



Issuance Date: **November 03, 2010.**
Closing Date: **December 20, 2010.**
Closing Time: **1600 East African Time.**

Subject: Request for Applications (RFA) Number USAID-TANZANIA-11-002-RFA

The HIV Prevention with At-Risk Populations Project

The United States Agency for International Development (USAID) is seeking applications for an Assistance Agreement for funding a program for **The HIV Prevention with At-Risk Populations Project**. The authority for the RFA is found in the Foreign Assistance Act of 1961, as amended.

The Recipient will be responsible for ensuring achievement of the program objective for **The HIV Prevention with At-Risk Populations Project**. Please refer to the Program Description for a complete statement of goals and expected results.

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

Subject to the availability of funds, USAID intends to provide approximately **\$25,000,000** in total USAID funding to be allocated over the **five year** period. USAID reserves the right to fund any or none of the applications submitted.

For the purposes of this program, this RFA is being issued and consists of this cover letter and the following:

1. Section A - Grant Application Format;
2. Section B - Selection Criteria;
3. Section C – Program Description;
4. Section D - Certifications, Assurances, and Other Statements of Applicant/Grantee;

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

If you decide to submit an application, it should be received by the closing date and time indicated at the top of this cover letter at the place designated below for receipt of applications. Applications and modifications thereof shall be submitted in envelopes with the name and address of the applicant and RFA # (referenced above) inscribed thereon, to:

*(By U.S. Mail)
Agreement Officer
USAID/Tanzania
2140 Dar es Salaam Place
Washington D.C. 20521-2140

(Non U.S. Mail)
Agreement Officer
USAID/Tanzania
686 Old Bagamoyo Road
P.O. Box 9130
Dar es Salaam, TANZANIA

Application **should also** be sent as email attachments to Kenneth P. LuePhang, Agreement Officer (kluephang@usaid.gov) with a copy to Samuel S. Kiranga, Acquisition Specialist (skiranga@usaid.gov) and to Agnes Ng'anga (anganga@usaid.gov) **OR** submitted through www.grants.gov as explained below.

The federal grant process is now web-enabled, allowing for applications to be received on-line. USAID bears no responsibility for data errors resulting from transmission or conversion processes associated with electronic submissions. Hard copy applications must be submitted. Applicants are requested to submit both technical and cost portions of their applications in separate volumes. To be eligible for award, the applicant must provide all required information in its application, including the requirements found in any attachments to the Grants.gov opportunity. Award will be made to that responsible applicant(s) whose application(s) offers the greatest value.

Issuance of this RFA does not constitute an award commitment on the part of the Government, nor does it commit the Government to pay for costs incurred in the preparation and submission of an application. In addition, final award of any resultant grant(s) cannot be made until funds have been fully appropriated, allocated, and committed through internal USAID procedures. While it is anticipated that these procedures will be successfully completed, potential applicants are hereby notified of these requirements and conditions for award. Applications are submitted at the risk of the applicant; should circumstances prevent award of a cooperative agreement, all preparation and submission costs are at the applicant's expense.

Beginning November 1, 2005, the preferred method of distribution of USAID RFA's and submission/receipt of applications is electronically via Grants.gov which provides a single source for Federal government-wide competitive grant opportunities. This RFA and any future amendments can be downloaded from the Agency Web Site. The World Wide Web Address is <http://www.grants.gov>. In order to use this method, an applicant must first register on-line with Grants.gov. If you have difficulty registering or accessing the RFA, please contact the Grants.gov Helpdesk at 1-800-518-472 or via e-mail at support@grants.gov for technical assistance. It is the responsibility of the recipient of the application document to ensure that it has been received from Fedgrants.gov in its entirety and USAID bears no responsibility for data errors resulting from transmission or conversion processes.

In the event of an inconsistency between the documents comprising this RFA, it shall be resolved by the following descending order of precedence:

- (a) Section II - Selection Criteria;
- (b) Section I - Grant Application Format;
- (c) The Program Description;
- (d) This Cover Letter.

Any questions concerning this RFA should be submitted in writing to Kenneth P. LuePhang, Agreement Officer, (kluephang@usaid.gov) with a copy to Samuel S. Kiranga (skiranga@usaid.gov) and Agnes Ng'anga (anganga@usaid.gov). The latest date for receiving questions is **COB December 01, 2010**. Applicants should retain for their records one copy of all enclosures which accompany their application.

Sincerely,

<signed>
Kenneth P. LuePhang
Agreement Officer
USAID/Tanzania

* *The US Mail address is a **POUCH** address only and **not** a physical address.*

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SECTION A - GRANT APPLICATION FORMAT

PREPARATION GUIDELINES

All applications received by the deadline will be reviewed for responsiveness to the specifications outlined in these guidelines and the application format. Section II addresses the technical evaluation procedures for the applications. Applications which are submitted late or are incomplete run the risk of not being considered in the review process. "Late applications will not be considered for award" or "Late applications will be considered for award if the Agreement Officer determines it is in the Government's interest."

Applications shall be submitted in two separate parts: (a) technical and (b) cost or business application. Technical portions of applications should be submitted in original and two copies, and cost portions of applications in original and two copies.

Cost and technical proposals must reflect IEE or EA preparation costs and approaches. The recipient will be expected to comply with all conditions specified in the approved IEE and/or EA. If an IEE, as developed by the recipient and approved by USAID, includes a Positive Determination for one or more activities, the recipient will be required to develop and submit an EA addressing these activities.

The application should be prepared according to the structural format set forth below. Applications must be submitted no later than the date and time indicated on the cover page of this RFA, to the location indicated on page 3 of the cover letter accompanying this RFA.

TECHNICAL APPLICATION FORMAT

Technical application should be specific, complete and presented concisely. The applications should demonstrate the applicant's capabilities and expertise with respect to achieving the goals of this program. The applications should take into account the technical evaluation criteria found in Section II.

The Foreign Assistance Act of 1961, as amended, Section 117 requires that the impact of USAID's activities on the environment be considered and that USAID include environmental sustainability as a central consideration in designing and carrying out its development programs. This mandate is codified in Federal Regulations (22 CFR 216) and in USAID's Automated Directives System (ADS) Parts 201.5.10g and 204 (<http://www.usaid.gov/policy/ads/200/>), which, in part, require that the potential environmental impacts of USAID-financed activities are identified prior to a final decision to proceed and that appropriate environmental safeguards are adopted for all activities. Respondent environmental compliance obligations under these regulations and procedures are specified in the following paragraphs of this RFA.

In addition, the contractor/recipient must comply with host country environmental regulations unless otherwise directed in writing by USAID. In case of conflict between host country and USAID regulations, the latter shall govern.

As part of its initial Work Plan, and all Annual Work Plans thereafter, the recipient, in collaboration with the USAID Agreement Officer Technical Representative and Mission Environmental Officer or Bureau Environmental Officer, as appropriate, shall review all ongoing and planned activities under this grant to determine if they are within the scope of the approved Regulation 216 environmental documentation.

If the recipient plans any new activities outside the scope of approved Regulation 216 environmental documentation, it shall prepare an amendment to the documentation for USAID review and approval. No such

activities shall be undertaken prior to receiving written USAID approval of environmental documentation amendments.

Any ongoing activities found to be outside the scope of the approved Regulation 216 environmental documentation shall be halted until an amendment to the documentation is submitted and written approval is received from USAID.

USAID anticipates that environmental compliance and achieving optimal development outcomes for the proposed activities will require environmental management expertise. Respondents to the RFA should therefore include as part of their application their approach to achieving environmental compliance and management, to include:

- The respondent's approach to developing and implementing an [IEE or EA or environmental review process for a grant fund and/or an EMMP or M&M Plan].
- The respondent's approach to providing necessary environmental management expertise, including examples of past experience of environmental management of similar activities.
- The respondent's illustrative budget for implementing the environmental compliance activities. For the purposes of this solicitation, applicants should reflect illustrative costs for environmental compliance implementation and monitoring in their cost proposal.

No activity funded under this cooperative agreement will be implemented unless an environmental threshold determination, as defined by 22 CFR 216, has been reached for that activity, as documented in a Request for Categorical Exclusion (RCE), Initial Environmental Examination (IEE), or Environmental Assessment (EA) duly signed by the Bureau Environmental Officer (BEO). (Hereinafter, such documents are described as "approved Regulation 216 environmental documentation.")

Applicants should retain for their records one copy of the application and all enclosures which accompany their application. Erasures or other changes must be initialed by the person signing the application. To facilitate the competitive review of the applications, USAID will consider only applications conforming to the format prescribed below.

The technical approach will be evaluated on the overall merit (analysis and comprehension of the Tanzanian context, responsiveness of overall program objectives and approaches to this context, sound application of state-of-the-art technical knowledge, creativity and clarity) and feasibility of the program approach and strategies proposed to achieve the HIV Prevention for At-Risk Populations project results.

- 1) The Technical Application shall contain the following sections: 1. Cover Page; 2. Executive Summary; 3. Technical Application Body; and 4. Required Annexes. The overall page limitation for the Technical Application Body, including the Executive Summary is 30 pages and shall include the following sections:
 - a. Technical Approach;
 - b. Management & Staffing;
 - c. Monitoring & Evaluation Plan;
 - d. Corporate Institutional Capability;
 - e. Past Performance.Applications shall be written in English and typed on standard 8 1/2" x 11" (216mm by 297mm paper) or A4 paper, single spaced, 12 characters per inch with each page numbered consecutively¹. The Annexes and items such as the cover page, dividers, and the table of contents are not included in the 30-page limitation.

¹ Footnotes, charts, tables and other similar types of graphic displays can use font that differs from that specified herein. However, USAID reserves the right to not review pages in the application if this practice is abused.

2) The technical application must set forth the conceptual approach, methodology, and techniques — the “how” — for accomplishment of the stated objectives. It should: (1) reflect a thorough understanding of the current context and policy environment in Tanzania; (2) describe how the recipient will execute evidence-based, coordinated HIV prevention initiatives to help achieve USAID, the U.S. President’s Emergency Plan for AIDS Relief (PEPFAR), and GOT HIV/AIDS and health objectives; and, (3) describe how the recipient will strengthen systems for coordinating and delivering HIV prevention programs.

3) Project Management and Personnel

Applicants should present a sound description for project management and staffing. The Applicant should propose an overall staffing pattern that demonstrates the breadth and depth of technical expertise and experience required to implement this complex program. The staffing plan should demonstrate a solid understanding of key technical and organizational requirements and an appropriate mix of skills, while avoiding excessive staffing. Key personnel should demonstrate state-of-the-art expertise in international standards. This section should include: (1) a detailed organizational chart; (2) a brief description of select key personnel; and, (3) a skills matrix for proposed project staff.

Résumés of proposed key personnel and other staff are to be included in an Annex. All key personnel résumés should include three references with contact information. Letters of commitment are required for all key personnel and should be included in the Annex. Noting that all staff may not be available or needed at inception, dates that key personnel are available to start work full-time with the HIV Prevention with At-Risk Populations project are also required. Key personnel are: 1) Chief of Party; 2) Technical Advisor, HIV Prevention with At-Risk Populations; and 3) Technical Advisor, Policy and Advocacy.

Please note that the terms “Chief of Party” and “Technical Advisor” are illustrative; the Applicant is encouraged to use the terminology applied within its own organization, but without diluting the intent of the role of these key staff. Among these key personnel, the required skill set includes — but is not limited to — all of the following technical areas: at-risk populations, MARPs, the behavioral sciences, HIV prevention, gender, human rights, policy and advocacy, monitoring and evaluation, and behavior change communications. Proposed staff should have a demonstrated ability to work with such delicate issues and projects. USAID reserves the right to adjust the level of key personnel during the performance of this Cooperative Agreement.

Applicants should clearly describe how the Cooperative Agreement will be managed. The management plan should:

- demonstrate ability to manage the activities to be carried out under the agreement, including lines of supervision, accountability, decision-making and responsibility among staff;
- describe how Applicant will provide technical support and oversight and work with USAID/Tanzania, the GOT, and other important partners;
- demonstrate that Applicant has an understanding of management barriers that could occur during program implementation on both a global and country level, and how the Applicant plans to overcome these barriers;
- explain how the Chief of Party will liaise with the AOTR, in-country staff, and reporting and management among other implementing partners and sub-partners;
- describe the proposed role of each technical staff/advisor in the program and specify where s/he will be based;
- as appropriate: describe the role of and contractual arrangement with sub-partners, the approach for managing proposed sub-partners to maximize their input and utility and demonstrated past experience managing and building technical and organizational capacity of sub-partners;
- include an organizational chart with lines of supervision in an annex to the technical application; and

- outline a mobilization plan that demonstrates ability for rapid start-up by efficiently establishing in-country presence with necessary registration and documentation and ability to be operational within 60 days of award.

