

**DEPARTMENT OF LABOR**  
**Bureau of International Labor Affairs**

**Project to Combat Exploitative Child Labor in Ethiopia**

**September 14, 2011**

**Announcement Type:** New. Notice of Availability of Funds and Solicitation for Cooperative Agreement Applications.

**Funding Opportunity Number:** SGA 11-06.

**Catalog of Federal Domestic Assistance (CFDA) Number:** Not applicable.

**Key Dates:** The deadline for Submission of Applications is October 21, 2011 (38 days after publication). The deadline for Submission of All Technical Questions is September 28, 2011 (15 days after publication). All awards will be made by November 30, 2011.

**Executive Summary:** In FY 2011, the U.S. Department of Labor, Bureau of International Labor Affairs will award up to \$10 million for a technical assistance project(s) to support efforts to eliminate exploitative child labor in Ethiopia with a primary focus on children engaged in or at-risk of involvement in the traditional weaving industry and child labor in rural areas. Projects funded under this solicitation must use an area-based approach, targeting all forms of exploitative child labor within the geographic locations of Addis Ababa and the Gamo Gofa and Wolaita Zones and will seek to combat child labor by using innovative, effective, and integrated approaches to increase community awareness, improve children’s access to quality education and vocational training, promote sustainable livelihoods for their households, and increase beneficiaries’ access to national programs that help households overcome dependence on child labor to meet basic needs. Projects funded under this solicitation must also build the capacity of the Ministry of Labor and Social Affairs to address exploitative child labor by institutionalizing training of labor inspectors on relevant child labor laws and polices and strengthening occupational safety and health standards and enforcement. Organizations applying for this award must have a proven ability to manage complex projects that aim to improve the lives of children by increasing their access to quality education and training opportunities and by promoting the sustainable livelihood of their households.

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**List of Acronyms**

ABE	Alternative Basic Education
BOLSA	Bureau of Labor and Social Affairs
CBOs	Community-Based Organizations
CCR	Central Contractor Registration
CFR	Code of Federal Regulations
CMEP	Comprehensive Monitoring and Evaluation Plan
CLMS	Child Labor Monitoring System
CRC	Convention on the Rights of the Child
DBMS	Direct Beneficiary Monitoring System
DSP	Direct Support Program
DUNS	Dun and Bradstreet Number
ECCE	Early Childhood Care Education
EST	Eastern Standard Time
FAQ	Frequently Asked Questions
FDRE	Federal Democratic Republic of Ethiopia
GOTR	Grant Officer's Technical Representative
GPRA	Government Performance and Results Act
GTP	Growth and Transformation Plan
HHS-PMS	Department of Health and Human Services - Payment Management System
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
MCDP	Multipurpose Community Development Project
MOE	Ministry of Education
MOLSA	Ministry of Labor and Social Affairs
MOWYCA	Ministry of Women, Youth and Children's Affairs
MPG	Management Procedures and Guidelines
MSEDA	Micro and Small Enterprise Development Agency
NGOs	Nongovernmental Organizations
NICRA	Negotiated Indirect Cost Rate Agreement
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
OMB	Office of Management and Budget
OVC	Orphans and Vulnerable Children
PDG	President's Policy Directive on Global Development
PSNP	Productive Safety Net Program
PWP	Public Work Program
SF	Standard Form
TPIN	Trader Partnership Identification Number
TVET	Technical & Vocational Education and Training
USDOL	U.S. Department of Labor
VAT	Value Added Tax

## **I. FUNDING OPPORTUNITY DESCRIPTION**

The U.S. Department of Labor (USDOL), Bureau of International Labor Affairs (ILAB) announces its intent to award up to \$10 million for one or more cooperative agreements to qualifying organizations to combat exploitative child labor in Ethiopia with a primary focus on children engaged in or at-risk of involvement in the traditional weaving industry and child labor in rural areas. Projects funded under this solicitation must use an area-based approach, targeting all forms of exploitative child labor within the geographic locations of Addis Ababa and the Gamo Gofa and Wolaita Zones. Projects will seek to combat child labor by using innovative, effective, and integrated approaches to increase community awareness, improve children's access to quality education and vocational training, promote sustainable livelihoods for their households, and increase beneficiaries' access to national programs that help households overcome dependence on child labor to meet basic needs. Projects funded under this solicitation must also build the capacity of the Ministry of Labor and Social Affairs (MOLSA) to address exploitative child labor by institutionalizing training of labor inspectors on relevant child labor laws and policies and strengthening occupational safety and health standards and enforcement. Organizations applying for this award must have a proven ability to manage complex projects that aim to improve the lives of children by increasing their access to quality education and training opportunities and by promoting the sustainable livelihood of their households.

USDOL/ILAB is authorized to award and administer cooperative agreements for this purpose by the Department of Defense and Full-Year Continuing Appropriations Act, 2011, P.L. 112-10. 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 4 years. The start date of program activities will be negotiated upon award of an individual cooperative agreement(s) but will be no later than December 31, 2011. Applicants may apply for funding amounts up to, but not exceeding, \$10 million.

## **II. BACKGROUND AND USDOL CHILD LABOR OBJECTIVES**

### **A. Extent of the Problem: Contributing Factors and Root Causes**

According to the International Labor Organization (ILO), an estimated 215 million children were engaged in exploitative child labor, of which 115 million were estimated to be involved in hazardous work, in 2008. 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. The region with the highest incidence of child labor is Sub-Saharan Africa with 65.1 million.<sup>1</sup>

Children become involved in exploitative child labor, including the worst forms of child labor, due to a variety of complex factors, such as: poverty; education system barriers; limited access to social and physical infrastructure (e.g., healthcare, roads, water, sanitation); 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; weak child labor law enforcement; a lack of parent(s) or caregiver(s); and a lack of awareness of the importance of education and/or the hazards associated with exploitative child labor, including the worst forms of child labor.

For children of legal working age, child labor often involves work under unsafe conditions in the informal sector. Of this demographic, globally, some 152 million young people work and live in households that earn less than the equivalent of \$1.25 per day. Many work in temporary and involuntary part-time or casual work

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<sup>1</sup> International Labor Organization, Accelerating Action against Child Labor Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work 2011. A definition of the term "economically active," can be found in the full of the report at: [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms\\_126752.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_126752.pdf)

with few benefits and limited prospects for advancement. A large number of young people work in the informal economy. According to the ILO, in 2009, more than 82 percent of teenagers aged 15-19 years worked in the informal sector.

**This solicitation for cooperative agreement applications seeks to address the problem of exploitative child labor and the specific contributing factors in the traditional weaving industry and in rural areas.**

## **B. Ethiopia: Background and Problem Statement**

### Overview of Child Labor in Ethiopia

According to the 2001 Ethiopia Child Labor Survey Report, approximately 15.5 million children aged 5-17 years are engaged in productive activities, or 85 percent of the total age group.<sup>2</sup> Roughly 91 percent of these children work in agriculture, hunting, forestry and fishing.<sup>3</sup> While the majority of children work in these sectors, children also work as domestic servants and in the traditional weaving industry, in which they may work long hours and face physical, sexual or emotional abuse from their employers.<sup>4</sup> Other children work on the street, as vendors and beggars, and in the mining, construction and transportation sectors.<sup>5</sup> Children are also trafficked from rural to urban areas for domestic labor, commercial sexual exploitation, and manual labor.<sup>6</sup>

### The Textile Industry and Traditional Weaving

<sup>2</sup> Government of Ethiopia, *Ethiopia Child Labour Survey Report 2001*, Addis Ababa, May, 2002, 41; available from <http://www.ilo.org/public/english/region/afpro/addisababa/sro/pdf/clsurvey.pdf>.

<sup>3</sup> *Ibid.*, 48. See also Yisak Tafere and Laura Camfield, *Community Understandings of Children's Transitions in Ethiopia: Possible Implications for Life Course Poverty*, ISBN: 9781904427452, University of Oxford, Oxford, January, 2009, 19; available from <http://www.younglives.org.uk/files/working-papers/wp41-community-understandings-of-children2019s-transitions-in-ethiopia-possible-implications-for-life-course-poverty>. See also Tatek Ababe and Anne Trine Kjørholt, "Social Actors and Victims of Exploitation: Working Children in the Cash Economy of Ethiopia's South," *Childhood* 16, no. 2 (May, 2009), 8-9.

<sup>4</sup> Desta Ayode, *Situational Analysis on Victims of Child Trafficking and Labor Exploitation in Traditional Weaving: In Some Selected Suburbs of Addis Ababa*, Addis Ababa, 2009, 23, 26-29. See also World Vision, *Kenya, Uganda, Rwanda, and Ethiopia Together (KURET)*, Technical Progress Report, September 26, 2008. See also U.S. Embassy- Addis Ababa, *reporting, January 21, 2011*, para 3. See also People in Need Ethiopia, *A study on the situation of child labour in Ethiopia: Review of existing studies and brief assessment*, Addis Ababa, July, 2009, 13, 15, 23; available from [http://www.rozvojovka.cz/download/pdf/pdfs\\_194.pdf](http://www.rozvojovka.cz/download/pdf/pdfs_194.pdf). See also Mailafiya Aruwa Filaba, "Saratanya (House Servant) in Ethiopia and 'Ya'yan Magajiya (Errand Children) in Nigeria," *African Research Review* 2, no. 1 (2008), 214, 216; available from [http://afrrevjo.com/print/sites/default/files/Volume\\_2\\_Number\\_1\\_art\\_13.pdf](http://afrrevjo.com/print/sites/default/files/Volume_2_Number_1_art_13.pdf). See also Government of Ethiopia, *Ethiopia Child Labour Survey Report 2001*, 41.

<sup>5</sup> U.S. Embassy- Addis Ababa, *reporting, February 7, 2011*, para 1. See also Yisak Tafere and Laura Camfield, *Community Understandings of Children's Transitions in Ethiopia: Possible Implications for Life Course Poverty*, 20. See also Tatek Abebe, "Earning a Living on the Margins: Begging, Street Work and the Socio-Spatial Experiences of Children in Addis Ababa," *Geografiska Annaler - Series B: Human Geography* 90, no. 3 (2008), 7-10; available from <http://ntnu.diva-portal.org/smash/record.jsf?pid=diva2:123903>. See also U.S. Department of State, "Ethiopia," in *Country Reports on Human Rights Practices- 2010*, Washington, DC, April 09, 2011, 46-47; available from <http://www.state.gov/g/drl/rls/hrrpt/2010/index.htm>. See also Government of Ethiopia, *Ethiopia Child Labour Survey Report 2001*, 45-46.

<sup>6</sup> U.S. Department of State, "Ethiopia," in *Trafficking in Persons Report- 2010*, Washington, DC, June 14, 2010; available from <http://www.state.gov/g/tip/rls/tiprpt/2010/142759.htm>. See also U.S. Embassy- Addis Ababa, *reporting, March 23, 2010*, para 4b. See also Yoseph Endeshaw, Mebratu Gebeyehu, and Belete Reta, *Assessment of Trafficking in Women and Children in and From Ethiopia*, IOM, Addis Ababa, November, 2006, 55; available from <http://unethiopia.org/Documents%5CRapid%20Assessment%20of%20trafficking-final.pdf>. See also Dr. Getnet Tadele and Desta Ayode, *The Situation of Sexual Abuse and Commercial Sexual Exploitation of Girl Children in Addis Ababa*, Forum on Street Children Ethiopia (FSCE), July, 2008, 52; available from <http://www.fsc-e.org/Resources/Downloads/sexploitation-girlchildren.pdf>.

The Federal Democratic Republic of Ethiopia (FDRE) has identified the textile industry as one of the most important industries for the country's industrial development. This industry is also one of the largest employers in Ethiopia, with the majority of employees working in textile and garment manufacturing, but others engaged in cotton farming.<sup>7</sup> The textile industry relies heavily on the country's domestic cotton production, with large and home-based textile and weaving firms also engaged in producing cotton.<sup>8</sup> Traditional hand-weaving represents a very important sub-sector of the textile industry and provides a livelihood for more than 500,000 people.<sup>9</sup>

The traditional weaving industry is a cornerstone of Ethiopia's economy and the second largest employer of rural households, after agriculture. The industry also relies on the labor of children. The traditional weaving industry, where child labor is most prevalent, produces both semi-finished fabrics and finished products. Semi-finished fabrics are sent to domestic garment factories for additional processing and finished products are divided into home furnishing textiles intended for the international market and traditional clothing categories sold in the domestic market.<sup>10</sup> In Amhara, there are over 82,500 establishments in the weaving sector and over 46,300 establishments in Southern Nations, Nationalities and Peoples' Region. Oromia and the Addis Ababa neighborhoods of Shiromeda, Adisu-Gebeya and Kechene-Medhaniyalem are areas with longstanding cultural ties to the traditional weaving industry.<sup>11</sup> Traditional weavers face several constraints in achieving sustainable livelihoods, including the use of traditional looms and lack of electricity, which limits potential productivity; deficient production sites, which may present health hazards; and limited access to markets, which limits returns on production and increases transaction costs.<sup>12</sup>

Children working in the traditional weaving industry are primarily involved in the spinning of cotton and weaving of textiles. To a limited degree, children may be involved in the production of cotton on family farms. Most child weavers working in Addis Ababa are originally from the Gamo Gofa and Wolaita Zones and have either migrated on their own, with their families, or were victims of trafficking.<sup>13</sup> Children working in the traditional weaving industry often work 12 hours per day and face physical and emotional abuse by their employers. Many of these children experience work-related injuries as a result of crouching while

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<sup>7</sup> Government of Ethiopia, *Ethiopia: Building on Progress A Plan for Accelerated and Sustained Development to End Poverty (PASDEP) (2005/06-2009/10)*, 152, 157-158. See also John Sutton and Nebil Kellow, *An Enterprise Map of Ethiopia*, International Growth Centre, November 15, 2010, 109-110; available from [http://personal.lse.ac.uk/sutton/Enterprise\\_Map\\_Ethiopia\\_Book.pdf](http://personal.lse.ac.uk/sutton/Enterprise_Map_Ethiopia_Book.pdf). See also Alem Gemechu, *Quality Improvement in Ethiopian Garment Industries*, Addis Ababa University, September, 2009, 2; available from [http://etd.aau.edu.et/dspace/bitstream/123456789/2537/1/Alem\\_Gemechu.pdf](http://etd.aau.edu.et/dspace/bitstream/123456789/2537/1/Alem_Gemechu.pdf). See also Gezahegn Ayele, Jordan Chamberlin, Lisa Moorman, Kassu Wamisho, and Xiaobo Zhang, *Infrastructure and Cluster Development: A Case Study of Handloom Weavers in Ethiopia*, International Food Policy Research Institute, Washington, DC, October, 2009, 4; available from <http://www.ifpri.org/sites/default/files/publications/esspdp01.pdf>.

<sup>8</sup> USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)." See also John Sutton and Nebil Kellow, *An Enterprise Map of Ethiopia*, 109-110.

<sup>9</sup> John Sutton and Nebil Kellow, *An Enterprise Map of Ethiopia*, 109. See also Gezahegn Ayele, Jordan Chamberlin, Lisa Moorman, Kassu Wamisho, and Xiaobo Zhang, *Infrastructure and Cluster Development: A Case Study of Handloom Weavers in Ethiopia*, 4.

<sup>10</sup> Gezahegn Ayele, Jordan Chamberlin, Lisa Moorman, Kassu Wamisho, and Xiaobo Zhang, *Infrastructure and Cluster Development: A Case Study of Handloom Weavers in Ethiopia*, 3. See also U.S. International Trade Commission, *Sub-Saharan African Textile and Apparel Inputs: Potential for Competitive Production*, Washington, DC, May, 2009, 2-3; available from <http://www.usitc.gov/publications/332/pub4078.pdf>.

<sup>11</sup> Gezahegn Ayele, Jordan Chamberlin, Lisa Moorman, Kassu Wamisho, and Xiaobo Zhang, *Infrastructure and Cluster Development: A Case Study of Handloom Weavers in Ethiopia*, 4.

<sup>12</sup> *Ibid.*, 5-6. See also USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)."

