toward annual performance targets. All people-level data must be sex disaggregated.

e. Attachments

- i. Timeline Showing Operational And Programmatic Milestones
- ii. Institutional Capabilities and Past Performance of Applicant (and Key Partner Organizations, if Applicable): All applicants will be subject to a past performance review, with emphasis on prior projects, if any, in the areas of implementation which are similar to that which is proposed. For purposes of past performance evaluation, Applicants shall furnish award numbers and other details with contact information, for two or three (2 or 3) projects funded over the past three (3) years by USAID, or any other government entity, or third party source. The details shall include the following: name of the organization or agency which funded the program(s); award number; point of contact's name, mailing address, email address and phone number; and the overall dollar value of the program.
- iii. Key Personnel: Applicants must submit CVs (maximum 5 pages) of key personnel only in an Annex to the full proposal. A minimum of three references for each candidate should be included (current phone, fax and e-mail address for each reference contact). The Government retains the right to contact employment references for all key personnel (including those not provided by the prime Applicant), and to use this information in the rating of personnel proposed. Each Resume shall be accompanied by a signed Letter of Commitment from each candidate indicating his/her:
 - (a) availability to serve in the stated position, in terms of days after Award;
 - (b) intention to serve for a stated term of service; and
 - (c) agreement to the compensation levels which correspond to the levels set forth in the Cost Application.

2. Cost Application Format

Applicants shall submit the Cost Application under separate cover from the Technical

Application. There is no page limit for the Cost Application. It shall include required forms and whatever schedules and other information is necessary to support and/or explain the proposed cost estimates. Applicants estimating process must be clear and concise as possible, but still provide the necessary detail. Also, financial data and information must be fully supported and organized in a manner that facilitates review.

Provide the name, address, telephone and facsimile numbers, and e-mail address of the individual in the Applicant's organization to be contacted, if necessary, during the evaluation of the application. Also, provide the name(s) of the person(s) who wrote your application, i.e., the Technical Application and the Cost Application.

Certain documents must be submitted by an Applicant in order for the Agreement Officer to make a determination of responsibility. However, it is USAID policy not to burden Applicants with undue reporting requirements if that information is readily available through other sources.

The following describes the documentation that Applicants for Assistance Award must submit to USAID in response to this APS.

1. Budget

A budget with an accompanying budget narrative that provides in detail the total costs for implementation of the program your organization is proposing. The budget shall be submitted using Standard Form (SF) 424, 424A and 424B which can be downloaded from USAID web site, www.gsa.gov/Portal/gsa/ep/formslibrary.do, or at Federal Offices, and must also include a budget summary organized by program element, as shown in Annex A. The following forms must be completed and included in the Cost Application submitted in response to this APS:

- SF 424 - Application;
- SF 424A, Budget Information - Non-Construction Programs;
- SF 424B - Assurances - Non-Construction Programs;
- Additionally, in support of the Applicant's information on the SF 424A on separate sheets the Applicant shall provide detailed data to support each Cost Element (Object Class Categories) as shown below;
- SF 424C, Budget Information - Construction Programs (if applicable);
- SF 424D - Assurances - Construction Programs (if applicable); and
- Current Negotiated Indirect Cost Rate Agreement (NICRA), if your organization has one or Proposal for Indirect Cost Rate, if your organization does not have a NICRA.

a. Personnel

- (1) Identify, by title and name, each position to be supported under the proposed Award.
- (2) State the amounts of time, such as months and percent of time that will be expended by each position, their base pay rate and total direct

compensation under this program, e.g., Position/Person Time XX Rate = \$XXXX.

(3) Provide rate verification documentation.

b. Fringe Benefits

(1) Indicate the rate(s) used and the base of application for each rate.

(2) Provide a copy of any Government approval of your indirect cost rates.

c. Travel

(1) Identify total foreign and domestic travel as separate items.

(2) Indicate the estimated number of trips, number of travelers, position of travelers, number of days per trip, point of origin, destination and purpose of travel.

