USAID | RWANDA
FROM THE AMERICAN PEOPLE

Issue Date:	**January 11, 2023**
Deadline for Question:	**January 25, 2023**
Closing Date:	**February 27, 2023**
Closing Time:	**5:00 PM Central Africa Time (CAT)**
Subject:	**Request for Applications (RFA) Number: 720-696-23-RFA-00002**
Activity Title:	**Teaching and Learning Materials (TLM) Market Systems Development Activity**
Federal Assistance Listing Number:	**98.001**

Dear Prospective Applicants:

The United States Agency for International Development (USAID) is seeking applications for a cooperative agreement from qualified entities to implement the Teaching and Learning Materials (TLM) Market Systems Development activity. Eligibility for this award is not restricted.

USAID intends to make an award to the applicant who best meets the objectives of this funding opportunity based on the Merit Review Criteria described in this Notice of Funding Opportunity (NOFO) subject to a risk assessment. Eligible parties interested in submitting an application are encouraged to read this NOFO thoroughly to understand the type of program sought, application submission requirements and selection process.

To be eligible for award, the applicant must provide all information as required in this NOFO and meet eligibility standards in Section C of this NOFO. This funding opportunity is posted on www.grants.gov, and may be amended. It is the responsibility of the applicant to regularly check the website to ensure they have the latest information pertaining to this NOFO and to ensure that the NOFO has been received from the internet in its entirety. USAID bears no responsibility for data errors resulting from transmission or conversion process. If you have difficulty registering on www.grants.gov or accessing the NOFO, please contact the Grants.gov Helpdesk at 1-800-518-4726 or via email at support@grants.gov for technical assistance.

USAID may not award to an applicant unless the applicant has complied with all applicable unique entity identifier and System for Award Management (SAM) requirements detailed in Section D.6.g. The registration process may take many weeks to complete. Therefore, applicants are encouraged to begin registration early in the process.

Please send any questions to the point(s) of contact identified in Section G. The deadline for questions is shown above. Responses to questions received prior to the deadline will be furnished to all potential applicants through an amendment to this notice posted to www.grants.gov.

Issuance of this notice of funding opportunity does not constitute an award commitment on the part of the Government nor does it commit the Government to pay for any costs incurred in preparation or submission of comments/suggestions or an application. Applications are submitted at the risk of the applicant. All preparation and submission costs are at the applicant's expense.

Thank you for your interest in USAID programs.

Sincerely,

Jonathan Banco

Digitally signed by Jonathan Banco
Date: 2023.01.11 11:17:37 +02'00'

Jonathan Banco
Agreement Officer

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SECTION A: PROGRAM DESCRIPTION

This funding opportunity is authorized under the Foreign Assistance Act (FAA) of 1961, as amended. The resulting award will be subject to 2 CFR 200 – Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards, and USAID's supplement, 2 CFR 700, as well as the additional requirements found in Section F.

A.1 Introduction

This three-year, $6 million Teaching and Learning Materials (TLM) Market Systems Development Activity uses a market systems development approach to bring together stakeholders, identify points of leverage, and optimize the market's functionality to strengthen the book supply chain in Rwanda and address the "business side of literacy". To become literate, children and families need access to reading materials; yet there is limited availability and irregular supply of reading materials in Rwandan schools and communities. This Activity builds upon evidence and experience from USAID, the Global Book Alliance in Action (GBAIA), and the World Bank's Results in Education for All Children (REACH) Trust Fund projects at the country level. By addressing inefficiencies, leveraging opportunities along the book supply chain[1] and within the entire market system[2], and engaging stakeholders in government, the private sector, and communities, this TLM Market System Development Activity will ***strengthen the market system for teaching and learning materials and increase the quantity, quality, affordability, and accessibility of books and other reading materials (physical and digital) in schools, homes, and communities, contributing to improved reading outcomes.***

The TLM Market Systems Development Activity addresses three core problems: 1) the Government TLM procurement system is not systematic, and it is not informed by sufficient data, leading to irregular supply of TLMs to schools; 2) local suppliers are not fully equipped to respond to varying Government of Rwanda (GoR) and consumer demand for quality and inclusive books and other learning materials; and 3) the children's book consumer market is untested and largely untapped, particularly outside of Kigali.

The Activity Approach aligns with the above problem statement through three core components, addressing: 1) GoR policy and capacity to forecast, plan, procure, and distribute textbooks and supplementary TLMs; 2) Private enterprises' capacity to produce and distribute affordable, high-quality textbooks and TLM that are gender sensitive and reflect Universal Design for Learning (UDL) principles; and 3) Demand for books and other reading materials, and their availability through retail channels around the country. These components are critical to developing a healthy and sustainable market system for teaching and learning materials.

Success of this activity will be measured by sustainable improvements in the TLM market system, including:

1. **Planning:** government implementation of a continuously updated Track & Trace system to accurately understand TLM needs and availability, beginning with school-level data, and effectively incorporate that data into forecasting and budgeting;

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[1] According to the Global Book Alliance, the book supply chain is understood to include planning/forecasting, title development, publishing, printing, purchasing, distribution management, and use.

[2] A market system includes both the supply-side (sellers) and the demand-side (buyers), as well as other actors and institutions involved in trading a given product or service, within both a local system and broader contexts.

2. **Policy & Procurement:** government approval and enactment of a Book Development Policy and implementation of regular and efficient TLM development and procurements (including tenders for printing textbooks, for publishing supplementary materials such as storybooks, digital, and braille and RSL materials/devices, and for materials distribution);
3. **Production:** Rwandan printers, publishers, and distributors responding to public procurements with required quality and quantity;
4. **Market Data:** clear data about the most effective advertising methods, content/type, quality/price points, and access points for consumer book sales; and
5. **Retail:** Rwandan printers and publishers proactively stimulating a private consumer market for children's books in at least 500 retail locations around the country.

A.2 Background

Books and other TLMs are critical to developing literacy skills and achieving successful education outcomes. Yet ensuring that TLMs are available to students and households is complex, requiring coordination of many actors within a supply chain and the wider market system. Rwanda's TLM market system includes multiple stakeholders: the government, which includes the Ministry of Education (MINEDUC), the Rwanda Basic Education Board (REB), and the Ministry of Youth and Culture (MYCULTURE); development partners; local and international non-governmental organizations, faith-based organizations, and social enterprises; authors, illustrators, designers and the education institutions that offer relevant training; over 30 local publishers and some 10 higher-capacity printers; Early Childhood Development (ECD) Centers, public schools, and private schools; the Kigali Public Library, community libraries, and reading clubs; a few wholesalers and retail stores in Kigali and a small number of other urban markets; and private consumers. These stakeholders interact with different stages of the book supply chain: forecasting and planning to meet public sector demand, marketing and advertising to stimulate consumer demand, book and materials development, publishing, printing, procurement and purchasing, distribution management, wholesale and retail sales, and active use within schools, community settings, and households.[3]

Rwanda's TLM market system has grown over the past decade, but government agencies and development organizations remain the dominant players on the demand side. REB currently budgets around US$3 million per year for textbook printing, with development partners adding additional funds, including $15 million in World Bank and GPE funding committed for this purpose over the next two years, and $1.75 million over five years from current USAID-funded activities, in addition to other potential investments through development partners. No market research currently exists on Rwanda's private consumer market for books, and distribution channels are currently extremely limited. However, there are approximately

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[3] For more information on Rwanda's TLM market system and relevant past projects, consult the following resources:

- World Bank, 2022. Reading Ready Project : Improving Book Development, Book Access, and Book Use in Rwanda with a Results-Based Financing Approach.
- Chemonics, 2021. Final Report: Soma Umenye.
- Proteknon Consulting Group, 2020. Mureke Dusome Performance Evaluation: Documenting successful approaches and lessons learned in promoting early grade reading through sustainable school community partnerships in Rwanda.
- UNICEF, 2020. Itegure Gusoma - Get Ready to Read: Final Report.
- Save the Children Rwanda, 2019. Country Profile: Book Publishing in Rwanda.
- EDC, 2017. Literacy, language, and learning (L3) initiative in Rwanda: Final report.
- Save the Children Rwanda, 2015. Endline Evaluation of Rwandan Children's Book Initiative (RCBI).

133,000 students in private primary schools in Rwanda–representing families who already invest their own resources into education. As a rough base of estimation, if these families are willing to buy on average US$5-$10 worth of books each year for each of these pupils, that is a potential market of US$665k to $1.3 million annually, on top of what private schools already pay for in-school book collections. Additionally, some research suggests that lower-income households that are currently sending their children to public primary schools may also be willing to purchase books, but at a very low price point of Rwf 200-500 ($0.20-$0.50) per book.[4] While it is difficult to meet this price point, Rwandan publishers are actively looking for ways to produce such lower-cost materials. In summary, although both the government/donor and private consumer markets for TLMs are relatively small in Rwanda, they have the potential to grow with improved organization on the government side and improved marketing, advertising, and retail distribution to stimulate the consumer market.

A.2.1. Past Investments

There have been coordinated efforts to support the development of Rwanda's TLM supply chain since at least 2011 under the USAID Literacy, Language, and Learning (L3) Activity as well as non-USAID projects such as the Rwandan Children's Book Initiative (RCBI). Subsequently, the USAID Mureke Dusome activity connected aspiring writers and illustrators to publishing houses, trained publishers in many aspects of quality book production as well as their role in contributing to a wider reading culture, conducted and shared market research on demand for children's books, established the Rwandan Children's Book Organization (RCBO), and spearheaded the drafting of a National Book Policy. The USAID Soma Umenye activity complemented these efforts by training publishers and developing and delivering a training course to REB staff to better manage book supply chain issues for the education sector, among other initiatives. And the USAID Itegure Gusoma activity promoted the development, distribution, and use of evidence-based, gender sensitive pre-primary reading materials on a pilot scale. These efforts have resulted in significant achievements, including greatly increased numbers of local-language children's book titles; improved quality of writing, illustration, design, and print quality; increased numbers of titles approved by REB; and increased availability and usage of books in classrooms and communities. In addition, USAID's historic commitment to reading has created strong working relationships with national-level, GoR education institutions, particularly MINEDUC and REB. These long-term relationships and investments have created an opportunity to work with various national-level stakeholders on challenges across the book supply chain.

A.2.2. Continued Challenges

Despite the achievements of these previous activities, the three major players in Rwanda's TLM Market System–government, private sector, and the consumer market–each have significant weaknesses to address in order to meet the opportunities in front of them. According to studies conducted by USAID Mureke Dusome, and the World Bank's Results in Education for All Children (REACH) Trust Fund; lessons and recommendations from global activities, such as The Global Book Alliance, The Global Digital Library, and USAID's Global Book Alliance in Action (GBAIA); and drawing on USAID's own stakeholder consultations–with government, development partners, education system actors, and private sector–these challenges include the following:

1) On the government side, certain systems are in place but need to be strengthened. Despite significant efforts in recent years on the part of both government and development partners, and the achievement of a

[4] Fuller, Regina. 2016. Qualitative Evaluation of Save the Children's First Steps Program in Rwanda.

1:1 book to student ratio in certain subjects, particularly early grade reading in Kinyarwanda, teaching and learning materials need regular replenishment and careful management in schools to prolong usability. The 2021 Auditor General's report found significant lacks in textbook availability (with the textbook to student ratio ranging from 1:7 up to 1:223 depending on the grade and subject), and a 2019 REB audit found delays of 111 to 362 days in printing and distribution, indicating the limitations of the current system. Consultations with stakeholders in the GoR, with publishers and printers, and in the wider education sector highlight challenges at each stage of the supply chain.

Challenges impacting government TLM forecasting, budgeting, and planning:

- Government does not issue regularly-scheduled tenders for TLMs, and procurements emphasize only textbooks, with less attention to other TLMs–such as decodable and leveled readers essential for developing early literacy, posters and charts, manipulatives, and accessible materials including those in braille or adapted for braille devices and those supporting transition from Rwandan sign language (RSL) to printed text. There is also no procurement standard for accessibility in TLMs.
- Teacher Training Colleges (TTCs) are not included in forecasting and distribution of teaching and learning materials, even though teacher trainees need to learn from the teacher guides, student textbooks, and other reading materials they will be expected to use in the classroom.
- Curricula are not revised on a regular cycle, preventing a synchronized textbook/curriculum publishing cycle. Recently, the language of instruction for early primary changed to English, more subjects have been added to the curriculum, and instructional hours have changed, leading to needs for new and revised textbooks and development of new approaches for literacy development in both mother tongue and English as well as for language learning across the curriculum.
- School enrollment data is available and tracked through existing education management information systems managed separately by MINEDUC and REB; however, the data may not be fully up-to-date, there is a lack of information about the existing stock and condition of TLMs at schools, and the usability of these systems could be improved.
- In a resource-constrained context, there has not been enough effort put into prioritization of essential TLMs that are necessary and affordable per subject and level. Important non-textbook TLMs are not prioritized, including leveled readers and storybooks.
- The current textbook development policy is out of date, as the situation has changed significantly since the last draft was finalized (e.g., in-house production of books). MINEDUC's vision for digital materials as an alternative or complement to printed materials–with regard to the teacher guide, student textbook, and supplementary reading and reference materials-has not been clearly communicated. A Book Development Policy has been in draft form for several years without finalization.
- Textbook budgets are developed on a year-by-year basis, instead of with forward cost projections (such as on a 5-year timeline). The actual aggregate cost of a REB-developed textbook is not well understood, and a systematic review has not yet been done to identify ways to reduce costs of in-house and privately-produced TLMs.