<sup>13</sup> USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)." See also U.S. Embassy- Addis Ababa, *reporting, January 21, 2011*, para 3. See also World Vision, *Kenya, Uganda, Rwanda, and Ethiopia Together (KURET)*, Annex G.

working on traditional weaving looms and some children suffer from starvation.<sup>14</sup> While the majority of children who migrate with their families to work in the traditional weaving industry combine study and work, only 10 percent of the children trafficked into this industry attend school.<sup>15</sup> Reports indicate that younger male children from rural areas, orphaned children and children from divorced parents are more vulnerable to being trafficked into the traditional weaving industry.<sup>16</sup>

### Economic Factors Contributing to Child Labor

As in many countries, poverty is one of the major factors contributing to child labor in Ethiopia. According to the 2004/05 Household Income Consumption Expenditure Survey, 38.7 percent of the population in Ethiopia remains below the poverty line, with the highest rates of poverty found in rural areas.<sup>17</sup> Unemployment and underemployment are also major factors contributing to the vulnerability of households. In 2005, roughly 21 percent of the population 10 years old and above in urban areas of Ethiopia was unemployed. Females experience a higher unemployment rate at 27.2 percent compared to males at 12.7 percent. The unemployment rate for rural areas is 2.6 percent.<sup>18</sup> Males from rural areas have an underemployment rate of 40 percent, with 34 percent of females from rural areas underemployed.<sup>19</sup> The high levels of unemployment and underemployment result in many households experiencing periods when parents or caregivers are unable to appropriately provide for the children in their household. Other factors which affect vulnerable households, particularly those whose livelihoods depend on the rural economy, include the fragmentation of farming land and rising inflation, fuel and food prices.<sup>20</sup> HIV/AIDS has also had a major impact leaving a significant number of households vulnerable to child labor.<sup>21</sup>

### Government Efforts to Address Child Labor

<sup>14</sup> Multipurpose Community Development Project official, Interview with USDOL official, July 20, 2011. See also Desta Ayode, *Situational Analysis on Victims of Child Trafficking and Labor Exploitation in Traditional Weaving: In Some Selected Suburbs of Addis Ababa*, Addis Ababa, 2009, 24, 29. See also People in Need Ethiopia, *A study on the situation of child labour in Ethiopia: Review of existing studies and brief assessment*, 23. See also Tsalka Education and Integrated Development Association official, Interview with USDOL official, July 25, 2011.

<sup>15</sup> Multipurpose Community Development Project official, Interview, July 20, 2011. See also Ayode, *Situational Analysis on Victims of Child Trafficking and Labor Exploitation in Traditional Weaving: In Some Selected Suburbs of Addis Ababa*, v.

<sup>16</sup> Ayode, *Situational Analysis on Victims of Child Trafficking and Labor Exploitation in Traditional Weaving: In Some Selected Suburbs of Addis Ababa*, 32.

<sup>17</sup> Government of Ethiopia, *Ethiopia: Building on Progress A Plan for Accelerated and Sustained Development to End Poverty (PASDEP) (2005/06-2009/10)*, Addis Ababa, September, 2006, 23; available from [http://planipolis.iiep.unesco.org/upload/Ethiopia/Ethiopia\\_PASDEP\\_2005\\_2010.pdf](http://planipolis.iiep.unesco.org/upload/Ethiopia/Ethiopia_PASDEP_2005_2010.pdf). See also Government of Ethiopia, *Urban Labour Markets in Ethiopia: Challenges and Prospects*, World Bank, March, 2007, 2-3, 56; available from <http://schoklandtvvet.pbworks.com/f/Labour+market+vol+1+Feb+23.07.pdf>. See also Adem, *Child Poverty in Ethiopia*, 12-17. See also Berhanu Denu, Abraham Tekeste, and Hannah van der Deij, *Employment Strategy Papers: Characteristics and Determinants of Youth Unemployment, Underemployment and Inadequate Employment in Ethiopia*, 2005/07, 2; available from [http://www.ilo.org/public/libdoc/ilo/2005/105B09\\_361\\_engl.pdf](http://www.ilo.org/public/libdoc/ilo/2005/105B09_361_engl.pdf).

<sup>18</sup> Government of Ethiopia, *Report on the 2005 National Labor Force Survey*, Addis Ababa, May, 2006, 45. See also Government of Ethiopia, *Report on Progress in Implementing the World Fit for Children Plan of Action in Ethiopia*, Addis Ababa, June, 2007, 13; available from [http://www.unicef.org/worldfitforchildren/files/Ethiopia\\_WFFC5\\_Report.pdf](http://www.unicef.org/worldfitforchildren/files/Ethiopia_WFFC5_Report.pdf).

<sup>19</sup> Berhanu Denu, Abraham Tekeste, and Hannah van der Deij, *Employment Strategy Papers: Characteristics and Determinants of Youth Unemployment, Underemployment and Inadequate Employment in Ethiopia*, iv, 22-23. See also Government of Ethiopia, *Urban Labour Markets in Ethiopia: Challenges and Prospects*, 7, 16.

<sup>20</sup> Government of Ethiopia, *Report on the 2005 National Labor Force Survey*, 45. See also ILO, *Trafficking in Persons Overseas for Labour Purposes: The Case of Ethiopian Domestic Workers*, Addis Ababa, 2011, 21-24; available from <http://natlex.ilo.ch/public/english/region/afpro/addisababa/sro/pdf/ilotipethiopia.pdf>. See also Ayode, *Situational Analysis on Victims of Child Trafficking and Labor Exploitation in Traditional Weaving: In Some Selected Suburbs of Addis Ababa*, 33. See also USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)."

<sup>21</sup> Integrated Regional Information Networks, "Ethiopia: Nearly half of the children orphaned by HIV/AIDS", [irinnews.org](http://www.irinnews.org), [online], October 25, 2005 [cited July 25, 2011]; available from <http://www.irinnews.org/report.aspx?reportid=56823>.



The Government of Ethiopia has taken a number of steps to address the problem of child labor. The country has ratified ILO Conventions No. 138 and No. 182 and developed a broad framework for policy and action to combat exploitative child labor in Ethiopia.<sup>22</sup> The Labor Proclamation prohibits children from working at night, overtime, and in occupations designated as the worst forms of child labor.<sup>23</sup> The Constitution provides protections for children from trafficking, slavery and forced labor.<sup>24</sup> The Criminal Code prohibits trafficking, child pornography, the commercial sexual exploitation of children, and the use of children in illicit activities.<sup>25</sup>

Several legislative gaps, however, exist. For instance, the Labor Proclamation does not provide protection to children involved in contractual labor excluding many children performing unpaid work and working on the streets or as child domestics.<sup>26</sup> There is also no evidence of a legal framework or institutional structure to ensure that all children are registered at birth, making non-registered children more vulnerable to trafficking.<sup>27</sup> Without a birth certificate, children are unable to prove their legal identity; which allows traffickers to claim a false kinship and more easily traffic children. The FDRE has not ratified the Convention on the Rights of the Child (CRC) Optional Protocol on Armed Conflict, CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography, or the Palermo Protocol on Trafficking in Persons.<sup>28</sup>

Ethiopia's National Action Plan against Trafficking, National Plan of Action on Sexual Abuse and Exploitation of Children, and National Plan of Action for Children include provisions to reduce the worst forms of child labor.<sup>29</sup> Ethiopia has also taken steps to mainstream child labor issues into many national

<sup>22</sup> ILO, *Ratifications by Country*, August 9, 2011; available from <http://www.ilo.org/ilolex/english/newratframeE.htm>.

<sup>23</sup> Government of Ethiopia, *Labour Proclamation*, Public Law Number 377/2003 (February 26, 2004), chapter I-II, section 89-91, 185; available from <http://www.doingbusiness.org/Documents/LawLibrary/Ethiopia-Labour-Proclamation-No.-377-2003.pdf>. See also Government of Ethiopia, *Information and Measures Taken on Elimination of Worst Forms of Child Labour in Ethiopia, submitted in response to U.S. Department of Labor Federal Register Notice (December 19, 2008) Request for Information on Efforts by Certain Countries to Eliminate the Worst Forms of Child Labor*, Washington, DC, January 21, 2009, 2-3.

<sup>24</sup> Government of Ethiopia, *The Constitution of the Federal Democratic Republic of Ethiopia*, (December 8, 1994), article 18; available from [http://www.servat.unibe.ch/icl/et00000\\_.html](http://www.servat.unibe.ch/icl/et00000_.html).

<sup>25</sup> U.S. Embassy- Addis Ababa, *reporting, January 21, 2011*, para 6. See also Government of Ethiopia, *The Criminal Code of the Federal Democratic Republic of Ethiopia*, Public Law Number 414, (2004), 525, 597, 635, 637, 640-641, 643; available from <http://www.ilo.org/dyn/natlex/docs/ELECTRONIC/70993/75092/F1429731028/ETH70993.pdf>. See also Government of Ethiopia, *Information and Measures Taken on Elimination of Worst Forms of Child Labour in Ethiopia*, section 1.4.

<sup>26</sup> ILO Committee of Experts, *ILO Committee of Experts, Individual Direct Request concerning Worst Forms of Child Labour Convention, 1999 (No. 182) Ethiopia (ratification: 2003) Submitted: 2010*, December 22, 2010; available from <http://www.ilo.org/ilolex/english/iloquery.htm>. See also ILO Committee of Experts, *Individual Direct Request concerning Minimum Age Convention, 1973 (No. 138) Ethiopia (ratification: 1999) Submitted: 2009* December 22, 2010; available from <http://www.ilo.org/ilolex/english/iloquery.htm>. See also Ministry of Labor and Social Affairs official, Interview with USDOL consultant, June 9, 2009.

<sup>27</sup> UN Committee on the Rights of the Child, *Consideration of Reports Submitted by States Parties Under Article 44 of the Convention, Concluding observations: Ethiopia, CRC/C/ETH/CO/3*, November 1, 2006, para 31-32, 67; available from <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G06/450/09/PDF/G0645009.pdf?OpenElement>. See also Coalition to Stop the Use of Child Soldiers, "Ethiopia," in *Child Soldiers Global Report 2008*, London, 2008; available from [http://www.childsoldiersglobalreport.org/files/country\\_pdfs/FINAL\\_2008\\_Global\\_Report.pdf](http://www.childsoldiersglobalreport.org/files/country_pdfs/FINAL_2008_Global_Report.pdf). See also U.S. Embassy- Addis Ababa, *reporting, February 7, 2011*, para 4b.

<sup>28</sup> United Nations, *11.b. Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict*, August 9, 2011; available from [http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg\\_no=IV-11-b&chapter=4&lang=en](http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-11-b&chapter=4&lang=en). See also United Nations, *11.c. Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution, and child pornography*, August 9, 2011; available from [http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg\\_no=IV-11-c&chapter=4&lang=en](http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-11-c&chapter=4&lang=en). See also United Nations, *12.a. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime*, August 9, 2011; available from [http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg\\_no=XVIII-12-a&chapter=18&lang=en](http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XVIII-12-a&chapter=18&lang=en).

<sup>29</sup> ILO Committee of Experts, *ILO Committee of Experts, Individual Direct Request concerning Worst Forms of Child Labour Convention, 1999 (No. 182) Ethiopia (ratification: 2003) Submitted: 2010*, article 6. See also ECPAT International, *Global*

development agendas, including the second phase of its Plan for Accelerated and Sustained Development to End Poverty.<sup>30</sup> Policies such as the 2010 Early Childhood Care Education (ECCE) Policy promote the welfare of children and complement its efforts to reduce exploitative child labor.<sup>31</sup> Although the FDRE drafted a National Action Plan on Child Labor (2010-2015), a Young Workers' Directive, a Social Protection Policy and Platform, and a Standardized Procedures, Protocols and Guidelines for Identification, Withdrawal, Rehabilitation and Reintegration of children from selected worst forms of child labor in selected sectors, none of these have yet been adopted.<sup>32</sup>

The MOLSA supports specific actions to combat exploitative child labor, including collaboration with the Forum on Sustainable Child Empowerment, which piloted a child labor free zone in Addis Ababa.<sup>33</sup> The MOLSA also raises public awareness on exploitative child labor through radio listening programs and participates in the National Steering Committee Against Sexual Abuse and Exploitation of Children.<sup>34</sup>

Ethiopia has also taken actions specifically to address the issue of trafficking. The MOLSA participates in an Inter-Ministerial Task Force on Trafficking to coordinate anti-trafficking efforts and in 2010, assisted six regional Governments to establish steering committees on human trafficking.<sup>35</sup> It also signed several bilateral labor agreements to ensure legal migration channels for migrant workers to prevent trafficking in persons and provide them with pre-departure training.<sup>36</sup>

In the area of education, the FDRE has sought to increase children's participation in schooling by building more schools, increasing the number of teachers and expanding its Technical and Vocational Education and Training (TVET) Program. In Ethiopia, the compulsory school age is 14 years, with the net enrollment rates

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*Monitoring Report on the Status of Action Against Commercial Sexual Exploitation of Children: Ethiopia*, Bangkok, 2007, 14-15; available from [http://www.ecpat.net/A4A\\_2005/PDF/AF/Global\\_Monitoring\\_Report-ETHIOPIA.pdf](http://www.ecpat.net/A4A_2005/PDF/AF/Global_Monitoring_Report-ETHIOPIA.pdf). See also Government of Ethiopia, *Written Replies by the Government of Ethiopia Concerning the List of Issues (CRC/C/ETH/Q/3) Received by the Committee on the Rights of the Child Relating to the Third Periodic Report of Ethiopia* August 25, 2006, 15; available from <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G06/440/04/PDF/G0644004.pdf?OpenElement>. See also UNODC, *Global Report on Trafficking in Persons*, February, 2009, 113; available from [http://www.ungift.org/docs/ungift/pdf/humantrafficking/Global\\_Report\\_on\\_TIP.pdf](http://www.ungift.org/docs/ungift/pdf/humantrafficking/Global_Report_on_TIP.pdf).

<sup>30</sup> Government of Ethiopia, *Information and Measures Taken on Elimination of Worst Forms of Child Labour in Ethiopia*. See also Lorenzo Guarcello, Scott Lyon, and Furio C. Rosati, *The Twin Challenges of Child Labor and Youth Employment in Ethiopia*, Understanding Children's Work, Rome, July, 2006, 31; available from <http://www.ucw-project.org/pdf/publications/Youthethiopia.pdf>. See also Government of Ethiopia, *Education Sector Development Program III (ESDP-III) 2005/2006 - 2010/2011*, Addis Ababa, August, 2005; available from [http://planipolis.iiep.unesco.org/upload/Ethiopia/Ethiopia\\_Education\\_Plan\\_August\\_2005.pdf](http://planipolis.iiep.unesco.org/upload/Ethiopia/Ethiopia_Education_Plan_August_2005.pdf). See also United Nations, *United Nations Development Assistance Framework in Ethiopia 2007-2011*, Addis Ababa, 2007, 54; available from <http://www.undg.org/docs/10143/Ethiopia-UNDAF-2007-2011.pdf>. See also Government of Ethiopia, *Decent Work Country Programme (DWCP): Ethiopia (2009-2012)*, Addis Ababa, April, 2009, iv, 3, 13, 18; available from <http://www.ilo.org/public/english/region/afpro/addisababa/sro/pdf/dwcp.pdf>. See also Government of Ethiopia, *National Youth Policy*, July, 2005; available from <http://www.mysc.gov.et/youth.html>.

<sup>31</sup> Adem, *Child Poverty in Ethiopia*, 32, 40. See also UNICEF, "Media Release: Three Ministries Join for Historic Milestone to Launch the Early Childhood Care and Education Policy and Strategic Framework", [unicef.org](http://www.unicef.org/ethiopia/ET_Media_PR_2010_ECCE__policy.pdf), [online], March 31, 2010 [cited January 27, 2011]; available from [http://www.unicef.org/ethiopia/ET\\_Media\\_PR\\_2010\\_ECCE\\_\\_policy.pdf](http://www.unicef.org/ethiopia/ET_Media_PR_2010_ECCE__policy.pdf).

<sup>32</sup> U.S. Embassy- Addis Ababa, *reporting, February 7, 2011*, para 2.1. See also USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)."

<sup>33</sup> U.S. Embassy- Addis Ababa, *reporting, February 7, 2011*, para 7.1, 7.4.

<sup>34</sup> U.S. Embassy- Addis Ababa, *reporting, January 21, 2011*, para 6. See also Government of Ethiopia, *Report on Progress in Implementing the World Fit for Children Plan of Action in Ethiopia*, 59.

<sup>35</sup> U.S. Embassy- Addis Ababa, *reporting, March 23, 2010*, para 5b, 6e, 7k. See also U.S. Embassy- Addis Ababa, *reporting, January 21, 2011*, para 6.

<sup>36</sup> ILO, *Trafficking in Persons Overseas for Labour Purposes: The Case of Ethiopian Domestic Workers*, 64. See also USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)."

in 2009 at 74 percent at the elementary level.<sup>37</sup> However, net enrollment rates are reportedly lower in rural areas and at the secondary-school level.<sup>38</sup> Factors affecting children's participation in schooling include the lack of schools in rural areas and an increasing student population, both of which have contributed to a shortage of classrooms and overcrowded school conditions.<sup>39</sup> Children also do not attend school due to the need to generate income for the family and costly school expenses, such as notebooks.<sup>40</sup>

Ethiopia's Productive Safety Net Program (PSNP) is designed to protect existing assets and ensure a minimum level of food consumption through its Public Work Program (PWP) and Direct Support Program (DSP).<sup>41</sup> The DSP assists children by providing cash or food transfers to labor-scarce or no-labor households.<sup>42</sup> To increase social protection efforts at the national level and improve coordination across Government ministries on children's issues, the Government reports that it is currently developing a National Social Protection Policy and Platform.<sup>43</sup> At the local level, *idirs*, or community support systems, aim to address social protection issues by providing short term income support during major life events.<sup>44</sup>

The FDRE is making efforts to encourage broad-based economic growth and infrastructure development. The Growth and Transformation Plan (GTP) 2010-2015 highlights many areas where the Government aims to develop, enhance and improve policies and programs to ensure an enabling policy environment for the expansion of education and health services, infrastructure development, inclusive growth and poverty reduction.<sup>45</sup> The GTP also outlines additional interventions that the Government plans to undertake in the next five years to provide greater opportunities for vulnerable households to engage in decent work and support themselves which include developing occupational standards, assessment and accreditation.<sup>46</sup> The FDRE is also trying to address the issue of high unemployment by creating new Government agencies, such as the Micro and Small Enterprise Development Agency (MSEDA), which implements the Micro and Small Enterprise Program that provides workers with business development training and certification.<sup>47</sup>

In addition, several large textile and garment factories have made efforts to address child labor by pursuing certification under private sector monitoring programs.<sup>48</sup>

Through this cooperative agreement and coordination with the FDRE, USDOL seeks to support efforts to significantly reduce exploitative child labor in Ethiopia's traditional weaving industry and in rural areas. The project(s) funded under this solicitation should include the participation of Government at all levels, employers' and workers' groups, private sector and industry groups, and civil society. Applicants must

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<sup>37</sup> MOLSA official, Interview with USDOL official, July 19, 2011. See also Government of Ethiopia, *Decent Work Country Programme (DWCP): Ethiopia (2009-2012)*. See also Adem, *Child Poverty in Ethiopia*, 36. See also Government of Ethiopia, *Growth and Transformation Plan 2010/11-2014-15*, Addis Ababa, November, 2010, 25.