4) Monitoring & Evaluation Plan

The Applicant should outline the Monitoring and Evaluation plan and methodology by including methods and measures (process, output and outcome) to evaluate program implementation feasibility, replicability, effectiveness and sustainability, and plans to implement the evaluation plan. Expected program objectives with illustrative indicators, mid-term milestones/ benchmarks, end-of-project results partially provided in this document should be further elaborated in the M&E plan. Data sources and collection methodologies should also be noted for each indicator.

- 5) Applications must detail how the Applicant will achieve the prospective cooperative agreement's expected results. Applicants are encouraged to propose innovative activities to achieve desired results. The application should outline links between the proposed results, conceptual approach, performance milestones, and a realistic timeline for achieving the semi-annual, annual, and end of project results. These sections include:

- **Implementation Plan** (2–3 pages in the body of the application) detailing how and when specific activities will be developed over the first two years of the project. Table format is acceptable.
- **Communications Strategy addressing sex work within the context of Tanzania** (3–5 pages as an annex) detailing current issues and challenges, behavioral objectives, channels mix and tactics, measurement of outputs and outcomes, and an indicative budget. The Applicant may select a specific sub-population within a geographic area for the purposes of this exercise.
- Draft Outline of a **Performance Monitoring and Evaluation Plan** (Annex; no page limit).

- 6) The Applicant should discuss how resources will be organized to achieve results. The Applicant should discuss fully the “what” and the “how” of its plan. The purpose of this approach is to allow the Applicant great creative freedom to develop a plan for resource organization and use.

7) Corporate Institutional Capability and Past Performance

- i. Applicants should furnish evidence that they, along with their proposed major sub-recipients, have the ability to plan, implement and monitor the program effectively. They should demonstrate their experience in the geographic and program areas identified in the Program Description. They are expected to demonstrate organizational experience in managing relevant HIV prevention projects targeted to at-risk populations and MARPs in the context of mixed and emerging epidemics, including activities to: advance the HIV/AIDS policy environment; support civil society; improve the quality and use of data for decision making; and intensify and expand the delivery of HIV prevention programs to at-risk populations and MARPs.
- ii. Applicants should clearly describe their demonstrated ability to manage multiple complex activities involving collaborative efforts, and maintain clear and effective lines of communication between and among implementing partners and sub-partners.

Past Performance

- i. The Applicant (including all partners of a consortium if appropriate) must provide performance information for itself and each major sub-recipient (one whose proposed cost exceeds 15% of the Applicant's total proposed cost) in accordance with the following:

- a. In a matrix or bullet format, a list of current and recent (last five years) experience relevant to the technical description and proposed activities of this program in terms of matter, size, scope and complexity. The matrix must include the following information for each listed activity:

- Contract or cooperative agreement number (as prime or sub) or project name
- Procuring agency or organization
- Funding sources and levels
- Period of performance
- Program objective
- Brief description of the work performed
- Objectives achieved
- References

USAID reserves the right to obtain past performance information from other sources including those not named in this application.

- b. Provide for each of the agreements, contracts, or projects listed above a list of contact names and job titles. Reference information should include recent email, fax, and phone numbers and address of contact persons. USAID recommends that you alert the contacts that their names have been submitted and that they are authorized to provide performance information concerning the listed contracts or agreements if and when USAID requests it.

- ii. If extraordinary problems impacted any of the referenced contracts or agreements, provide a short explanation and the corrective action taken.

- iii. The Applicant is expected to comply with the instructions regarding the type and amount of detail to be provided on past performance and the format to be used to submit it. If the Applicant does not follow the prescribed format, then care should be taken to ensure that the substance of the requested information is provided. Failure to do so may seriously impede both the technical evaluation of the Applicant's application and the agreement officer's ability to make a positive responsibility determination.

- 8) Required Annexes: Matrix or bulleted list of past performance; Resumes for all key personnel (two pages per resume) and signed letters of commitment; Organizational chart showing lines of supervision; Year One detailed work plan; Five - year implementation plan with benchmarks; Communications Strategy addressing sex work within the context of Tanzania

COST APPLICATION FORMAT

The Cost or Business Application is to be submitted under separate cover from the technical application. Certain documents are required to be submitted by an applicant in order for an Grant Officer to make a determination of responsibility. However, it is USAID policy not to burden applicants with undue reporting requirements if that information is readily available through other sources.

The following sections describe the documentation that applicants for Assistance award must submit to USAID prior to award. While there is no page limit for this portion, applicants are encouraged to be as concise as possible, but still provide the necessary detail to address the following:

A. A copy of the program description that was detailed in the applicant's program description, on a CDROM, formatted in MS WORD, and a budget in MS EXCEL.

B. Include a budget with an accompanying budget narrative which provides in detail the total costs for implementation of the program your organization is proposing. The budget must be submitted using Standard Form 424 and 424A which can be downloaded from the USAID web site, <http://www.usaid.gov/forms/sf424.pdf>

- the breakdown of all costs associated with the program according to costs of, if applicable, headquarters, regional and/or country offices;

- the breakdown of all costs according to each partner organization involved in the program;

- the costs associated with external, expatriate technical assistance and those associated with local in-country technical assistance;

- the breakdown of the financial and in-kind contributions of all organizations involved in implementing this Cooperative Agreement;

- potential contributions of non-USAID or private commercial donors to this Cooperative Agreement;

- your procurement plan for commodities (note that contraceptives and other health commodities will not be provided under this Cooperative Agreement).

C. A current Negotiated Indirect Cost Rate Agreement;

D. Required certifications and representations (as attached):

E. Cost share is encouraged but not a requirement.

F. Applicants who do not currently have a Negotiated Indirect Cost Rate Agreement (NICRA) from their cognizant agency shall also submit the following information:

1. copies of the applicant's financial reports for the previous 3-year period, which have been audited by a certified public accountant or other auditor satisfactory to USAID;

2. projected budget, cash flow and organizational chart;

3. A copy of the organization's accounting manual.

G. Applicants should submit any additional evidence of responsibility deemed necessary for the Grant Officer to make a determination of responsibility. The information submitted should substantiate that the Applicant:

1. Has adequate financial resources or the ability to obtain such resources as required during the performance of the award.

2. Has the ability to comply with the award conditions, taking into account all existing and currently prospective commitments of the applicant, nongovernmental and governmental.

3. Has a satisfactory record of performance. Past relevant unsatisfactory performance is ordinarily sufficient to justify a finding of non-responsibility, unless there is clear evidence of subsequent satisfactory performance.

4. Has a satisfactory record of integrity and business ethics; and

5. Is otherwise qualified and eligible to receive a grant under applicable laws and regulations (e.g., EEO).

H. Applicants that have never received a grant, cooperative agreement or contract from the U.S. Government are required to submit a copy of their accounting manual. If a copy has already been submitted to the U.S. Government, the applicant should advise which Federal Office has a copy.

In addition to the aforementioned guidelines, the applicant is requested to take note of the following:

I. Unnecessarily Elaborate Applications - Unnecessarily elaborate brochures or other presentations beyond those sufficient to present a complete and effective application in response to this RFA are not desired and may be construed as an indication of the applicant's lack of cost consciousness. Elaborate art work, expensive paper and bindings, and expensive visual and other presentation aids are neither necessary nor wanted.

J. Acknowledgement of Amendments to the RFA - Applicants shall acknowledge receipt of any amendment to this RFA by signing and returning the amendment. The Government must receive the acknowledgement by the time specified for receipt of applications.

K. Receipt of Applications - Applications must be received at the place designated and by the date and time specified in the cover letter of this RFA.

L. Submission of Applications:

1. Applications and modifications thereof shall be submitted in sealed envelopes or packages, **and** by email or by electronic submission through the Grant.gov website (1) addressed to the office specified in the Cover Letter of this RFA, and (2) showing the time specified for receipt, the RFA number, and the name and address of the applicant.

2. Faxed applications will not be considered; however, applications may be modified by written or faxed notice, if that notice is received by the time specified for receipt of applications.

M. Preparation of Applications:

1. Applicants are expected to review, understand, and comply with all aspects of this RFA. Failure to do so will be at the applicant's risk.

2. Each applicant shall furnish the information required by this RFA. The applicant shall sign the application and print or type its name on the Cover Page of the technical and cost applications. Erasures or other changes must be initialed by the person signing the application. Applications signed by an agent shall be accompanied by evidence of that agent's authority, unless that evidence has been previously furnished to the issuing office.

3. Applicants who include data that they do not want disclosed to the public for any purpose or used by the U.S. Government except for evaluation purposes, should:

(a) Mark the title page with the following legend:

"This application includes data that shall not be disclosed outside the U.S. Government and shall not be duplicated, used, or disclosed - in whole or in part - for any purpose other than to evaluate this application. If, however, a grant is awarded to this applicant as a result of - or in connection with - the submission of this data, the U.S. Government shall have the right to duplicate, use, or disclose the data to the extent provided in the resulting grant. This restriction does not limit the U.S. Government's right to use information contained in this data if it is obtained from another source without restriction. The data subject to this restriction are contained in sheets ; and

(b) Mark each sheet of data it wishes to restrict with the following legend:

"Use or disclosure of data contained on this sheet is subject to the restriction on the title page of this application."

N. Explanation to Prospective Applicants - Any prospective applicant desiring an explanation or interpretation of this RFA must request it in writing within three weeks of receipt of the application to allow a reply to reach all prospective applicants before the submission of their applications. Oral explanations or instructions given before award of a Grant will not be binding. Any information given to a prospective applicant concerning this RFA will be furnished promptly to all other prospective applicants as an amendment of this RFA, if that information is necessary in submitting applications or if the lack of it would be prejudicial to any other prospective applicants.

O. Grant Award:

1. The Government may award one Grant resulting from this RFA to the responsible applicant whose application conforming to this RFA offers the greatest value (see also Section II of this RFA). The Government may (a) reject any or all applications, (b) accept other than the lowest cost application, (c) accept more than one application (see Section III, Selection Criteria), (d) accept alternate applications, and (e) waive informalities and minor irregularities in applications received.

2. The Government may award one or more Grant(s) on the basis of initial applications received, without discussions. Therefore, each initial application should contain the applicant's best terms from a cost and technical standpoint.

3. Neither financial data submitted with an application nor representations concerning facilities or financing, will form a part of the resulting Grant(s).

P. Authority to Obligate the Government - The Grant Officer is the only individual who may legally commit the Government to the expenditure of public funds. No costs chargeable to the proposed Grant may be incurred before receipt of either a fully executed Grant or a specific, written authorization from the Grant Officer.

Q. The Contractor/Recipient is reminded that U.S. Executive Orders and U.S. law prohibits transactions with, and the provision of resources and support to, individuals and organizations associated with terrorism. It is the legal responsibility of the contractor/recipient to ensure compliance with these Executive Orders and laws. This provision must be included in all subcontracts/subawards issued under this contract/agreement.

R. Foreign Government Delegations to International Conferences - Funds in this [contract, agreement, amendment] may not be used to finance the travel, per diem, hotel expenses, meals, conference fees or other conference costs for any member of a foreign government's delegation to an international conference sponsored by a public international organization, except as provided in ADS Mandatory Reference "Guidance on Funding Foreign Government Delegations to International Conferences [<http://www.info.usaid.gov/pubs/ads/300/refindx3.htm>] or as approved by the [CO/AO/CTO].

S. BRANDING STRATEGY - ASSISTANCE (December 2005)

(a) Definitions

Branding Strategy means a strategy that is submitted at the specific request of a USAID Agreement Officer by an Apparently Successful Applicant after evaluation of an application for USAID funding, describing how the program, project, or activity is named and positioned, and how it is promoted and communicated to beneficiaries and host country citizens. It identifies all donors and explains how they will be acknowledged.

Apparently Successful Applicant(s) means the applicant(s) for USAID funding recommended for an award after evaluation, but who has not yet been awarded a grant, cooperative agreement or other assistance award by the Agreement Officer. The Agreement Officer will request that the Apparently Successful Applicants submit a Branding Strategy and Marking Plan. Apparently Successful Applicant status confers no right and constitutes no USAID commitment to an award.