Challenges in government TLM development:

- Textbooks are currently developed in-house at REB, which many feel has led to improved context-relevance and the ability to adapt and correct the texts when needed. However, although teachers and REB/CTLR (Curriculum, Teaching, and Learning Resources Department) staff who author books have content knowledge, they may lack specialized skills in TLM development. Private sector representatives also feel that they have been shut out of opportunities to contribute to book development, despite the availability of context-relevant content from local authors and publishers.

- REB does not have standards for TLM accessibility, and there have been delays in codification/adoption of the Rwandan braille code and Rwandan Sign Language, which also impact the availability of accessible print and digital materials.[5]
- The design and graphic elements of the textbooks developed in-house at REB are of varying quality and some may not meet international quality standards. REB staff may face challenges in terms of available hardware, software, required skills, and time availability for this work.
- Production cycle timing and resources are too tight to pilot and adequately assess drafted textbook content. There is a need for realistic upstream timelines that factor in time for piloting and revising textbooks, including involvement of external reviewers and improved copyediting and finalization processes.
- There is no centralized digital repository of past developed materials in editable form and with clear licensing information, including mechanisms for allowing and incentivizing reproduction in accessible formats such as braille. Relatedly, REB has expressed challenges with management of all print TLMs and reference books in its in-house library.

Challenges in government procurements:

- REB's 2-person procurement unit may be understaffed to manage textbook-related procurement cycles, their scheduling on a regular basis, and bid submission reviews during high workflow periods.
- The Made in Rwanda policy[6] has promoted development of the local printing industry, including stimulating significant investments in printing machinery, which is positive for the long-run sustainability of the TLM market system in Rwanda. However, government procurement eligibility for only Rwanda-based printers also limits the pool of competitive bids and may make it difficult to manage multiple large-scale printing runs. The book binding capacity of local printers may reduce durability, while other procurement technical specifications may be overly stringent, resulting in higher than necessary per-unit costs. There is also high taxation of the Rwandan printing industry and its inputs, and overall higher production costs–this makes it difficult for locally-printed books to compete in price against internationally-printed books which are largely exempted from tax as learning materials and benefit from greater economies of scale.
- Legal claims and complaints regarding procurement processes often delay eventual textbook delivery, in part due to lack of clarity in tender documents.
- School leadership is permitted to use a portion of the capitation grant to purchase supplementary teaching and learning materials, including storybooks, but this provision is not well known and the mechanisms for schools to use capitation grant funding in this way are not organized for widespread use.

Government-related challenges in manufacturing, warehousing, and distribution:

- There is inconsistency in which pre-press activities are done by REB/CTLR versus printers. Details on pre-press responsibilities are not clarified in sufficient detail within

[5] For guidance on accessible materials, see Accessible Digital Textbooks using Universal Design for Learning (UNICEF, 2019)

[6] MINICOM, 2017. Made in Rwanda Policy.

contracts and REB staff and work planning also may not match that division of responsibilities.
- REB reports that the REB warehouse is old and needs rehabilitation.
- TLM distribution plans are tagged onto printing procurements. Some view this as having improved distribution completion, while others reported that printers may avoid more difficult distribution requirements or destinations, as it is not within their core business.
- Although school leaders support TLM distribution accountability by signing for deliveries, schools receive TLMs at varied and unpredictable times during the school year and lack details on distributions such as the number of TLMs to expect. There is no current end-to-end tracking system, and no integration with inventory/stock management at schools, though REB expresses a need for this.
- REB and the National Examination and School Inspection Authority (NESA) conduct ad hoc spot checks during the manufacturing and distribution process, which in the past has been effective at revealing some shortcomings in contract performance, but there is room for improving these quality control systems.

Government-related challenges with the use of TLMs:
- There is evidence of insufficient TLM availability and use in lessons. Teacher training has increasingly emphasized the usage of TLMs on a 1:1 ratio but many teachers still do not put this into practice, whether due to lack of knowledge, confidence, or materials. Relatedly, teachers lack guidance on how to make use of TLMs in the case of high book:student ratio contexts (where two or more students must share a single book), although this situation is common and may take significant time to improve.
- School Library Guidelines prescribe processes for book circulation, but storage in a central location (outside the classroom) and poor TLM registration hamper regular access of books in lessons.
- Classroom and school monitoring of TLM use, care, and management is limited. There is weak parental and community oversight.
- Some schools have pioneered making the school library open and accessible to community members, but this practice is not yet widely known nor systematically encouraged via government policy.

2) On the <u>private sector</u> side, significant investments have been made in training and equipment over the past decade and longer. This has raised the capacity of existing actors, significantly grown the landscape of local-language publishers, authors, and illustrators, and led to the consolidation of the Rwandan Children's Book Organization (established through the leadership of USAID Mureke Dusome to bring together all children's book publishers under one umbrella organization in order to join efforts to develop the children's book industry), as well as the newer umbrella organization Rwanda Book Industry and its affiliates, the Association of Publishers and the Association of Printers, created with support from the Ministry of Youth and Culture. These organizations are positioned to promote capacity building for book production, distribution, and access and to join international and regional networks. Nonetheless, obstacles remain. Key challenges include:

Issues affecting publishers
- Local publishers feel they have lost significant opportunity to contribute to the education system–despite their investments in specialized content knowledge, authorship, design, illustration, and editing skills–since textbook development is now done exclusively

in-house by REB, and supplementary materials and readers are not currently being procured.
- Local publishers are supportive of digital access to books, but many have no means to recover their costs on digital books, since most digital platforms are open source and offer no fee or royalty payments for the work that goes into book development. This can hinder sustainability of local publishing, since they cannot cover the cost of the work that goes into producing digital content.
- Publishers are eager to cultivate a broader culture of reading and to stimulate public demand for books and other learning materials; yet their sustainability is hindered by a limited consumer market for books, limited understanding of how to stimulate that consumer market, and a context that emphasizes book donations rather than purchasing.
- Publishers have limited experience with creating accessible digital and print content.
- Workforce development systems are not fully coordinated in this sector. For example, while there is currently a university-level Publishing degree option available, opportunities for training in design and illustration are less organized. There is also no systematic approach to internships for these specialties.

Issues affecting printers
- Local printers have invested significantly in machinery and skills development following the Made in Rwanda policy; however, they are concerned that development partner print runs are often procured internationally rather than locally, and they fear that government procurements may also be opened to international printers, which would significantly impact their sustainability as an industry.
- There is high taxation of the Rwandan printing industry and its inputs, although sources differ on what constitutes the biggest challenge (e.g. taxes on paper, versus VAT tax implications, versus tax exemptions applied to imported books but not locally-produced books).
- Raw inputs may take months to order and arrive, especially in the post-COVID context of supply chain challenges, making it even more important for the private sector to be able to forecast government procurement demand well in advance.
- Local printers may not have the capacity to produce the high volume of printing required, within the government's needed time frame.
- There are only a few local printers with capacity to produce thread-sewn/PUR bound textbooks, which offer the best durability. Binding tasks typically take much longer than printing itself.
- The Association of Printers has set a target of increasing from 10 to 20 well-established printers to offer more competition and choice locally both to government and to local publishers.

Joint challenges for both publishers and printers:
- Printers and publishers may lack some proposal development skills to respond to GoR tenders
- Irregular government and development partner procurements that often go to just one or a few major players hinder the sustainability of both publishers and printers. They would prefer a system of regular government education sector procurements potentially with some smaller allotments to encourage growth of smaller industry players, occurring e.g. every six months to offer a regular chance to compete for contracts and allow for more

forward planning in book development, materials procurement and shipping, and workforce and investment decisions.
- Limited working capital and financing, and need for capacity-building on capital investment decisions and planning, including the integration of innovation and new technologies.
- Printers and publishers do not have fully-developed skills and knowledge in market research, marketing, and advertising.
- Poor market infrastructure and limited wholesale, distribution, and retail channels.

3) On the private purchase and consumer market side, customers for teaching and learning materials include private schools[7] at all levels, some faith-based organizations, and members of the general public. An unknown percentage of private schools purchase teaching and learning materials from a few publishers and wholesalers based in Kigali. In addition, there is a very small number of retail booksellers and general purpose stores with book collections in Kigali and some other minor cities, alongside a relatively large number of stationery stores throughout the country, which sell significant quantities of other core educational materials, particularly notebooks, pens, pencils, and a few other required school materials. USAID's recent activities, alongside those of other development partners, have successfully started to build a culture of reading in Rwanda. Yet the private, consumer market for books in Rwanda is still very nascent.

Challenges for the TLM consumer market include:
- The current price point of books is unaffordable for most families: while some children's picture books are sold at $1.50 or $2.50, many others are priced around $5 per book, or higher depending on the type and age range of the material. In contrast, research by Save the Children[8] found that Rwandan parents would be more likely to purchase books if priced at approximately $0.25-$0.60 each, a price point that is very difficult, if not impossible, to reach for books with color illustrations and quality covers.
- Other than periodic campaigns promoted by the Rwandan government and development partners, including the annual National Literacy Month promoted by the Soma Rwanda coordination platform, there is essentially no marketing or advertising for books and other TLMs.
- Books are available for purchase in a very small number of locations, some of which are not well-known, such as directly from publishers. In general, books are not available in grocery stores, outdoor markets, corner shops, or other such locations that are frequented by the general population for everyday necessities. Given the very low disposable income of most Rwandan households, co-location near necessary staples is essential, since these households are unlikely to visit specialty stores for "luxury" items.
- Language is a complex issue. Kinyarwanda is the most accessible language for reading, and there are an increasing number of books published in Kinyarwanda, but these are not widely available through either public or private channels. Only about half of the over 70 community libraries nationwide have a significant book collection in Kinyarwanda, while

[7] According to the NISR 2021 Rwanda Statistical Yearbook, drawing on 2019 data, there were 1,338 private pre-primary schools (compared to 2,063 public and government-aided pre-primary schools), 415 private primary schools (compared to 2,546 public and government-aided primary schools), and 324 private secondary schools (compared to 1,459 public and government-aided schools).

[8] Fuller, Regina. 2016. Qualitative Evaluation of Save the Children's First Steps Program in Rwanda. The research documented willingness to purchase at Rwf 200, up to Rwf 500 which was $0.25-$0.64 at then-current exchange rates.

the others have books primarily in English or French–influenced by the fact that donations are the primary source of materials. As noted previously, there are few retail channels for purchasing books, and some find that parents are more attracted to purchasing books in English or French as languages associated with higher educational performance and socio-economic status, particularly English in the context of Rwanda's deepening commitment to English as the language of instruction. Few libraries or bookstores have materials in braille or with RSL references in any language.

Despite the currently limited consumer market for books, reading outside of school is critical to improving reading outcomes, and untapped private markets could enhance the sustainability and scale of the book supply chain and Rwandan businesses in this sector. In recent years, publishers and printers have largely focused on government and development partner demand for textbooks and other supplementary materials, while the private markets for books remain largely unexplored, untested, and untapped. In countries around the world, including Rwanda, parents and communities have consistently demonstrated willingness to pay for education in the form of tuition and school fees, private tutoring, and reading materials. Incentivizing and empowering households and community organizations to buy books and other reading materials can encourage and steer scarce resources to materials that will improve reading and learning outcomes. The private markets for books is fairly diversified for such a nascent market, and includes parents, community libraries, community organizations, private schools, faith-based organizations. Without strong linkages between publishers and printers and users and consumers of books, however, this market opportunity remains dormant. Furthermore, because the private sector is likely to respond to opportunities with demonstrated potential, building relationships along the book chain between publishers and printers and distributors serving private markets can help create lasting, sustainable impact.

The TLM Market Systems Development Activity has been designed to respond to each of the three key obstacles described above, through technical assistance to government around policies, procedures, data collection and management; capacity-building and access to finance for the private sector; and market research and piloting to stimulate consumer demand.

A.2.3. Alignment to the USAID/Rwanda Country Development Cooperation Strategy (CDCS)

This TLM Market Systems Development Activity Description supports the USAID/Rwanda CDCS for 2020-2025, specifically Development Objective (DO) 2: (LEARN) "Improved learning outcomes by focusing on increasing Kinyarwanda literacy skills of boys and girls through primary 3 in order to build the foundations of improved human capital in Rwanda". The activity supports DO2 through increased access to quality reading materials for children in pre-primary and primary schools and in the community, as well as by improving basic education service delivery and increasing institutional capacity to deliver those services.