<sup>38</sup> Adem, *Child Poverty in Ethiopia*, 24-25.

<sup>39</sup> Ibrahim Rashid Hassan, "WFPs School Feeding: Helps Ethiopian Pastoral Girls Enroll in School", articlesbase.com, [online], April 22, 2010 [cited March 9, 2011]; available from <http://www.articlesbase.com/childhood-education-articles/wfps-school-feeding-program-helping-pastoral-ethiopian-girls-2242639.html>. See also USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)." See also U.S. Department of State, "Country Reports- 2010: Ethiopia," 45.

<sup>40</sup> USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)." See also Adem, *Child Poverty in Ethiopia*, 8. See also Government of Ethiopia, *Ethiopia Child Labour Survey Report 2001*, 35.

<sup>41</sup> Tassew Woldehanna, *Productive safety net programme and children's time use between work and schooling in Ethiopia*, Young Lives, Oxford, January, 2009, 2-3, 11; available from <http://www.younglives.org.uk/files/working-papers/wp40-productive-safety-net-programme-and-children2019s-time-use-between-work-and-schooling-in-ethiopia>.

<sup>42</sup> *Ibid.*, 2-3, 11.

<sup>43</sup> USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)."

<sup>44</sup> *Ibid.*

<sup>45</sup> Government of Ethiopia, *Growth and Transformation Plan 2010/11-2014-15*, 22, 26-27.

<sup>46</sup> *Ibid.*, 22, 26.

<sup>47</sup> USAID, *Assessment of PEPFAR Economic Strengthening Programming for PLHIV and OVC in Ethiopia*, August, 2010, 11.

<sup>48</sup> Maa Garment Factory official, Interview with USDOL official, July 23, 2011.

demonstrate innovative and cost effective ways to reduce exploitative child labor and enhance sustainable livelihoods of targeted households.

### **C. International Legal Framework for Child Labor ILO Conventions 182 and 138**

The international legal framework for child labor is primarily comprised of two ILO Conventions—*No. 182, Worst Forms of Child Labor Convention, 1999* (accompanied by *ILO Recommendation No. 190*) and *No. 138, Minimum Age Convention, 1973*. Article 1 of ILO Convention 182 calls for ratifying states 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 and ILO Recommendation No. 190, provide the definitional basis for the following terms: exploitative child labor, worst forms of child labor, and hazardous work for children. A visual presentation of the categories of child labor is available at <http://www.dol.gov/ilab/grants/bkgrd.htm>.

### **D. USDOL Support for the Global Elimination of Exploitative Child Labor**

Since 1995, the U.S. Congress has appropriated over \$840 million to USDOL for efforts to combat exploitative child labor internationally. This funding supports technical cooperation projects to combat exploitative child labor, including the worst forms, in more than 80 countries around the world. Technical cooperation projects funded by USDOL include targeted action programs in specific sectors of work and more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded projects have withdrawn or prevented nearly 1.5 million children from exploitative labor. For information on USDOL projects, see <http://www.dol.gov/ilab/map/countries/map-cont.htm>.

In 2004, USDOL funded a 14.5 million regional project to combat exploitative child labor that included activities in Ethiopia. Implemented by World Vision and the International Rescue Committee, the *Combating Exploitive Child Labor through Education in Kenya, Uganda, Rwanda, and Ethiopia Together* (KURET) project, which ended in 2009, withdrew and prevented over 10,000 HIV/AIDS-affected children ages 5 to 17 years in Ethiopia from the worst forms of child labor through the provision of educational services. The project also assisted the FDRE in drafting a national action plan on child labor, supported the development of local by-laws against child labor, and initiated Alternative Basic Education (ABE) center catch-up programs. For a summary of the project and evaluations of activities, see <http://www.dol.gov/ilab/programs/ocft/oversight.htm>. USDOL’s 2009 Findings on the Worst Forms of Child Labor Report provides more information about child labor in the Ethiopia, <http://www.dol.gov/ilab/programs/ocft/pdf/2009OCFTreport.pdf>.

### **E. The Five Goals of USDOL-Funded Projects**

All USDOL technical assistance projects that ILAB implements are intended to support the Secretary of Labor’s vision of “*Good Jobs for Everyone*” by fostering acceptable work conditions and respect for workers’ rights in the global economy to ensure productivity and protect vulnerable people, including working children and their households. More information can be found at: [http://www.dol.gov/\\_sec/media/reports/annual2009/](http://www.dol.gov/_sec/media/reports/annual2009/).

They also support the President’s Policy Directive on Global Development (PDG) issued in September 2010, which recognizes development as vital to U.S. national security and a strategic, economic, and moral imperative for the United States. The PDG calls for the elevation of development as a core pillar of American power and charts a course for development, diplomacy and defense to mutually reinforce and complement one another in an integrated comprehensive approach to national security.

OCFT's **technical assistance** projects employ effective strategies and use an integrated approach to address the root causes of child labor in a given country. All USDOL-funded projects must also promote the following five goals (details on these five goals in the context of Ethiopia are provided in section III.A):

1. Reducing exploitative child labor, especially the worst forms, by piloting strategies for addressing its root causes and promoting sustainable livelihoods, including in areas such as education, vocational training, the promotion of decent work opportunities for youth under the age of 18 who are of legal working age<sup>49</sup>, and providing or linking to existing social protection programs for children and their households to mitigate vulnerability to child labor;
2. Strengthening the capacity of national institutions to combat child labor, including through improved policies, programs and service delivery in the areas of education, social protection and sustainable livelihoods;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and/or effective strategies, including education and vocational training, microfinance and other income generating activities to improve household income, social protection services and youth employment; and
5. Ensuring the long-term sustainability of these efforts.

### **III. INSTRUCTIONS TO APPLICANTS**

Applicants must respond to the entire scope of work outlined in this solicitation in order to be considered responsive. Applicants will be assessed on the quality of the overall design and the strength of the strategy in carrying out the Scope of Work and its relationship to USDOL's Five Goals. In developing proposals, Applicants are encouraged to consult with the Government to ensure that their proposed strategies are relevant to the needs of and supportive of the Government's national plans to combat child labor.

#### **A. Scope of Work and Relationship to USDOL's Five Goals**

Applicants must present a strategy that will contribute to a significant reduction in exploitative child labor in Ethiopia's traditional weaving industry and in rural areas and develop or enhance national and local strategies and direct action programs to address exploitative child labor. Applicants must use an area-based approach, targeting all forms of exploitative child labor within the geographic locations of Addis Ababa and the Gamo Gofa and Wolaita Zones. By employing an area-based approach, the project should seek to create an environment in which children do not simply shift from exploitative work in one sector, such as traditional weaving, to another. However, a primary focus of this project should be children engaged in or at-risk of involvement in exploitative labor in the traditional weaving industry.

Applicants must address all five goals of USDOL-funded projects (as detailed above) in their strategy and project design either through specific activities of the project or by explaining how the project will link to or support existing efforts in each area. In addressing goal two in the context of Ethiopia, Applicants must closely work with the MOLSA with the aim of increasing its capacity to address exploitative child labor. This must include, but is not limited to, institutionalizing training of labor inspectors on relevant child labor laws and polices and strengthening occupational safety and health standards and enforcement. Applicants should identify gaps in child labor-relevant policies, data collection, and social programs.

Applicants must propose strategies to promote educational opportunities for children and sustainable livelihoods for households to reduce exploitative child labor. In responding to goal four in the context of

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<sup>49</sup> The Labor Proclamation sets the minimum age for employment at 14 and the minimum age for hazardous work at 18.

Ethiopia, Applicants must develop a research strategy to address the lack of recent and disaggregated data on child labor and vulnerable groups and should consider reviewing the 2010 Urban Employment Unemployment Survey.<sup>50</sup> Applicants must note that following award, selected organizations will be required to work with USDOL-funded external evaluators in the development of a Comprehensive Monitoring and Evaluation Plan.

Applicants must demonstrate a solid understanding of child labor in Ethiopia, including:

- The root causes of child labor in Ethiopia, including the specific causes of child labor in the traditional weaving industry in the proposed target geographic areas of Addis Ababa and the Gamo Gofa and Wolaita Zones;
- ILO definitions of exploitative child labor and existing national definitions of exploitative and/or hazardous child labor;
- Existing gaps in Ethiopia's legislation and policies;
- The nature and prevalence of child labor in Addis Ababa and the Gamo Gofa and Wolaita Zones, in particular in the traditional weaving industry;
- Existing and operational national or local Government-supported programs and services available to help vulnerable children and their households in targeted areas, or understanding of existing gaps in such services;
- Sustainable livelihood gaps and relevant services and opportunities available to children and members of their households in targeted geographic areas; and
- The accessibility, quality and relevance of basic education and vocational/skills training for children in rural and other targeted geographic areas.

Applicants must demonstrate a thorough understanding of the cultural, economic, social, and legal contexts of Ethiopia and the communities where project interventions would be carried out, as well as specific and contextual factors contributing to children's involvement in exploitative child labor and preventing them from accessing education.

In describing proposed direct beneficiaries (children and members of their households), Applicants should identify ages and grade levels of target children and household income. Applicants must identify the specific communities to be targeted in Addis Ababa and the Gamo Gofa and Wolaita Zones. Applicants should also assess the availability of social protection programs and services in target areas and direct beneficiaries' access to them.

## **1. Reducing Exploitative Child Labor and Providing Services to Promote Education and Sustainable Livelihoods**

### ***a. Education***

By promoting access to and quality of educational and training opportunities, USDOL seeks to:

1. Reduce exploitative child labor (as defined by ILO standards and related recommendations) and other work that violates minimum age laws and other child labor-relevant laws in Ethiopia;
2. Prevent children from entering exploitative child labor;
3. Promote children's continued enrollment, retention, and completion in educational or vocational training services; and

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<sup>50</sup> The 2010 Urban Employment Unemployment Survey is expected to be published in 2011.

4. Transition children of legal working age from exploitative labor into acceptable work (including by addressing occupational safety and health issues or reducing hours of works or time of work to conform with international standards and national laws).

Applicants must assess and identify the most significant obstacles preventing children engaged in or at-risk of involvement in exploitative labor from accessing and completing basic education in Ethiopia. Applicants must assess major gaps in the quality of available education that may be having a negative impact on retention of children in schooling and their completion of educational requirements in Ethiopia. Applicants should propose strategies to address these obstacles and fill these gaps and describe why proposed strategies would be the most effective for direct beneficiaries and the most appropriate, given the implementing environment.

Applicants should note the potential benefit of social protection programs for increasing direct beneficiary children's participation in education and training programs.

Depending on the assessed needs of direct beneficiaries, Applicants should consider proposing direct educational services such as non-formal education, vocational or skills training, and/or referral to formal education. Applicants proposing vocational or skills training must describe how their strategy will take into account labor market needs. Applicants may also propose interventions (see Appendix A) aimed at improving the quality of education and training programs, including teacher training and incorporating child labor issues in school curricula. Where a need exists, Applicants should consider strategies for increasing the perceived relevance of education and vocational training to children, their households, and their communities.

Applicants should consider cost-effective strategies that complement or strengthen ongoing efforts to promote education and vocational training for target beneficiaries in Ethiopia as part of an overall strategy to significantly reduce the prevalence of exploitative child labor. This could include replicating, enhancing, or expanding successful models (such as technical and vocational education and training) to serve a greater number of children and households.

Applicants should demonstrate a thorough knowledge of the FDRE's formal, non-formal, and vocational education systems, school calendar(s), and existing policies and programs addressing the root causes of child labor, especially those specific to Addis Ababa and the Gamo Gofa and Wolaita Zones. Among the education and training programs and policies in Ethiopia that Applicants should consider when developing their proposals are the following:

- The **National Policy Framework for ECCE** supports early education programs for young children and community-based non-formal school readiness programs.<sup>51</sup>
- The **Education Sector Development Program** aims to improve the quality, relevance, equity, and efficiency of the education system and expand access with special emphasis on primary education in rural and under served areas as well as the promotion of education for girls in an attempt to achieve universal primary education by 2015. Under this strategy, ABE centers close to the community are used to encourage school attendance among out-of-school children and children from communities that raise and herd livestock.<sup>52</sup>

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<sup>51</sup> Government of Ethiopia, *National Policy Framework for Early Childhood Care and Education (ECCE) in Ethiopia*, Addis Ababa, 2010, 21-27. This program may be considered when provided services to school aged teen mother or young children engaged in exploitative child labor.

<sup>52</sup> Government of Ethiopia, *Report on Progress in Implementing the World Fit for Children Plan of Action in Ethiopia*, 8-9, 41-42.

- The **General Education Quality Improvement Package** aims to improve the quality of general education throughout Ethiopia and consists of curriculum development, textbook assessment, teacher training, and school construction.<sup>53</sup>
- The Ministry of Women, Youth and Children's Affairs (MOWYCA) and the HIV/AIDS Prevention and Control Office's **Standard Service Delivery Guidelines for Orphans and Vulnerable Children's Care and Support Programs** aims to ensure that orphans and vulnerable children (OVC) are enrolled and regularly attend school and at a minimum, complete some technical and vocational education and training. The guidelines include a component on economic strengthening and exploitative child labor.<sup>54</sup>

Applicants should demonstrate knowledge of gender-related issues and cultural traditions and norms pertaining to and impacting child labor and education in Ethiopia and incorporate them into the design of proposed interventions. Applicants should explain the ways in which proposed activities will be made sensitive and responsive to these issues, and especially how they relate to the education and training of girls.

Applicants must propose an approach that seeks to enroll children in direct educational services with minimal delay; ideally, one that ensures children do not miss an academic year or program cycle. USDOL encourages Applicants to provide services, including direct educational services and training to as many beneficiaries as possible within the first year of the project. USDOL, however, recognizes that the timeframe for providing direct educational services will depend on the date of project funding relative to the school calendar of Ethiopia.

Note: Applicants are expected to support the provision of healthy learning environments for children. Applicants must seek to ensure that goods, services, schools, and other learning environments (including classrooms, training facilities, restroom facilities, latrines, and wells), provided or sponsored by the project (the Applicant, its subgrantees and/or subcontractors) or used by the project on the basis of referral of direct beneficiary children, are safe and pose no threat to the mental or physical well-being of children who are direct beneficiaries of the project. Applicants should assess learning environments in target areas and allocate the appropriate resources in their budgets to ensure the safety and health of the direct beneficiary children that will use them. Applicants are required to develop a plan to inspect schools and other learning environments that the Applicant proposes to use either for direct service delivery or for referral to meet the needs of children and their households. Improvements to school infrastructure may include construction of latrines and digging of wells in consultation with local communities. Funding for construction must not exceed 10 percent of the project budget without prior USDOL approval. Applicants unable to adhere to this threshold given the state of school conditions must either (1) consider proposing alternative sites for the delivery of project services, or (2) propose an alternate level of funding for construction, including a justification for the proposed amount in the Budget Narrative of the Cost Proposal. Applicants are encouraged to work with local partners and communities to share costs in order to maximize available resources and promote sustainability.

### ***b. Livelihoods***

Applicants must assess and describe the most significant obstacles that keep households of working children or children at-risk of child labor from achieving sustainable livelihoods without depending on child labor.

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<sup>53</sup> Government of Ethiopia, *General Education Quality Improvement Package (GEQIP)*, Addis Ababa, November, 2008, 4; available from [http://www.moe.gov.et/ggdocs/GEQIP\\_Plan.pdf](http://www.moe.gov.et/ggdocs/GEQIP_Plan.pdf). See also Government of Ethiopia, *Growth and Transformation Plan 2010/11-2014-15*, 86. See also Government of Ethiopia, "The Development of Education: National Report of the Federal Democratic Republic of Ethiopia," (October, 2008), 7; available from [http://www.ibe.unesco.org/National\\_Reports/ICE\\_2008/ethiopia\\_NR08.pdf](http://www.ibe.unesco.org/National_Reports/ICE_2008/ethiopia_NR08.pdf).