USAID Identity (Identity) means the official marking for the Agency, comprised of the USAID logo and new brandmark, which clearly communicates that our assistance is from the American people. The USAID Identity is available on the USAID website and is provided without royalty, license, or other fee to recipients of USAID-funded grants or cooperative agreements or other assistance awards or subawards.

(b) Submission. The Apparently Successful Applicant, upon request of the Agreement Officer, will submit and negotiate a Branding Strategy. The Branding Strategy will be included in and made a part of the resulting grant or cooperative agreement. The Branding Strategy will be negotiated within the time that the Agreement Officer specifies. Failure to submit and negotiate a Branding Strategy will make the applicant ineligible for award of a grant or cooperative agreement. The Apparently Successful Applicant must include all estimated costs associated with branding and marking USAID programs, such as plaques, stickers, banners, press events and materials, and the like.

(c) Submission Requirements

At a minimum, the Apparently Successful Applicant's Branding Strategy will address the following:

(1) Positioning

What is the intended name of this program, project, or activity?

Guidelines: USAID prefers to have the USAID Identity included as part of the program or project name, such as a "title sponsor," if possible and appropriate. It is acceptable to "co-brand" the title with USAID's and the Apparently Successful Applicant's identities. For example: "The USAID and [Apparently Successful Applicant] Health Center."

If it would be inappropriate or is not possible to "brand" the project this way, such as when rehabilitating a structure that already exists or if there are multiple donors, please explain and indicate how you intend to showcase USAID's involvement in publicizing the program or project. For example: School #123, rehabilitated by USAID and [Apparently Successful Applicant]/ [other donors]. Note: the Agency prefers "made possible by (or with) the generous support of the American People" next to the USAID Identity in acknowledging our contribution, instead of the phrase "funded by." USAID prefers local language translations.

Will a program logo be developed and used consistently to identify this program? If yes, please attach a copy of the proposed program logo. Note: USAID prefers to fund projects that do NOT have a separate logo or identity that competes with the USAID Identity.

(2) Program Communications and Publicity

Who are the primary and secondary audiences for this project or program?

Guidelines: Please include direct beneficiaries and any special target segments or influencers.

For Example: Primary audience: schoolgirls age 8-12, Secondary audience: teachers and parents—specifically mothers.

What communications or program materials will be used to explain or market the program to beneficiaries?

Guidelines: These include training materials, posters, pamphlets, Public Service Announcements, billboards, websites, and so forth.

What is the main program message(s)?

Guidelines: For example: "Be tested for HIV-AIDS" or "Have your child inoculated." Please indicate if you also plan to incorporate USAID's primary message – this aid is "from the American people" – into the narrative of program materials. This is optional; however, marking with the USAID Identity is required.

Will the recipient announce and promote publicly this program or project to host country citizens? If yes, what press and promotional activities are planned?

Guidelines: These may include media releases, press conferences, public events, and so forth. Note: incorporating the message, "USAID from the American People", and the USAID Identity is required.

Please provide any additional ideas about how to increase awareness that the American people support this project or program.

Guidelines: One of our goals is to ensure that both beneficiaries and host-country citizens know that the aid the Agency is providing is "from the American people." Please provide any initial ideas on how to further this goal.

(3) Acknowledgements

Will there be any direct involvement from a host-country government ministry? If yes, please indicate which one or ones. Will the recipient acknowledge the ministry as an additional co- sponsor?

Note: it is perfectly acceptable and often encouraged for USAID to "co-brand" programs with government ministries.

Please indicate if there are any other groups whose logo or identity the recipient will use on program materials and related communications.

Guidelines: Please indicate if they are also a donor or why they will be visibly acknowledged, and if they will receive the same prominence as USAID.

(d) Award Criteria. The Agreement Officer will review the Branding Strategy for adequacy, ensuring that it contains the required information on naming and positioning the USAID-funded program, project, or activity,

and promoting and communicating it to cooperating country beneficiaries and citizens. The Agreement Officer also will evaluate this information to ensure that it is consistent with the stated objectives of the award; with the Apparently Successful Applicant's cost data submissions; with the Apparently Successful Applicant's project, activity, or program performance plan; and with the regulatory requirements set out in 22 CFR 226.91. The Agreement Officer may obtain advice and recommendations from technical experts while performing the evaluation.

T. MARKING PLAN – ASSISTANCE (December 2005)

(a) Definitions

Marking Plan means a plan that the Apparently Successful Applicant submits at the specific request of a USAID Agreement Officer after evaluation of an application for USAID funding, detailing the public communications, commodities, and program materials and other items that will visibly bear the USAID Identity. Recipients may request approval of Presumptive Exceptions to marking requirements in the Marking Plan.

Apparently Successful Applicant(s) means the applicant(s) for USAID funding recommended for an award after evaluation, but who has not yet been awarded a grant, cooperative agreement or other assistance award by the Agreement Officer. The Agreement Officer will request that Apparently Successful Applicants submit a Branding Strategy and Marking Plan. Apparently Successful Applicant status confers no right and constitutes no USAID commitment to an award, which the Agreement Officer must still obligate.

USAID Identity (Identity) means the official marking for the Agency, comprised of the USAID logo and new landmark, which clearly communicates that our assistance is from the American people. The USAID Identity is available on the USAID website and USAID provides it without royalty, license, or other fee to recipients of USAID funded grants, cooperative agreements, or other assistance awards or sub awards.

A **Presumptive Exception** exempts the applicant from the general marking requirements for a particular USAID-funded public communication, commodity, program material or other deliverable, or a category of USAID-funded public communications, commodities, program materials or other deliverables that would otherwise be required to visibly bear the USAID Identity. The Presumptive Exceptions are:

Presumptive Exception (i). USAID marking requirements may not apply if they would compromise the intrinsic independence or neutrality of a program or materials where independence or neutrality is an inherent aspect of the program and materials, such as election monitoring or ballots, and voter information literature; political party support or public policy advocacy or reform; independent media, such as television and radio broadcasts, newspaper articles and editorials; and public service announcements or public opinion polls and surveys (22 C.F.R. 226.91(h)(1)).

Presumptive Exception (ii). USAID marking requirements may not apply if they would diminish the credibility of audits, reports, analyses, studies, or policy recommendations whose data or findings must be seen as independent (22 C.F.R. 226.91(h)(2)).

Presumptive Exception (iii). USAID marking requirements may not apply if they would undercut host-country government "ownership" of constitutions, laws, regulations, policies, studies, assessments, reports, publications, surveys or audits, public service announcements, or other communications better positioned as "by" or "from" a cooperating country ministry or government official (22 C.F.R. 226.91(h)(3)).

Presumptive Exception (iv). USAID marking requirements may not apply if they would impair the functionality of an item, such as sterilized equipment or spare parts (22 C.F.R. 226.91(h)(4)).

Presumptive Exception (v). USAID marking requirements may not apply if they would incur substantial costs or be impractical, such as items too small or otherwise unsuited for individual marking, such as food in bulk (22 C.F.R. 226.91(h)(5)).

Presumptive Exception (vi). USAID marking requirements may not apply if they would offend local cultural or social norms, or be considered inappropriate on such items as condoms, toilets, bed pans, or similar commodities (22 C.F.R. 226.91(h)(6)).

Presumptive Exception (vii). USAID marking requirements may not apply if they would conflict with international law (22 C.F.R. 226.91(h)(7)).

(b) Submission. The Apparently Successful Applicant, upon the request of the Agreement Officer, will submit and negotiate a Marking Plan that addresses the details of the public communications, commodities, program materials that will visibly bear the USAID Identity. The marking plan will be customized for the particular program, project, or activity under the resultant grant or cooperative agreement. The plan will be included in and made a part of the resulting grant or cooperative agreement. USAID and the Apparently Successful Applicant will negotiate the Marking Plan within the time specified by the Agreement Officer. Failure to submit and negotiate a Marking Plan will make the applicant ineligible for award of a grant or cooperative agreement. The applicant must include an estimate of all costs associated with branding and marking USAID programs, such as plaques, labels, banners, press events, promotional materials, and so forth in the budget portion of its application. These costs are subject to revision and negotiation with the Agreement Officer upon submission of the Marking Plan and will be incorporated into the Total Estimated Amount of the grant, cooperative agreement or other assistance instrument.

(c) Submission Requirements. The Marking Plan will include the following:

(1) A description of the public communications, commodities, and program materials that the recipient will produce as a part of the grant or cooperative agreement and which will visibly bear the USAID Identity. These include:

- (i) program, project, or activity sites funded by USAID, including visible infrastructure projects or other programs, projects, or activities that are physical in nature;
- (ii) technical assistance, studies, reports, papers, publications, audiovisual productions, public service announcements, Web sites/Internet activities and other promotional, informational, media, or communications products funded by USAID;
- (iii) events financed by USAID, such as training courses, conferences, seminars, exhibitions, fairs, workshops, press conferences, and other public activities; and
- (iv) all commodities financed by USAID, including commodities or equipment provided under humanitarian assistance or disaster relief programs, and all other equipment, supplies and other materials funded by USAID, and their export packaging.

(2) A table specifying:

- (i) the program deliverables that the recipient will mark with the USAID Identity,
- (ii) the type of marking and what materials the applicant will be used to mark the program deliverables with the USAID Identity, and
- (iii) when in the performance period the applicant will mark the program deliverables, and where the applicant will place the marking.

(3) A table specifying:

- (i) what program deliverables will not be marked with the USAID Identity, and

- (ii) the rationale for not marking these program deliverables.

(d) Presumptive Exceptions.

(1) The Apparently Successful Applicant may request a Presumptive Exception as part of the overall Marking Plan submission. To request a Presumptive Exception, the Apparently Successful Applicant must identify which Presumptive Exception applies, and state why, in light of the Apparently Successful Applicant's technical proposal and in the context of the program description or program statement in the USAID Request For Application or Annual Program Statement, marking requirements should not be required.

(2) Specific guidelines for addressing each Presumptive Exception are:

- (i) For Presumptive Exception (i), identify the USAID Strategic Objective, Interim Result, or program goal furthered by an appearance of neutrality, or state why the program, project, activity, commodity, or communication is 'intrinsically neutral.' Identify, by category or deliverable item, examples of program materials funded under the award for which you are seeking an exception.
- (ii) For Presumptive Exception (ii), state what data, studies, or other deliverables will be produced under the USAID funded award, and explain why the data, studies, or deliverables must be seen as credible.
- (iii) For Presumptive Exception (iii), identify the item or media product produced under the USAID funded award, and explain why each item or product, or category of item and product, is better positioned as an item or product produced
 - (i) by the cooperating country government.
- (iv) For Presumptive Exception (iv), identify the item or commodity to be marked, or categories of items or commodities, and explain how marking would impair the item's or commodity's functionality.
- (v) For Presumptive Exception (v), explain why marking would not be costbeneficial or practical.
- (vi) For Presumptive Exception (vi), identify the relevant cultural or social norm, and explain why marking would violate that norm or otherwise be inappropriate.
- (vii) For Presumptive Exception (vii), identify the applicable international law violated by marking.

(3) The Agreement Officer will review the request for adequacy and reasonableness. In consultation with the Cognizant Technical Officer and other agency personnel as necessary, the Agreement Officer will approve or disapprove the requested Presumptive Exception. Approved exceptions will be made part of the approved Marking Plan, and will apply for the term of the award, unless provided otherwise.

(e) Award Criteria: The Agreement Officer will review the Marking Plan for adequacy and reasonableness, ensuring that it contains sufficient detail and information concerning public communications, commodities, and program materials that will visibly bear the USAID Identity. The Agreement Officer will evaluate the plan to ensure that it is consistent with the stated objectives of the award; with the applicant's cost data submissions; with the applicant's actual project, activity, or program performance plan; and with the regulatory requirements of 22 C.F.R. 226.91. The Agreement Officer will approve or disapprove any requested Presumptive Exceptions (see paragraph (d)) on the basis of adequacy and reasonableness. The Agreement Officer may obtain advice and recommendations from technical experts while performing the evaluation.

U. MARKING UNDER USAID-FUNDED ASSISTANCE INSTRUMENTS (December 2005)

(a) Definitions

Commodities mean any material, article, supply, goods or equipment, excluding recipient offices, vehicles, and non-deliverable items for recipient's internal use, in administration of the USAID funded grant, cooperative agreement, or other agreement or subagreement.