(3) For each trip, itemize the estimate of transportation and/or subsistence costs, including airfare and per diem.

d. Allowances

Identify and itemize for each eligible or policy-covered employee/position.

e. Equipment, Materials and Supplies

(1) Itemize the equipment, materials and supplies and briefly justify the need for the items to be purchased as they apply to the Program Description.

(2) Indicate the estimated unit cost and number of units for each item to be purchased.

(3) Provide the basis for the cost estimates, e.g., pro forma invoice, published price lists, etc.

f. Contractual

(1) For each proposed sub-award provide a Statement of Work (SOW) or Program Description (PD) and Cost Application.

(2) Provide complete details of costs that may be incurred.

g. Construction

Identify the proposed construction costs.

h. Other Direct Costs

- (1) Identify other costs and briefly justify the need for each cost item proposed relative to the Program Description.
- (2) Indicate the estimated unit cost and number of units for each item proposed.
- (3) Provide the basis for the cost estimates, e.g., pro forma invoice, etc.

i. Indirect Costs

- (1) State the percentages and amounts used for the calculation of indirect costs.
- (2) Provide a copy of your latest Government-approved Negotiated Indirect Cost Rate Agreement (NICRA).
- (3) If indirect costs have not been approved by a Federal agency, state the basis for the proposed indirect cost rates, if any.
- (4) Applicants who do not currently have a Negotiated Indirect Cost Rate Agreement (NICRA) from their cognizant agency shall also submit the following information:
 - (a) Copies of the Applicant's financial reports for the previous 3-year period, which have been audited by a certified public accountant or other auditor satisfactory to USAID;
 - (b) Projected budget, cash flow and organizational chart; and
 - (c) A copy of the organization's accounting manual.

j. Non-Federal Contributions (if any)

Provide a breakdown of the financial (cash) and in-kind contributions (services, property, donated supplies and equipment, unrecovered indirect costs, etc.) of all organizations (prime Applicant, participant number 1, participant number 2, etc.) that would be involved in implementing the proposed Award.

The budget narrative must clearly identify the basis of all costs, such as market surveys, price quotations, current salaries historical experience etc.

2. Evidence of Responsibility

Applicants must submit any additional evidence of responsibility deemed necessary for

the Agreement Officer to make a determination of responsibility. The information submitted must substantiate that the Applicant:

- a. Has adequate financial resources or the ability to obtain subject resources as required during the performance of the Award.
- b. Has the ability to comply with Award conditions, taking into account all existing and currently prospective commitments of the Applicant, Non-Governmental and Governmental.
- c. Has a satisfactory record of performance. Past relevant unsatisfactory performance is ordinarily sufficient to justify a finding of non-responsibility, unless there is clear evidence of subsequent satisfactory performance.
- d. Has a satisfactory record of integrity and business ethics; and
- e. Is otherwise qualified and eligible to receive an Award under applicable laws and regulations (e.g., Equal Employment Opportunity).
- f. Applicants that have never received a Grant, Cooperative Agreement or Contract from the U.S. Government are required to submit a copy of their accounting manual. If a copy has already been submitted to the U.S. Government, the Applicant should advise which Federal Office has a copy.

An Award shall be made only when the Agreement Officer makes a positive determination that the Applicant possesses, or has the ability to obtain the necessary management competency in planning and carrying out assistance programs and that it will practice mutually agreed upon methods of accountability for funds and other assets provided by USAID.

For the organizations that are new to USAID or organizations with outstanding audit findings, it may be necessary to perform a pre-award survey.

3. Selection Criteria

The criteria presented below have been tailored to the requirements of this particular APS. Applicants should note that these criteria serve to:

- (a) identify the significant matters which Applicants must address in their applications, and
- (b) set the standard against which all applications will be evaluated.

To facilitate the review of applications, Applicants shall organize the narrative sections of their applications in the same order as the Selection Criteria.