<sup>54</sup> Government of Ethiopia, *Standard Service Delivery Guidelines for Orphans and Vulnerable Children's Care and Support Systems*, Addis Ababa, February, 2010, 12, 22; available from [http://www.hcipproject.org/sites/default/files/collaboratives/Ethiopia%20OVC%20Quality%20Standards\\_Feb2010.pdf](http://www.hcipproject.org/sites/default/files/collaboratives/Ethiopia%20OVC%20Quality%20Standards_Feb2010.pdf).



Applicants must propose strategies to address these obstacles and reduce household reliance on exploitative child labor to meet basic needs. Proposed strategies must also include a focus on significantly reducing children's participation in exploitative labor in the traditional weaving sector. Applications should include an assessment of the labor market in Addis Ababa and the Gamo Gofa and Wolaita Zones. Applicants should propose strategies for matching children/youth of legal working age and adult caregivers with job opportunities reflecting decent work standards. Applicants should propose strategies that take into account the need for households to be able to support children's active and regular participation in schooling and their ability to complete and/or exceed the required number of years of schooling.<sup>55</sup> Applicants must identify the specific needs of target households and describe why a proposed strategy(ies) would be effective for promoting sustainable livelihoods for target households and appropriate, given the implementing environment.

Applicants should consider proposing interventions aimed at improving the productivity and profitability of household enterprises. This could include strategies for organizing community cooperatives or extending quality extension services and promoting the use of and/or access to affordable technology such as modern weaving looms. Applicants must ensure that proposed interventions do not inadvertently encourage child labor. It could also involve proposals for alternative and additional livelihood opportunities for families, promoting access to social protection programs (see section III.A.1.c.) and/or access to affordable credit.

Applicants may propose microfinance interventions (e.g., micro-savings, micro-loans) or linkage to existing microfinance programs. Applicants proposing to implement micro-finance interventions must clearly describe the assessed need for such interventions among the target population. Applicants must also describe strategies proposed as part of the project for guarding against possible negative impacts of micro-finance on the livelihoods of target beneficiaries or other possible unintended consequences such as the potential of encouraging child labor as a means for households to access microfinance services.

Applicants should propose to link beneficiaries to existing livelihood services or programs in Ethiopia and assist project beneficiaries in obtaining services for which they are eligible. Examples of existing sustainable livelihood programs in Ethiopia include:

- The PSNP's **Other Food Security Program (OFSP)**. The OFSP promotes agricultural activities as a way to increase household income and provides beneficiaries with productivity-enhancing services, such as access to credit, technology transfers and irrigation and water-harvesting schemes.<sup>56</sup>
- MSEDAs' **Micro and Small Enterprise Program**. This program provides workers with business development training and certification, links potential workers to available jobs and provides direct support for those who cannot work.<sup>57</sup>
- At the local level, MOWYCA's **Family Forums** provide assistance to families by strengthening their economic status and linking them to formal and informal micro-finance programs and institutions.<sup>58</sup>

Applicants should describe their strategy for actively promoting and securing the commitment and ownership of Government and other local stakeholders for proposed livelihood services in order to enhance the likelihood that effective services or models will continue beyond the life of the project. Applicants must

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<sup>55</sup> In Ethiopia, the compulsory education age is 14.

<sup>56</sup> Woldehanna, *Productive safety net programme and children's time use between work and schooling in Ethiopia*, 11-12. See also Daniel O. Gilligan, John Hoddinott, and Alemayehu Seyoum Taffesse, *The Impact of Ethiopia's Productive Safety Net Programme and its Linkages*, International Food Policy Research Institute, December, 2008, 1-2, 8; available from <http://www.ifpri.org/sites/default/files/publications/ifpridp00839.pdf>.

<sup>57</sup> BOLSA Official, Interview with USDOL Official, July 23, 2011. See also MOLSA official, Interview, July 19, 2011.

<sup>58</sup> MOWYCA official, Interview with USDOL official, July 20, 2011.

propose an approach that seeks to provide households with livelihood services or to link them to such services with minimal delay in order to help households offset income earned by children and make schooling more accessible. USDOL encourages Applicants to provide livelihood services to as many households as possible within the first year of the project, in line with the overall project strategy.

### *c. Social Protection*

Applicants must assess and describe existing social protection programs in Ethiopia that could have a positive impact in reducing child labor, promoting children's participation in schooling, and securing sustainable livelihoods for target households. Applicants should identify the most significant gaps in availability and/or access of direct beneficiaries (target children and their households) to such social protection. Applicants must propose strategies to address those gaps and other obstacles to receipt of social protection services by direct beneficiaries. Applicants should propose strategies to secure linkages with Government and social partners and draw on proven good practices to build a cost effective model(s) for significantly reducing exploitative child labor in the traditional weaving industry, models that can be scaled up and widely applied to similar vulnerable populations throughout the country. Applicants must describe why a proposed strategy(ies) would be effective for increasing direct beneficiaries' access to social protection services.

Examples of existing social protection programs in Ethiopia that Applicants should consider in developing their proposals include (see also section III.A.1.b.):

- The PSNP's **PWP** and **DSP** are designed to protect existing assets and ensure a minimum level of food consumption. The PWP employs able-bodied adults on labor-intensive projects designed to build community assets. The DSP provides cash or food transfers to households where few or no adults are working.<sup>59</sup>
- At the local level, **Child Protection Committees, Child Rights Clubs, and OVC Task Forces**, promote children's rights, train members on child labor, case management, and international and Ethiopian child labor laws, and in some cases, such groups may provide children with direct food transfers and school supplies. *Idirs* and *ekubs* also provide short-term financial assistance and services such as funeral preparations to community members during major life events.<sup>60</sup>

In addition, Applicants should also consider the relationship between work in the informal economy and access to social protection services.

### *d. Youth Employment*

Applicants must assess the working conditions of older children of legal working age to determine whether they are working under exploitative or unsafe conditions, paying particular attention to occupational safety and health. Applicants should demonstrate knowledge of laws meant to ensure the safety of children 14 to 17, including laws restricting children of this age from certain types of work, limiting the hours of their work, or prescribing workplace conditions.

Applicants targeting older children or youth of legal working age, particularly children ages 14 to 17 years, should consider providing other direct services, such as occupational safety and health interventions, as a means of addressing exploitative work conditions and transitioning them into safe, acceptable work. Applicants should also propose strategies for promoting opportunities for children/youth of legal working age to secure decent and productive employment that can contribute to the sustainable livelihoods of their households (see [http://www.ilo.org/employment/AreasOfWork/lang--en/WCMS\\_143354/index.htm](http://www.ilo.org/employment/AreasOfWork/lang--en/WCMS_143354/index.htm)).

<sup>59</sup> Woldehanna, *Productive safety net programme and children's time use between work and schooling in Ethiopia*, 2-3, 11.

<sup>60</sup> MOWYCA official, Interview, July 20, 2011. See also USDOL, "Trip Report on Meetings attended in Ethiopia (July 18-26, 2011)."

Applicants should propose linkages to existing programs that protect working children (based on the legal working age in Ethiopia up to the age of 18 years) from hazards in the workplace while also recognizing the value of safe work to children and their families. Efforts should include workforce development to prepare youth for 21st century workforce, support existing youth employment laws protecting youth's safety and health, raising awareness on issues of decent work for youth, and focusing on employability, employment creation (and the linkages between the two) and workers' rights.

Examples of existing policies and initiatives regarding working youth in Ethiopia that Applicants should consider in developing their proposals include:

- The Ministry of Education's (MOE) **National Technical & Vocational Education and Training (TVET) Strategy**. This strategy aims to increase employment opportunities for school drop-outs, people without formal education, entrepreneurs and employees through technology and skill accumulation. TVET priority sectors include agriculture, health and teacher training. TVET institutions offer training in fields such as textile and garment production, bakery and pastries, hotels and catering, electronics, electricity, auto mechanics, secretarial services and construction.<sup>61</sup>
- The **Decent Work Country Program (DWCP)** aims to improve employment opportunities for youth by creating a youth employment plan and strategy. The DWCP also aims to increase capacity of youth cooperatives to raise their output of marketable products for both local and international markets.<sup>62</sup>
- The **Young Workers' Directive** is currently being revised to list the hazardous occupations for children.<sup>63</sup>

Applicants should propose strategies that address the lack of sufficient or sustainable decent work and the mismatch between skills in demand by the private sector and training programs offered by Government and other providers and seek to provide youth with decent and productive employment.

## **2. Strengthening Policies and Capacity on Child Labor, Education, Sustainable Livelihoods and Social Protection**

USDOL considers strengthening country capacity to combat child labor, and promote education, social protection, sustainable livelihoods and decent work for children/youth of legal working age as critical for achieving long-term poverty alleviation and the economic development goals of Ethiopia. Applicants must contribute to improvements in country capacity to address child labor and its root causes. Projects funded under this solicitation must strengthen the capacity of local and national Ethiopian institutions to combat child labor in a variety of ways, including by promoting access to and improving the quality of basic education; supporting efforts to make the country's national education system more responsive to the needs of children formerly engaged in exploitative labor; increasing capacity to provide social protection, livelihood and youth employment services; improving capacity to enforce child labor and education laws and laws prescribing workplace protections for children/youth of legal working age. To the extent feasible, projects are encouraged to work with the Government towards the elimination of the costs associated with schooling, which often

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<sup>61</sup> Government of Ethiopia, *Growth and Transformation Plan 2010/11-2014-15*, 26. See also Government of Ethiopia, *National Technical & Vocational Education & Training (TVET) Strategy*, August, 2008, 17; available from [http://planipolis.iiep.unesco.org/upload/Ethiopia/Ethiopia\\_National\\_TVET\\_Strategy.pdf](http://planipolis.iiep.unesco.org/upload/Ethiopia/Ethiopia_National_TVET_Strategy.pdf). See also AfDB and OECD, *African Economic Outlook: Ethiopia*, 2008, 10-11; available from <http://www.oecd.org/dataoecd/13/35/40577702.pdf>. See also Government of Ethiopia, *Growth and Transformation Plan 2010/11-2014-15*, 26.

<sup>62</sup> Government of Ethiopia, *Decent Work Country Programme (DWCP): Ethiopia (2009-2012)*, iv-1, 12, 22.

<sup>63</sup> MOLSA official, Interview, July 19, 2011.

create a barrier to education in Ethiopia. Applicants must work with the MOLSA to institutionalize training of labor inspectors on relevant child labor laws and policies and strengthen occupational safety and health standards and enforcement.

Applicants should consider proposing creative ideas that address the nexus between better law enforcement, the reduction of exploitative child labor, the improvement of educational opportunities, and the promotion of sustainable livelihoods for children and households. Improved country capacity in Ethiopia may be demonstrated through project activities such as those that contribute to the (1) adaptation of Ethiopia's legal frameworks to international standards related to child labor; (2) integration of child labor into specific policies or programs at the national, regional or sectoral level; (3) expansion of child labor concerns in relevant development, social, and anti-poverty policies and programs; and (4) establishment or improvement of a child labor monitoring system (CLMS).

### **3. Raising Awareness on Exploitative Child Labor, its Root Causes, the Importance of Education, Social Protection and Decent Work for Children/Youth of Legal Working Age**

Projects funded under this solicitation must also raise public awareness of exploitative child labor in Ethiopia, its root causes, the importance of education to combat it, and the existence of Government policies and social protection programs to support households with children actively working or at high-risk of working (see Appendix A). As part of their overall strategy, Applicants should propose awareness-raising activities and social mobilization campaigns that promote an understanding of child labor and create a sustained impact on key stakeholders' knowledge, attitudes, and practices on these issues. The awareness-raising strategy must encourage the removal of children from all worst forms of child labor, and other forms of exploitative or hazardous child labor in the geographic areas associated with the traditional weaving industry of Addis Ababa and the Gamo Gofa and Wolaita Zones. Applicants should encourage community-led improvements in the quality of education, including activities promoting "safe schools," the adaptation of relevant curricula, and expanded teacher training, and other improvements to existing educational infrastructure that can provide a stronger incentive for children to remain in school rather than drop out to work. Applicants should propose strategies for increasing awareness of the importance and relevance of education to children's long-term welfare and future employability. Applicants should consider the use of new technologies in designing their awareness-raising strategies, including those that have a positive impact in promoting schooling or training of children and youth or that can be used to help reduce child labor in a given sector or that help to address a given workplace hazard.

### **4. Pre-award Needs Assessment and Other Research**

In designing the project, Applicants are expected to carry out a pre-award needs assessment to identify key factors contributing to children's involvement in exploitative child labor, including barriers to education, and gaps in current education, social protection and livelihood service provision. The needs assessment should inform project design and the formulation of relevant and effective interventions. Applicants should assess information on the prevalence of the worst forms of child labor occurring in the target geographic area(s), including traditional weaving, among proposed direct beneficiaries; hours and conditions of work; age and sex distribution of direct beneficiary children; educational performance of beneficiaries relative to other children; an economic and social profile of targeted households; and any research or other data that might indicate correlations between child labor, sustainable livelihoods, and educational performance. The pre-awards needs assessment may also support the Applicant's preliminary identification of potential children and households to be targeted as project beneficiaries and inform proposed selection criteria for direct beneficiaries (both children and households) as part of an area-based approach.

In addition, Applicants must assess existing gaps in knowledge about child labor and its root causes and propose research that contributes to filling such research gaps. Based on this assessment, Grantees must

conduct small-scale research studies to increase the knowledge base on child labor and support the project's overall objectives. The Applicant selected for the award will be expected to review the 2010 Urban Employment Unemployment Survey; and given this information, adjust proposed research activities as needed to ensure that such activities are relevant and appropriate. Applicants must propose strategies for using information to raise awareness, enhance the quality of services provided to beneficiaries, and formulate more targeted and coordinated responses to combat exploitative child labor in the traditional weaving industry and rural areas. Applicants should consider engaging local research organizations, especially universities to design and conduct the proposed research activities. The Applicant's dissemination strategy should ensure that the project's research outputs including data sets and reports, endure beyond the life of the project.

## **5. Baseline Survey**

All Applicants must budget and plan for the implementation of a post-award baseline survey that collects data on exploitative child labor in the target sector, including working conditions; children's living conditions; and children's participation in education in the project's target areas. The baseline survey will also collect information on households to inform the selection of direct beneficiaries. Information from the project's baseline survey must be used to (a) develop reliable project targets and identify direct beneficiaries; (b) inform project design and activities, including the identification and development of relevant services to direct beneficiaries. Baseline data should be used to establish benchmarks on work status, contribute to the measurement of project impact, and inform management decisions through the period of project performance. Applicants may use information gathered by a baseline survey to adjust project goals, outcomes, and services as appropriate.

## **6. Supporting Evaluation in Consultation with USDOL External Evaluators**

### ***a. USDOL Expectations for Monitoring and Evaluation***

USDOL places a high level of importance on external monitoring and evaluation and uses a variety of methods to undertake these activities. One such tool is an external implementation evaluation. USDOL requires projects to undergo an external implementation evaluation once at an interim point in the project and again no later than three months before the project's end, to assess project implementation and progress in meeting goals and objectives.

To assist with the monitoring and evaluation activities described above, USDOL will award a contract(s) and/or grant(s), independent of this solicitation, to external evaluators. Applicants will be required to work with these USDOL funded external evaluators in the development and implementation of monitoring and evaluation-related activities.

### ***b. Development of a Monitoring and Evaluation Plan***

During the first year of the project, Grantees will be required to collaborate with a USDOL evaluation team (consisting of USDOL staff and a USDOL-funded external evaluation expert/organization) to develop a Comprehensive Monitoring and Evaluation Plan (CMEP). The CMEP will include a summary of how project activities will contribute to the project's overall objectives and will specifically identify: what indicators will be reported on; how the indicators will be monitored; how baseline data will be collected; and when and how evaluations will be developed and implemented. The CMEP will clearly outline the roles and responsibilities of the Grantee and the USDOL external evaluators in creating monitoring systems and the design and implementation of evaluations. Additionally, the CMEP will describe methods for data storage, processing,

analysis, and reporting. The development of the CMEP will include establishing targets from which to measure project success. The Grantee will be responsible for measuring and reporting on target goals.

## 7. Performance Monitoring

Technical assistance projects will support USDOL's FY 2011-2016 Strategic Plan (Performance Goals ILAB 1.6 – Improve worker rights and livelihoods for vulnerable populations) and ILAB's performance goal 3: to reduce the prevalence of the worst forms of child labor and forced labor.