There also is overlap with DO 3: (PROSPER) "Increased inclusive and sustainable private sector-driven growth". The Activity incorporates market systems development (MSD) and private sector engagement (PSE) principles. Through partnership and locally-driven interventions that strengthen Rwanda's education system and the private sector, the Activity seeks to transition the donor-led provision of and accountability for TLM in Rwandan schools to the GoR while supporting locally-led economic development through the consumer marketplace. By stabilizing the government market and building demand in the consumer market, the enabling environment is improved and there are expanded opportunities for the private sector around the book chain.

Book chain activities are a core element of USAID's basic education programming and bring to Rwanda's portfolio a market systems approach and private sector engagement strategy that will: help improve Government responsibility and accountability in the education sector; identify market-based approaches to improve the enabling environment and private sector for education ancillary services; and promote the use of children's books (supplementary readers in Kinyarwanda, braille, RSL-linked adaptations, and English) that will be accessible in schools and communities to build a "culture of reading".

A.2.4. Linkages to Current Projects

This Activity aligns with and interacts with other USAID Activities under DO 2 (LEARN). This includes the **Tunoze Gusoma (School and Systems) Activity**, which aims to support the GoR to strengthen classroom and school systems from the local level to the national level. The Tunoze Gusoma Activity focuses on Kinyarwanda language, literacy, and social and emotional skills development, while recognizing that these skills are part of children's holistic positive development that is the foundation for future learning and success. This TLM Market Systems Development Activity complements and contributes to Tunoze Gusoma's goals to improve literacy outcomes and classroom instruction to support learning, and strengthen education systems management for improved literacy outcomes. In particular, Tunoze Gusoma' efforts to strengthen Rwanda's education management information systems will support this activity's promotion of improved forecasting of TLM needs and tracking of TLM distribution. Further, Tunoze Gusoma interacts directly with the issue of TLM availability within schools, providing a natural entry point for discussions with REB and with the private sector around procurement issues. This TLM Market Systems Development Activity also complements and leverages interventions under Tunoze Gusoma by further strengthening education systems to reach the goal that all pre-primary and lower primary school and classroom environments are high quality, inclusive and focused on learning of foundational skills. Finally, Tunoze Gusoma' continued promotion of reading within schools is strengthening a culture of reading that provides an essential foundation for increased consumer demand for books. While Tunoze Gusoma is focused on school and classroom based interventions, the TLM Market Systems Development Activity will engage national-level stakeholders to strengthen the book supply chain. Together, the two Activities can both improve literacy outcomes, and strengthen education systems management.

The **Uburezi Iwacu (Homes and Communities) Activity** strengthens coordination among schools, parents and communities to promote children's literacy. The Uburezi Iwacu activity includes a budget for procurement of TLMs targeted to ages 3-9 in non-school settings, stimulating the publishing and printing sectors and providing an opportunity to jointly coordinate on capacity development. Additionally, the third component of the TLM Activity will work in alignment with Uburezi Iwacu to foster a culture of reading and make books more accessible outside of schools, particularly through community libraries and harder to reach consumer markets outside of Kigali. Finally, Uburezi Iwacu can also help to build demand for books through joint advocacy efforts to ensure that important literacy and early grade reading messages are incorporated into national messaging communicated in different GoR platforms and coordination platforms such as Soma Rwanda.

In addition, the **Strengthening Pathways to Language, Literacy, and Learning for Learners who are Deaf (SPLD)** is currently in design and links with this TLM Market Systems Development Activity as there is a need for TLM for children with disabilities, as well as overall improvements in reflecting UDL principles. In particular, with the development of the first Rwandan Sign Language (RSL) dictionary supported by USAID, there is a need to digitize and make it accessible by learners who are deaf as well as other populations. It is currently contemplated that the TLM Market Systems Development Activity will relate to the SPLD activity in terms of developing an ecosystem for digital RSL storybooks and ensuring that RSL-linked print materials are available.

Finally, The Learning to Improve Book Resource Operational Systems (LIBROS) study is being conducted and looks at what has worked well in Rwanda to improve primary level text and children's book supply chain, including identifying transferable lessons for other contexts.

A.2.5. Country and Sector Context

Alignment with the GoR Policies: The Activity responds to GoR's needs in the education sector and seeks to support the transition from donor-led development to locally-led development, primarily with respect to the provision of TLM by the GoR and the local market for children's books. The TLM Market Systems Development Activity helps to advance the GoR's Education Sector Strategic Plan - 2018/19-2023/24 (ESSP) developed by MINEDUC to transform the country to an industrial upper middle-income nation by 2035 and a high income country by 2050 (Vision 2050). This ESSP corresponds with NST-1 (National Strategy for Transformation) covering the period 2017-2024, which includes Pillar II Social Transformation to 'develop Rwandans into capable and skilled people with quality standards of living and a stable and secure society' and one of its six priority strategies is to 'enhance the demographic dividend through improved access to quality education'.

Education Context: Despite impressive enrollment rates, strong government commitment, and encouraging trends in early literacy development, the Rwandan education system continues to face a significant number of children not meeting early learning benchmarks, which in turn plays a role in increasingly high dropout rates. As of the 2020/21 Education Statistical Yearbook,[9] there were 3,741 nursery (pre-primary) schools and 3,691 primary schools in Rwanda; 35% of primary schools are fully public with the others being partially government-aided (51%) or fully private (13%). Rwanda's net enrollment rate in pre-primary school is 25.9% and is 98.9% in primary school with equal rates for male and female students. The primary school enrollment rate is a significant achievement. Yet on average, just 79.6% of students are promoted to the following year in primary school, while 10.9% repeat and 9.5% drop out; recent data suggests that primary school dropout rates are on the rise. Dropout was undoubtedly impacted by the COVID-19 pandemic-related school closures and economic contractions causing hardship for families. However, one factor in dropout is also low learning achievement–children who are not able to keep up with school work are more likely to repeat grades, and may eventually become discouraged and at risk for dropping out.

Reading assessment data shows promising trends, while still signaling that a significant percentage of Rwandan children are being left behind. A recently-drafted EGRA report under the USAID Tunoze Gusoma activity shows significant gains in Rwanda from 2018 to 2022 in both reading fluency and comprehension, despite the global context of major learning loss during the COVID-19 pandemic. In addition, the GoR's Learning Achievement in Rwandan Schools (LARS) 2022 report[10] shows 54% of primary grade 3 (P3) students reached or exceeded the grade-level reading benchmark for oral reading fluency, and 68% reached the benchmark in reading comprehension–one of the strongest results on the

[9] Ministry of Education, 2022. 2020/21 Education Statistical Yearbook.
[10] National Examination and School Inspection Authority (NESA), 2022. Learning Achievement in Rwandan Schools: Executive Summary Report, pp. 5-11.

African continent.[11] Yet, this same report shows that 3% of P3 students could not read even one familiar word correctly and an additional 75% were below the benchmark in familiar word reading on a timed task, 4% could not read any words in the oral reading fluency passage and another 33% were below the benchmark, and 9% could not answer any reading comprehension questions while another 24% were below the reading comprehension performance standard. In other words, at least 32% of Rwandan P3 students are not attaining a high enough level of literacy to understand a grade-level text.

Another challenge for the education sector is shifting policies around the language of instruction. While Rwanda adopted English as the general language of instruction a decade ago, Kinyarwanda was maintained as the language of instruction in pre-primary and grades 1-3, in part due to research around the importance of mother tongue instruction for early literacy development. This policy changed in late 2019 to emphasize English at all grades, with Kinyarwanda as just one subject among many. Education sector stakeholders continue to engage around the question of how to ensure early literacy development in this changing policy context.

Donor Coordination: The current political and economic environment in Rwanda offers opportunities for donor collaboration and coordination to support the GoR ambitions and needs in the education sector, particularly around the book supply chain. The Steering Committee on Foundational Learning is co-Chaired by the MInister of State in charge of Primary and Secondary education and USAID, and includes key stakeholders in the education sector in Rwanda, including bilateral and multilateral donors and development partners. The GoR , USAID, and the World Bank agree there is a strong need for cooperation and partnership around the book chain, particularly to improve efficiencies. This Activity will be unique in that it is the only Activity working across the book chain to address inefficiencies that affect many donors' projects and GoR procurements, thereby filling a gap in donor efforts. Other donor projects include interventions for the provision of textbooks, development of teaching and learning materials, expansion of digital access, and GoR education policy reforms. This TLM Market Systems Development Activity is a value-added contribution to the Rwandan education sector leveraging and strengthening the other donor activities and in effect the education system as a whole.

The World Bank's current $200 million education portfolio, Rwanda Quality Basic Education for Human Capital Development Project (2019-2024), includes a $15 million investment in Rwanda for printing text books for primary education. The World Bank seeks to coordinate and partner with USAID to advance book chain activities in order to build capacity and put in place sustainable approaches for procurement and distribution of TLM materials. They will use their investment to support the phasing and piloting of USAID activities to build efficiencies within the GoR, MINEDUC, REB and other Ministries and stakeholders. The World Bank has a strong interest in strengthening data collection, forecasting, planning and distribution of school textbooks, and recognizes the synergies as well as opportunities to leverage programs to achieve GoR development and education goals. At a global level, between 2019-2021, USAID also contributed to the World Bank's REACH project, which supported Rwandan publishers to publish their first open source content. The COVID-19 pandemic sparked ongoing discussions about open licensing, leading to more willingness of development partners to invest in open license materials. The private sector still has the opportunity to generate additional revenue with open licensing.

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[11] According to UNESCO and World Bank data presented at the Association for Development of Education in Africa (ADEA) at the 2022 Triennale conference.

The Global Partnership for Education (GPE)[12] has three current GPE grants in Rwanda: a Covid response grant ($10 million), an Implementation Grant ($30.8 million), and a Multiplier grant ($29.1 million). The Implementation Grant is based upon the Education Sector Strategic Plan (ESSP 2018-2023) priorities and has four components: 1) teacher training in curriculum delivery with emphasis on English and teachers' English proficiency and inclusive education; 2) curriculum development and procurement of teaching and learning materials, readers, and materials for learners in pre-primary and upper primary, including for children with special educational needs; 3) enhancing STEM in pre-primary, primary and lower secondary; 4) school infrastructure in lower secondary through the construction of resource rooms in targeted junior secondary schools. The Multiplier grant focuses on enhancing teacher effectiveness for improved student learning; improving the school environment to support student learning; developing institutional capacity to strengthen teaching and learning; and accelerating learning and building resilience.

The **GIGA Project Partnership** between UNICEF and the International Telecommunication Union (ITU), launched in 2019 as a global initiative to connect every school to the internet by 2030. The partnership with Rwanda was launched in June 2020, through the Ministry of ICT and Innovation, in collaboration with the Ministry of Education. With $11 million upfront capital expenditure and up to $5 million of ongoing annual funding, the project plans to connect 1,796 schools to the internet, bringing 1.3 million students and teachers online and connect 2 million community members. The TLM Market Systems Development Activity will benefit from this effort, making it easier to support the creation and distribution of digital teaching and learning materials, as well as other books and content.

The **United Kingdom's Foreign, Commonwealth & Development Office (FCDO) Learning for All Programme funds the Building Learning Foundations Program (2017-2021, extended to 2023)**. The $33 million project is jointly implemented by the Education Development Trust, British Council and Voluntary Services Overseas. Activities focus on improving learning outcomes in English and Mathematics, teacher development, leadership for learning, and system strengthening with a crosscutting theme of inclusion, particularly girls education through the establishment of safeguarding teams at the school level. The project focuses on all teachers and pupils in public and government-aided primary schools (Primary 1-3), Headteachers, other Education leaders and MINEDUC and REB. This project also funds the production and distribution of textbooks. The TLM Market Systems Development activity will complement these efforts through capacity development of government entities involved in the procurement and distribution of teaching and learning materials.

A.3 Purpose and Theory of Change (ToC)

The purpose of the TLM Market Systems Development Activity is to strengthen the market system for TLMs and increase the quantity, quality, affordability, and accessibility of books and other reading materials (physical and digital) in schools, homes, and communities. By working to improve systems and the capacity of key actors along the book supply chain, such as MINEDUC and the private sector, while simultaneously strengthening linkages between these actors, and stimulating consumer demand, this Activity will ensure a more sustainable base for literacy development nationwide.

The summary theory of change for this activity is:

IF (1) government of Rwanda policy and capacity to forecast, plan, procure, and distribute

[12] The Global Partnership for Education is the largest global fund solely dedicated to transforming education in lower-income countries, and a unique, multi-stakeholder partnership.

textbooks and supplementary TLMs is enhanced; and

IF (2) private book chain enterprises' capacity is improved to produce and distribute affordable high-quality textbooks and TLMs that are gender sensitive and reflect UDL principles; and

IF (3) demand for books and other reading materials and their availability through retail channels is increased;

THEN the Rwandan TLM market system will be strengthened, increasing the quantity, quality, affordability, and accessibility of books and other reading materials (physical and digital) in schools, homes, and communities, contributing to improved reading outcomes.