The Technical Applications will be evaluated in accordance with the Technical Evaluation Criteria set forth below. The Cost Application of all Applicants submitting a technically acceptable application will be opened and costs will be evaluated for general reasonableness, allowability, and allocability. To the extent that they are necessary (if Award is made based on

initial applications), negotiations will then be conducted with all Applicants whose application, after discussion and negotiation, has a reasonable chance of being selected for Award. Awards will be made to responsible Applicants whose applications offer the greatest value, cost and other factors considered.

To the extent necessary, if Awards are not made on the initial applications, USAID may request clarification and supplemental materials from Applicants whose applications have a reasonable chance of being selected for Award. The entry into discussion is to be viewed as part of the evaluation process and shall not be deemed by USAID or the applications as indicative of a decision or commitment upon the part of USAID to make an Award to the applicants with whom discussions are being held.

Technical Evaluation Criteria

The Technical Applications will be evaluated in accordance with the Technical Evaluation Criteria set forth below. The relative importance of each criterion is indicated by approximate weight by points, of which a total of 100 points are possible. The Technical Application will account for 100% of the total technical score.

1. Technical Approach (50 Points)

- The extent to which the proposed technical approach is clear, logical, well-conceived, technically sound, outlines an approach that will feasibly lead to accomplishment of the objectives described in the Program Description, and reflects an appreciation for the likely problems to be encountered and how they will be addressed/mitigated. (20 Points)
- The extent to which the proposed program links to previous and on-going USAID investments. (20 Points)
- The extent to which the technical approach and performance monitoring plan identify and address gender considerations. (5 points)
- The feasibility that the programs being supported will continue beyond and without USAID funding. (5 Points)

2. Organizational Capacity (40 Points)

- The extent to which the overall staffing plan and the proposed Key Personnel demonstrates the Applicant's ability to effectively achieve program objectives in the stated timeframe. (20 points)
- The extent to which applications convincingly demonstrate the prompt and efficient launching of program activities. (10 Points)
- The extent to which applications incorporate the monitoring and evaluation requirements set out in Section B.1.e of this APS. (10 points)

3. Past Performance (10 Points)

The extent to which the Applicant (and proposed subawardees, including local Sudanese organizations) demonstrates the successful implementation of programs similar in magnitude, complexity and objectives.

Cost Evaluation Criteria

Following the technical review process, a review of the cost realism analysis will be conducted on the most highly ranked Technical Applications. Cost has not been assigned a weight but will be evaluated for general reasonableness, realism, appropriateness, cost-effectiveness (including cost-share – see below), allowability, and allocability. The cost realism analysis is intended to:

- (1) verify the Applicant's understanding of the requirements;
- (2) assess the degree to which the Cost Application reflects the approaches in the Technical Application; and
- (3) assess the degree to which the cost included in the Cost Application accurately represents the work effort included in the Technical Application.

C. Third Step: Negotiation and Agreement of Grant Terms

If USAID's review of the full application results in a recommendation for funding, then the organization and USAID will enter final discussions to ensure all pre-award requirements are met and significant grant terms are negotiated and agreed. The exact details of this phase will vary according to the circumstances pertaining to each application, however the following are common areas that require discussion and agreement prior to award:

1. Branding Strategy and Marking Plan. The organization will be asked to propose a branding strategy and marking plan which provides for appropriate acknowledgment of USAID support, and which will become a material element of the grant. Information on USAID's branding and marking policy can be found in ADS Chapter 320. ADS Chapter 320 sections concerning "assistance" applies to this APS. ADS Chapter 320 sections concerning "acquisition" do not apply to this APS. ADS Chapter 320 can be found on USAID's website: <http://www.usaid.gov/policy/ads/300/320.pdf>
2. Payment terms.
3. Procedures concerning administrative reporting and logistical requirements for program including training components.
4. Cost sharing terms.
5. USAID-desired involvement during the implementation of the award. If it is substantial, a 'cooperative agreement' form of grant may be awarded which will contain the details of USAID's involvement.