All Applicants are required to budget for, collect and report data as part of their performance reporting requirement to USDOL. USDOL will use data to meet its reporting obligations under the Government Performance and Results Act (GPRA). All Grantees will be required to collect and report data every six months on indicators tracking (1) number of direct beneficiary children provided education or vocational training services; (2) number of households receiving livelihood services; and (3) evidence of increased capacity to address child labor and forced labor as a result of USDOL interventions. Grantees are also required to report on the following sub-indicators under the education and livelihoods indicator:

- Number of children engaged in or at high-risk of entering child labor enrolled in formal education services.
- Number of children engaged in or at high-risk of entering child labor enrolled in non-formal education services.
- Number of children engaged in or at high-risk of entering child labor enrolled in vocational services.
- Number of children trafficked or in commercial sexual exploitation, or at high-risk of being trafficked or entering commercial sexual exploitation, provided education or vocational services. (*Note: only applies to projects targeting with children in these areas*).
- Number of individuals provided with employment services.
- Number of individuals provided with economic strengthening services.

For purposes of the GPRA, Grantees are required to neither collect nor report on the work status of direct beneficiaries; however, as described below, they will be required to do so as part of their project-specific monitoring requirements.

Required data will be identified in the development of the CMEP as well as additional project-specific indicators. Project specific indicators will be developed with key stakeholder input during the post-award design of the CMEP. The combination of these indicators will allow the Grantee to assess whether goals, objectives, and outcomes have been achieved as intended and whether adjustments need to be made to the project. The Grantee will be required to report on progress achieved, barriers encountered and efforts to overcome these barriers as part of its 6-month reporting requirements. Monitoring data and information will be designed to complement and enhance the evaluation information. Grantees must use this information to manage the project and ensure continuous quality improvements.

The project design must include the Applicant's strategy and methodology for monitoring the project's direct beneficiaries and provide details on the components of the Applicant's proposed direct beneficiary monitoring system (DBMS). The Applicant should note that, in order to meet monitoring requirements post-award, Grantees, with technical support from USDOL's evaluation experts, are responsible for developing a final DBMS to be included in the CMEP. The DBMS should aim to ensure that project beneficiaries are benefitting from the educational and livelihood services provided. Applicants must propose an effective strategy for monitoring direct beneficiaries (both children and households) at regular intervals and for specified periods of time (throughout the period of service provision and/or until the end of the project). Applicants must develop indicators to allow them to regularly monitor the work status of each beneficiary child. This information will allow the project to assess whether project beneficiaries demonstrate the intended

outcome of the project—reducing child labor—and that children do not revert back to exploitative child labor.

## **8. Promoting Long-Term Sustainability of Efforts to Combat Exploitative Child Labor and Improve Livelihoods**

Given the limited resources and timeframes of USDOL-funded projects, Applicants must develop strategies and activities to promote the long-term sustainability of efforts to combat exploitative child labor and promote education and livelihood services in Ethiopia. Issues of sustainability should be incorporated at all stages of a project; including design, staffing, implementation, and evaluation. For USDOL, sustainability in Ethiopia will be linked to project impact and the ability of local actors (individuals, communities, organizations, and the Government) to continue activities or efforts initiated by the USDOL-funded project that proved effective and to do so even after the project has ended. Applicants must also propose a comprehensive strategy for building local capacity in Ethiopia as a means to promote the sustainability of efforts to combat exploitative child labor beyond the life of the project. Applicants' strategies should explain how sustainability will be achieved by the end of the project according to the project's specific objectives.

As part of their sustainability strategy, Applicants are encouraged to involve and work with local stakeholders. Applicants should identify key individuals and/or organization(s), including national and/or local Government ministries, NGOs, and community-based, faith-based, rural, and/or indigenous organizations that could potentially contribute to long-term efforts to combat exploitative child labor and work to build their capacity over the course of the project. Applicants must design projects that will complement existing efforts to combat exploitative child labor and promote education and sustainable livelihoods in Ethiopia, and, to the extent possible, collaborate and coordinate with stakeholders currently engaged in these efforts and secure assistance from third parties in support of these purposes. Where appropriate, Applicants are encouraged to facilitate the use of successful models to serve a greater number of children and communities.

Except as provided in Section III. I. 7, Applicants cannot award subgrants or subcontracts to the Government of Ethiopia. To the extent possible, Applicants should consider partnering with other individuals and/or organizations through these mechanisms. Such partnerships may be used to promote sustainability by strengthening the capacity of such organizations in areas including: administrative and financial management, technical assistance, project management, advocacy and awareness-raising on child labor issues. In order to achieve sustainability, Applicants should consider linking children and members of their households to existing services, and expanding, extending and/or scaling up the services provided to the target beneficiaries.

### **B. Target Population**

#### **1. Beneficiaries**

Based on a needs assessment, Applicants must present a clear indication of the defining characteristics and specific criteria they plan to use to identify (1) children engaged in exploitative child labor; and (2) children at "high-risk" of entering exploitative child labor; and (3) households to receive livelihood services that will help make them less reliant on child labor to meet basic needs. The target populations must be classified in two ways, children and households. Children must be between the age of 5 and 18 years, and either engaged in exploitative labor in Addis Ababa or the Gamo Gofa or Wolaita Zones of Ethiopia or at high-risk of becoming engaged in exploitative labor in those areas. A primary focus of this project should be children engaged in or at-risk of involvement in exploitative labor in the traditional weaving industry. While children under the age of 5 years may receive services under the proposed project, these children may not be considered target beneficiaries or be counted for performance monitoring purposes (see section III.A.7). An overall assessment of each child and their household will determine the most appropriate type of educational

and/or livelihood service to be provided. Applicants must provide an initial set of criteria that will be used to categorize a child as “engaged in exploitative work” and “at high-risk of becoming engaged in exploitative labor.” In addition, Applicants must provide a specific set of criteria used to define work in traditional weaving and other forms of child labor found in the areas of Addis Ababa and the Gamo Gofa and Wolaita Zones as “exploitative.” Children working under specifically defined exploitative conditions in the traditional weaving supply chain (e.g., growing cotton, processing cotton, spinning yarn, weaving) may also be considered.

## **2. Household Profile**

Applicants must outline criteria that will be used to identify the households that will be served in their original proposal. The pre-award criteria for identifying households should include an analysis of household incomes and exposure to other risks, including, among others, food insecurity, inability to meet basic needs, poor health, and limited access to healthcare.

## **C. Technical Proposal Requirements**

All proposals in response to this solicitation must address all criteria included in this solicitation. Proposals must specifically (1) demonstrate an understanding of the context for exploitative child labor in the targeted areas of Addis Ababa and the Gamo Gofa and Wolaita Zones and specifically in the traditional weaving industry; (2) specify the education services (formal, non-formal, vocational and skills training) to be included as a component of all proposed direct intervention(s) for child beneficiaries; (3) define the target populations for the project and livelihood strategies to support their households; (4) demonstrate specifically how the project would link to OCFT’s five goals for eliminating exploitative child labor; and (5) confirm commitment to collaborate with a USDOL external evaluator(s) on the development and implementation of an CMEP.

Applicants must submit a detailed program strategy demonstrating a thorough understanding of an area-based approach, the context and the implementing environment in their proposed regions of intervention, with appropriate citations. Proposals must include a clear and logical link between the gaps and the realities that exist in these regions and rationale for selecting the communities in Addis Ababa and the Gamo Gofa and Wolaita Zones for intervention.

### **1. Transparency**

USDOL is committed to conducting a transparent grant award process and publicizing information about program outcomes. Posting grant applications on public websites is a means of promoting and sharing innovative ideas. For this grant competition, we will publish on the Department’s website or a similar location the Executive Summary required by this solicitation for all applications. Additionally, we will publish a version of the Technical Proposal required by this solicitation, for all those applications that are awarded grants, on the Department’s website or a similar location. No other parts of or attachments to the application will be published. The Technical Proposals and Executive Summaries will not be published until after the grants are awarded. In addition, information about grant progress and results may also be made publicly available.

USDOL recognizes that grant applications sometimes contain information that an Applicant may consider proprietary or business confidential information, or may contain personally identifiable information. Information is considered proprietary or confidential commercial/business information when it is not usually disclosed outside your organization and when its disclosure is likely to cause you substantial competitive harm. Personally identifiable information is information that can be used to distinguish or trace an individual’s identity, such as name, social security number, date and place of birth, mother’s maiden name, or



biometric records, or other information that is linked or linkable to an individual, such as medical, educational, financial and employment information.<sup>64</sup>

Executive Summaries will be published in the form originally submitted, without any redactions. However, in order to ensure that confidential information is properly protected from disclosure when USDOL posts the winning Technical Proposals, Applicants whose technical proposals will be posted will be asked to submit a second redacted version of their Technical Proposal, with proprietary, confidential commercial/business, and personally identifiable information redacted. All non-public information about the Applicant's staff should be removed as well. USDOL will contact the Applicants whose technical proposals will be published by letter or email, and provide further directions about how and when to submit the redacted version of the Technical Proposal. Submission of a redacted version of the Technical Proposal will constitute permission by the Applicant for USDOL to post that redacted version. If an Applicant fails to provide a redacted version of the Technical Proposal, USDOL will publish the original Technical Proposal in full, after redacting personally identifiable information. (Note that the original, unredacted version of the Technical Proposal will remain part of the complete application package, including an Applicant's proprietary and confidential information and any personally identifiable information.)

Applicants are encouraged to maximize the grant application information that will be publicly disclosed, and to exercise restraint and redact only information that truly is proprietary, confidential commercial/business information, or capable of identifying a person. The redaction of entire pages or sections of the Technical Proposal is not appropriate, and will not be allowed, unless the entire portion merits such protection. Should a dispute arise about whether redactions are appropriate, USDOL will follow the procedures outlined in the Department's Freedom of Information Act (FOIA) regulations (29 CFR part 70).

Redacted information in grant applications will be protected by USDOL from public disclosure in accordance with federal law, including the Trade Secrets Act (18 U.S.C. § 1905), FOIA, and the Privacy Act (5 U.S.C. § 552a). If USDOL receives a FOIA request for your application, the procedures in USDOL's FOIA regulations for responding to requests for commercial/business information submitted to the Government will be followed, as well as all FOIA exemptions and procedures. 29 CFR § 70.26. Consequently, it is possible that application of FOIA rules may result in release of information in response to a FOIA request that an Applicant redacted in its "redacted copy."

## **2. Host Government**

USDOL has informed host Government ministry officials of the proposed award. Applicants are encouraged to discuss proposed interventions, strategies, and activities with host Government officials and work cooperatively with Government stakeholders at the national and/or local level, including relevant ministries or Government bodies during the preparation of their applications and in developing project interventions. Efforts should be made to avoid duplication, enhance collaboration, and develop synergies with Government efforts. Applicants should consider coordination or collaborative efforts with relevant Government agencies/ministries, including:

- The MOLSA to build their capacity to address exploitative child labor, institutionalize training of labor inspectors on relevant child labor laws and polices, strengthen occupational safety and health standards and enforcement, and provide decent work to vulnerable youth and families;
- The MOE to increase access and quality of basic education and TVET services to targeted beneficiaries;

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<sup>64</sup> Memorandums 07-16 and 06-19. GAO Report 08-536, *Privacy: Alternatives Exist for Enhancing Protection of Personally Identifiable Information*, May 2008, <http://www.gao.gov/new.items/d08536.pdf>.

- Local Government in Addis Ababa and the Gamo Gofa and Wolaita Zones to link beneficiary children and households with available sustainable livelihoods programs and social protection schemes; and
- The MOWYCA to target beneficiaries in targeted areas and to provide or extend poverty alleviation efforts to targeted children and households.

### **3. Working with other key stakeholders**

Applicants are also expected to work with other key stakeholders and organizations on efforts to address child labor and its root causes which may include: international organizations; NGOs; national steering and advisory committees on child labor and education; faith-based organizations and community development associations; trade unions; employers' and teachers' organizations; and children engaged in exploitative child labor and members of their households. Applicants are encouraged to establish public-private partnerships, soliciting assistance from non-Federal third parties who support the goals of this solicitation. Examples include engaging in partnerships with business entities and individual business leaders in the textile and garment industry to reduce exploitative child labor in the traditional weaving sector and to increase educational opportunities and livelihoods support for direct beneficiaries; provide scholarships; donate goods; provide mentoring and volunteering by employees; assist in awareness raising; and provide internships for children and teachers during vacation periods to help them improve leadership and other skills. Applicants must explain how they will work or complement efforts of key stakeholders.

Applicants are encouraged to coordinate with projects funded by relevant U.S. Government agencies, such as the Peace Corps and the U.S. Agency for International Development (USAID), whose current activities include a \$100-million project to strengthen programs for OVCs in Ethiopia.<sup>65</sup> Applicants must explain clearly how they intend to coordinate with and/or complement existing relevant initiatives funded by U.S. Government agencies.

## **D. Personnel Requirements and Project Management Plan**

### **1. 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, Livelihoods Specialist, and Monitoring and Evaluation Officer comprise the key personnel of USDOL-funded child labor projects and 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 subgrantees and/or subcontractors); 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 development projects relevant to this solicitation. Fluency in English is required.

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<sup>65</sup> AllAfrica, "Ethiopia: Five-Year Project to Benefit OVC", [allafrica.com](http://allafrica.com), [online], June 16, 2011 [cited August 9, 2011]; available from <http://allafrica.com/stories/201106160806.html>.

- 2) The Education Specialist is responsible for providing leadership in developing the technical aspects of this project related to education interventions, in collaboration with the Project Director. The Education Specialist must have at least three years of progressively responsible 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 removed from exploitative 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 is preferred.
- 3) The Livelihoods Specialist is responsible for providing leadership in developing the technical aspects of this project related to sustainable livelihoods interventions, in collaboration with the Project Director. The Livelihoods Specialist must have at least three years of progressively responsible experience in projects promoting livelihoods interventions in developing countries in areas including skills training, micro-lending, micro-savings, employment generation, alternative/additional income generation, youth employment and social protection. The Livelihoods Specialist must have an understanding of child labor issues. This individual must have experience in working successfully with Government ministries engaged in promoting improved livelihoods for households and the provision of social protection services, as well as experience working with employers' organizations, trade unions or comparable entities. A working knowledge of English is preferred.
- 4) The Monitoring and Evaluation Officer is responsible for overseeing the implementation of the project's monitoring and evaluation activities, including the DBMS, and will act as the liaison and point of contact between a USDOL external evaluation contractor and the project. This individual must have at least three years of progressively responsible experience in the monitoring and evaluation of international development projects or one year relevant experience combined with an advanced degree in statistics, public policy, economics, or a related field. Relevant experience can include strategic planning and performance measurement, indicator selection, quantitative and qualitative data collection and analysis methodologies, database management and knowledge of GPRA. A working knowledge of English is preferred.

All key personnel must allocate 100 percent of their time to the project and live in Ethiopia. Key personnel positions must not be combined. Applicants must ensure that all proposed key personnel will 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 45 days of cooperative agreement award. The application will be considered non-responsive and rejected if any key personnel candidates are not designated, or if any of the required documents in Annex E of the Technical Proposal are not submitted (see section III.G.2.5).

All key personnel should be employed by the Grantee or a subgrantee (not by a subcontractor). At a minimum the Project Director must be employed by the Grantee. Applicants proposing to divide key personnel positions between the Grantee and subgrantee must provide justification for why this is the most effective staffing strategy.

With the goals of using existing expertise and enhancing local capacity in Ethiopia and using project resources as effectively as possible, USDOL encourages Applicants to hire national/local staff for key personnel positions, to the extent possible. If either the Education Specialist or Monitoring and Evaluation Officer are not fluent in English, the Grantee must assume full responsibility for ensuring that this staff has a

clear and thorough understanding of USDOL policies, procedures, and requirements and that all documents produced for submission to USDOL are in fluent English.

## **2. Other Professional Personnel**

Applicants should identify any other professional program personnel deemed necessary for carrying out the requirements of this solicitation and provide a justification for including these individuals together with any past experience and/or qualifications for serving on this project. For all proposed professional personnel, résumés and personnel descriptions that include the candidates' project roles and responsibilities and their level of effort, must be included in Annex E of the Technical Proposal.

## **3. Project Management Plan**

This section must discuss the Applicant's project management plan. This plan must correspond with Annex E and Annex D of the Applicant's Technical Proposal (see section III.G.2.5) and include a narrative description of the roles and responsibilities and structure of the project's management team and the lines of authority between key personnel, other professional personnel, and other project staff directly responsible for providing direct services to the project's direct beneficiaries. If any of the project's key personnel would be employed by a subgrantee, the Applicant must provide rationale this selection and an explanation of the staffing structure, including: lines of authority between key personnel and other staff providing services to project beneficiaries, supervision and performance evaluation for personnel from different organizations, procedures for concurrence on key implementation issues, and conflict resolution mechanisms.

### **E. 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 reducing children's participation in exploitative child labor and developing and implementing educational and livelihoods programs to serve them is eligible to apply provided that they meet the requirements outlined below, which apply to all Applicants and any proposed subgrantees or subcontractors. Applications from foreign Governments and entities that are agencies of, or operated by or for, a foreign state or Government will not be considered. Applications from organizations designated by the U.S. Government to be associated with terrorism or that have been debarred or suspended will not be considered. Applicants are not allowed to charge a fee (profit) associated with a project funded by USDOL under this award. Lack of past experience with USDOL cooperative agreements, grants, or contracts does not bar eligibility or selection under this solicitation.