A.4 Proposed Outcomes and Results

Aligned with the Theory of Change, the Activity purpose will be achieved through three intermediate results: (1) GoR policy and capacity to forecast, plan, procure, and distribute textbooks and supplementary TLM enhanced; (2) private book chain enterprises' capacity to produce and distribute affordable, high-quality textbooks and TLM that are gender sensitive and reflect Universal Design for Learning (UDL) principles improved; and (3) demand for books and other reading materials, and their availability through retail channels increased. The Activity's Theory of Change articulates several sub-intermediate results that must be achieved to contribute to the activity purpose:

Purpose: Strengthen the market system for teaching and learning materials and increase the quantity, quality, affordability, and accessibility of books and other reading materials (physical and digital) in schools, homes, and communities, contributing to improved reading outcomes.		
IR 1: GoR policy and capacity to forecast, plan, procure, and distribute textbooks and supplementary TLM enhanced.	**IR 2: Private enterprises' capacity** to produce and distribute affordable, high-quality textbooks and TLM that are gender sensitive and reflect UDL principles, improved.	**IR 3: Demand for books** and other reading materials, and their availability through retail channels, increased.
Sub-IR 1.1: GoR officials' capacity to forecast, plan, procure, and distribute TLM improved	**Sub-IR 2.1:** Rwandan private sector's ability to meet GoR demand for high-quality TLM improved.	**Sub-IR 3.1:** Effective marketing and advertising strategies for TLMs determined and implemented for different market segments.
Sub-IR 1.2: GoR policies around TLM standards and specifications; quality; procurement; and distribution are more effective and predictable, and create an enabling environment for the TLM industry.	**Sub-IR 2.2:** Improved capacity of Rwandan private sector to identify market opportunities, and manage the growth and development of their business.	**Sub-IR 3.2:** Attractive price points for TLMs determined and implemented for different market segments.
Sub-IR 1.3: GoR collects and uses data to accurately forecast and plan TLM procurements.	**Sub-IR 2.3:** Rwandan private sector produces materials that reflect gender inclusion and UDL principles, including braille and RSL-adapted materials.	**Sub-IR 3.3:** Accessible TLM retail locations and mechanisms identified and implemented for different market segments

A.5 Approach

The Activity will take a market systems development approach to identifying market system bottlenecks on both the public and private sector sides, developing incentive structures to address them, buying down risk, stimulating demand, and promoting private sector quality and competitiveness. Because the GoR is currently and will remain the primary consumer of TLM for the foreseeable future, this Activity will work closely with the GoR to respond to their need to strengthen their policy and systems for forecasting, planning, and procuring TLM, thereby stabilizing and strengthening the government market for TLM. Concurrently, the Activity will pilot ways to stimulate and develop the consumer market for children's books among parents and households. Both the government and the consumer markets contribute to inefficiencies in the industries along the supply chain, and the Activity will therefore also build the capacity of private sector industry actors to develop solutions to the challenges they face, while continuing to strive towards improved quality products and sustainable industry growth.

Where much of USAID's previous work has focused on building the capacity of particular actors, particularly publishers and printers, this activity will seek to strengthen linkages among actors all along the book supply chain from government and private sector to schools and small scale retailers. The activity will improve linkages between schools and government by supporting better data on current and forecasted enrolments as well as TLM delivery and availability at schools, thus improving understanding of their TLM requirements. The activity will connect the government to private sector publishers and printers in discussions around how to develop more cost-effective standards and more efficient approvals processes. And it will connect private sector publishers, printers, and retailers to consumers through market research and through piloting ways to stimulate demand for children's books among parents and households.[13] These synergistic activities build sustainable relationships, structures, and more efficient processes around the book supply chain so that there are TLM for use in schools and children's books in the marketplace and in homes.

<u>Component 1: GoR policy and capacity to forecast, plan, procure, and distribute textbooks and supplementary TLM</u>

In response to GoR needs as the primary market for TLM-related enterprises, Component I will seek to identify, mitigate, and resolve inefficiencies in the TLM Market System by improving the MINEDUC and REB's ability to forecast, plan, and procure school-based TLM using more accurate data from schools and local communities. By improving MINEDUC and REB's process for anticipating school-based book needs, government demand is more predictable and stable so that industries and enterprises along the book supply chain can better respond to their government clients, make investment decisions, and deliver books to schools in a more timely manner. If titles cannot be developed, procured, printed and delivered in a timely manner by the GoR in partnership with the private sector, then learning outcomes are negatively impacted and the vision for Rwanda as a knowledge-based economy cannot be realized. Conversely, efficient and high-quality TLM development, procurement, manufacturing, and distribution systems, with

[13] Poverty and limited purchasing power are undeniably a challenge limiting demand for books in Rwanda. However, overall in Rwanda there is a high commitment and interest from parents and households on their willingness to pay for education, including among the very low income households. Pilot projects elsewhere (ie: Cambodia) have shown that there is a segment of the household income quintiles that are able and willing to pay for books, and that development partners can support publishers and printers and other retail companies to identify this market, the types of books they are interested in buying, the price point, and best distribution channels, etc.

support for effective usage in schools and communities, are key prerequisites for effective learning, on which other development outcomes depend. Component I will be the main focus of this activity.

Under this component, the TLM Market Systems Development Activity will deploy embedded or co-located staff within key government office(s), engage in co-work planning, offer practical training with immediately relevant work products, co-design and co-pilot digital systems improvements, and collaborate on internal advocacy, among other strategies to be proposed by the applicant. These strategies will result in improved GoR capacity to forecast, plan, procure, and distribute TLMs; more effective and predictable GoR policies around TLM standards and specifications, quality, procurement, and distribution, creating an enabling environment for the TLM industry; and more accurate collection and usage of data to forecast and plan TLM procurements.

Illustrative activities **may** include:
Sub-IR 1.1: GoR officials' capacity to forecast, plan, procure, and distribute TLM improved

- Core GoR staff complete the virtual Global Book Alliance in Action (GBAIA) Book Supply Trainings
- Supplementary training needs assessment completed with relevant GoR staff, and work-based training plan developed and implemented
- Workflow and workforce needs analysis of REB TLM title development, revision, and replenishment processes, to address procurement and production schedules and timelines. Establishment of monitoring and reporting processes to strengthen internal oversight and accountability.
- A study tour for key staff to learn about other context-relevant high-performing government book supply system(s) may be considered under this interim result, if relevant and effective for developing GoR capacity.
- Joint meetings to improve collaboration with the private sector and new approaches to implementing the Made in Rwanda policy to ensure that required quality, quantity, and price points can be met.

Sub-IR 1.2: GoR policies around TLM standards and specifications; quality; procurement; and distribution are more effective and predictable, and create an enabling environment for the TLM industry.

- Conduct a study of the full price of REB-produced, local private sector, and international company-produced textbooks and supplementary TLMs, and a TLM cost reduction review, including cost-effectiveness of different materials and durability standards.
- Establishment of a clear and cost-effective minimum profile of TLMs by grade level and subject.
- Support GoR in establishing and implementing a medium-term and long-term TLM revision and procurement cycle to include all relevant book chain processes on a standardized schedule and with procurement forecasting.
- Established mechanisms for government funding of print braille TLMs or devices such as Orbit 2.0 and print or digital TLMs incorporating Rwandan Sign Language (RSL) interpretation.
- Clarified procedures for schools, sector, and district education officials to use capitation grant funds to purchase storybooks and other supplementary TLMs, and improved Head Teacher and school general assembly and executive committee understanding and capacity to implement these procedures.
- Well-organized and enhanced digital TLM systems within the public education sector, improving digital TLM availability in UDL-aligned and accessible formats, with cost-recovery systems in place for sustainability.
- Consolidation of digital repository of government and donor-produced materials for future revision

or reproduction and improved organization of REB's physical TLM reference library.
- Support to MINEDUC/REB in attaining increased budget for TLM-related budget allocations and reducing TLM supply chain input costs affected by government regulations.
- Coordination with MYCULTURE, MINEDUC, and other stakeholders to update the Book Development Policy to guide TLM development, supply, and utilization.

Sub-IR 1.3: GoR collects and uses data to accurately forecast and plan TLM procurements.
- Development, testing, revision, and implementation of an improved data-driven (e.g. Track & Trace) system for regularly gathering and analyzing updated data from school to district and national levels with actual and forecasted enrollment data, as well as TLM inventory, distribution management, school-level TLM availability and condition, plus forecasted TLM needs.
- Building capacity to use the system at multiple levels and ensure procedures are operational for internal handovers during changes in personnel.

<u>Component 2: Private enterprises' capacity to produce and distribute affordable, high-quality textbooks and TLM that are gender sensitive and reflect UDL principles</u>

Component 2 builds on the evidence and recommendations from USAID's previous projects, the World Bank REACH Trust Fund pilots, and global efforts around the book supply chain through The Global Book Alliance. Component 2 will continue to support publishing and printing enterprises to expand titles and meet international industry standards. It also will simultaneously seek to strengthen market research and marketing functions, and facilitate market expansion, including government and consumer markets (primarily households and parents). While the GoR and donor markets remain the more significant clients for some enterprises, gaps and opportunities remain in the consumer market. With the current unpredictable government market and low consumer demand, enterprises need to find new business strategies that help stabilize working capital, inform capital investments, strengthen market research and marketing to diversify and expand their revenue base.

Under this component, the TLM Market Systems Development Activity will draw on the expertise of Rwandan business development services providers and/or local marketing firms and consult with relevant private sector and government stakeholders and industry umbrella organizations to identify needed capacity-building, and design and offer relevant training, study tour, and internship/apprenticeship systems. These strategies will result in improved ability on the part of private sector to meet GoR's demand for high-quality TLM; improved capacity to identify market opportunities, and manage the growth and development of their businesses; and production of TLMs that reflect gender inclusion and UDL principles, including braille and RSL-adapted materials.

Illustrative activities **may** include:

Sub-IR 2.1: Rwandan private sector's ability to meet GoR demand for high-quality TLM improved.
- Core private sector representatives complete the virtual Global Book Alliance in Action (GBAIA) Book Supply Trainings with guided in-person discussions, potentially jointly with GoR.
- Private Sector supplementary training needs assessment completed.
- Improved capacity of publishers and printers, both individually and collectively through the RCBO, to:
  - forecast demand and use that for capital investment decisions, including capacity to identify cost-efficiencies and address affordability of TLMs
  - obtain financing for identified capital investment or market development needs

  - coordinate with other actors within the industry for the shared use of more expensive machinery
  - navigate Made in Rwanda requirements including advocating for ways to reduce printing costs,
  - develop high-quality TLMs that follow UDL principles, are inclusive and accessible including through the use of braille and RSL-adaptations
  - print, pack, and distribute quality print TLMs (including braille and RSL adaptations) in a cost-efficient and timely manner to meet different market segment preferences ,
  - enhance digital TLM distribution systems and explore mechanisms for cost-recovery and reasonable profit to support industry sustainability in the area of digital TLMs
  - coordinate within the industry to achieve a more highly-skilled labor force for this sector.
- Support and/or co-finance internship programs for TVET and university students currently studying in fields relevant to the TLM industry.

Sub-IR 2.2: Improved capacity of Rwandan private sector to identify market opportunities, and manage the growth and development of their business.

- Improved capacity of publishers and printers, both individually and collectively through the RCBO, to:
  - conduct inclusive market research to identify consumer demand segments including mainstream and niche (e.g. braille and RSL)
  - stimulate demand through market segment-targeted marketing/advertising including through industry-wide coordinated efforts
- Support private sector-led marketing and advertising campaigns to stimulate demand for TLMs, with partial grants and increasing percentage of private sector financing over time.
- Establish improved financing arrangements for printers and publishers with Rwandan bank(s) or through other financing mechanisms, if needed, for growth and development of their businesses.

Sub-IR 2.3: Rwandan private sector produces materials that reflect gender inclusion and UDL principles, including braille and RSL-adapted materials.

- Provide technical assistance to the private sector on their development, publication, printing, and distribution of high-quality and inclusive TLMs of all types, including braille and RSL-inclusive TLMs.
- Provide technical assistance to the private sector on making accessible digital TLMs available on government platforms and the Global Digital Library.
- Innovative forms of financing may be used to buy down risk in the production of specialized accessible TLMs, though with strategies to ensure sustainability into the future, including through co-strategizing with IR1 and IR3 approaches.

<u>Component 3: Demand for books and other reading materials, and their availability through retail channels</u>

Component 3 complements Components 1 and 2 by seeking to build consumer demand for books, and testing different approaches to how to do this, drawing lessons from promising experiences elsewhere such as in Cambodia.[14] There are multiple potential private consumers for books, including households, libraries, private schools, ECD centers, and intermediary wholesale and retail players. Further, there are

[14] See, e.g. the consumer market stimulation pilots under the World Bank Promoting Development and Home Reading of Supplementary Texts for Young Readers in Cambodia project, implemented by The Asia Foundation and SIPAR.

multiple avenues for how to reach these consumers, including direct to consumer, wholesale to other businesses, consignment retail, free delivery and discounts for bundling, freelance sales associates, and social media marketing. To date, these approaches to tapping private consumer markets have been largely unexplored. The Activity will allow implementers and their partners to determine which approach is best suited and most likely to succeed in the Rwandan context, including in the capital city of Kigali, in urban markets outside of Kigali, and initial efforts in rural areas.