Principal Officer means the most senior officer in a USAID Operating Unit in the field, e.g., USAID Mission Director or USAID Representative. For global programs managed from Washington but executed across many countries, such as disaster relief and assistance to internally displaced persons, humanitarian emergencies or immediate post conflict and political crisis response, the cognizant Principal Officer may be an Office Director, for example, the Directors of USAID/W/Office of Foreign Disaster Assistance and Office of Transition Initiatives. For non-presence countries, the cognizant Principal Officer is the Senior USAID officer in a regional USAID Operating Unit responsible for the non-presence country, or in the absence of such a responsible operating unit, the Principal U.S Diplomatic Officer in the non-presence country exercising delegated authority from USAID.

Programs mean an organized set of activities and allocation of resources directed toward a common purpose, objective, or goal undertaken or proposed by an organization to carry out the responsibilities assigned to it.

Projects include all the marginal costs of inputs (including the proposed investment) technically required to produce a discrete marketable output or a desired result (for example, services from a fully functional water/sewage treatment facility).

Public communications are documents and messages intended for distribution to audiences external to the recipient's organization. They include, but are not limited to, correspondence, publications, studies, reports, audio visual productions, and other informational products; applications, forms, press and promotional materials used in connection with USAID funded programs, projects or activities, including signage and plaques; Web sites/Internet activities; and events such as training courses, conferences, seminars, press conferences and so forth.

Subrecipient means any person or government (including cooperating country government) department, agency, establishment, or for profit or nonprofit organization that receives a USAID subaward, as defined in 22 C.F.R. 226.2.

Technical Assistance means the provision of funds, goods, services, or other foreign assistance, such as loan guarantees or food for work, to developing countries and other USAID recipients, and through such recipients to subrecipients, in direct support of a development objective – as opposed to the internal management of the foreign assistance program.

USAID Identity (Identity) means the official marking for the United States Agency for International Development (USAID), comprised of the USAID logo or seal and new brandmark, with the tagline that clearly communicates that our assistance is “from the American people.” The USAID Identity is available on the USAID website at www.usaid.gov/branding and USAID provides it without royalty, license, or other fee to recipients of USAID-funded grants, or cooperative agreements, or other assistance awards.

(b) Marking of Program Deliverables

(1) All recipients must mark appropriately all overseas programs, projects, activities, public communications, and commodities partially or fully funded by a USAID grant or cooperative agreement or other assistance award or subaward with the USAID Identity, of a size and prominence equivalent to or greater than the recipient's, other donor's, or any other third party's identity or logo.

- (2) The Recipient will mark all program, project, or activity sites funded by USAID, including visible infrastructure projects (for example, roads, bridges, buildings) or other programs, projects, or activities that are physical in nature (for example, agriculture, forestry, water management) with the USAID Identity. The Recipient should erect temporary signs or plaques early in the construction or implementation phase. When construction or implementation is complete, the Recipient must install a permanent, durable sign, plaque or other marking.
- (3) The Recipient will mark technical assistance, studies, reports, papers, publications, audio-visual productions, public service announcements, Web sites/Internet activities and other promotional, informational, media, or communications products funded by USAID with the USAID Identity.
- (4) The Recipient will appropriately mark events financed by USAID, such as training courses, conferences, seminars, exhibitions, fairs, workshops, press conferences and other public activities, with the USAID Identity. Unless directly prohibited and as appropriate to the surroundings, recipients should display additional materials, such as signs and banners, with the USAID Identity. In circumstances in which the USAID Identity cannot be displayed visually, the recipient is encouraged otherwise to acknowledge USAID and the American people's support.
- (5) The Recipient will mark all commodities financed by USAID, including commodities or equipment provided under humanitarian assistance or disaster relief programs, and all other equipment, supplies, and other materials funded by USAID, and their export packaging with the USAID Identity.
- (6) The Agreement Officer may require the USAID Identity to be larger and more prominent if it is the majority donor, or to require that a cooperating country government's identity be larger and more prominent if circumstances warrant, and as appropriate depending on the audience, program goals, and materials produced.
- (7) The Agreement Officer may require marking with the USAID Identity in the event that the recipient does not choose to mark with its own identity or logo.
- (8) The Agreement Officer may require a pre-production review of USAID-funded public communications and program materials for compliance with the approved Marking Plan.
- (9) Subrecipients. To ensure that the marking requirements "flow down" to subrecipients of subawards, recipients of USAID funded grants and cooperative agreements or other assistance awards will include the USAID-approved marking provision in any USAID funded subaward, as follows: "As a condition of receipt of this subaward, marking with the USAID Identity of a size and prominence equivalent to or greater than the recipient's, subrecipient's, other donor's or third party's is required. In the event the recipient chooses not to require marking with its own identity or logo by the subrecipient, USAID may, at its discretion, require marking by the subrecipient with the USAID Identity."
- (10) Any 'public communications', as defined in 22 C.F.R. 226.2, funded by USAID, in which the content has not been approved by USAID, must contain the following disclaimer: "This study/report/audio/visual/other information/media product (specify) is made possible by the generous support of the American people through the United States Agency for International Development (USAID). The contents are the responsibility of [insert recipient name] and do not necessarily reflect the views of USAID or the United States Government."
- (11) The recipient will provide the Cognizant Technical Officer (CTO) or other USAID personnel designated in the grant or cooperative agreement with two copies of all program and communications materials produced under the award. In addition, the recipient will submit one electronic or one hard copy of all final documents to USAID's Development Experience Clearinghouse.

(c) Implementation of marking requirements.

(1) When the grant or cooperative agreement contains an approved Marking Plan, the recipient will implement the requirements of this provision following the approved Marking Plan.

(2) When the grant or cooperative agreement does not contain an approved Marking Plan, the recipient will propose and submit a plan for implementing the requirements of this provision within [Agreement Officer fill-in] days after the effective date of this provision. The plan will include:

(i) A description of the program deliverables specified in paragraph (b) of this provision that the recipient will produce as a part of the grant or cooperative agreement and which will visibly bear the USAID Identity.

(ii) the type of marking and what materials the applicant uses to mark the program deliverables with the USAID Identity,

(iii) when in the performance period the applicant will mark the program deliverables, and where the applicant will place the marking,

(3) The recipient may request program deliverables not be marked with the USAID Identity by identifying the program deliverables and providing a rationale for not marking these program deliverables. Program deliverables may be exempted from USAID marking requirements when:

(i) USAID marking requirements would compromise the intrinsic independence or neutrality of a program or materials where independence or neutrality is an inherent aspect of the program and materials;

(ii) USAID marking requirements would diminish the credibility of audits, reports, analyses, studies, or policy recommendations whose data or findings must be seen as independent;

(iii) USAID marking requirements would undercut host-country government “ownership” of constitutions, laws, regulations, policies, studies, assessments, reports, publications, surveys or audits, public service announcements, or other communications better positioned as “by” or “from” a cooperating country ministry or government official;

(iv) USAID marking requirements would impair the functionality of an item;

(v) USAID marking requirements would incur substantial costs or be impractical;

(vi) USAID marking requirements would offend local cultural or social norms, or be considered inappropriate;

(vii) USAID marking requirements would conflict with international law.

(4) The proposed plan for implementing the requirements of this provision, including any proposed exemptions, will be negotiated within the time specified by the Agreement Officer after receipt of the proposed plan. Failure to negotiate an approved plan with the time specified by the Agreement Officer may be considered as noncompliance with the requirements is provision.

(d) Waivers.

(1) The recipient may request a waiver of the Marking Plan or of the marking requirements of this provision, in whole or in part, for each program, project, activity, public communication or commodity, or, in exceptional circumstances, for a region or country, when USAID required marking would pose compelling political, safety, or security concerns, or when marking would have an adverse impact in the cooperating country. The recipient will submit the request through the Cognizant Technical Officer. The Principal Officer is responsible for approvals or disapprovals of waiver requests.

(2) The request will describe the compelling political, safety, security concerns, or adverse impact that require a waiver, detail the circumstances and rationale for the waiver, detail the specific requirements to be waived, the specific portion of the Marking Plan to be waived, or specific marking to be waived, and include a description of how program materials will be marked (if at all) if the USAID Identity is removed. The request should also

provide a rationale for any use of recipient's own identity/logo or that of a third party on materials that will be subject to the waiver.

(3) Approved waivers are not limited in duration but are subject to Principal Officer review at any time, due to changed circumstances.

(4) Approved waivers "flow down" to recipients of subawards unless specified otherwise. The waiver may also include the removal of USAID markings already affixed, if circumstances warrant.

(5) Determinations regarding waiver requests are subject to appeal to the Principal Officer's cognizant Assistant Administrator. The recipient may appeal by submitting a written request to reconsider the Principal Officer's waiver determination to the cognizant Assistant Administrator.

(e) Non-retroactivity.

The requirements of this provision do not apply to any materials, events, or commodities produced prior to January 2, 2006. The requirements of this provision do not apply to program, project, or activity sites funded by USAID, including visible infrastructure projects (for example, roads, bridges, buildings) or other programs, projects, or activities that are physical in nature (for example, agriculture, forestry, water management) where the construction and implementation of these are complete prior to January 2, 2006 and the period of the grant does not extend past January 2, 2006.

V. USAID Disability Policy - Assistance (December 2004)

(a) The objectives of the USAID Disability Policy are (1) to enhance the attainment of United States foreign assistance program goals by promoting the participation and equalization of opportunities of individuals with disabilities in USAID policy, country and sector strategies, activity designs and implementation; (2) to increase awareness of issues of people with disabilities both within USAID programs and in host countries; (3) to engage other U.S. government agencies, host country counterparts, governments, implementing organizations and other donors in fostering a climate of nondiscrimination against people with disabilities; and (4) to support international advocacy for people with disabilities. The full text of the policy paper can be found at the following website: <http://www.usaid.gov/about/disability/DISABPOL.FIN.html>.

(b) USAID therefore requires that the recipient not discriminate against people with disabilities in the implementation of USAID funded programs and that it make every effort to comply with the objectives of the USAID Disability Policy in performing the program under this grant or cooperative agreement. To that end and to the extent it can accomplish this goal within the scope of the program objectives, the recipient should demonstrate a comprehensive and consistent approach for including men, women and children with disabilities."

W. ORGANIZATIONS ELIGIBLE FOR ASSISTANCE (ASSISTANCE) (JUNE 2005)

An organization that is otherwise eligible to receive funds under this agreement to prevent, treat, or monitor HIV/AIDS shall not be required to endorse or utilize a multisectoral approach to combating HIV/AIDS, or to endorse, utilize, or participate in a prevention method or treatment program to which the organization has a religious or moral objection.

X. CONDOMS (ASSISTANCE) (JUNE 2005)

Information provided about the use of condoms as part of projects or activities that are funded under this agreement shall be medically accurate and shall include the public health benefits and failure rates of such use and shall be consistent with USAID's fact sheet entitled, "USAID: HIV/STI Prevention and Condoms. This fact sheet may be accessed at:

http://www.usaid.gov/our_work/global_health/aids/TechAreas/prevention/condomfactsheet.html

SECTION B - SELECTION CRITERIA

The criteria presented below have been tailored to the requirements of this particular RFA. Applicants should note that these criteria serve to: (a) identify the significant matters which applicants should address in their applications and (b) set the standard against which all applications will be evaluated. To facilitate the review of applications, applicants should organize the narrative sections of their applications in the same order as the selection criteria.

The technical applications will be evaluated in accordance with the Technical Evaluation Criteria set forth below. Thereafter, the cost application of all applicants submitting a technically acceptable application will be opened and costs will be evaluated for general reasonableness, allowability, and allocability. To the extent that they are necessary (if award is made based on initial applications), negotiations will then be conducted with all applicants whose application, after discussion and negotiation, has a reasonable chance of being selected for award. Awards will be made to responsible applicants whose applications offer the greatest value, cost and other factors considered.

Awards will be made based on the ranking of proposals according to the technical selection criteria identified below.

These criteria identify significant areas applicants should address in their proposals and serve as the standard against which all proposals will be evaluated.

Applicants will be assessed on the quality of the overall design and the extent of understanding of the Program Description, a technical approach that is comprehensive and feasible, and a proposed management plan that is able to implement the program.