Applicants must be in compliance with all audit requirements, including those established in OMB Circular A-133. Applications from U.S.-based non-profit organizations that are subject to the Single Audit Act, that fail to include their most recent single audit or fail to demonstrate that they have complied with single audit submission timeframes established in OMB Circular A-133 will be considered non-responsive and will be rejected. For Applicants that are foreign-based or for-profit organizations, failure to submit the most current independent financial audit will result in an application being considered non-responsive and rejected. In addition, the submission of any audit report that reflects adverse opinions will result in the application being considered non-responsive and rejected.

Applicants must demonstrate presence in Ethiopia—either independently or through a relationship with another organization with country presence (*i.e.*, a subgrantee or subcontractor)—enabling them to initiate program activities upon award of the cooperative agreement. Applicants must also follow requirements listed in Ethiopia's Proclamation to Provide for the Registration and Regulation of Charities and Societies (CSP). In the event of award, within 60 days, the Grantee must provide to USDOL either a written notification confirming subgrant or subcontract agreements with all subgrantees and subcontractors for the activities as proposed in the application, 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. The FDRE must formally recognize the Applicant using the appropriate mechanism (e.g., Memorandum of Understanding, local registration of the organization) within 60 days of the signing of the cooperative agreement.

For the purposes of this solicitation and cooperative agreement awards, the Grantee will be the sole-entity (1) to act as the primary point of contact with USDOL to receive and respond to all inquiries, communications and orders under the project; (2) 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; (4) 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 Grantee must comply with all applicable Federal regulations and is individually subject to audit.

## **F. Other Eligibility Criteria**

### **1. Dun and Bradstreet Number(s)**

Applicants must include their unexpired Dun and Bradstreet/ DUNS number in the organizational unit section of Block 8 of the Standard Form (SF)-424. Applicants proposing subgrantees or subcontractors must submit each organization's DUNS number as an attachment to the Cost Proposal.

Organizations that do not have a DUNS number can receive a DUNS number at no cost by calling the dedicated toll-free number request line at 1-866-705-5711 or by using the web-based form available at <http://fedgov.dnb.com/webform>. Registration is brief and can be completed immediately when requested by phone, or within 1-2 business days when requested through the webform.

Organizations that have not registered with Central Contractor Registration (CCR) will need to obtain a DUNS number first and then access the CCR online registration through the CCR home page at <https://www.bpn.gov/ccr/default.aspx> (U.S. organizations will also need to provide an Employer Identification Number from the Internal Revenue Service that may take an additional 2-5 weeks to become active). Completing and submitting the registration takes approximately one hour to complete and your CCR registration will take 3-5 business days to process.

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 confidential Trader Partnership Identification Number (TPIN) via mail.

### **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. Failure to submit application by [Grants.gov](http://www.grants.gov) (<http://www.grants.gov>) or hard copy via the U.S. Postal Service or other delivery service, such as Federal Express, DHL, or UPS;
2. Failure to include the required DUNS number(s) or proof of OMB exemption(s) from the DUNS number requirement;
3. Failure to submit both a completed Cost Proposal and a completed Technical Proposal;
4. Failure to include all of the required documents in the Cost Proposal or Technical Proposal, as outlined in sections III.G.1-2. (and Appendices B and C), respectively;
5. Failure to demonstrate country presence and adherence to the CSP;

6. Submission of an application with budget beyond maximum amount available, \$10 million for Ethiopia;
7. Failure to include all required audit report(s) and failure to include most recent single audit or to demonstrate compliance with single audit submission timeframes established in OMB Circular A-133 for applications from U.S.-based non-profit organizations that are subject to the Single Audit Act;
8. Inclusion of an audit report(s) that reflects adverse opinions;
9. Failure to designate key personnel candidates or not including résumés and signed letters of commitment for key personnel candidates; and
10. Failure to timely submit an 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 is deemed non-responsive due to being incomplete, this letter will indicate which document was missing from the application.

### **G. 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 [Grants.gov](http://Grants.gov) by referencing Funding Opportunity Number 11-06. In order to view the application package and submit applications on [Grants.gov](http://Grants.gov), Applicants will need Pure Edge Viewer software, available for free download from [http://www.grants.gov/applicants/apply\\_for\\_grants.jsp](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 [Grants.gov](http://Grants.gov) and USDOL/ILAB's Web site at <http://www.dol.gov/ILAB/grants/main.htm>. All applications must be submitted by 5:00 p.m. Eastern Standard Time (EST) on October 21, 2011 via [Grants.gov](http://Grants.gov) or hardcopy. Submission instructions can be found in section III. H.

The application package must consist of two separate parts (1) a Cost Proposal and (2) a Technical Proposal, if either is missing, the application will be considered non-responsive and will be rejected. Unless otherwise specified, all documents identified in this section must be included in the application package for the application to be considered complete and responsive. Documents listed as either "optional" or "as applicable," are only required in cases where Applicants, (1) propose Cost Sharing (see section III.G.1.e.); (2) are proposing to use subgrantees or 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 sections III.A-C.

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 will not be considered. Any required or additional supporting documents submitted in languages other than English will not be considered.

#### **1. Cost Proposal Format**

Part I of the application, the Cost Proposal, must 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 B. All SF-424 forms, including those required for this

solicitation are available on [Grants.gov](http://Grants.gov). In addition, the SF-424 forms, the Indirect Cost Form, and a sample Outputs-Based Budget are available from USDOL/ILAB's Web site, <http://www.dol.gov/ilab/grants/bkgrd.htm>.

***a. Standard Forms***

Applicants must include the SF-424 Supplemental Key Contacts Information in their Cost Proposal. This form must list the name, position title, address, telephone and fax numbers, e-mail address and other information for a key contact person at the Applicant's organization, including if the key person is the signatory of the SF-424.

The Applicants' SF-424 Application for Federal Assistance and the SF-424A Budget Information must reflect the entire amount of funds being requested under this solicitation and if applicable, the amount of any cost sharing, as discussed in Section III.G.1.e., proposed by the Applicant in section 18.b.

All Applicants are advised that all costs for proposed construction activities that are: 1) over \$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.(6).g.

***b. Outputs-Based Budget***

The Cost Proposal must contain a detailed Outputs-Based Budget that corresponds to the Applicant's 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 III.H. 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. Any costs omitted by the Grantee may not be allowed to be included after award.

The detailed Outputs-Based Budget 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 Logic Model (see section III.G.2). The largest proportion of project resources must be allocated to direct educational services for targeted children, services to promote improved livelihoods for their households and other direct services and project interventions aimed at children and households that are targeted as direct beneficiaries of the project, rather than direct and indirect administrative costs. In their Cost Proposals, Applicants must provide a breakdown of total administrative costs into direct administrative costs and indirect administrative costs. The Grant Officer reserves the right to negotiate project and administrative cost levels before 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 V.C. Therefore, the project budget must include sufficient funds (1) to develop, implement and sustain a DBMS; (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.

Applicants must set aside a total of at least five percent of the project budget to cover the costs associated with project monitoring including: (1) development of DBMS; (2) regular collection and processing of monitoring data for project beneficiaries at the child and the household level, including monitoring the work status of each beneficiary; (3) development of monitoring guidelines (in multiple languages, as appropriate) for all project partners responsible for providing direct services to children and members of their households; (4) the development and implementation of a system and process for validating monitoring information; and (5) meeting reporting requirements as discussed in section V.C. Applicants must include a budgetary allocation in the amount of \$70,000 for implementation evaluation costs. Applicants are expected to allocate sufficient resources to conduct proposed studies, assessments, and research activities. This includes costs



associated with conducting a baseline study, a needs assessment on school conditions, and a research dissemination strategy as described in section III.A.4. Applicants must also 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 another site determined by USDOL. Applicants based both within and outside the United States must 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 two months of award (i.e., before December 31, 2011).

Applicants must also comply with annual single audits or attestation engagements requirements, as applicable. Costs for these audits or attestation engagements may 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 V.B.2.

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. 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. However, USDOL also recognizes that certain extraordinary and unforeseen circumstances may arise and result in a need for exceptions to these uses of contingency provision funds and a need for budget modifications or time extensions. These include (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.

Applicants must provide a justification for any proposed housing costs, housing allowances, and/or personal living expenses in their Budget Narrative. Housing costs, housing allowances, and/or personal living expenses (e.g., dependents' allowance) of project staff may only be included in the project budget if they are accounted for as direct costs of the project, not as fringe benefits or indirect costs.

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.

***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.

***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 must include one of the applicable supporting documents in their application (1) a current Negotiated Indirect Cost Rate Agreement (NICRA) or (2) if no indirect costs are claimed, a Certificate of Direct Costs, found in the above cited form.

***e. Cost Sharing (optional)***

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. Applicants that



propose matching funds, in-kind contributions, and/or other forms of cost sharing must indicate their estimated dollar value in the SF-424 and SF-424A submitted as part of the Cost Proposal. In the event of award, these funds will be incorporated into the cooperative agreement and Grantees will be (1) required to report on these funds to USDOL in quarterly financial status reports (SF-425); and (2) 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 III.I. Applicants must indicate the nature; source(s) of funds and/or in-kind contributions; the amount (or estimated value) in U.S. Dollars; and the proposed project activities planned with these resources. Applicants should clearly describe how the programs, activities, or services provided with these funds or contributions will complement and enhance project objectives.

If proposed matching funds, in-kind contributions, and/or other forms of cost sharing come from subgrantees and/or subcontractors, the value of the cost share must not be directed to the Applicant or its employees for their benefit. The cost share may only be used to support the work of the project or defray its costs. Applicants may not make the award of a subgrant or subcontract contingent upon a subgrantee or subcontractor agreeing to provide matching funds.

Applicants must 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 “matching funds” and “in-kind contributions”.
- “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 matching 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 committed in-kind contributions.

*f. Equal Opportunity Survey (optional)*

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/bkgrd.htm>.

## **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 respond to all of the requirements outlined in section III., including the scope of work and relationship to the USDOL five goals, target population, and Technical Proposal requirements sections. An Applicant must agree that *following award*, it will work with the USDOL funded external evaluators to development CMEPs.

The Technical Proposal must contain all of the documents outlined below, in section III., and in Appendix C, except those specifically marked as “optional” or “as applicable.” To facilitate the review of applications, Applicants must organize their Technical Proposals in the same order as below and in Appendix C:

***a. Executive Summary***

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

- Project title;
- Name of the Applicant;
- Proposed subgrantees or subcontractors (as applicable);
- Summary of the proposed project design and key project activities;
- Funding amount requested from USDOL (up to \$10 million); and
- Total dollar value of cost sharing being proposed on the Applicant’s SF-424 and SF-424A (as applicable).

***b. Table of Contents***

A Table of Contents listing all required documents and their corresponding page numbers must be included.

***c. Project Design Narrative***

The narrative must describe in detail, the Applicant’s response to the entire Program Description, including the Scope of Work and Relationship to USDOL Five Goals, Technical Proposal Requirements, and Target Population (sections III.A–D). 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 11-point. All required 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 sector(s) of work being targeted by the Applicant and provide a justification for these choices. If the Applicant proposes a geographical area outside of those specified in this solicitation, a justification must be provided. This section must be based on the Applicant’s pre-award needs assessment described in section III.A.4, including a thorough review of literature available on child labor, sustainable livelihoods and education issues in Ethiopia, and must demonstrate the Applicant’s knowledge and understanding of all proposal requirements outlined in section III.A–D.

**2. Project Design and Strategy**

This section must discuss the Applicant’s proposed project design and strategy for carrying out all requirements outlined in sections III.A–D, including the five goals of all USDOL-funded projects. In addition, Applicants must include the total number of direct beneficiaries to be served by the project and propose specific criteria and the process for selecting direct beneficiaries. The total number of direct beneficiaries must be broken down into (1) the total number of children to whom the project will provide education and/or training services and (2) the total number of households to which the project will provide livelihood services. As applicable given the Applicant’s project strategy, this section should also identify the number of indirect beneficiaries to be reached by the project, and describe the types of project services from which these indirect beneficiaries are expected to benefit.

Applicants must document their ability to collect and report on the required performance indicators including a description of the data collection plan, management, analysis and reporting. Applicants must describe how data will be used to manage the project and assure continuous quality improvement. Applicants must also

describe how they plan to communicate definitions, targeting requirements, and monitoring processes and procedures to their partners to ensure full compliance and adherence with project monitoring and evaluation processes and procedures.

### **3. Organizational Capacity**

This section must present the qualifications of the proposed Applicant and/or any proposed subgrantees and/or subcontractors to implement the project.

#### ***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 C of their Technical Proposal. Applicants must highlight any experience they may have with implementing complex projects in Ethiopia. Applicants must demonstrate an ability to implement projects to (1) reduce exploitative 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 exploitative child labor and/or improve access to, and quality of, basic education; (4) promote sustainable livelihoods including through provision of services related to skills training, micro-lending, micro-savings, employment generation, alternative/additional income generation, and (5) promote sustainability. Annex C of the Technical Proposal must include information on the Applicant's subgrantees and subcontractors, if applicable, previous and current grants, cooperative agreements, and/or contracts funded by USDOL, other Federal agencies, and other donors, including the FDRE.

#### ***b. Country Presence and Host Government Support***

In this section, Applicants must address their organization's existing presence and ability to start up project activities in Ethiopia before signing a cooperative agreement. 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 F of the Technical Proposal, which demonstrates country presence and outreach to host Government ministries and NGOs operating in Ethiopia.

#### ***c. Fiscal Oversight***

In this section, Applicants must provide a narrative description and evidence that their organization has a sound financial system in place to effectively manage the funds requested under this solicitation. Applicants' (including subgrantees and subcontractors, if applicable) most recent audit reports must be submitted in Annex G of the Technical Proposal. See section V.B. for specific audit requirements.

### **4. Personnel and Project Management Plan**

This section must discuss the Applicant's project management plan as described in section III.D. This section must discuss the Applicant's project management plan. This plan must correspond with Annex C and Annex D of the Technical Proposal and include a narrative description of the roles and responsibilities of and the project's management structure, address each candidate's level of competence, past experience relevant to this solicitation, and qualifications to perform the requirements outlined in section III.D. It must also describe the lines of authority between key personnel, other professional personnel, and other project staff. In the case that the project's key personnel would be employed by a subgrantee, the Applicant must provide a rationale for this selection and an explanation of the staffing structure, including: lines of authority between key personnel and other staff providing services to project beneficiaries, supervision and performance evaluation for personnel from different organizations, procedures for concurrence on key implementation issues and conflict resolution mechanisms.

**a. Key Personnel**

Applicants must identify all key personnel candidates being proposed to carry out the requirements of this solicitation as described in section III.D.

**b. Other Professional Personnel**

In this section, Applicants must identify any other professional program personnel deemed necessary to carry out the requirements of this solicitation and provide justification for including these individuals together with any past experience and/or qualifications for serving on a USDOL-funded project. For all proposed professional personnel, résumés and personnel descriptions that include the candidates’ project roles and responsibilities and their level of effort, must be included in Annex D of the Technical Proposal.

**5. Annexes**

**Annex A: Logic Model**

Annex A must include a Logic Model detailing the sequence of actions that describe proposed project activities. The logic model must include inputs, outputs, outcomes, and may also consider assumptions and external factors that may influence the project. The Logic Model must be no longer than two pages. There are good resources available to help Applicants develop logic models. Two examples are: The University of Wisconsin Extension, available at <http://www.uwex.edu/ces/pdande/evaluation/evallogicmodel.html> and The Kellogg Foundation, available at <http://www.wkkf.org/knowledge-center/resources/2006/02/WK-Kellogg-Foundation-Logic-Model-Development-Guide.aspx>.

**Annex B: Work Plan**

Annex B 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 Logic Model and the Project Design Narrative. The Work Plan may vary depending on what is determined to be the most logical form (*i.e.*, it may be divided by project component or region depending on the project).

**Annex C: Past Performance Table(s)**

Annex C must contain the Applicant’s Past Performance Table(s). This table must complement section III. G.2. of the Applicant’s Project Design Narrative and 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 U.S. Dollars; and
5. The country of implementation and period of performance for the project; and

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

6. A brief summary of the work performed and accomplishments.

\* **Note:** A separate Past Performance Table must be completed for each subgrantee and/or subcontractor that will be providing direct services to the project's direct beneficiaries.

***Annex D: Project Management Organization Chart***

Annex D 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 III.D. This chart must also include lines of authority among all organizations 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 (including subgrantees and/or subcontractors, as applicable).

***Annex E: Personnel Descriptions, Résumés, and Letters of Commitment***

Annex E must contain personnel descriptions (outlining roles and responsibilities) and résumés for all key personnel and other professional personnel being proposed by the Applicant, as well as signed letters from all proposed key personnel, indicating their commitment to serve on the project and their availability to commence work within 45 calendar days of the cooperative agreement award. Each résumé must include:

- 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 the 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;
- 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
- English skills.

***Annex F: Documentation of Country Presence and Host Government Support***

Annex F must contain documents that corroborate the Applicant's representation in section III.G. demonstrating country presence. Such documentation could include official registration of the Applicant's organization in Ethiopia. Documents indicating the FDRE's support for the Applicant may also be included in this Annex. Documentation can include a current Memorandum of Understanding between the Applicant and the host Government and/or letters of support for the proposed project from the national and/or local Government of Ethiopia.