Component 3 represents one of the most innovative aspects of the TLM Market Systems Development Activity, and seeks to build sustainable linkages between private sector actors along the book supply chain from publishers down to retailers and consumers. Demonstrating the potential of these consumer markets and building this link between private sector actors along the book supply chain is critical to sustainability and planting the seeds for a thriving market for children's books and other TLMs.

The Theory of Change for the TLM Market Systems Development activity posits that consumer demand for books and other TLMs is influenced by a number of factors, including: exposure, interest, usability/quality/relevance, advertising, availability/access, and affordability. Under this component, the TLM Market Systems Development Activity will co-develop and co-implement with the private sector a series of pilots on marketing and advertising, quality and price points, and retail locations and mechanisms for TLMs in Rwanda. As a result of these efforts, effective marketing and advertising strategies for TLMs, attractive price points for TLMs, and accessible retail locations and mechanisms for TLMs, will be determined and implemented for different market segments.

Illustrative activities and achievements for Sub-IRs 3.1, 3.2, and 3.3 **may** include:

- Pilot demand-stimulation efforts jointly conducted with private sector actors, analysis produced and incorporated into adaptations, and most effective approaches implemented for different types of child-focused TLMs, including braille and RSL materials, in the following three areas:
    - *Advertising*--effectiveness of different marketing and advertising strategies to different market segments.
    - *Affordability & Quality*--attractiveness of different price/quality points for different market segments to determine which book products attract more demand at which prices.
    - *Availability & Access*--accessibility of different local purchase points for different market segments
- Coordinate with USAID Tunoze Gusoma and USAID Uburezi Iwacu to continue stimulating public interest in making reading materials available to children in schools, community settings, and at home
- Support the private sector to place and sell child-focused TLM products–at appropriate price points, through accessible channels, and with effective advertising methods–in at least 300 retail locations in at least 10 Rwandan Districts, or other appropriate numerical targets as proposed by the applicant.

The Activity's three core components will be integrated and complementary, but it is anticipated that Component One (Government and School-based Demand for TLM) will be the primary focus of the activity, and Components Two (Strengthening the Private Sector to Meet Demand) and Three (Strengthening Consumer Demand for Books) will be secondary. This is because the GoR is currently and will remain the primary consumer of TLM for the foreseeable future, and publishers and printers have identified procurement unpredictability as their primary challenge.

A.6 Activity Parameters & Cross-cutting Principles

A.6.1. Geographical Focus and Target Beneficiaries

Geographic Focus: The TLM Market Systems Development Activity has a nationwide systems-level focus, including the relevant GoR entities, the private sector, and other stakeholders involved in the book supply chain and market system, including retailers, schools, households, communities, and end consumers throughout the country. For certain activities, USAID and its implementing partner will collaborate with GoR and/or the private sector, as well as other relevant stakeholders, to determine any targeted areas for testing or piloting, before rolling out interventions nationwide.

Target Beneficiaries: The TLM Market Systems Development Activity will pursue a strong relationship building and partnership approach to target 1) the relevant GoR entities, such as MINEDUC and REB which have responsibility for the provision of TLM in Rwandan schools, and MYCULTURE which supports the development of a culture of reading in Rwanda; 2) the private sector, specifically the RCBO, the Rwanda Book Industry and its affiliated associations of writers, publishers, printers, and booksellers, and other enterprises and coordination groups (such as Soma Rwanda) involved in the TLM market system, and 3) actors within distribution and retail channels to reach consumers, primarily private schools and parents/households.

Secondary beneficiaries of the TLM Market Systems Development Activity include:

- In the education sector: Rwandan learners, teachers, school leaders, teacher training providers, and administrators
- In the GoR: National Child Development Agency (NCDA) under the Ministry of Gender and Family Promotion (MIGEPROF), Ministry of Local Government (MINALOC), Ministry of Gender and Family Promotion (MIGEPROF)
- In the donor community: Other donors and development partners
- In the private sector: Book chain related industries, distribution, and retail channels
- In communities: libraries, centers, and other potential community-based outlets

A.6.2. Coordination with other USAID activities

The Activity's Approach will be integrated and complementary with other USAID activities, as described in Section 2.4. Systems for regular coordination should be developed and put into place upon award, with USAID support.

A.6.3. USAID Policies and Cross-Cutting Principles

There are several key parameters and cross-cutting principles for this TLM Market Systems Development Activity. The Implementer must implement all activities in compliance with these key principles.

The 2018 USAID Education Policy is the overarching guidance document for all activities under the USAID Rwanda LEARN project. It prioritizes country-focus and ownership; concentrates investments on measurably and sustainably improving learning and educational outcomes; emphasizes strengthening systems, developing capacity in local institutions, and working in partnership and leveraging resources; promotes equity and inclusion; and uses evidence and data to drive decision-making and investments.

Supporting Local Systems and the Private Sector: The TLM Market Systems Development activity must reflect USAID's knowledge base in market systems development, the Private Sector Engagement Policy, the Local Capacity Strengthening Policy, and the Local Systems Framework for Supporting Sustained Development. As the latter framework notes, "achieving and sustaining any development outcome depends on the contributions of multiple and interconnected actors. Building the capacity of a single actor or strengthening a single relationship is insufficient. Rather, the focus must be on the system as a whole: the actors, their interrelationships and the incentives that guide them. Realizing improved development outcomes emanates from increasing the performance of multiple actors and the effectiveness of their interactions. And sustaining development outcomes depends on the sustainability of the local system—specifically, its built-in durability and adaptability that allows actors and their interrelationships to accommodate shocks and respond to changing circumstances."

Gender and Social Inclusion: In alignment with USAID education principles, this TLM Market Systems Development Activity will take appropriate account of the UDL principles acknowledging learners' variability, including other dimensions of social inclusion in Rwanda, such as gender, marginalized groups, special needs, and disability inclusive education. This Activity envisions that all training will be gender sensitive and inclusive. The replenished, produced and digitized TLMs also will be gender sensitive and inclusive, and include appropriate themes and representation, reflecting relevant aspects of the USAID Gender Equality and Women's Empowerment policy and USAID guidance for Disability Programming. The Activity will ensure an equitable reach of materials and training and equitable resilience planning for shocks and disruptions. And, all Monitoring and Evaluation data will have gender and inclusion disaggregation.

Digital Strategy and Information, Communications Technology (ICT): This TLM Market Systems Development Activity addresses both physical and digital use of TLM and books in Rwanda, and will actively collaborate with MINEDUC's Smart Education Project and GIGA, which will expand school access to online TLM, digital libraries (such as The Global Digital Library), and e-books and content. The Activity may also explore digitizing all TLMs in schools to ensure equitable access and support the use of technology and devices by teachers, students, including the use of special devices for CWDs. These initiatives should all be aligned with the USAID Digital Strategy for 2020-2024.

Adaptive Management: Throughout the performance of this award, the Implementer will use the principles of adaptive management. Activities performed are understood to be experimental in nature (meaning that the best efforts of the Implementer may not achieve desired results because of unknown factors) and therefore will include continuous monitoring to assess effectiveness and performance. The Implementer will establish frequent milestones at reasonable intervals to review each activity. At milestone reviews, evidence gathered during performance will be analyzed and, as a result, the activity may be modified, abandoned, or redefined. Milestone reviews will be conducted collaboratively between the Implementer and the Mission.

Sustainability: Sustainability is a key tenet of this Activity, and will be a priority from the earliest days of implementation. While several donor-funded projects are focused on supplying Rwandan schools with TLM, this activity will focus on ensuring that GoR and the private sector have the capacity, policies, and systems to effectively and efficiently supply books and other learning materials for Rwandan children beyond any particular project funding. To build government sustainability, the Activity will work directly with core MINEDUC and REB staff whose job descriptions include TLM data forecasting; content development, revision, and approval; procurement; and setting policy and procedures. To build private sector sustainability, the Activity will co-organize capacity-building and market research activities with the major industry coordination bodies, including RCBO and the newly-established Rwanda Book Industry Federation with its associations of writers, publishers and printers, and booksellers and librarians. By focusing on the capacity, policies, and systems of key stakeholders, building the system is the core focus of this Activity. In this way, the overall book supply chain will be strengthened, and USAID's Activity will address a gap in donor-funded projects.

By the end of this Activity, the following core achievements will be sustainable: government implementation of a continuously updated forecasting, budgeting, and Track & Trace system to accurately understand TLM needs, beginning with school-level data; government approval of a Book Development Policy and implementation of regular and efficient TLM-related procurements (including tenders for printing textbooks, for publishing supplementary such as storybooks and braille and RSL materials, and for distribution); Rwandan printers, publishers, and distributors responding to public procurements with required quality and quantity; private sector use of clear data about the most effective advertising methods, price/quality points, and access points for consumer book sales; and Rwandan printers and publishers proactively stimulating and meeting a private consumer market for books in at least 1,000 retail locations around the country.

A.7 Monitoring, Evaluation and Learning

This Activity's approach to setting performance standards for each intervention should reflect an approach to measurement that is consistent with market systems development good practice. ADS 201.3.4 establishes criteria for activity design and implementation, including the Activity Monitoring, Evaluation, and Learning Plan.

The Activity is expected to have nationwide reach by working with national-level GoR and private sector partners to be measured primarily by ES. 1-59: *Education system strengthened through USG assisted policy reform*. The following indicators are recommended for the activity:

- ES.1-12: Number of education administrators and officials who complete professional development activities with USG assistance
- ES.1-55 Percent of learners targeted for USG assistance who have the appropriate variety of reading materials in the language of instruction with inclusive representation of diverse populations
- ES.1-59: Education system strengthened through USG assisted policy reform
- EG.5.2-1: Number of firms receiving US-funded technical assistance for improving business performance or technologies
- EG.5.15: Percentage change in sales of firms receiving USG-funded assistance
- Custom: Number of retail locations where books are being sold
- Custom: Revenue generated through retail book sales

The TLM Market Systems Development Activity will conduct regular, ongoing performance monitoring, including of publishers, printers, distributors, as well as schools, community libraries, and retail outlets, and will implement data quality assurance procedures. Since some components of this TLM Market Systems Development Activity will pilot innovative approaches to strengthening the book supply chain, USAID will conduct periodic performance review and regular learning activities to collect and disseminate findings and lessons that will be useful in future projects and to other USAID Missions.

Given the emphasis on partnering with the GoR and other development partners, and the importance of identifying joint and complementary areas of work, CLA is critical to this Activity. The CLA approach will incorporate regular "pause and reflect" moments, using adaptive management practices that will feed back this learning into implementation improvements and changes for improved sustainability and outcomes. This data-driven and consultative approach to learning and adaptation will help to ensure that the TLM Market Systems Development Activity reaches its objective of strengthening the Rwandan teaching and learning materials market system to increase the quantity, quality, affordability, and accessibility of books and other reading materials (physical and digital) in schools, homes, and communities.

END OF SECTION A

SECTION B: FEDERAL AWARD INFORMATION

B.1 Estimate of Funds Available and Number of Awards Contemplated

USAID intends to award one cooperative agreement pursuant to this notice of funding opportunity. Subject to funding availability and at the discretion of the Agency, USAID intends to provide $6,000,000 in total USAID funding over a three-year period..

USAID reserves the right to fund activities incrementally over the cooperative agreement's period of performance, if necessary, depending on the availability of funds, the level of performance against approved indicators, and their continued relevance to USAID programs.

B.2 Expected Performance Indicators, Targets, Baseline Data, and Data Collection

The NOFO sets forth expected performance indicators in Section A.7 above.

B.3 Start Date and Period of Performance for Federal Awards

The anticipated period of performance is three years. The estimated start date is June 01, 2023.

B.4 Substantial Involvement

USAID/Rwanda anticipates a close working partnership with the Recipient for this award. USAID will exercise substantial involvement under this Cooperative Agreement in the following ways:

1. Approval of the Recipient's Implementation Plans by the Agreement Officer's Representative (AOR). The Agreement Officer (AO) delegates authority to the AOR to approve implementation plans.
2. Approval of the Recipient's Monitoring Evaluation and Learning (MEL) Plan by the AOR.
3. The AO may immediately halt the activity when the Recipient does not meet identified performance specifications. The award will include the identified specifications when executed.
4. USAID's review and approval of the Recipient's achievement after one year of implementation, before implementation can begin in subsequent year(s) during the period covered by the cooperative agreement.
5. USAID's review and approval of substantive provisions of proposed subawards or contracts.
6. Approval of Specified Key Personnel. The positions include:
   (1) Chief of Party
   (2) To be determined at time of award
   (3) To be determined at time of award
7. The Agency and Recipient collaboration and joint participation including USAID involvement as a member of an advisory committee.

8. Agency monitoring to permit specific kinds of direction or redirection of the work because of the interrelationships with other projects or activities. All such direction or redirection must be within the program description, budget, and other terms and conditions of the award.

B.5 Authorized Geographic Code

The geographic code for the procurement of commodities and services under this program is **935.** This means any area or country including the recipient country, but excluding any country that is a prohibited source. The list of countries designated as prohibited sources is found at http://www.usaid.gov/ads/policy/300/310mac..