TECHNICAL APPLICATION

a. TECHNICAL APPROACH (50 POINTS)

- Extent to which the proposed program approach and strategies are well conceived and realistic to accomplish RFA objectives. Does the Applicant demonstrate a thorough understanding of the current context, policy, and environment to address HIV prevention for at-risk populations and MARPs in Tanzania, as well as a bold vision for its future?
- Are proposed technical activities clearly linked to ambitious yet feasible project results, reflect state-of-the-art HIV prevention initiatives targeting at-risk populations and MARPs, and are measurable? Does the Applicant describe an appropriate, functioning core package of prevention services, tailored to each target audience and HIV serostatus, with feasible referral systems?
- Does the proposed program engage the GOT and civil society in substantial, value-adding, and measurable partnership?
- Is gender adequately incorporated into all the stages of the program and project cycles and the technical approach? For example, does the application describe how project implementation will analyze gender and how monitoring will assess proposed activities and anticipated results that might affect men and women differently?

- Does the technical approach and corresponding work plan demonstrate an approach and timeline for a reasonable project startup period?

b. MANAGEMENT & STAFFING (30 POINTS)

- Does the proposed Chief of Party have relevant experience in managing similar projects?
- Do the other key personnel have relevant technical capacity and experience in managing similar projects? Are Tanzanians proposed for key leadership positions or if not, is there a plan for training/mentoring Tanzanians to build the skills and experience required for eventually assuming these levels of duties?
- To what extent does the overall staffing plan demonstrates both an appropriate allocation of technical skills and an organizational management structure which maximizes program efficiency and effectiveness?

c. MONITORING AND EVALUATION PLAN (10 POINTS)

- Does the application propose innovative approaches towards measuring the quality, effectiveness, and outcomes of the project? Does the response include a comprehensive set of indicators that reflect these elements?
- Does the Applicant propose feasible methods and measures (process, output and outcome) to evaluate program implementation feasibility, effectiveness, and sustainability?
- Are there technically feasible data sources and collection methodologies for each indicator?

d. CORPORATE INSTITUTIONAL CAPABILITY AND PAST PERFORMANCE (10 POINTS)

- Demonstrated organizational knowledge and institutional capacity to develop, manage, and implement similar HIV prevention initiatives in low-resource countries in Africa.
- Demonstrated ability to measure impact and outcomes of similar HIV prevention initiatives.
- Demonstrates ability to manage multiple complex activities involving collaborative effort, and maintain clear and effective lines of communication between and among implementing partners and sub-partners.

B. COST EVALUATION CRITERIA

1. Cost Effectiveness and Realism (50 pts): Proposal costs shall be analyzed for cost realism, reasonableness, completeness, and allowability. Are the costs realistic for this effort? Do the proposed costs demonstrate the Applicant's understanding of the requirements and are they consistent with technical application?

2. Adequacy of budget detail and financial feasibility (50 pts): Applications will be ranked in accordance with the selection criteria identified above. USAID reserves the right to determine the resulting level of funding for the cooperative agreement.

Technical versus Cost considerations: The cost effectiveness and the cost realism will be evaluated separately. The total cost proposed for the principal tasks will be evaluated for realism, completeness, and reasonableness. Applicants are reminded that USAID/Tanzania is not obliged to award a negotiated agreement on the basis of

lowest proposed cost or to the Applicant with the highest technical evaluation score. For this procurement, all evaluation factors other than cost — when combined — are significantly more important than cost.

SECTION C - PROGRAM DESCRIPTION**Acronym List.**

AOTR	Agreement Officer's Technical Representative
AIDS	Acquired Immune Deficiency Syndrome
ARV	Anti-Retroviral
CSW	Commercial Sex Worker
DHS	Demographic and Health Survey
FP	Family Planning
G&A	General and Administrative
GBV	Gender-Based Violence
GoT	Government of Tanzania
HIV	Human Immunodeficiency Virus
HSSP III	The Third Health Sector Strategic Plan
M&E	Monitoring and Evaluation
MoHSW	Ministry of Health and Social Welfare
MARPs	Most-at-Risk Populations
MC	Male Circumcision
MOU	Memorandum of Understanding
MTCT	Mother to Child Transmission
MKUKUTA	National Strategy for Growth and Reduction of Poverty
MSM	Men who have Sex with Men
NACP	National AIDS Control Program
NGO	Non-Governmental Organization
NICRA	Negotiated Indirect Cost-Recovery Agreement
NMSF	National Multi-Sectoral Strategic Framework
OVC	Orphans and Vulnerable Children
PEPFAR	U.S. President's Emergency Plan for AIDS Relief
PLWHA	People Living with HIV/AIDS
PMTCT	Prevention of Mother-to-Child Transmission
RH	Reproductive Health
RFA	Request for Application
STI	Sexually Transmitted Infection
TACAIDS	Tanzania Commission for AIDS
THMIS	Tanzania HIV/AIDS and Malaria Indicator Survey
USAID	United States Agency for International Development
USG	United States Government

The HIV Prevention with At-Risk Populations Project

A. PROGRAMMATIC BACKGROUND

Health Status

With an estimated population of 40 million, Tanzania continues to face serious health challenges. The leading causes of infant and child deaths in Tanzania are preventable illnesses such as malaria, pneumonia, diarrhea, malnutrition and HIV/AIDS. The U.S. Government partners with the Government of Tanzania (GOT) and with American, Tanzanian and international civil society organizations, private firms and faith-based organizations to invest in and improve Tanzania's health sector. Systems strengthening, gender and capacity development are cross-cutting and prioritized in all Mission health programs.

Tanzania's mainland faces a generalized HIV/AIDS epidemic. The infection rate is 5.7% among respondents tested in the 2007-2008 Tanzania HIV/AIDS and Malaria Indicator Survey (THMIS). An estimated 1.4 million people over the age of 14 live with HIV in 2007. HIV prevalence shows great variation: the epidemic in the mainland is generalized but in the Zanzibar archipelago is concentrated. Although Tanzania has experienced very positive recent declines in national HIV prevalence, many challenges still remain. It is estimated that over 200,000 Tanzanians are infected with HIV each year, and infected Tanzanians require more access to a range of high quality prevention, care, and treatment services.

Approximately 80% of HIV infections are through sexual contact. Vertical infections from mothers to newborns account for 18% of infections, with medical transmission accounting for 1.8%. HIV prevention initiatives are increasingly prioritizing their responses to the main drivers of the epidemic by clearly delineating behaviors, target audiences, cultural norms, and local contexts that shape the myriad of forms that sexual contact takes. These forms include multiple concurrent partnering and serial monogamy, with casual, commercial, transactional, cross-generational, and medium- to long- term non-marital partnering.

HIV prevalence rates range widely throughout Tanzania, with highest prevalence regions including Iringa (14.7%), Dar (8.9%), Mbeya (7.9%), Shinyanga (7.6%), Tabora (6.1%), Ruvuma (5.4%), Pwani and Mara (5.3%), and Mwanza (5%). Urban prevalence appears to be almost double that of rural areas. Prevalence is highest among adults, peaking in women 30-34 and men 35-39 years old. Multiple sexual partnering and higher risk sex is common throughout Tanzania, although not always protected by condom use. According to the THMIS, 3% of women and 18% of men reported having two or more sexual partners in the year before the survey. Women reported an average of 2.4 sexual partners and men 6.8 sexual partners over the course of their lifetimes. Of those who reported having sexual intercourse during the past year, 41% of men ages 15-49 reported having higher risk sex, or sex with a partner who is neither a spouse or lives with the person. Of these men, 53% reported using a condom during the last higher risk sex act. Forty-nine percent of both women and men ages 15-24 reported using a condom at last premarital sex.

HIV prevalence is highest among Tanzanians who report the greatest number of sexual partners in a lifetime. Among women and men who report one lifetime sexual partner, 3% and 1.4% are HIV-infected, respectively. For women, HIV prevalence increases as the number of lifetime partners increases: 7.3% with two partners; 12.2% with 3-4 partners; 14% with 5-9 partners; and 21.5% with 10 or more partners. For men, these figures are: 3.6% with two partners; 3.9% with 3-4 partners; 6.3% with 5-9 partners; and 11.4% with 10 or more partners. Related to this is the practice of payment for sex, which varies widely throughout the country. Nationwide, 8% of men report having received sex for payment, but this figure peaks at 16% in the Southern Zone, followed by Central (12%), Western (10%), and Lake (9%).

A WHO study in Dar es Salaam and Mbeya indicate that gender-based violence (GBV) is a significant issue for many women. In Dar and Mbeya, 41% and 56% of women who had ever had a partner, respectively, reported having experienced physical or sexual abuse by a partner. Of these, one-fourth of women in Mbeya had

experience severe physical violence, with that figure dropping to 17% for women in Dar. About 10% of respondents in the studies reported sexual abuse before the age of 15 years. A full 60% of women who experienced physical partner violence had never gone to request help from any person in authority.

GOT and USG Policy Frameworks and Key Partnerships

The HIV Prevention with At-Risk Populations project's overall strategic approach is rooted in a number of frameworks and policy documents developed by the Government of Tanzania (GOT) and the United States Government (USG), and will contribute to the goals expressed in each:

- **Tanzania's National Strategy for Growth and Reduction of Poverty (MKUKUTA), 2005-2010**, lays out operational targets for infant health and child survival; improved health of women and other vulnerable groups including through the reduction of maternal mortality and morbidity; increased number of births attended by trained personnel and reduced HIV prevalence among women of 15-24 years.
- **Health Sector Strategic Plan (HSSP III)** provides the policy and sector reform implementation framework for the National Health policy. This strategic plan includes the decentralization of health service financing, management and delivery to local government (district level councils) and emphasizes strengthening central ministry functions.
- The **National Multi-Sectoral Strategic Framework on HIV/AIDS (NMSF), 2008-2012**, provides guidance via four general goals: the creation of enabling environments; HIV prevention; care and treatment; and impact mitigation. The NMSF calls for increased linkages to family planning, reproductive health, and child health programs for youth, men, and women, both as gatekeepers and as clients.
- The **National Multisectoral HIV Prevention Strategy (2009-2012)**: the recently launched *National Multisectoral HIV Prevention Strategy* calls for redoubled efforts and increasingly prioritized responses to the national epidemic. This includes a particular focus on the main driver of the epidemic, sexual contact, the provision of well coordinated core packages of prevention services to specific target audiences, increased research and evaluation to guide the development, execution, and assessment of prevention activities, and expanded quality and coverage of behavior change communications. Using a "combination prevention" method, stakeholders should utilize evidence-informed strategies that work together towards shared prevention goals, mixing an appropriate combination of behavioral, biomedical, and structural approaches.
- The **Five Year PEPFAR Strategy, 2009 -2013**: In 2008, the President of the United States signed into law H.R. 5501, the Tom Lantos and Henry J. Hyde United States Global Leadership against HIV/AIDS, Tuberculosis, and Malaria Reauthorization Act of 2008. This legislation expands the USG's commitment to the President's Emergency Plan for AIDS Relief (PEPFAR) for five additional years, from 2009 through 2013. Over the next five years, the USG and host country governments will work to achieve these five overarching goals:
 - Transition from an emergency response to promotion of sustainable country programs;
 - Strengthen partner government capacity to lead the response to this epidemic and other health demands;
 - Expand prevention, care, and treatment in concentrated and generalized epidemics;
 - Integrate and coordinate HIV/AIDS programs with broader global health and development programs to maximize impact on health systems; and
 - Invest in innovation and operations research to evaluate impact, improve service delivery and maximize outcomes.

HIV prevention is a major PEPFAR priority during this five year time period. Emphasis is on mapping and documenting prevention needs, the scale of up of high-impact, evidence based combination prevention approaches, mutually reinforcing prevention interventions targeting populations in which new infections are concentrated, and linking prevention messaging to treatment and care to maximize impact in reaching HIV-infected people. Gender is another strategic priority. Applicants can access the Five Year PEPFAR Strategy on www.PEPFAR.gov.