***Annex G: Audit Report(s)***

Annex G must contain the audit report(s) of the Applicant and any proposed subgrantees and/or subcontractors (as applicable). The following audit attachments are required, depending on the organization's status (1) for Applicants from U.S.-based non-profit organizations that are subject to the Single Audit Act, include the most recent single audit or demonstrate compliance with single audit submission timeframes established in OMB Circular A-133; (2) for Applicants that are for-profit or foreign-based organizations the Applicant's most current independent financial audit; (3) the most recent single audit report for all proposed U.S.-based, non-profit, subgrantees and/or subcontractors that are subject to the Single Audit Act; and/or 4) the most current independent financial audit, for all proposed subgrantees and/or subcontractors that are for-profit or foreign-based organizations. 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 subgrantees and/or subcontractors.

**H. Submission Date, Time, Address, and Delivery Method**

Applications in response to this solicitation may be submitted in hard copy or electronically via [Grants.gov](http://Grants.gov). Applications submitted by other means, including e-mail, telegram, or facsimile (FAX) will be not be accepted. Irrespective of submission method, all applications must be received by USDOL by 5:00 p.m. Eastern Standard Time (EST) on October 21, 2011. Applicants electing to submit hard copies must submit one (1) blue ink-signed original, complete application, *plus* three (3) additional copies of the application. Applicants electing to submit electronically must submit one electronic copy of the complete application via [Grants.gov](http://Grants.gov). Applicants submitting via [Grants.gov](http://Grants.gov) are responsible for ensuring that their application is received by [Grants.gov](http://Grants.gov) by the deadline. Hard copy applications must be delivered to: U.S. Department of Labor, Procurement Services Center, 200 Constitution Avenue NW, Room S-4307, Washington, DC 20210, Attention: Brenda White and James Kinslow, Grant Officers, Reference: Solicitation 11-06. Applicants are advised to submit their applications in advance of the deadline.

Applicants electing to submit hard copy applications may submit them via the U.S. Postal Service or non-U.S. Postal Service delivery services, such as Federal Express or UPS. Regardless of the type of delivery service selected, Applicants bear the responsibility for timely submission. The application package must be received at the designated place by the date and time specified or it will be considered non-responsive and will be rejected.

Any application received at the Procurement Services Center after the deadline will not be considered unless it is received before the award is made and:

1. It is determined by the Government that the late receipt was due solely to mishandling by the Government after receipt at USDOL at the address indicated; and/or
2. It was sent by registered or certified mail not later than the fifth calendar day before the deadline; or
3. It was sent by U.S. Postal Service Express Mail Next Day Service-Post Office to Addressee, no later than 5:00 p.m. at the place of mailing two (2) working days, excluding weekends and Federal holidays, before the deadline.

The only acceptable evidence to establish the date of mailing of a late application sent by registered or certified mail is the U.S. Postal Service postmark on the envelope or wrapper and on the original receipt from the U.S. Postal Service. The only acceptable evidence to establish the date of mailing of a late application sent by U.S. Postal Service Express Mail Next Day Service-Post Office to Addressee is the date entered by the Post Office clerk on the "Express Mail Next Day Service-Post Office to Addressee" label and the postmark on the envelope or wrapper on the original receipt from the U.S. Postal Service.

If the postmark is not legible, an application received after the above closing time and date will be treated as if mailed late. "Postmark" means a printed, stamped, or otherwise placed impression (not a postage meter machine impression) that is readily identifiable without further action as having been applied and affixed by an employee of the U.S. Postal Service on the date of mailing. Therefore, Applicants should request that the postal clerk place a legible hand cancellation "bull's-eye" postmark on both the receipt and the envelope or wrapper.

The only acceptable evidence to establish the time of receipt at USDOL is the date/time stamp of the Procurement Service Center on the application wrapper or other documentary evidence of receipt maintained by that office. Confirmation of receipt can be obtained from Brenda White or James Kinslow (see section VI. for contact information). Note: Please be advised that U.S. mail delivery in the Washington D.C. area can be slow and erratic due to security concerns. Applicants must consider this when preparing to meet the application deadline.

Applicants submitting their application electronically through [Grants.gov](http://www.grants.gov) should note the following submission instructions (1) an individual with authority to legally bind the Applicant must be responsible for submitting the application on [Grants.gov](http://www.grants.gov); (2) applications submitted through [Grants.gov](http://www.grants.gov) do not need to be signed manually; the form will automatically affix an electronic signature for the authorized person identified, and (3) when submitting on [Grants.gov](http://www.grants.gov), Applicants must save all attachments as a .doc, .pdf, .txt, or .xls file. If submitted in any other format, the application bears the risk that compatibility or other issues will prevent USDOL from considering the application. USDOL will attempt to open the document, but will not take any “corrective” measures in the event of issues with opening. In such cases, the non-conforming application will not be considered for funding.

To avoid unexpected delays that could result in the rejection of an application, Applicants should immediately initiate and complete the registration steps at [http://www.grants.gov/applicants/get\\_registered.jsp](http://www.grants.gov/applicants/get_registered.jsp) as registration can take multiple days to complete. Applicants should consult the [Grants.gov](http://www.grants.gov) Web site’s Frequently Asked Questions and Applicant User Guide, available at <http://www.grants.gov/help/faq.jsp>, and [http://www.grants.gov/assets/UserGuide\\_Applicant.pdf](http://www.grants.gov/assets/UserGuide_Applicant.pdf). Within two business days of application submission, [Grants.gov](http://www.grants.gov) will send the Applicant two email messages to provide the status of application progress through the system. The first email, almost immediate, will confirm receipt of the application by [Grants.gov](http://www.grants.gov). The second email will indicate the application has both been successfully submitted and successfully validated or has been rejected due to errors. Only applications that have been successfully submitted and successfully validated will be considered. It is the sole responsibility of the Applicant to ensure a timely submission, therefore sufficient time should be allotted for submission (two business days), and if necessary, additional time to address errors and receive validation upon resubmission (an additional two business days for each ensuing submission). It is important to note that if sufficient time is not allotted and a rejection notice is received after the due date and time, the application will not be considered.

Applicants can contact the [Grants.gov](http://www.grants.gov) Contact Center at 1-800-518-4726 or [support@grants.gov](mailto:support@grants.gov) to obtain assistance with any problems related to using [Grants.gov](http://www.grants.gov), including difficulties downloading the application package; software compatibility questions; and questions on how to assemble electronic application packages. USDOL bears no responsibility for data errors resulting from transmission or conversion processes.

## **I. Funding Restrictions, Unallowable Activities, and Specific Prohibitions**

USDOL/ILAB highlights 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. If any Applicant has questions about these or other restrictions, please e-mail Brenda White and James Kinslow at [white.brenda.j@dol.gov](mailto:white.brenda.j@dol.gov) and [kinslow.james@dol.gov](mailto:kinslow.james@dol.gov).

### **1. Pre-award Costs**

Cooperative agreement funds may not be encumbered/ obligated by a Grantee before the period of performance. 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.

### **2. Direct Cash Transfers to Communities, Parents, or Children**

USDOL/ILAB does not allow for direct cash transfers to target beneficiaries. Grantees may not provide direct cash transfers to communities, parents, or children. Purchase of incidental items is allowable if necessary for direct beneficiaries’ participation in project activities and as a means of promoting sustainable reduction of exploitative child labor amongst the target group. These beneficiary support costs could include direct costs such as uniforms, tool kits for livelihood interventions, school supplies, books, provision of tuition, or



transportation costs. If approved by USDOL, the Grantee or its subgrantees or subcontractor(s) must purchase or directly pay for these items in the form of vouchers or payment to the service provider, as opposed to handing cash directly to project beneficiaries or other individuals. This ensures that the money is used for its intended purpose and is not diverted or lost. Applicants may, however, propose microfinance interventions (e.g., micro-savings and micro-loans) or linkages to existing microfinance programs.

If an Applicant proposes the provision of beneficiary support costs, in the cost proposal, 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.

### **3. Construction**

Applicants must adhere to requirements for construction outlined in sections III.A. and III.F. Funds for construction must be clearly specified in the budget. Any activities that lead to the creation of real property (*i.e.*, a new classroom, an addition to an existing building, wells, and latrines) that is of a permanent nature must be classified under construction expenses. Expenses in support of construction cannot be classified as supplies, and should be budgeted under the construction line item. In general, USDOL expects construction to be limited to improving existing infrastructure and facilities of schools and/or other learning environments in the project's target communities. In order to ensure sustainability, USDOL encourages Applicants to secure forms of cost sharing from communities and local organizations when proposing construction activities.

### **4. Housing and Personal Living Expenses**

USDOL funds may only be used to pay for housing costs, housing allowances, and personal living expenses (e.g., dependents' allowance) of project staff if they (1) are separately accounted for as direct costs of the project necessary for the performance of the project and (2) receive prior approval from USDOL. In accordance with federal cost principles, housing and personal living expenses may not be counted as fringe benefits or indirect costs.

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. In general, housing costs, housing allowances, and personal living expenses will only be authorized under the cooperative agreement if deemed necessary for the performance of the project, in particular, in cases of extraordinary costs of living attributable to unique circumstances affecting a local economy.

### **5. Subgrants and Subcontracts**

Subgrants and subcontracts awarded after the cooperative agreement is signed, and not proposed in the application, must be awarded through a formal competitive bidding process in accordance with 29 CFR 95.40-48. Subgrants and subcontracts are subject to audit, in accordance with the requirements of 29 CFR 95.26.

### **6. Lobbying and Fundraising**

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 fundraising 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 the Internal 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, Grantees may not provide any of the funds obligated under this 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, except that where the Grantee has conducted a competitive process to select the awardee and has determined that no other entity in the country is able to provide services or undertake project activities, the Grantee may award subcontracts 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**

USDOL funds may not be used to provide for:

- The purchase of land;
- The procurement of goods or services for personal use by the Grantee's employees;
- 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 including reasonable costs of meals and refreshments, transportation, rental of facilities and other incidentals are allowable. Costs related to child labor educational activities, such as street plays and theater, are allowable; and
- Alcoholic beverages.

## **9. Prostitution and Trafficking**

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. Grantees and their subgrantees and 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 Grantees and their subgrantees and 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 subgrantee or subcontractor on a USDOL-funded project. It is the responsibility of the Grantee to ensure its subgrantees and subcontractors meet these criteria. This provision must be included in any applicable subgrant and subcontract that the Grantee awards using USDOL funds and the Grantee will obtain a written declaration to that effect from the subgrantee or 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 included in 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 subgrant to or 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 subgrantees or subcontractors. This provision must be included in all subgrants and 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 separately account for and segregate from Federal and matching funds (neither of which may be used to fund inherently religious activities), 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/cfbcj>. A Grantee should consult USDOL for prior approval if it is unclear if project activities are allowable

## **11. Terrorism**

Applicants are bound by U.S. Executive Orders and U.S. law that 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. USDOL policy seeks to ensure that no USDOL funds directly or indirectly used 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 <http://www.treas.gov/offices/enforcement/ofac/sdn/t11sdn.pdf> to assess information available on parties that are excluded from receiving Federal financial and non-financial assistance and benefits. In the event of award, this provision must be included in all applicable subgrants and subcontracts issued under the cooperative agreement.

## **12. Value Added Tax (VAT)**

Applicants should discuss the possibility of obtaining customs and VAT exemptions with host Government officials during the preparation of their application. While host Governments are encouraged not to apply customs or VAT taxes to USDOL-funded projects, some host Governments may nevertheless choose to assess such taxes. When preparing their budgets, Applicants should account for such costs, since USDOL cannot provide assistance in this regard. If these costs are omitted, a Grantee may not be allowed to include them after award.

## **IV. 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. Only applications deemed responsive will be evaluated (see section III.F). In the evaluation of applications will consider all information and requirements presented in this solicitation.

Specific Evaluation Criteria:

A. Project Design and Budget (including <i>Child Labor Monitoring Strategy, Education and Livelihoods Strategy</i> )	65 points
B. Strategy for Research on Child Labor	10 points
C. Organizational Capacity	10 points
D. Personnel and Project Management Plan	15 points

### **1. Project Design and Budget (65 points)**

In evaluating Applicants on this criterion, USDOL will consider the Applicant's Cost and Technical Proposals, including the Project Design Narrative, Logic Model (Annex A) and Work Plan (Annex B).

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 Program Description for this solicitation, including, the Scope of Work, Technical Proposal Requirements, and Target Population sections (see sections III.A.-C.). Applicants will be evaluated on the following:

- The extent to which the Applicant proposes effective and relevant strategies for identifying direct beneficiaries; ensuring the long-term reduction of children in exploitative child labor through an area-based approach; providing direct educational services for target children, and promoting sustainable livelihoods for their households as a strategy for removing or preventing children from involvement in exploitative labor.
- The extent to which the 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 Ethiopia.
- The extent to which the Applicant proposes feasible and sensible timeframes for the accomplishment of tasks and the proposed outcomes.
- The extent to which the Cost Proposal is realistic and reasonable. Proposals should reflect consistency between the proposed costs outlined in the budget and the work to be performed, as outlined in the Applicant's Project Design Narrative. The budget should also be reasonable given costs in Ethiopia.
- The degree to which the Cost Proposal is responsive to the requirements outlined in the Program Description.
- The degree to which 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.
- The extent to which the budget supports a cost-effective plan for ensuring the long-term reduction of exploitative child labor through education and promotion of sustainable livelihoods, taking into account such factors as the sector(s) of work being targeted. Low administrative costs and amount of resources to direct services (*e.g.*, direct educational and livelihoods services) are preferred.
- The extent to which the Applicant proposes effective strategies for building Government and local capacity and promoting the long-term sustainability of efforts to combat exploitative child labor. USDOL encourages Applicants to consider innovative approaches that reflect a thorough understanding of the implementing environment.

### **2. Strategy for Research on Child Labor (10 points)**

In evaluating Applicants on this criterion, USDOL will consider the Applicants knowledge of exploitative child labor and its root causes in Ethiopia. USDOL will also evaluate the extent to which the Applicant proposes research that will fill existing gaps in knowledge about exploitative child labor in Addis Ababa, the Gamo Gofa and Wolaita Zones and the traditional weaving industry. Proposals will be evaluated on the extent to which they propose to engage partnerships with local research organizations, especially universities to design, conduct, and disseminate research. Applicants' dissemination strategies will be evaluated on the use of creative means of ensuring that research is widely distributed and made available to the public. The use of

new technologies is encouraged. The relevance of the dissemination strategies to the practical realities and cultural and social context in Ethiopia will be considered. Finally, USDOL will consider the Applicant's strategy to ensure the sustainability and availability of research outputs beyond the life of the project.

### **3. Organizational Capacity (10 points)**

In evaluating Applicants on this criterion, USDOL will consider the Applicant's Cost and Technical Proposals, including the Project Design Narrative (Organizational Capacity), Past Performance Table(s) (Annex C), Documentation of Country Presence and/or Host Government Support (Annex F), and Audit Report(s) (Annex G).

Applicants will be rated on their demonstrated capacity to technically, administratively, and financially manage a project of similar type, funding amount, and complexity as proposed in this solicitation. Applicants proposing to use subgrants or subcontracts will be evaluated based on their past experience and performance in providing quality technical, administrative, and financial oversight to subgrantees and subcontractors that ensures 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 and demonstrated success in implementing development projects that aim to (1) reduce exploitative 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 exploitative child labor and/or improve access to, and quality of, basic education; (4) promote sustainable livelihoods including through provision of services related to skills training, micro-lending, micro-savings, employment generation, alternative/additional income generation, and (5) ability to promote sustainability. Applicants will also be evaluated on their ability to commence project activities in Ethiopia as soon as possible after signing a cooperative agreement with USDOL.

Applicants will be rated on their past performance with implementing grants, cooperative agreements, and/or contracts relevant to this solicitation. USDOL may contact the organizations listed in the Organizational Capacity section of the Project Design Narrative and/or Annex C of the Applicant's 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 project targets (including those related to GPRA) under past or current USDOL-funded projects, if applicable for (a) reducing exploitative child labor and (b) improving country capacity;
2. The Applicant's demonstrated experience promoting sustainable livelihoods, including through skills training, income generation interventions, increasing access to social protection programs, and promoting decent work opportunities for adults and youth of legal working age;
3. The quality and timeliness of submitted grant, cooperative agreement, and/or contract deliverables to USDOL and/or other donors;
4. The responsiveness of the Applicant and its staff to USDOL and/or other donors, including the quality and timeliness of communications about such deliverables; and
5. The 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.

### **4. Personnel and Project Management Plan (15 points)**

Given the complex nature of USDOL projects to be funded under this solicitation, Applicants' approach to project management must be clear and effective in 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.

In evaluating Applicants on this criterion, USDOL will review the Cost and Technical Proposals, including but not limited to, the Personnel and Project Management Plan section of the Project Design Narrative, Project Management Organization Chart (Annex D), and Personnel Descriptions, Résumés, and Letters of Commitment (Annex E).