B.6 Nature of the Relationship between USAID and the Recipient

The principal purpose of the relationship with the Recipient and under the subject program is to transfer funds to accomplish a public purpose of support or stimulation of the Teaching and Learning Materials (TLM) Market Systems Development Activity, which is authorized by Federal statute. The successful Recipient will be responsible for ensuring the achievement of the program objectives and the efficient and effective administration of the award through the application of sound management practices. The Recipient will assume responsibility for administering Federal funds in a manner consistent with underlying agreements, program objectives, and the terms and conditions of the Federal award.

END OF SECTION B

SECTION C: ELIGIBILITY INFORMATION

C.1 Eligible Applicants

Eligibility for this NOFO is not restricted.

Qualified applicants may be U.S. private voluntary organizations (U.S. PVOs) and/or U.S., Rwandan or other non-U.S. non-governmental organizations (NGOs) or private, non-profit organizations (or for-profit companies willing to forego profits), including universities, research organizations, professional associations, and relevant special interest associations. Public International Organizations (PIOs) and faith-based and community organizations are also eligible for the award. In support of the Agency's interest in fostering a larger assistance base and expanding the number and sustainability of development partners, USAID welcomes applications from organizations that have not previously received financial assistance from USAID.

C.2 Cost Sharing or Matching

There is no cost share or leveraging requirement. However, applicants are encouraged to contribute resources from their own, private or local sources for the implementation of this activity.

C.3 Exclusivity

To maximize the number of competitive applications, prime applicants must not enter into exclusivity agreements with proposed sub-awardees. In other words, sub-awardees must be allowed to be listed on multiple applications by multiple applicants as they choose. Exclusivity agreements between the prime applicant and proposed key personnel are also not required.

C.4 Number of Applications

Applicants may submit only one application under this NOFO. Additional applications will not be reviewed. If correction of a submitted application is required prior to the submission deadline, please utilize the Agency Point of Contact.

END OF SECTION C

SECTION D: APPLICATION AND SUBMISSION INFORMATION

D.1 Agency Point of Contact

Name: Elvira Kassimova
Title: Senior Assistance Specialist
Email: ekassimova@usaid.gov

The above contact information is for informational purposes only. This NOFO itself and any subsequent amendments can be found at www.grants.gov. All applications must be submitted according to the instructions contained in this NOFO.

To maintain a fair and transparent funding opportunity USAID maintains strict guidelines on who within USAID may be contacted regarding applications or questions about the opportunity. Applicants must only contact USAID via the email address provided above.

D.2 Questions and Answers

- The prospective applicant must submit questions regarding this NOFO to the individual identified in Section D.1 above.
- The prospective applicant must submit questions by the time and date indicated on the cover page of the NOFO.
- The prospective applicant must submit all questions by email and include the NOFO number in the email's subject line.
- The prospective applicant must submit only one set of written questions in Microsoft Word. The submission must not exceed two pages. USAID will not respond to any questions or information after Page 2.
- Note that USAID may share the questions to all prospective applicants through a NOFO amendment.

D.3 General Content and Form of Application

Preparation of Applications:
Each applicant must furnish the information required by this NOFO. Applications must be submitted in two separate parts: the Technical Application and the Business (Cost) Application. This subsection addresses general content requirements applying to the full application. Please see subsections D.5 and D.6, below, for information on the content specific to the Technical and Business (Cost) applications. The Technical application must address technical aspects only while the Business (Cost) Application must present the costs, and address risk and other related issues.

Both the Technical and Business (Cost) Applications must include a cover page containing the following information:

- Name of the organization(s) submitting the application;
- Date of submission;
- Identification and signature of the primary contact person (by name, title, organization, mailing address, telephone number and email address) and the identification of the

alternate contact person (by name, title, organization, mailing address, telephone number and email address);
- Activity name
- Notice of Funding Opportunity number
- Name of any proposed sub-recipients or partnerships (identify if any of the organizations are local organizations, per USAID's definition of 'local entity' under ADS 303.
- UEI number for prime applicant.

Any erasures or other changes to the application must be initialed by the person signing the application. Applications signed by an agent on behalf of the applicant must be accompanied by evidence of that agent's authority, unless that evidence has been previously furnished to the issuing office.

Applicants may choose to submit a cover letter in addition to the cover pages, but it will serve only as a transmittal letter to the Agreement Officer. The cover letter will not be reviewed as part of the Merit Review Criteria.

The Technical, Budget and Budget Narrative and Cost Applications must comply with the following:

- USAID will not review any pages in excess of the page limits noted in the subsequent sections. Please ensure that applications comply with the page limitations.
- Written in English.
- Use standard 8 ½" x 11", single sided, single-spaced, 12-point Times New Roman font, 1" margins, left justification and headers and/or footers on each page including consecutive page numbers, date of submission, and applicant's name.
- 10-point font can be used for graphs and charts. Tables and the text in any text boxes included within the application must be Times New Roman font not less than 12 points in size.
- The technical application must be a searchable and editable Microsoft Word format.
- The Cost Schedule must include an Microsoft Excel spreadsheet with all cells unlocked and no hidden formulas or sheets.

Applicants must review, understand, and comply with all aspects of this NOFO. Failure to do so may be considered as being non-responsive and may be evaluated accordingly including potentially eliminated from consideration. Applicants should retain a copy of the application and all enclosures for their records.

D.4 Application Submission Procedures

Applications in response to this NOFO must be submitted not later than the closing date and time indicated on the Cover Letter, as amended. Late applications may be considered at the discretion of the AO. Applicants must retain proof of timely delivery in the form of system generated documentation of delivery receipt date and time/confirmation from the receiving office.

Applications must be submitted by email to the individual identified in Section D.1 above. Email submissions must include the NOFO number and applicant's name in the subject line heading. In addition, for an application sent by multiple emails, the subject line must also indicate whether the email relates to the technical or cost application, and the desired sequence of the emails and their attachments (e.g. "No. 1 of 4", etc.). For example, if your Cost Application is being sent in two emails, the first email should have a subject line that states: "[NOFO number], [organization name], Cost Application, Part 1 of 2".

USAID's preference is that the Technical Application and the Cost Application each be submitted as consolidated email attachments, e.g. that you consolidate the various parts of a technical application into a single document before sending it. If this is not possible, please provide instructions on how to collate the attachments. USAID will not be responsible for errors in compiling electronic applications if no instructions are provided or are unclear.

After submitting an application electronically, applicants should immediately check their own email to confirm that the attachments were indeed sent. If an applicant discovers an error in transmission, please send the material again and note in the subject line of the email that it is a "corrected" submission. Do not send the same email more than once unless there has been a change, and if so, please note that it is a "corrected" email.

Applicants are reminded that email is NOT instantaneous, and in some cases delays of several hours occur from transmission to receipt. Therefore, applicants are requested to send the application in sufficient time ahead of the deadline. For this NOFO, the initial point of entry to the government infrastructure is the USAID mail server.

Applicants must not submit *.zip files due to anti-virus software. File size must not exceed 25 MB.

D.5 Technical Application Format

The Technical Application should take into account the requirements of the activity and Merit Review Criteria found in Section E of this NOFO.

The Technical Application must be specific, complete, and presented concisely. The Technical Application must be organized as follows:

(a) **Cover Page** – not to exceed (NTE) one page (see section D.3 above for requirements)

(b) **Table of Contents** – NTE one page

Include major sections and page numbering to easily cross-reference and identify merit review criteria.

(c) **List of Acronyms** – NTE one page

(d) **Executive Summary** – NTE one page

The Executive Summary must provide a high-level, concise summary of key elements of the applicant's Technical Application including proposed technical approach, management approach, and expected results.

(e) **Technical Application Body** – NTE 30 pages

The Technical Application body must be organized using the same heading as the Merit Review Criteria listed and further described below:

Criterion 1 – Technical Approach and Interventions
Criterion 2 – Organizational Management, Staffing, and Key Personnel
Criterion 3 – Institutional Experience and Capability

1. Technical Approach and Interventions

The Applicant must submit a technical narrative that demonstrates an in-depth understanding of the development challenge and local context (see Section A) and describes clear, ambitious yet feasible, and evidence-based approaches that will be effective to achieve each of the objectives and corresponding Intermediate Results (IRs) as outlined in the Program Description (see Section A). This section will also contain a Summary Timeline (Gantt chart of key interventions), and a Summary Monitoring, Evaluation, and Learning (MEL) Plan.

The Technical Approach section must include a refined and more detailed Theory of Change (ToC) that highlights key stakeholders and causal relationships, strategies/levers for change, and assumptions. This refined ToC may be presented in text, chart, or graphical form. The Technical Approach narrative must then describe how this ToC will be enacted within Activity implementation.

Applicants must elaborate the specific interventions corresponding with the Technical Approach, including the main tasks, actions, and timeline required to achieve set targets/results. Proposed interventions must be clearly linked to specific results and indicate how they will draw on available resources. A further Summary Timeline subsection, maximum two (2) pages, will be aligned with the Interventions narrative and provide information about the timing of key activities at a glance. A Summary MEL plan, maximum two (2) pages, will also be aligned with the proposed interventions. In addition to the recommended indicators in Section A.7, applicants may also propose other standard, supplemental, and custom indicators to measure success across results.

Overall, the technical narrative must fully embody the guiding principles outlined in Section A.6. of the NOFO.

2. Organizational Management and Staffing and Key Personnel

1. *Management*

The Applicant must describe the management approach that will lead to achieving the desired results. The Applicant must demonstrate the utilization of effective management approaches that maximize cost efficiency and provide flexibility to balance accountability with responsiveness to evolving needs. If subawards/partnerships are proposed, the Applicant should describe how they complement one another, and succinctly outline a leadership approach that will create a shared common vision and purpose that builds trust and recognizes the value and contribution of all sub-awardees/partners.

In addition, the Applicant should describe how their plan will involve and coordinate with a range of local partners, private, non-profit, and public entities. Applicants should describe how they will successfully engage these partners in their proposed activities, such as through building sustained collaborations.

2. *Staffing and Key Personnel*

The Applicant must propose a staffing plan to meet the objectives outlined in Section A of the NOFO. The Staffing Plan must include a description of team composition, including positions, that will provide the technical, analytical, management, and interpersonal skills and experience to effectively and efficiently achieve the objectives specified in the Program Description. The plan must include the proposed designation of **three** Key Personnel, one of whom is to be the **Chief of Party** (see requirements below).

The applicant is at liberty to propose the position titles and position descriptions of the **two** other Key Personnel. The roles and responsibilities for proposed Key Personnel and other critical staff proposed under the staffing pattern and levels of effort – including any technical or operational staff at the home office that will support/backstop the activity – should be clearly addressed, including their roles from startup to closeout.

An Organizational Chart demonstrating lines of authority and staff responsibility should be included within the body of the application (not as an annex).

a. Key Personnel requirements

The Chief of Party must possess at least 10 years of progressively responsible experience in leadership positions in development assistance activities within the education sector. The Chief of Party must also demonstrate technical expertise in book supply chains, and exemplify strong interpersonal skills including diplomatic communication and the ability to build positive relationships with a variety of government and development partner representatives.

Together, the three Key Personnel should demonstrate: expertise in book supply chains; expertise in market systems development and private sector engagement; project management expertise; knowledge and experience in the Rwandan or East African context; and ability to effectively co-develop the implementation plan with key stakeholders, recruit key personnel, oversee the activity's initial start-up phase, and effectively manage all subsequent project activities. All three Key Personnel must possess excellent oral and written communication skills in English.

The Applicant must describe how the three Key Personnel fulfill the proposed position descriptions, based on the required expertise. The Applicant must also include a resume for each Key Personnel, not to exceed 2 pages each, within the body of the application (not as an annex).

3. Institutional Experience and Capability

The Applicant must describe no more than five projects/activities from within the last ten years that demonstrate the experience and capacity of the Applicant and its proposed partners to:

- Manage and execute projects/activities of similar size, scope, complexity, and operational environment to the proposed TLM Market Systems Development activity, including the specific role the Applicant/sub-awardee played in implementing the projects/activities, and the sustained achievements that directly results from the Applicant/sub-awardee effort
- Lead interventions in book supply chain development, market systems development, and private sector engagement
- Operate within the Rwandan context, and/or ability to demonstrate how knowledge of other contexts is applicable to improving Rwanda's TLM market system
- Build capacity and elevate the leadership of local actors
- Facilitate and leverage partnerships with relevant host country institutions, other public sector organizations, other local partners and the private sector to avoid schedule setbacks, mitigate risks, and achieve results.

The Applicant must articulate how the described institutional experience and capability will enhance the likelihood of successful implementation of the TLM Market Systems Development Activity.

D.6 Business (Cost) Application Format

The Business (Cost) Application must be submitted separately from the Technical Application. While no page limit exists for the full cost application, applicants are encouraged to be as concise as possible while still providing the necessary details. The business (cost) application must illustrate the entire period of performance, using the budget format shown in the SF-424A.

Prior to award, applicants may be required to submit additional documentation deemed necessary for the Agreement Officer to assess the applicant's risk in accordance with 2 CFR 200.206. Applicants should not submit any additional information with their initial application.