6. Other award terms including audit, special provisions and/or special award conditions.

USAID EVALUATION AND FUNDING DECISION

A. General: A decision to grant funding to an organization requires a positive determination in three principal areas:

- USAID completes all necessary planning requirements which are generally required in order to authorize an activity and obligate funding.
- The application (i.e. the proposed program and budget) is complete, acceptable and is recommended for funding by the sponsoring office.
- The applicant is determined to have adequate capacity to conduct its program and comply with the terms of a USAID grant.

USAID planning requirements include, among other things, consideration of how environmental soundness and compliance in design and implementation will be ensured when required by USAID regulation concerning environmental matters (22 CFR 216). Issues identified in this area during the evaluation process are an example of standard USAID activity planning and design matters which may arise and which may require discussion and resolution with the grant applicant before a grant could be awarded.

A grant application will not be viewed as more desirable over another simply because it has a higher budget. Programs with modest scope and budget that are viewed as having a strong potential for positive results are preferred over more expensive, less-effective projects.

There are numerous firms or organizations that offer to provide assistance in preparing concept papers and applications. The utilization of such services is at the sole discretion of the grant applicant. USAID does not endorse any of these or require their use with respect to this APS. Further, any costs incurred for such services would not be reimbursable by USAID, in the event a grant is issued.

It is possible that a proposal recommended for funding does not actually result in a grant award, due to insufficient availability of funding, or because an organization is deemed not sufficiently capable of managing a USAID grant, or for other reason(s) which will be provided to the applicant.

A decision not to fund may occur at any phase of the evaluation process. No program expenditures will be paid by USAID/Sudan, except those covered in a grant signed by the USAID Agreement Officer. This APS represents a discretionary grant program and USAID reserves the right to fund any or none of the proposals received.

B. Cost Sharing:

USAID policy on cost sharing of discretionary grant programs can be found in USAID Automated Directive System (ADS) 303.3.10 on our agency website:

<http://www.usaid.gov/policy/ads/300/303.pdf>.

Applications that identify and use funds from other than USAID or other US Government funding to leverage program costs, preferably at least 10% of the total program, will be given priority consideration. Additional cost share (in cash or in-kind), that is above that level may also be offered and will be considered as part of the cost effectiveness of an application. Cost sharing includes contributions, both cash and in-kind, which are necessary and reasonable to achieve program objectives and which are verifiable from the recipient's records. Cost sharing contributions may include volunteer services provided by professional and technical personnel and un-recovered indirect costs. Additional information may be found in 22 CFR 226.23 "Cost sharing and matching" and the USAID Automated Directives System (ADS) 303.3.10; both documents are available online at: www.usaid.gov/business/regulations/.

- END OF SECTION II -

ANNEXES

- Annex A:** Maximum BRIDGE Budget by Program Element
- Annex B:** Existing USAID Programs
- B-1** OFDA Current Activities in Warrap, Unity, UN, NBG
 - B-2** OFDA Current Activities in Three Areas
 - B-3** OFDA 07 Water Projects on Border
 - B-4** OTI Current Activities in Three Areas
 - B-5** OTI WASH in 3 Areas
 - B-6** Health & Education Current Activities in Three Areas
 - B-7** Health & Education Current Activities in NBG, Unity, Warrap, and UN
 - B-8** DG Current Activities in the Three Areas
 - B-9** DG Current Activities in Warrap, Unity and GOSS
 - B-10** DG Current Program Overview
- Annex C:** Government of Southern Sudan Basic Health Services Policy
- Annex D:** Available Indicators
- D-1** List of Standard Indicators for Use in FY 2008
 - D-2** 2008 Custom Health Indicators
- Annex E:** Child Survival and Health Guidance
- Annex F:** Health & Water Technical Guidance for FY 08 OPS
- Annex G:** Water Guidance
- G-1** 2008 Water Earmark Guidelines
 - G-2** Public Law 109-121 (Paul Simon Act)
- Annex H:** 2008 OP Component Areas
- Annex I:** Standard Program Definitions and Elements for BRIDGE