The successful performance of the project depends heavily on the management skills and qualifications of the key personnel who carry out the scope of work, USDOL will emphasize the qualifications, management experience, and commitment of the key personnel identified. USDOL may 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 consider the overall cost-effectiveness of the project's proposed staffing strategy, including other professional personnel proposed by the Applicant.

When evaluating key personnel candidates, USDOL may give preference to individuals whose résumés demonstrate that they meet the criteria outlined in section III.D. for each key personnel, Project Director, Education Specialist, Livelihoods Specialist, and Monitoring and Evaluation Officer.

## **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 a Grantee 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, including cost, the availability of funds, and the Applicant's past performance on Federal awards. USDOL reserves the right to (1) solicit information from Federal sources about the Applicant's past performance on Federal awards—including evaluations, audits, attestation engagements, and questionnaires; (2) assess the Applicant's past performance on Federal awards with respect to its potential effect on grant implementation; and (3) consider this information as part of its selection process. If USDOL does not receive technically acceptable applications in response to this solicitation, it reserves the right to terminate the competition and not make any award. The Grant Officer's determinations for awards under this solicitation are final.

Applicants should note that the 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 may enter into discussions with one or more selected Applicants for any reason deemed necessary, including negotiating components of the project design/strategy; budget; project duration; staffing; funding levels; and financial and administrative systems in place to support implementation of the cooperative agreement (including relevant issues raised in submitted audit report(s)). If 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, such as in cases where USDOL has concerns about their application, including in their audit report(s). USDOL also reserves the right to negotiate program components further after award during the project design consolidation phase.

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 Ethiopia.

### **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 December 31, 2011. 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.

## **V. 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 serves as official notice of an Applicant's designation as Grantee. The designation letter will be accompanied by a cooperative agreement and USDOL/OCFT's most current Management Procedures and Guidelines (MPG).

Non-Designation Letter: Applicants not designated will be notified formally of the non-designation. However, Applicants not designated must formally request a debriefing 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. 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, listed in section V.B.3., and USDOL policies. If, during project implementation, a Grantee is found in violation of any of the foregoing, 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 before the start of the engagement. The following requirements related to audits and attestation engagements must be noted:

- i. U.S.-based non-profit Grantees whose total annual expenditure of Federal awards is more than \$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 each single audit conducted within the timeframe of the USDOL-funded project to their assigned USDOL Grant Officer's Technical Representative (GOTR) at the time it is submitted to the Federal Audit Clearinghouse.

- ii. All Grantees, including foreign-based and private for-profit Grantees, are subject to attestation engagements during the life of the cooperative agreement. Such an attestation engagement will be 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 accuracy and reliability of the Grantee's financial and performance reports.

### 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 Government-wide 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, For-Profit 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 Government-wide Debarment and Suspension (Non-procurement).
- 29 CFR Part 99 – Federal Standards for Audits of States, Local Governments, and Non-Profit Organizations.

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>.

Copies of OMB Circulars referenced in this document can be found at:

- OMB Circular A-122 – Cost Principles for Non-Profit Organizations  
[http://www.whitehouse.gov/sites/default/files/omb/assets/omb/fedreg/2005/083105\\_a122.pdf](http://www.whitehouse.gov/sites/default/files/omb/assets/omb/fedreg/2005/083105_a122.pdf)
- OMB Circular A-133 – Audits of States, Local Governments, and Non-Profit Organizations  
[http://www.whitehouse.gov/sites/default/files/omb/assets/a133/a133\\_revised\\_2007.pdf](http://www.whitehouse.gov/sites/default/files/omb/assets/a133/a133_revised_2007.pdf)

Copies of all regulations referenced in this solicitation are available at no cost, online, at <http://www.dol.gov>. The terms outlined in this solicitation, the cooperative agreement, and the MPGs are all applicable to the implementation of projects awarded under this solicitation.

**a. Transparency Act Requirements**

Applicants must ensure that they have the necessary processes and systems in place to comply with the reporting requirements of the Federal Funding Accountability and Transparency Act of 2006 (Pub. Law 109-282, as amended by section 6202 of Pub. Law 110-252). The Act can be found at:

- <http://www.gpo.gov/fdsys/pkg/PLAW-109publ282/pdf/PLAW-109publ282.pdf>
- <http://www.gpo.gov/fdsys/pkg/PLAW-110publ252/pdf/PLAW-110publ252.pdf>

**C. Reporting and Deliverables**

Grantees must submit copies of all required reports and deliverables to USDOL by the specified due dates, unless otherwise indicated. More information on the reports and deliverables and exact timeframes for their completion will be included in the cooperative agreement and the MPGs that are distributed to Grantees before signing the cooperative agreement with USDOL.

**1. Needs Assessment of Learning Environments and Action Plan**

Grantees are required to conduct a needs assessment and develop a plan to inspect schools and other learning environments attended by direct beneficiaries of the project; identify those with conditions that present risk of illness or injury to the health or safety of the children; and develop an action plan for mitigating such conditions, as stated in section III.A.1.a. This needs assessment and corresponding action plan must be submitted to USDOL within 12 months of award.

**2. Technical Progress and Financial Reports**

Grantees must submit narrative technical progress reports to USDOL on a semi-annual basis by April 30 and October 30 of each year during the cooperative agreement period. However, USDOL reserves the right to require up to four technical progress reports a year. Technical progress report formats are in the MPG, which are distributed to Grantees after award. Grantees must also submit an electronic financial report (SF-425) to USDOL on a quarterly basis through the E-Grants system. The SF-425 must be submitted no more than 30 days after the end of each quarter, *i.e.*: January 30; April 30; July 30; and October 30. In addition, Grantees are encouraged to submit a semi-annual update to USDOL 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.

**3. Final Report**

Grantees must submit final technical and financial reports no later than 90 days after the project completion date. This stand-alone report must provide a complete and comprehensive summary of the progress and achievements made during the life of the project.

**4. Other Reports (Deliverables)**

Final reports from all small-scale research studies proposed in the application.

**VI. AGENCY CONTACTS**

All technical questions about this solicitation (SGA 11-06) must be sent in writing to Brenda White and James Kinslow, Grant Officers, U.S. Department of Labor's Office of Procurement Services, via e-mail (e-



mail addresses: [white.brenda.j@dol.gov](mailto:white.brenda.j@dol.gov) and [kinslow.james@dol.gov](mailto:kinslow.james@dol.gov) ) no later than September 28, 2011 (15 days after publication) in order to receive a reply and allow responses to reach all prospective Applicants before the submission of their applications. Compiled technical questions received by e-mail will be posted on USDOL/ILAB's Web site at [www.dol.gov/ILAB/grants/main.htm](http://www.dol.gov/ILAB/grants/main.htm) within four weeks of this solicitation's publication. A general list of frequently asked questions (FAQs) about 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>.

## **VII. OTHER INFORMATION**

### **A. Office of Management and Budget Information Collection**

This Solicitation for Cooperative Agreement Applications requests information from Applicants. This collection of information is approved under 1225-0086 OMB Information Collection (expires November 30, 2012). According to the Paperwork Reduction Act of 1995, no persons are required to respond to a collection of information unless such collection displays a valid OMB control number. Public reporting burden for the grant application is estimated to average 40 hours per response. These estimates include time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, completing and reviewing the collection of information, and drafting the proposal. Each recipient who receives a grant award notice will be required to submit semi-annual technical progress reports to ILAB. Each report will take approximately 10 hours to prepare. Any comments about the burden estimated or any other aspect of this collection of information, including suggestions for reducing this burden, should be directed to the USDOL, ILAB, OCFT, attention: Malaika Jeter (e-mail: [jeter.malaika@dol.gov](mailto:jeter.malaika@dol.gov) or phone: (202) 693-4821—please note that this is not a toll-free number); or in the USDOL Office of Procurement Services, attention: Brenda White and James Kinslow (e-mail: [white.brenda.j@dol.gov](mailto:white.brenda.j@dol.gov) and [kinslow.james@dol.gov](mailto:kinslow.james@dol.gov); phone: (202) 693-4570—please note that this is not a toll-free number). All applications should be sent to USDOL in hard copy by mail or via [Grants.gov](http://Grants.gov) in accordance with the instructions outlined in section III.G. of this solicitation.

This information is being collected for the purpose of awarding a cooperative agreement. The information collected through this Solicitation for Cooperative Agreement Applications will be used by the USDOL to ensure that cooperative agreements are awarded to the Applicants best suited to perform the functions of these cooperative agreements. Submission of this information is required in order for the Applicant to be considered for award of a cooperative agreement. Unless otherwise specifically noted in this announcement, information submitted in the respondent's application is not considered to be confidential.

### **B. 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 September 14, 2011.

Grant Officer

## **Appendix A: Definitions**

“**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 182 and 138; non-hazardous; non-exploitative; 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.

“**Area based approach**” allows for targeting of all forms of child labor within a defined geographic location.

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 “**exploitative child labor**”

“**Child labor monitoring system**” 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.

Progress in this field can be demonstrated if one or several of the following systems has been established:

- A comprehensive plan and/or pilot program to develop and establish national, local or sector specific CLMS.
- 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 and credible CLMS includes the following characteristics:

- 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.

***Children at high-risk of entering exploitative child labor*** refers to children who experience a set of conditions or circumstances (family environment or situation, proximity to economic activities prone to employ children, etc.) under which the child lives or to which the child is exposed that make it more likely that the child will be employed in exploitative child labor (e.g. siblings of working children). The definition of high-risk should be defined by the project and used in the baseline survey.

***Children engaged in exploitative child labor*** includes those children (minors under age 18) working in the worst forms of child labor as outlined in ILO Convention 182 and children engaged in work that is exploitative and/or interferes with their ability to participate and complete required years of schooling. ILO Convention 182 defines the WFCL 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; and
- (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.

Grantees are encouraged to consult Recommendation 190 accompanying C. 182 for additional guidance on identifying hazardous work.

**“Cooperative agreement”** an award instrument 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 under a contract, but more than what is required under a regular grant.

**“Decent work”** is an initiative led by the ILO that promotes higher productivity and fair income for all workers. It is based on four components: (1) job creation, (2) exercise of labor rights, (3) expansion of social protection programs, and (4) social dialogue.

**“Direct beneficiaries”** are children who have been provided with an education or training service by the project and households who have benefited from a livelihood service.

**“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 select 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 must be able to match a particular service or educational or training opportunity to an individual child. Therefore, project interventions such as infrastructure improvements to schools and other learning environments, 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.

“**Educational services**” refers to formal or nonformal education:

1. **Formal education services** refer to education provided and/or recognized by the Government. Formal education may include Government schools, private schools, religious schools, etc. The support of formal education may involve the provision of goods and/or services including direct costs such as school fees and teaching and learning materials and indirect costs such as school uniforms, transportation costs, etc. These goods and/or services are intended to ensure that the child will attend and stay in school.
2. **Nonformal Education** services refer to education provided by any organization or body outside of the formal school system. This education may include literacy, mainstreaming education, accelerated learning, community-based education, bridge courses, remedial education, life skills, etc. Nonformal education services may lead to mainstreaming into formal education or equivalent school certificates.
3. **Vocational** services refer to education and/or training related to a specific vocation, trade or occupation. Vocational education is differentiated from formal or nonformal education and should **not** be counted under formal and nonformal education services.

“**Hazardous work**”. The worst forms of child labor referred to in Article 3(d) of Convention 182 are known as “**hazardous work**.” According to ILO Convention 182, hazardous work “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 No. 190, which accompanies ILO Convention 182, gives additional guidance on identifying “hazardous work.” ILO Recommendation No. 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 No. 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.”

“**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.

“**Key stakeholders**” can include, but are not limited to: parents, educators, community leaders, national policy makers, and key opinion leaders.

“**Livelihood**” is defined as a means of living, and the capabilities, assets (including both material and social resources, such as, food, potable water, health facilities, educational opportunities, housing, and time for participation in the community), and activities required for it. A livelihood encompasses income, as well as social institutions, gender relations, and property rights required to support and sustain a certain standard of living. It includes access to and benefits derived from social and public services provided by the state, such as education, health services, and other infrastructure. Sustainable livelihood programs seek to create long-lasting solutions to poverty by empowering their target population and addressing their overall well-being. USDOL child labor elimination projects focus on ensuring that households can cope with and recover from the stresses and shocks and maintain or enhance present and future capabilities and assets in a way that helps them overcome the need to rely on the labor of their children to meet basic needs.

“**Livelihood services**” may include, but are not limited to, the provision or linkage to education and training, employment services, economic strengthening services, income smoothing services, and social capital services. Definitions of livelihood services include but are not limited to the following categories:

- **Education and training services** aim to provide adult participants with the basic skills and knowledge necessary to benefit from social services, financial services, and higher education. Education and training services may include the provision or linkage to life skills, leadership training, financial education, and literacy and numeracy programs. Only **adults**<sup>66</sup> may be counted in this category as receiving education and training services. Please note that children receiving education and training services would be counted under ED1.
- **Income smoothing services** aim to mitigate economic shocks by leveling out the income of participants over time. Income smoothing services may include village savings and loan programs, micro-insurance, micro-savings, (un)conditional cash transfer programs, health services, food programs, housing, and initiatives that aim to diversify the income sources of participants. **Adults and children** may receive income smoothing services.
- **Social capital services** aim to expand a participant’s connection within and between social networks. Social capital services may include the provision or linkage to support groups and labor sharing arrangements. **Adults and children** may receive social capital services.
- **Employment services** aim to increase employment, job retention, earnings, and occupational skills of participants. Employment services may include the provision or linkage to employment assistance programs, vocational and business training, business start-up packages, occupational safety and health training, micro-franchise programs, job placement, apprenticeships and public works programs. **Adults and children** of the legal working age may receive employment services.
- **Economic strengthening services** aim to increase the economic well-being of participants. Economic strengthening services may include the provision or linkage to micro-credit, productivity transfers,

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<sup>66</sup> A legal adult is a person who has attained the age of 18.

and cooperatives. *Adults and children* of the legal working age may receive economic strengthening services.

- **Productivity transfers** are inputs aimed at improving the productivity and/or efficiency of processes and may include, for example, training, seeds, fertilizers, fuel, and labor-saving technologies.
- **Cooperatives** are groups owned and operated by individuals, organizations or businesses for their mutual benefit. For example, agricultural cooperatives or farmers' co-op, may provide services, such as training, to individual farming members; pool production resources (land, machinery) so that members can farm together; provide members with inputs for agricultural production, such as seeds, fertilizers, and machinery; and engage in the transformation, distribution, and marketing of farm products.

“**Other direct services**” are services, other than “direct educational services,” that are (1) considered essential for ensuring reduction of children in exploitative 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 exploitative 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 infrastructure improvements to schools and other learning environments (including the construction of latrines and digging of wells), which are seen as necessary for ensuring the long-term reduction of children in exploitative 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.

“**Social protection programs**” are Government interventions that seek to mitigate the impact of economic shocks, promote equity, and reduce poverty by providing social assistance to vulnerable populations. They can include cash transfers, microloans, health insurance, scholarships, savings, vocational training, and temporary jobs. Some of USDOL-funded projects have worked with Governments to include project beneficiaries in social protection programs, provide project services to social protection beneficiaries or conduct joint initiatives to combat child labor within the social-protection programs’ framework.

“**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.

**“Youth employment”** According to the ILO, approximately 81 million of the unemployed are between 15 and 24 years of age.<sup>67</sup> Youth employment opportunities address this population, which is faced with a lack of sufficient and sustainable decent work and vulnerable barriers, including underemployment, temporary and involuntary work with few benefits, and limited opportunities for advancement. USDOL projects recognize the value of safe work for youth and their families and may support efforts to (1) promote youth employment opportunities that ensure youth can access educational, developmental, vocational, economic and social opportunities, and (2) protect working children from hazards in the workplace.

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<sup>67</sup> Youth Employment: The challenge, [http://www.ilo.org/employment/AreasOfWork/lang--en/WCMS\\_143354/index.htm](http://www.ilo.org/employment/AreasOfWork/lang--en/WCMS_143354/index.htm)

## **Appendix B: 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 for each subgrantee or subcontractor, as 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 subgrantee and subcontractor, as applicable);
2. One of the following for the Applicant (including one for each subgrantee and subcontractor, as applicable) (1) A current, approved Negotiated Indirect Cost Rate Agreement (NICRA) or (2) A Certificate of Direct Costs.

#### **E. Cost Sharing (Optional)**

#### **F. 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 [Grants.gov](http://Grants.gov).



## **Appendix C: 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 11-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 11-point)

1. Background and Justification
2. Project Design and Strategy
3. Organizational Capacity
  - a. International and U.S. Government Grant and/or Contract Experience
  - b. Country Presence and Host Government Support
  - c. Fiscal Oversight
4. Personnel and Project Management Plan
  - a. Key Personnel
  - b. Other Professional Personnel

### **II. Annexes to the Technical Proposal**

(These do not count towards the 50-page maximum for the Project Design Narrative)

Annex A: Logic Model

Annex B: Work Plan

Annex C: Past Performance Table(s)

Annex D: Project Management Organization Chart

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

Annex F: Documentation of Country Presence and Host Government Support

Annex G: Audit Report(s)