The Cost Application must contain the following sections (which are further elaborated below this listing with the letters for each requirement):

a) Cover Page (See Section D.3 above for requirements)

b) SF 424 Form(s)

The applicant must sign and submit the cost application using the SF-424 series. Standard Forms can be accessed electronically at https://www.grants.gov/web/grants/forms/sf-424-family.html

Failure to accurately complete these forms could result in the rejection of the application.

c) Required Certifications and Assurances

The applicant must complete the following documents and submit a signed copy with their application:

(1) "Certifications, Assurances, Representations, and Other Statements of the Recipient" ADS 303mav document found at https://www.usaid.gov/ads/policy/300/303mav

(2) Assurances for Non-Construction Programs (SF-424B)

(3) Certificate of Compliance: Please submit a copy of your Certificate of Compliance if your organization's systems have been certified by USAID/Washington's Office of Acquisition and Assistance (M/OAA).

d) Budget and Budget Narrative

The Budget must be submitted as one unprotected Excel file (MS Office 2000 or later versions) with visible formulas and references and must be broken out by project year, including itemization of the federal and non-federal (cost share) amount. Files must not contain any hidden or otherwise inaccessible cells. Budgets with hidden cells lengthen the cost analysis time required to make award, and may result in a rejection of the cost application. The Budget Narrative must contain sufficient detail to allow USAID to understand the proposed costs. The applicant must ensure the budgeted costs address any additional requirements identified in Section F, such as Branding and Marking. The Budget Narrative must be thorough, and should provide information in sufficient details regarding the basis of estimate for each line item, including reference to sources used to substantiate the cost estimate (e.g., organization's policy, payroll document, and vendor quotes, etc.) to support USAID's determination that the proposed costs are fair and reasonable.

The Budget must include the following worksheets or tabs, and contents, at a minimum:

- Summary Budget, inclusive of all program costs (federal and non-federal), broken out by major budget category and by year for activities implemented by the applicant and any potential sub-applicants for the entire period of the program. See Annex 1 for Summary Budget Template
- Detailed Budget, including a breakdown by year, sufficient to allow the Agency to determine that the costs represent a realistic and efficient use of funding to implement the applicant's program and are allowable in accordance with the cost principles found in 2 CFR 200 Subpart E.
- Detailed Budgets for each sub-recipient, for all federal funding and cost share, broken out by budget category and by year, for the entire implementation period of the project.

The Detailed Budget must contain the following budget categories and information, at a minimum:

1) Salaries and Allowances – Must be proposed consistent with 2 CFR 200.430 Compensation - Personal Services. The applicant's budget must include position title, salary rate, level of effort, and salary escalation factors for each position. Allowances, when proposed, must be broken down by specific type and by position. Applicants must explain all assumptions in the Budget Narrative. The Budget Narrative must demonstrate that the proposed compensation is reasonable for the services rendered and consistent with what is paid for similar work in other activities of the applicant. Applicants must provide their established written policies on personnel compensation. If the applicant's written policies do not address a specific element of compensation that is being proposed, the Budget Narrative must describe the rationale used and supporting market research.

2) Fringe Benefits – (if applicable) If the applicant has a fringe benefit rate approved by an agency of the U.S. Government, the applicant must use such rate and provide evidence of its approval. If an applicant does not have a fringe benefit rate approved, the applicant must propose a rate and explain how the applicant determined the rate. In this case, the Budget Narrative must include a detailed breakdown comprised of all items of fringe benefits (e.g., superannuation, gratuity, etc.) and the costs of each, expressed in U.S. dollars and as a percentage of salaries.

3) Travel and Transportation – Provide details to explain the purpose of the trips, the number of trips, the origin and destination, the number of individuals traveling, and the duration of the trips. Per Diem and associated travel costs must be based on the applicant's normal travel policies. When appropriate please provide supporting documentation as an attachment, such as company travel policy, and explain assumptions in the Budget Narrative.

4) Procurement or Rental of Goods (Equipment & Supplies), Services, and Real Property – Must include information on estimated types of equipment, models, supplies and the cost per unit and quantity. The Budget Narrative must include the purpose of the equipment and supplies and the basis for the estimates. The Budget Narrative must support the necessity of any rental costs and reasonableness in light of such factors as: rental costs of comparable property, if any; market conditions in the area; alternatives available; and the type, life expectancy, condition, and value of the property leased.

5) Subawards – Specify the budget for the portion of the program to be passed through to any subrecipients. See 2 CFR 200 for assistance in determining whether the sub-tier entity is a subrecipient

or contractor. The subrecipient budgets must align with the same requirements as the applicant's budget, including those related to fringe and indirect costs.

6) Other Direct Costs – This may include other costs not elsewhere specified, such as report preparation costs, passports and visas fees, medical exams and inoculations, as well as any other miscellaneous costs which directly benefit the program proposed by the applicant. The applicant should indicate the subject, venue and duration of any proposed conferences and seminars, and their relationship to the objectives of the program, along with estimates of costs. Otherwise, the narrative should be minimal.

7) Indirect Costs – Applicants must indicate whether they are proposing indirect costs or will charge all costs directly. In order to better understand indirect costs please see Subpart E of 2 CFR 200. The application must identify which approach they are requesting and provide the applicable supporting information. Below are the most commonly used Indirect Cost Rate methods:

<u>Method 1 - Direct Charge Only</u>
Eligibility: Any applicant
Initial Application Requirements: See above on direct costs

<u>Method 2 - Negotiated Indirect Cost Rate Agreement (NICRA)</u>
Eligibility: Any applicant with a NICRA issued by a USG Agency must use that NICRA
Initial Application Requirements: If the applicant has a current NICRA, submit your approved NICRA and the associated disclosed practices. If your NICRA was issued by an Agency other than USAID, provide the contact information for the approving Agency. Additionally, at the Agency's discretion, a provisional rate may be set forth in the award subject to audit and finalization. See [USAID's Indirect Cost Rate Guide for Non Profit Organizations]() for further guidance.

<u>Method 3 - De minimis rate of 10% of modified total direct costs (MTDC)</u>
Eligibility: Any applicant that does not have a current NICRA
Initial Application Requirements: Costs must be consistently charged as either indirect or direct costs, but may not be double charged or inconsistently charged as both. If chosen, this methodology once elected must be used consistently for all Federal awards until such time as a non-Federal entity chooses to negotiate an indirect rate, which the non-Federal entity may apply to do at any time. The applicant must describe which cost elements it charges indirectly vs. directly. See 2 CFR 200 for further information.

<u>Method 4 - Indirect Costs Charged As A Fixed Amount</u>
Eligibility: Non U.S. non-profit organizations without a NICRA may request, but approval is at the discretion of the AO
Initial Application Requirements: Provide the proposed fixed amount and a worksheet that includes the following:

- Total costs incurred by the organization for the previous fiscal year and estimates for the current year.
- Indirect costs (common costs that benefit the day-to-day operations of the organization, including categories such as salaries and expenses of executive officers, personnel administration, and accounting, or that benefit and are identifiable to more than one program or activity, such as depreciation, rental costs, operations and maintenance of facilities, and telephone expenses) for the previous fiscal year and estimates for the current year

- Proposed method for prorating the indirect costs equitably and consistently across all programs and activities of using a base that measures the benefits of that particular cost to each program or activity to which the cost applies.

If the applicant does not have an approved NICRA and does not elect to utilize the 10% de minimis rate, the Agreement Officer will provide further instructions and may request additional supporting information, including financial statements and audits, should the application still be under consideration after the merit review. USAID is under no obligation to approve the applicant's requested method.

e) Prior Approvals in accordance with 2 CFR 200.407

Inclusion of an item of cost in the detailed application budget does not satisfy any requirements for prior approval by the Agency. If the applicant would like the award to reflect approval of any cost elements for which prior written approval is specifically required for allowability, the applicant must specify and justify that cost. See 2 CFR 200.407 for information regarding which cost elements require prior written approval.

f) Approval of Subawards

The applicant must submit information for all subawards that it wishes to have approved at the time of award. For each proposed subaward the applicant must provide the following:

- Name of organization
- Unique Entity Identifier (UEI)
- Confirmation that the subrecipient does not appear on the Treasury Department's Office of Foreign Assets Control (OFAC) list
- Confirmation that the subrecipient does not have active exclusions in the System for Award Management (SAM)
- Confirmation that the subrecipient is not listed in the United Nations Security designation list
- Confirmation that the subrecipient is not suspended or debarred
- Confirmation that the applicant has completed a risk assessment of the subrecipient, in accordance with 2 CFR 200.332(b)
- Any negative findings as a result of the risk assessment and the applicant's plan for mitigation.

g) Unique Entity Identifier (UEI) and SAM Registration

Applicants must obtain a Unique Entity Identifier (UEI) and register in the System for Award Management (SAM) (https://sam.gov/) in order to be eligible to receive federal assistance, such as grants and cooperative agreements. Unless an exemption applies (see ADS 303maz), applicants must be registered in SAM prior to submitting an application for award for USAID's consideration. Recipients must maintain an active SAM registration while they have an active award. Each applicant (unless the applicant is an individual or entity that is exempted from UEI/SAM requirements under 2 CFR 25.110) is required to:

1. Provide a valid UEI for the applicant and all proposed sub-recipients;
2. Be registered in SAM <u>before</u> submitting its application.
3. Continue to maintain an active SAM registration with current information at all times during which it has an active Federal award or an application or plan under consideration by a Federal awarding agency.

The registration process may take many weeks to complete. Therefore, applicants are encouraged to begin the process early. If an applicant has not fully complied with the requirements above by the time USAID is ready to make an award, USAID may determine that the applicant is not qualified to receive an award and use that determination as a basis for making an award to another applicant.

Applicants can find additional resources for registering in SAM, including a Quick Start Guide and a video, on https://sam.gov/.

h) History of Performance

The applicant must provide information regarding its recent history of performance for all its cost-reimbursement contracts, grants, or cooperative agreements involving similar or related programs, not to exceed five years, as follows:

- Name of the Awarding Organization;
- Award Number;
- Activity Title;
- A brief description of the activity;
- Period of Performance;
- Award Amount;
- Reports and findings from any audits performed in the last three; and
- Name of at least two (2) updated professional contacts who most directly observed the work at the organization for which the service was performed with complete current contact information including telephone number, and e-mail address for each proposed individual.

If the applicant encountered problems on any of the referenced Awards, it may provide a short explanation and the corrective action taken. The applicant should not provide general information on its performance. USAID reserves the right to obtain relevant information concerning an applicant's history of performance from any sources and may consider such information in its review of the applicant's risk. The Agency may request additional information and conduct a pre-award survey if it determines that it is necessary to inform the risk assessment.

i) Branding Strategy & Marking Plan

The apparently successful applicant will be asked to provide a Branding Strategy and Marking Plan to be evaluated and approved by the Agreement Officer and incorporated into any resulting award

Branding Strategy and Marking Plan Pre-Award Term

1. Branding Strategy – Assistance (June 2012)

a. Applicants recommended for an assistance award must submit and negotiate a "Branding Strategy," describing how the program, project, or activity is named and positioned, and how it is promoted and communicated to beneficiaries and host country citizens.

b. The request for a Branding Strategy, by the Agreement Officer from the applicant, confers no rights to the applicant and constitutes no USAID commitment to an award.

c. Failure to submit and negotiate a Branding Strategy within the time frame specified by the Agreement Officer will make the applicant ineligible for an award.

d. The applicant must include all estimated costs associated with branding and marking USAID programs, such as plaques, stickers, banners, press events, materials, and so forth, in the budget portion of the application. These costs are subject to the revision and negotiation with the Agreement Officer and will be incorporated into the Total Estimated Amount of the grant, cooperative agreement or other assistance instrument.

e. The Branding Strategy must include, at a minimum, all of the following:

(1) All estimated costs associated with branding and marking USAID programs, such as plaques, stickers, banners, press events, materials, and so forth.

(2) The intended name of the program, project, or activity.

(i) USAID requires the applicant to use the "USAID Identity," comprised of the USAID logo and brandmark, with the tagline "from the American people" as found on the USAID Web site at http://www.usaid.gov/branding, unless Section VI of the RFA or APS states that the USAID Administrator has approved the use of an additional or substitute logo, seal, or tagline.

(ii) USAID prefers local language translations of the phrase "made possible by (or with) the generous support of the American People" next to the USAID Identity when acknowledging contributions.

(iii) It is acceptable to cobrand the title with the USAID Identity and the applicant's identity.

(iv) If branding in the above manner is inappropriate or not possible, the applicant must explain how USAID's involvement will be showcased during publicity for the program or project.

(v) USAID prefers to fund projects that do not have a separate logo or identity that competes with the USAID Identity. If there is a plan to develop a separate logo to consistently identify this program, the applicant must attach a copy of the proposed logos. Section VI of the RFA or APS will state if an Administrator approved the use of an additional or substitute logo, seal, or tagline.

(3) The intended primary and secondary audiences for this project or program, including direct beneficiaries and any special target segments.

(4) Planned communication or program materials used to explain or market the program to beneficiaries.