- The **PEPFAR Partnership Framework**: Partnership Frameworks provide a 5-year joint strategic framework for cooperation between the U.S. Government, the partner government, and other partners to combat HIV/AIDS in the host country through service delivery, policy reform, and coordinated financial

commitments. In Tanzania, the Partnership Framework, signed by the GOT and USG, addresses the following overall goals:

- Service Maintenance and Scale-Up: *Reduce morbidity and mortality due to HIV & AIDS and improve the quality of life for PLHIV and those affected by HIV & AIDS;*
- Prevention: *Reduce new HIV infections in the United Republic of Tanzania;*
- Leadership, Management, Accountability, and Governance: *Provide well-coordinated, effective, transparent, accountable, and sustainable leadership and management for the HIV & AIDS response;*
- Sustainable and Secure Drug and Commodity Supply: *Strengthen procurement and supply management systems of HIV & AIDS-related commodities;*
- Human Resources: *Ensure human resources capacity necessary for the achievement of quality health and social welfare service at all levels; and*
- Evidence-based and Strategic Decision Making: *Improve use of relevant and comprehensive evidence provided in a timely manner in HIV-related planning and decision making.*

During the life of the project, the HIV Prevention with At-Risk Populations project is expected to pursue and enhance partnerships with key Government of Tanzania entities. These key partnerships include:

- **The Tanzania Commission for AIDS:** located in the Prime Minister’s Office, TACAIDS is responsible for the coordination of HIV/AIDS activities across all Ministries and sectors. Its responsibilities include the formulation of policy and guidelines, the fostering of national and international linkages among all stakeholders, and knowledge management. TACAIDS recently launched the *National Multisectoral HIV Prevention Strategy*. The HIV Prevention with At-Risk Populations project should work closely with TACAIDS.
- **The Ministry of Health and Social Welfare:** The MoHSW is responsible for the provision of basic health services that are of good quality, equitable, accessible, affordable, sustainable, and gender sensitive, meeting the needs of healthy communities. Responsibilities include the formulation of health related policies, and the provision and oversight of hospital and preventive services as well as food and drug quality.
- **The National AIDS Control Program (NACP)** is under the Directorate of Preventive Services of the MoHSW. It provides support to HIV/AIDS facility-based prevention, care, and treatment service delivery, surveillance and research, commodities distribution, and health education and behavior change communications. The HIV Prevention with At-Risk Populations project’s communications initiatives should coordinate with the MoHSW and NACP.

USAID Program Overview and HIV/AIDS and Health Resources in Tanzania

USAID/Tanzania’s Assistance Objectives for HIV/AIDS Programs

The HIV Prevention with At-Risk Populations project will support the achievement of USAID/Tanzania’s Strategic Objective:

SO 10: “Reduced transmission and impact of HIV/AIDS on Tanzania”

- Sub-element 1 Improved HIV/AIDS preventive behaviors and social norms
- Sub-element 2: Increased use of HIV/AIDS prevention to care services and products
- Sub-element 3: Improved enabling environment for HIV/AIDS responses from community to national levels
- Sub-element 4: Enhanced multi-sectoral responses to HIV/AIDS

Under PEPFAR, USAID, the Centers for Disease Control and Prevention (CDC), State Department, Peace Corps and Department of Defense are united under a common 5-year strategy, and common annual country operational plans, to expand and strengthen the scope of HIV/AIDS support to Tanzania. Both the strategy and the annual country operational plans are developed in collaboration with GOT ministries, with non-governmental organizations (NGO) and faith-based organizations (FBO), and with other implementing partners. The country USG team is led by the US Ambassador to Tanzania. The USG Prevention and Counseling and Testing Strategic Results Unit coordinates all USG-supported prevention efforts.

Selected USAID HIV Prevention Programs in Tanzania

The USG implementing partners, working together with other stakeholders in Tanzania, are making strong strides forward in HIV prevention. Currently, USAID funds a number of partners to implement a wide range of activities addressing HIV prevention, care, and treatment. For HIV prevention, these prevention efforts target both members of the general population as well as higher risk groups and Most At-Risk Populations (MARPs). The programs are wide-spread and utilize a number of approaches to reach their target audiences. USAID sexual prevention partners meet on a regular basis to coordinate activities and collaborate on initiatives related to, among others, reduction of multiple partners, cross-generational sex, and alcohol use.

One such program is the ROADS II Project, implemented by Family Health International (FHI). The ROADS II Project is a regional platform to address the prevention of sexual transmission and HIV counseling and testing along the transport corridors of East and Central Africa. The program targets truckers, Commercial Sex Workers (CSWs), and sexually active youth, and links these groups to prevention, care, and support services. FHI also implements the Ujana Project, which addresses prevention of sexual transmission among youth and the people who influence them, including out of school youth, and those engaged in alcohol or drug use. Ujana addresses issues of cross-generational sex, multiple partners and alcohol use in its behavior change communications programs.

The Johns Hopkins University (JHU) STRADCOM project implements a communications platform in Tanzania through which a number of treatment, care, counseling and testing, and prevention of sexual transmission themes are explored. Some of STRADCOM's campaigns include the popular *Fataki* campaign, which focuses on cross-generational sex. STRADCOM also recently produced a Community Resource Kit with FHI Ujana and other partners. JHU also implements the Tanzania Capacity and Communications Project, which focuses on increasing the adoption of safer behaviors by Tanzanian adults and high risk populations (adults and youth) to prevent or manage HIV infection and other health issues. This new program will execute evidence-based, coordinated behavior change communications initiatives at scale, and reinforce systems for coordinating and delivering behavior change communications.

EngenderHealth implements the Champion Project in support of prevention of sexual transmission. Champion promotes a national dialogue about gender roles to increase gender equitable beliefs and behaviors. The project has adapted the "Men as Partners" program and mobilized community action teams to implement men-led programs to promote healthy behaviors.

The new Tanzania Social Marketing Project (TSMP), implemented by Population Services International, will collaborate with the T-MARC Company to implement social marketing programs within a total market approach, or the positioning and delivery of products to target populations segmented by socio-economic status and health behaviors. These include *Dume* male condoms and *Lady Pepeta* female condoms. The program complements product social marketing programs with other activities such as the *Jipende* program that engages sex workers in HIV prevention via peer education.

B. OBJECTIVES AND ESSENTIAL DESIGN ELEMENTS

The overall goal of the USG's support to Tanzania is to reduce HIV incidence by preventing HIV transmission between at-risk populations, MARPs and their sexual partners. To support this goal, the HIV Prevention with At-Risk Populations project has the following two program objectives:

1. Strengthen the protective behaviors of at-risk populations, MARPs and their sexual partners to prevent HIV transmission
2. Strengthen the environment at national and lower levels to enable at-risk populations' and MARPs' access to high quality medical and non-medical support and services

These results will be achieved together with USG/Tanzania's main partners, including the Government of the Republic of Tanzania (GOT), other donors, implementing agencies/partners, and multisectoral institutions. The

winning Applicant is expected to develop a project name for the HIV Prevention with At-Risk Populations project that captures the essential elements of these goals and objectives. The funding level for year one is expected to be \$2,411,000 but will increase in subsequent years. Strategies and approaches proposed by Applicants must be guided by the following principles:

Evidence-based: HIV prevention initiatives should be aligned to the drivers, context, and evolution of the HIV/AIDS epidemic. A particular focus should be on the dynamics and idiosyncrasies of local epidemics. The project is expected to contribute substantially to the evidence base in Tanzania in regards to at-risk populations and MARPs, and the HIV Prevention with At-Risk Populations project should work closely with the GOT, donors, communities, and other implementing partners to gather and apply data and recommendations to its programming as required. This includes formative research, mapping, assessments, and recommendations in best practices and lessons learned.

Civil Society Potential: Long term sustainability in HIV/AIDS and health initiatives requires genuine engagement of communities to understand, participate in, and own initiatives that respond to their needs, perceptions, and world view. Sustained protective behaviors and supporting social norms require an approach that addresses the entire spectrum of influence and support around individual Tanzanians, including families, their communities, and leaders. This program is a notable opportunity for expanding high quality HIV prevention services to at-risk populations and MARPs in Tanzania, as well as strengthening the capacity of civil society-led organizations to take leadership in this area. The HIV Prevention with At-Risk Populations project should engage the civil society - and through it, communities - throughout Tanzania in genuine and measurable partnerships.

Gender: Gender inequalities and harmful norms that put both males and females at risk, and gender-based violence are major driving forces behind the HIV/AIDS epidemic. Tanzania is no exception: a widely patriarchal society and harmful gender norms exacerbate risky behaviors and undermine empowering, healthy environments. The HIV Prevention with At-Risk Populations project must fully subscribe to USAID's gender policy, which requires that all policies, programs, implementation, monitoring plans, and budgets analyze and address the element of gender in pursuit of sustainable economic growth, job creation, household security, and poverty reduction. Applicants should also describe how internal management structures, systems, and personnel processes will ensure that sufficient attention is paid to gender issues. Special emphasis should be given to addressing underlying gender issues that might affect participation and access by men, boys, women and girls to the different services of the program.

Sustainability: Sustainability of HIV prevention, care and treatment services is a PEPFAR priority. There is a need to insure that both the GOT and local civil society have the capacity to make decisions necessary to sustain effective HIV prevention programs. The HIV Prevention with At-Risk Populations project is encouraged to work closely with civil society organizations (CSOs) to help strengthen their technical and organizational capacity to plan, implement, and evaluate MARPs and at-risk population focused activities. USAID/Tanzania strongly encourages Applicants to incorporate significant participation of local organizations in their plan to achieve results, especially organizations that represent populations targeted by this program.

C. TECHNICAL APPROACH

The HIV Prevention with At-Risk Populations project will work closely with the GOT, Tanzanian entities, and the civil society to design, execute, and coordinate highly innovative, state-of-the-art, and results-driven HIV prevention initiatives that target MARPs and at-risk populations.

The project's main focus will be on the transactional sex – commercial sex continuum. There is often no clear definition between the many manifestations of multiple, often concurrent partnering, and the line between commercial and transactional sex is often blurred. The exchange of sex for gifts, favors, or money is widespread and often culturally acceptable throughout Tanzania, with considerable differences in intent and motivation by both male and female partners.

Women who engage in transactional sex are defined as women who exchange gifts, money or favors for sex. Some qualitative formative research in Tanzania with women who engage in transactional sex illustrates the complexity of this practice. For example, young unmarried women might have transactional sexual partners for personal gain, such as for grooming items, good grades, clothes, cosmetics, or telephone airtime, but others might be pressured by family members into a sexual relationship for either small amounts of money or food. Young women who are either married or in other types of regular partnerships might have transactional sexual partners concurrent to their regular partner as a mean to supplement income, to get a career promotion, or to acquire lifestyle items. Women who are separated, divorced, or widowed tend to use these transactional relationships to assist with key household expenses, such as rent or school fees.

One qualitative study conducted in Tanzania² investigating beliefs about transactional sex found that transactional sex was widely accepted by young people and their parents. Many young women considered themselves to be lucky to be females since their sexuality could be used for both pleasure and material gain, and thought their male partners as stupid for giving money for an immaterial gain. Male parents perceived the demand for and negotiation of money for sex as a form of female power, and female parents generally supported their daughters in the practice. Another qualitative study conducted in Tanzania³ highlighted the range of motivations for engaging in transactional sex, including accumulating business capital, purchasing beauty products, or escaping poverty. These relationships are not necessarily perceived as immoral and strong peer pressure motivates women to have transactional relationships.

In general, these transactional sexual networks are complex and regular male partners may or may not know of their female partners' concurrent sexual relationships. The number of current sex partners varies: in another qualitative research study in Tanzania⁴, cohabiting women reported an average of five current sex partners; married women an average of four; single, divorced, or separated women an average of three; and widows with two. Condom use is more difficult to negotiate within long-term relationships. Although these women report alcohol use, only 2% reported using illicit drugs such as marijuana or heroin.

There is not a great deal of research done in Tanzania on the male sexual partners within transactional relationships. However, research conducted throughout East Africa suggest that men's motivations might be as varied and complex as those of their female partners. For example, older men might prefer to have a sexual relationship with a younger woman because he perceives her to be compliant and relatively inexpensive^{5,6}. Young men considered transaction relationships as an easy way to provide their masculinity while satisfying their sexual desires⁷. Transactional sexual relationships with women that result in one or more children can often be justified within the cultural context and acceptability of polygamy⁸.

On the other end of the continuum is commercial sex work, which is defined as the exchange of sex for money for the purpose of generating income. Some CSW are "hidden" in the sense that is a seasonal or part-time occupation. Nonetheless, many CSWs self-define themselves as sex workers, and often their regular sexual partners are aware of and support their work. In one qualitative study, female CSWs reported having an average of 40 sex partners in the past twelve months. Although many reported using condoms with their clients, condom use could be negotiable with a higher price for the sex act. Most women reported drinking alcohol, often

² Wamoyi, J et al, "Women's Bodies are Shops": Beliefs about Transactional Sex and Implications for Understanding Gender Power and HIV Prevention in Tanzania, *Arch Sex Behav*, 2010 Jul 2010: <http://www.ncbi.nlm.nih.gov/pubmed/20652390>

³ Wamoyi, J et al, Transactional Sex Amongst Young People in Rural Northern Tanzania: an Ethnography of Young Women's Motivations and Negotiation, *Reproductive Health* 2010, 7-2: <http://www.reproductive-health-journal.com/content/7/1/2>

⁴ Research International for the T-MARC Company, AED/TMARC Project, *Women engaged in Sex Work and Transactional Sex in Tanzania: A Formative Assessment of Context and Culture*, March 2009

⁵ Hope, R. *Addressing Cross-Generational Sex: A Desk Review of Research and Programs*, Population Reference Bureau, 2007: http://www.igwg.org/igwg_media/AddressingCGSex.pdf

⁶ N. Luke and K. Kurz, Cross-generational and Transactional Sexual Relations in sub-Saharan Africa: Prevalence of Behaviour and Implications for Negotiating Safer Sexual Practices (Washington, DC: ICRW/PSI, 2002): http://www.unaidsrstes.org/userfiles/file/Gender/cross_generational_transactional_Sex_subsaharan_africa.pdf

⁷ Wamoyi, J et al, "Women's Bodies are Shops": Beliefs about Transactional Sex and Implications for Understanding Gender Power and HIV Prevention in Tanzania, *Arch Sex Behav*, 2010 Jul 2010: <http://www.ncbi.nlm.nih.gov/pubmed/20652390>

⁸ Jana, M et. al, Multiple and Concurrent Sexual Partnerships in Southern Africa: A Ten Country Research Report, The Soul City Institute Regional Program, 2008: <http://www.comminit.com/en/node/278918/347>

purchased by their sex partners, and a considerable number reported using illicit drugs such as marijuana or heroin. Sex workers reported being subjected to abuse by their sex partners or by the police who would arrest them but let them go after having sex. It is important to note that several women who ended up engaging in commercial sex work first tried transactional sexual relationships, but in many cases the income generated was not sufficient for their household needs.

There are other at-risk populations that are not well understood in Tanzania and may form part of the transactional sex – commercial sex continuum or are at higher risk of HIV infection due to a number of risky behavioral practices. These include men who have sex with men (MSM). There is very little data on MSM in the country, especially for men who reside in Mainland Tanzania. A study conducted in Zanzibar with MSM indicates that HIV prevalence among the men sample was 12.3%, which is significantly higher than the national HIV rate. HIV infection among MSM was associated with injecting drug use, hepatitis C virus infection, and having been paid for sex⁹. Other at-risk populations that require more study and understanding are injecting drug users (IDUs) and non-injecting drug users (NIDU). There is very little data in Tanzania on the latter population, and may entail cannabis consumption and the non-injected application of narcotics such as heroin or other substances such as diazepam, often modified in country. A growing number of studies are investigating IDUs and a recent study among IDU's in Dar es Salaam indicates a prevalence rate of 42% within the population sampled and widespread multiple sexual partnering¹⁰.

HIV prevention programs targeting these at-risk populations must thoroughly understand and respond to the range of behaviors and dynamics that place individuals at risk of acquiring or transmitting HIV. This includes multiple and concurrent sexual partnerships, heterosexual intercourse, and practices around condom use, condom discontinuation, HIV testing, and status disclosure. Other behaviors include anal sex, which is taboo, and may not be disclosed or addressed in HIV prevention initiatives. Anal sex is practiced among MSM, but might also be practiced between male and female transactional and commercial sex partners. Alcohol and drug use is a behavioral disinhibition factor and is associated with multiple sexual partnering. Alcohol use is also associated for poor HIV treatment adherence and an overall decline in health among HIV-infected individuals. There is a need for more research in Tanzania investigating HIV prevention and alcohol abuse and a study conducted in urban northern Tanzania suggests that alcohol abuse is associated with risky sexual behaviors, including multiple sexual partners, and STI infections in women¹¹.

In developing interventions, the Applicant should focus on the following populations, and the application should present clear strategies, tactics, and results for each:

- *Female and male commercial sex workers*, to be segmented on the basis of existing and Applicant- proposed research, which might include type of partner, type of venue, frequency of sex work (such as regularly, occasionally, or migratory sex work), specific behaviors that increase the risk of HIV infection (such as alcohol or drug abuse, ability to negotiate condom use, or high risk sexual acts such as anal sex), and the like.
- *Clients of sex workers* including relevant occupational and risk groups that purchase sex for money from commercial sex workers.
- *Women engaged in transactional sex*, to be segmented on the basis of existing and Applicant-proposed research, which might include age, cohabitation status, socio-economic status, type of partner, intent for engaging in transactional relationships, and the like.
- *Short term partners of women engaged in transactional sex*, which are male sexual partners who engage in a transactional sexual relationship on a non-regular basis, to be segmented based on factors that might include type of female partner, motivation and intent for engaging in transactional relationships, and the like.

⁹ Dahoma M et al, *HIV and Related Risk Behavior among Men who Have Sex with Men in Zanzibar, Tanzania: Results of a Behavioral Surveillance Survey*, AIDS Behav, published online: 08 December 2009

¹⁰ Williams M et al, *HIV Seroprevalence in a sample of Tanzania Intravenous Drug Users*, AIDS Education and Prevention, 21(5), 474-483, 2009

¹¹ Ghebremichael M et al, *Alcohol Abuse, Sexual Risk Behaviors, and Sexually Transmitted Infections in Women in Moshi Urban District, Northern Tanzania*, Sexually Transmitted Diseases, Dec. 2008, Vol. 25, No 12

- *Regular partners of female commercial sex workers and women who engage in transactional sex*, which include marital or long-term non-marital sexual partners, and with whom emotional attachments and safer sexual practices might be considerably different than with casual partners.

Based on the research gathered during the project's first year, future efforts under this project might target additional cadres of MARPs and at-risk populations. This might include, but are not limited to:

- *MSM*, including all relevant sub-categories of MSM such as gay-identified MSM, non-gay identified MSM, 'hidden' MSM populations, and transgender populations.
- *Substance abusers*, which are populations within Tanzania that require research to understand the nature, practices, and dynamics, as well as the distribution of populations who engage in substance abuse. Substance abuse includes alcohol, injecting drug use, and non-injecting drug use which may involve narcotics or cannabis.
- *Vulnerable children of MARPs*, especially those entering sexual maturity, since they are at risk of practicing high risk behaviors or live in environments that put them at risk of or vulnerable to HIV infection.

The HIV Prevention with At-Risk Populations project is expected to coordinate closely with other USG-funded HIV/AIDS projects from project onset. Coordination with a full range of other partners working in HIV prevention can provide value-adding linkages to this project with bridge populations, and with complementary community engagement, male norms, and gender-based violence activities. In particular, the project is expected to liaise with the HIV prevention initiatives addressing behavior change communications and coordination, programs targeting the general population and the transportation corridor, and social marketing programs to leverage resources, strengthen product accessibility, share best practices, and establish referrals. Applicants should describe in detail the nature of the proposed project's interaction with other partners.

Program implementation under this agreement will not be national in scope nor will it cover the totality of the relevant most at-risk populations. Rather, the Applicant should focus their efforts on selected high-risk areas, specifically communities with high densities of at-risk populations, MARPs, and high prevalence rates. The Applicant should propose target geographic areas, specific research questions, and address how to develop comprehensive programming for MARPs and at-risk populations in these locations. These programs will serve as model program sites for future government and donor efforts to prevent HIV among MARPs and at-risk populations. The successful Applicant will work closely with USAID/Tanzania to finalize the selection of the initial areas of geographic focus for specific types of HIV prevention activities.

The Applicant should propose strategies under a combination prevention framework - an appropriate mix of behavior, biomedical, and structural interventions as per the needs, culture, and context of each target audience. Combination prevention initiatives address epidemic drivers, and are operationalized through the provision of core packages of services tailored to individual target audiences, bolstered by functioning community and/or facility referral systems. A cornerstone of implementation should involve the meaningful and measurable engagement of civil society, community, and traditional stakeholders and networks. The project might consider the use of performance-based small grants to local organizations for dedicated advocacy, community mobilization, and/or interpersonal communications activities.

Program Objective #1: Strengthen the protective behaviors of at-risk populations, MARPs and their sexual partners to prevent HIV transmission

HIV prevention initiatives targeted to at-risk populations and MARPs should be highly focused, evidence-based, linked to behavioral outcomes, and be tailored to the various Tanzanian context and cultures. Interventions should incorporate cross-cutting themes, including gender and gender-based violence, alcohol abuse and risk-taking, and stigma and discrimination. This will require interventions to be well-grounded in a thorough understanding of each population's beliefs, perceptions, and practices. The winning Applicant will work closely with USAID/Tanzania to determine the need for and range of qualitative and quantitative research and mapping to complement existing data. This includes high transmission area mapping, risk group size estimates, and gap analyses of service coverage.

Key principles for programming should include (but are not limited to): ensuring adequate quality, coverage, intensity and scale of programs; involving members of target group and community; developing local capacity; using data to identify populations and target interventions; including program monitoring and evaluation; and supporting an enabling environment that ensures appropriate protections for the rights of vulnerable populations.

There is substantial evidence for the effectiveness of a core set of interventions for MARPs and at-risk populations which address the needs of various subgroups, and are evidence-based.¹² Often delivered using outreach-based models, an ideal core package of HIV prevention services for MARPs and at-risk populations might include: peer education and outreach; targeted condom and lubricant promotion and distribution; STI screening and treatment services; HIV counseling and testing; and risk reduction counseling including substance abuse. Interventions should incorporate active linkages for at-risk populations and MARPs, to ‘MARP-friendly’ healthcare services including referrals for post-exposure prophylaxis, male circumcision, substance abuse treatment, family planning/reproductive health including PMTCT, and HIV care and antiretroviral services. Access to legal protection with supportive policies and advocacy is an essential cornerstone of HIV prevention initiatives for MARPs and at-risk populations. Each package of services should be further adjusted to address the needs of HIV-infected individuals within a given target population.

The Applicant should demonstrate how the provision of technical assistance for the implementation of a comprehensive package of services for each of the target audiences will strengthen the protective behaviors of at-risk populations, MARPs, their partners, and their children as appropriate. USAID/Tanzania relies on the Applicant to propose the most programmatically- and cost- effective approach, but activities might include: communications and service provision in at-risk settings; increasing service accessibility through outreach or expanded service hours; the use of anonymous support groups/hotlines/computer and/or mobile phone listservs; peer education; and product distribution. Proposed activities should be based on evidence-informed, state-of-the-art approaches.

It is important to stress that the aforementioned core package of services is ideal and is to which HIV prevention programs should aspire. Not all services or interventions can be available immediately. Therefore, based upon available evidence and prioritization of activities, the Applicant should propose a comprehensive, core set of interventions adapted to the needs of each target audience and to the availability of resources in the communities.

Provision of “MARPs-friendly” services is crucial to ensure service uptake and use. The Applicant shall establish dialogue with selected providers, such as health care practitioners and pharmacists, to de-stigmatize interactions and sensitize them to MARP health needs. Since no single organization can provide comprehensive packages of HIV prevention, the Applicant must propose a conscious and measurable effort to interlink messages and referrals to resources and services as a comprehensive core package, including to socially-marketed products, as appropriate. The Applicant should work with other donors to complement existing efforts either geographically or programmatically. In addition, the Applicant will also describe how the project will be implemented in collaboration with local organizations, including civil society-led organizations.

All MARP- and at-risk population- focused initiatives should incorporate gender and gender-based violence, alcohol abuse and risk-taking, and stigma and discrimination into the programming. Applicants are encouraged to pilot and evaluate community-based GBV programs in key geographic areas, utilizing best practices that exist within East Africa. The Applicant should consider the possibilities of linking MARPs to micro-finance and other livelihood strategies. In addition, Applicants are encouraged to consider piloting of comprehensive substance abuse programs, with a focus on alcohol abuse and HIV prevention, targeted to at-risk populations and MARPs. There are some substance abuse initiatives in Tanzania, as well as a number of emerging promising practices from other countries in the region such as Kenya, and the Applicant is expected to work closely with these efforts.

¹² See for example, UNAIDS Guidance Note on HIV/AIDS and Sex Work, http://data.unaids.org/pub/BaseDocument/2009/jc1696_guidance_note_hiv_and_sexwork_en.pdf

Program Objective #2: Strengthen the environment at national and lower levels to enable at-risk populations' and MARPs' access to high quality medical and non-medical support and services

In Tanzania, social inequities exist in attitudes toward and treatment of most at risk populations which make it difficult to reach these populations with services. It is illegal to buy or sell sex in Tanzania, making it difficult to reach CSWs or their clients with prevention and treatment services for HIV and other STIs. The legislative environment for the optimum development and expansion of services targeting specific groups is not as conducive as it could be, and service guidelines and protocol are not “MARPs-friendly” in general.

In order to effectively implement and maintain protective behaviors and comprehensive packages of HIV prevention services for CSWs, their clients and regular partners, and other MARPs, it is necessary to create a political and social environment where such services can take place. Mobilization and ongoing involvement of key stakeholders at the local level, including government, civil society, uniformed services, private sector, and members of the targeted risk population is critical for effective service delivery to the target populations. Engagement of MARPs through a wide range of community-level activities is also crucial to strengthen social cohesion and reduce social isolation.

The Applicant should explain how the program will contribute to building capacity for advocacy and policy change through partnering with civil society and human rights-based organizations and networks to assist them in advocating for policies that improve access to HIV/AIDS services and reduce barriers to both policy adoption and implementation for HIV/AIDS services. The program should ensure that a range of stakeholders at the local, national and regional can assume leadership of meaningful and sustainable advocacy efforts so that policies reflect and address their needs in a sustainable way. The Applicant should ensure that community-level activities with MARPs address stigma and discrimination and social marginalization issues. Other activities might include data-driven advocacy with law enforcement, health authorities and the political and religious communities to garner explicit cooperation in HIV/AIDS prevention programming for CSW and other MARPs. The project should work closely with other HIV prevention projects targeting the general population to create synergies in community and traditional leaders' engagement and advocacy. The project should assess the feasibility of adapting best practices; for example, projects in other countries that have engaged brothel owners in HIV prevention have achieved strong results.

Results

The new Five Year PEPFAR Strategy places great emphasis on building the evidence base through program evaluation. PEPFAR-supported programs must contribute to the advancement of global HIV research, and programs must expand the tracking of quality, outcomes, cost-effectiveness, innovation and impact in both the short- and long- terms. Another priority is improving program delivery by providing clear answers about efficiency, effectiveness, and impact.

One of the HIV Prevention with At-Risk Populations project's cornerstones is measurable results. The Applicant is expected to measure the results of each objective's activities in a manner that goes beyond the input or output levels. The project should establish strong monitoring and evaluation and data collection and analysis components to ensure that program interventions are effective and replicable. Applicants should: propose specific, detailed plans to monitor project performance; clearly state how proposed activities and indicators relate to the project objectives and results and how data will be collected, reported and used; develop a set of indicators for each objective; and propose strategies to undertake an outcome evaluation.

USAID HIV/AIDS funds are subject to PEPFAR requirements; therefore, the Recipient must, at a minimum, report on all relevant PEPFAR Indicators, which includes the following: “Number of the intended target population reached with individual and/or small group level interventions that are based on evidence and/or meet the minimum standards required.” In addition to PEPFAR Indicators, Applicants are highly encouraged to

present illustrative five year targets and benchmarks that correspond to the technical approach. Potential indicators might include:

- Percentage of most-at-risk populations who both correctly identify ways of preventing the sexual transmission of HIV and who reject major misconceptions about HIV transmission
- Percentage of female and workers reporting the use of a condom with their most recent client
- Percent of men aged 15-49 reporting sex with a sex worker in the last 12 months who used a condom during last paid intercourse .

D. SUBSTANTIAL INVOLVEMENT

- *Approval of Specified Key Personnel*

The Agreement Officer will approve the designation of key positions and key personnel. Key personnel are:

1. Chief of Party
2. Technical Advisor, HIV Prevention
3. Technical Advisor, Policy and Advocacy

- *Approval of the Recipient's Implementation Plans*

- Approval of Recipient's Annual Work Plans

The Recipient will submit an annual work plan that describes detailed activities that achieve each program objective. This includes an in-depth description for capacity building, decentralized coordination, campaign development and execution, quality assurance, and measurement. The Recipient will clear communication materials with the AOTR prior to reproduction and distribution.

The work plan for Year 1 of the activity will be developed in country and in cooperation with the USAID/Tanzania mission. The actual period covered by Year 1 should be adjusted as necessary so it and subsequent annual work plans coincide with the United States Government (USG) fiscal year (the USG fiscal year is October 01 to September 30). A first draft of the Year 1 work plan will be due within 60 days of the award of the Cooperative Agreement. This work plan shall be reviewed and USAID written comments forwarded to the Recipient within one month of submission, and then finalized by the Recipient not later than two (2) weeks beyond Recipient's receipt of USAID written comments.

The HIV Prevention with At-Risk Populations project's annual work plans should be inherently flexible in their design. This may include scaling up or down program elements as necessary and developing new activities if required. This flexibility will be facilitated, in part, by close and regular communication with USAID/Tanzania and mutual review of work plans and targets to modify these as necessary. The recipient will work with the AOTR on any negotiated modifications or significant changes in the annual work plan.

- *Agency and Recipient Collaboration or Joint Participation*

- Approval of Monitoring and Evaluation Plan

The AOTR shall approve the Recipient's Monitoring and Evaluation Plan. Within 90 days of signing the Cooperative Agreement, the Recipient shall submit to USAID/Tanzania a written overview life-of-activity Monitoring and Evaluation Plan. This plan will include a final performance monitoring plan, complete with baselines, targets, and indicators pertinent to activity-level management and monitoring, which clearly supports achievement of USAID/ Tanzania's S O10.

- Approval of proposed sub-recipients and provisions of their sub-agreements

E. USAID REPORTING REQUIREMENTS

- *Quarterly and Annual Status Reports*

On a quarterly USG fiscal year basis following submission of the first work plan, and within four weeks following the close of each quarter, the recipient shall prepare and submit to USAID/Tanzania quarterly written status reports that shall:

- Identify and relate the benchmarks and achievements of the ending quarter to the approved work plan and monitoring and evaluation plan
- Confirm planned and targeted benchmarks and achievements for the subsequent quarter
- Identify key obstacles or issues encountered, how they were or will be resolved, and if/as required, recommended Mission-level intervention to facilitate their timely resolution
- Present a current financial status report on activity implementation, including actual and accrued expenditures for the concluding quarter and planned expenditures for the subsequent quarter
- Include a brief summary of achievements during the concluding quarter towards planned targets
- Present success stories that the Mission might use in reports to either the GOT or USAID/Washington

Rather than submitting a fourth quarterly status report, the recipient will submit an annual report for the concluding year, which shall be submitted within four weeks following the close of the fiscal year (September 30th; therefore, for Year 1, the third quarterly report will be the annual report). In addition to meeting the above requirements, the annual report shall include a discussion, supported with quantitative and qualitative evidence (which evidence shall remain auditable under the terms of the agreement and USAID program implementation procedures) of impacts achieved to date. This shall include clear identification of which impacts achieved were within the manageable interests of the recipient and which were likely catalyzed by recipient-supported initiatives, leading to substantial, sustained achievement of results. This discussion will be instrumental in helping the Mission to complete annual reports to USAID/Washington on overall program impact. Lastly, the annual report will be used to report on environmental monitoring and mitigation issues that had arisen during the concluding year, and how those issues were or will be addressed.

- *Quarterly Financial Reports*

The recipient will prepare and submit a quarterly financial report within 30 days after the end of the first fiscal year quarter to the USAID/Tanzania AOTR, and quarterly thereafter. The report should contain, at a minimum:

- Total funds awarded to date by USAID/Tanzania into the cooperative agreement
- Total funds previously reported as expended by recipient main line items
- Total funds expended in the current quarter by the recipient by main line items
- Total unliquidated obligations by main line items
- Unobligated balance of USAID/Tanzania funds

Lastly, the recipient must keep separate accounting for PEPFAR funds, and must disaggregate expenditures by sub-types of PEPFAR funds (e.g. HVAB and HVOP).

- *PEPFAR Annual and Semi-Annual Reports*

Twice yearly, the recipient will be required to prepare and submit reports reflecting more detailed data on PEPFAR achievements and targets.

- *Ad Hoc Reporting*

The Recipient may be requested, from time to time, to report separately on specific issues or in greater detail on particular areas in regular reports.

- *End of Activity Report*

At the end of the activity the recipient shall submit to USAID/Tanzania an end-of-activity report that fully summarizes the major achievements, issues, and outputs generated by this activity and also containing a discussion of remaining opportunities for continued Mission engagement in improving health social marketing in Tanzania.

SECTION D

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

CERTIFICATIONS, ASSURANCES, AND OTHER STATEMENTS OF RECIPIENT [1][2]

Please, fill-in the provided certifications which have been uploaded separately. Part VI of the Certification is no longer applicable as provided in AAPD 05-04 Amendment 3.

Survey on Ensuring Equal Opportunity for Applicants

Purpose: The Federal government is committed to ensuring that all qualified applicants, small or large, non-religious or faith-based, have an equal opportunity to compete for Federal funding. In order for us to better understand the population of applicants for Federal funds, we are asking nonprofit private organizations (not including private universities) to fill out this survey.

Upon receipt, the survey will be separated from the application. Information on the survey will not be considered in any way in making funding decisions and will not be included in the Federal grants database. While your help in this data collection process is greatly appreciated, completion of this survey is voluntary.

Instructions for Submitting the Survey: If you are applying using a hard copy application, please place the completed survey in an envelope labeled "Applicant Survey." Seal the envelope and include it along with your application package. If you are applying electronically, please submit this survey along with your application.

Applicant's (Organization) Name: _____

Applicant's DUNS Number: _____

Grant Name: _____ **CFDA Number:** _____

1. Does the applicant have 501(c)(3) status?

- Yes No

2. How many full-time equivalent employees does the applicant have? (Check only one box).

- 3 or Fewer 15-50
 4-5 51-100
 6-12 over 100

3. What is the size of the applicant's annual budget? (Check only one box.)

- Less than \$150,000
 \$150,000 - \$299,999
 \$300,000 - \$499,999
 \$500,000 - \$999,999
 \$1,000,000 - \$4,999,999
 \$5,000,000 or more

4. Is the applicant a faith-based/religious organization?

- Yes No

5. Is the applicant a non-religious community based organization?

- Yes No

6. Is the applicant an intermediary that will manage the grant on behalf of other organizations?

- Yes No

7. Has the applicant ever received a government grant or contract (Federal, State, or local)?

- Yes No

8. Is the applicant a local affiliate of a national organization?

- Yes No

Survey Instructions on Ensuring Equal Opportunity for Applicants

Provide the applicant's (organization) name and DUNS number and the grant name and CFDA number.

1. 501(c)(3) status is a legal designation provided on application to the Internal Revenue Service by eligible organizations. Some grant programs may require nonprofit applicants to have 501(c)(3) status. Other grant programs do not.
2. For example, two part-time employees who each work half-time equal one full-time equivalent employee. If the applicant is a local affiliate of a national organization, the responses to survey questions 2 and 3 should reflect the staff and budget size of the local affiliate.
3. Annual budget means the amount of money our organization spends each year on all of its activities.
4. Self-identify.
5. An organization is considered a community-based organization if its headquarters/service location shares the same zip code as the clients you serve.
6. An "intermediary" is an organization that enables a group of small organizations to receive and manage government funds by administering the grant on their behalf.
7. Self-explanatory.
8. Self-explanatory.

Paperwork Burden Statement

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. The valid OMB control number for this information collection is 1890-0014. The time required to complete this information collection is estimated to average five (5) minutes per response, including the time to review instructions, search existing data resources, gather the data needed, and complete and review the information collection. **If you have any comments concerning the accuracy of the time estimate(s) or suggestions for improving this form, please write to:** U.S. Department of Education, Washington, D.C. 20202-4651.

If you have comments or concerns regarding the status of your individual submission of this form, write directly to: Joyce I. Mays, Application Control Center, U.S. Department of Education, 7th and D Streets, SW, ROB-3, Room 3671, Washington, D.C. 20202-4725.