(i) Describe the main program message.
(ii) Provide plans for training materials, posters, pamphlets, public service announcements, billboards, Web sites, and so forth, as appropriate.
(iii) Provide any plans to announce and promote publicly this program or project to host country citizens, such as media releases, press conferences, public events, and so forth. Applicant must incorporate the USAID Identity and the message, "USAID is from the American People."

(iv) Provide any additional ideas to increase awareness that the American people support this project or program.

(5) Information on any direct involvement from the host-country government or ministry, including any planned acknowledgement of the host-country government.

(6) Any other groups whose logo or identity the applicant will use on program materials and related materials. Indicate if they are a donor or why they will be visibly acknowledged, and if they will receive the same prominence as USAID.

f. The Agreement Officer will review the Branding Strategy to ensure the above information is adequately included and consistent with the stated objectives of the award, the applicant's cost data submissions, and the performance plan.

g. If the applicant receives an assistance award, the Branding Strategy will be included in and made part of the resulting grant or cooperative agreement.

2. Marking Plan – Assistance (June 2012)

a. Applicants recommended for an assistance award must submit and negotiate a "Marking Plan," detailing the public communications, commodities, and program materials, and other items that will visibly bear the "USAID Identity," which comprises of the USAID logo and brandmark, with the tagline "from the American people." The USAID Identity is the official marking for the Agency, and is found on the USAID Web site at http://www.usaid.gov/branding. Section VI of the RFA or APS will state if an Administrator approved the use of an additional or substitute logo, seal, or tagline.

b. The request for a Marking Plan, by the Agreement Officer from the applicant, confers no rights to the applicant and constitutes no USAID commitment to an award.

c. Failure to submit and negotiate a Marking Plan within the time frame specified by the Agreement Officer will make the applicant ineligible for an award.

d. The applicant must include all estimated costs associated with branding and marking USAID programs, such as plaques, stickers, banners, press events, materials, and so forth, in the budget portion of the application. These costs are subject to the revision and negotiation with the Agreement Officer and will be incorporated into the Total Estimated Amount of the grant, cooperative agreement or other assistance instrument.

e. The Marking Plan must include all of the following:

(1) A description of the public communications, commodities, and program materials that the applicant plans to produce and which will bear the USAID Identity as part of the award, including:

(i) Program, project, or activity sites funded by USAID, including visible infrastructure projects or other sites physical in nature;

(ii) Technical assistance, studies, reports, papers, publications, audiovisual productions, public service announcements, Web sites/Internet activities, promotional, informational, media, or communications products funded by USAID;

(iii) Commodities, equipment, supplies, and other materials funded by USAID, including commodities or equipment provided under humanitarian assistance or disaster relief programs;

(iv) It is acceptable to cobrand the title with the USAID Identity and the applicant's identity.

(v) Events financed by USAID, such as training courses, conferences, seminars, exhibitions, fairs, workshops, press conferences and other public activities. If the USAID Identity cannot be displayed, the Recipient is encouraged to otherwise acknowledge USAID and the support of the American people.

(2) A table on the program deliverables with the following details:

(i) The program deliverables that the applicant plans to mark with the USAID Identity;

(ii) The type of marking and what materials the applicant will use to mark the program deliverables;

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

(iv) What program deliverables the applicant does not plan to mark with the USAID Identity, and

(v) The rationale for not marking program deliverables.

(3) Any requests for an exemption from USAID marking requirements, and an explanation of why the exemption would apply. The applicant may request an exemption if USAID marking requirements would:

(i) Compromise the intrinsic independence or neutrality of a program or materials where independence or neutrality is an inherent aspect of the program and materials. The applicant must identify the USAID Development Objective, Interim Result, or program goal furthered by an appearance of neutrality, or state why an aspect of the award is presumptively neutral. Identify by category or deliverable item, examples of material for which an exemption is sought.

(ii) Diminish the credibility of audits, reports, analyses, studies, or policy recommendations whose data or findings must be seen as independent. The applicant must explain why each particular deliverable must be seen as credible.

(iii) Undercut host-country government "ownership" of constitutions, laws, regulations, policies, studies, assessments, reports, publications, surveys or audits, public service announcements, or other communications. The applicant must explain why each particular item or product is better positioned as a host-country government item or product.

(iv) Impair the functionality of an item. The applicant must explain how marking the item or commodity would impair its functionality.

(v) Incur substantial costs or be impractical. The applicant must explain why marking would not be cost beneficial or practical.

(vi) Offend local cultural or social norms, or be considered inappropriate. The applicant must identify the relevant norm, and explain why marking would violate that norm or otherwise be inappropriate.

(vii) Conflict with international law. The applicant must identify the applicable international law violated by the marking.

f. The Agreement Officer will consider the Marking Plan's adequacy and reasonableness and will approve or disapprove any exemption requests. The Marking Plan will be reviewed to ensure the above information is adequately included and consistent with the stated objectives of the award, the applicant's cost data submissions, and the performance plan.

g. If the applicant receives an assistance award, the Marking Plan, including any approved exemptions, will be included in and made part of the resulting grant or cooperative agreement, and will apply for the term of the award unless provided otherwise.

j) Funding Restrictions

Profit is not allowable for recipients or subrecipients under this award. See 2 CFR 200.331 for assistance in determining whether a sub-tier entity is a subrecipient or contractor.

Construction will not be authorized under this award.

USAID will not allow the reimbursement of pre-award costs under this award without the explicit written approval of the Agreement Officer.

Except as may be specifically approved in advance by the AO, all commodities and services that will be reimbursed by USAID under this award must be from the authorized geographic code specified in Section B.4 of this NOFO and must meet the source and nationality requirements set forth in 22 CFR 228.

k) Conflict of Interest Pre-Award Term

1. Personal Conflict of Interest

1. An actual or appearance of a conflict of interest exists when an applicant organization or an employee of the organization has a relationship with an Agency official involved in the competitive award decision-making process that could affect that Agency official's impartiality. The term "conflict of interest" includes situations in which financial or other personal considerations may compromise, or have the appearance of compromising, the obligations and duties of a USAID employee or recipient employee.

2. The applicant must provide conflict of interest disclosures when it submits an SF-424. Should the applicant discover a previously undisclosed conflict of interest after submitting the application, the

applicant must disclose the conflict of interest to the AO not later than ten (10) calendar days following discovery.

2. Organizational Conflict of Interest

The applicant must notify USAID of any actual or potential conflict of interest that they are aware of that may provide the applicant with an unfair competitive advantage in competing for this financial assistance award. Examples of an unfair competitive advantage include but are not limited to situations in which an applicant or the applicant's employee gained access to nonpublic information regarding a federal assistance funding opportunity, or an applicant or applicant's employee was substantially involved in the preparation of a federal assistance funding opportunity. USAID will promptly take appropriate action upon receiving any such notification from the applicant.

END OF SECTION D

SECTION E: APPLICATION REVIEW INFORMATION

E.1. Criteria

The Merit Review Criteria prescribed herein are tailored to the requirements of this NOFO. Applicants should note that these criteria serve to: (a) identify the significant matters which the applicants should address in their applications, and (b) set the standard against which all applications will be evaluated.

Technical and other factors will be evaluated relative to each other, as described herein and prescribed by the Technical Application Format. The Technical Application will be evaluated by a Merit Review Committee (MRC) using the Merit Review Criteria described in this section.

E.2. Review and Selection Process

(a) Merit Review

USAID will conduct a merit review of all applications received that comply with the instructions in Section D of this NOFO. USAID will evaluate applications on the basis of the below technical Merit Review Criteria shown in descending order of importance:

Criterion 1 – Technical Approach and Interventions
Criterion 2 – Organizational Management, Staffing, and Key Personnel
Criterion 3 – Institutional Experience and Capability

USAID will evaluate each technical Merit Review Criterion as a whole, i.e., it will not evaluate the subsection (bullet) separately. Please note that, per USAID policy, all criteria listed below will examine the applicant's consideration of the role of gender and climate risk mitigation in all program activities.

Criterion 1: Technical Approach and Interventions

- The extent to which the proposed technical approach, including a refined theory of change, **and** proposed interventions (activities) demonstrate an in-depth understanding of effective levers for change in the Rwandan TLM market system, and reflect the parameters, policies, and cross-cutting principles in section A.6., as well as the extent to which the technical approach and interventions feasibly draw on the available resources, are linked to specific results within a MEL plan and align with a feasible timeline, effectively leading to the achievement of the objectives and corresponding Intermediate Results (IRs).

Criterion 2: Organizational Management and Staffing and Key Personnel

- The extent to which the proposed management approach will be effective and cost efficient to achieve activity objectives, and will successfully coordinate with and engage relevant partners.
- The extent to which the proposed staffing plan (including Key Personnel) will provide the technical, analytical, management, and interpersonal skills and experience to effectively and efficiently achieve the objectives specified in the Program Description.
- The extent to which proposed Key Personnel possess relevant and demonstrated qualifications, experience, performance and skills applicable to the Key Personnel positions.

Criterion 3: Institutional Experience and Capability

- The extent to which the Applicant convincingly demonstrates experience managing and executing projects/activities of similar size, scope, complexity, and operational environment to the proposed TLM Market Systems Development activity within the last ten years, including the specific role the Applicant/sub-awardee played in implementing the projects/activities, and the sustained achievements that directly results from the Applicant/sub-awardee effort.
- The extent to which the Applicant and any consortium partner(s)' demonstrated experience and understanding of the Rwandan context, and/or ability to demonstrate how knowledge of other contexts is applicable to improving Rwanda's TLM market system.
- The extent to which Applicant's demonstrated capability to facilitate and leverage partnerships with relevant host country institutions, other public sector organizations, other local partners and the private sector to avoid schedule setbacks, mitigate risks, and achieve results.
- The extent and quality of the applicant's organizational experience collaborating with and building the capacity of local organizations.

(b) Business Review

The Agency will evaluate the cost application of the applicant under consideration for an award as a result of the merit criteria review to determine whether the costs are allowable in accordance with the cost principles found in 2 CFR 200 Subpart E.

The Agency will also consider (1) the extent of the applicant's understanding of the financial aspects of the program and the applicant's ability to perform the activities within the amount requested; (2) whether the applicant's plans will achieve the program objectives with reasonable economy and efficiency; and (3) whether any special conditions relating to costs should be included in the award.

The AO will perform a risk assessment (2 CFR 200.206). The AO may determine that a pre-award survey is required to inform the risk assessment in determining whether the prospective recipient has the necessary organizational, experience, accounting and operational controls, financial resources, and technical skills – or ability to obtain them – in order to achieve the objectives of the program and comply with the terms and conditions of the award. Depending on the result of the risk assessment, the AO will decide to execute the award, not execute the award, or award with "specific conditions" (2 CFR 200.208).

END OF SECTION E

SECTION F: FEDERAL AWARD ADMINISTRATION INFORMATION

F.1 Federal Award Notices

Award of the agreement contemplated by this NOFO cannot be made until funds have been appropriated, allocated and committed through internal USAID procedures. While USAID anticipates that these procedures will be successfully completed, potential applicants are hereby notified of these requirements and conditions for the award.

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

Following selection of an awardee USAID will inform the successful applicant concerning the award. A notice of award signed by the Agreement Officer is the official authorizing document, which USAID will provide electronically to the successful applicant's main point of contact. USAID also will notify unsuccessful applicants concerning their status after selection has been made. USAID also will notify unsuccessful applicants concerning their status after selection has been made.

F.2 Administrative & National Policy Requirements

The resulting award from this NOFO will be administered in accordance with the following policies and regulations.

For US organizations: ADS 303, 2 CFR 700, 2 CFR 200, and Standard Provisions for U.S. Non-governmental organizations.

For Non US organizations: ADS 303, Standard Provisions for Non-U.S. Non-governmental Organizations.

See Annex 2, for a list of the Standard Provisions that will be applicable to any awards resulting from this NOFO.

F.3 Reporting Requirements

The Recipient will be subject to the following reporting requirements covering financial reporting, program planning and performance monitoring reporting in accordance with 2 CFR 200.328 and 2 CFR 200.329:

All written documentation (correspondence, reports, information sheets, etc.) for submission to USAID/Rwanda Agreement Officer Representative (AOR) must be in English language, unless otherwise specified by the AOR.

F.3.1 Financial Reporting

F.3.1.1 Quarterly Financial Reports

The Recipient must submit the Federal Financial Form (SF-425) (available at https://www.grants.gov/web/grants/forms/post-award-reporting-forms.html) on a quarterly basis not later than thirty days after the end of each reporting period. The following reporting period end dates shall be used for quarterly reports: 3/31, 6/30, 9/30, or 12/31. The Recipient must submit SF-425 via electronic format to the U.S. Department of Health and Human Services (DHHS). The Recipient must submit an electronic copy of the Federal Financial Form (SF-425) at the same time to the Agreement Officer and the Agreement Officer's Representative (AOR).

F.3.1.2 Final Financial Report

The final financial report is due later than 90 days after the estimated completion date of this Agreement. The Recipient must submit an electronic version of the final Federal Financial Form (SF-425) to the U.S. Department of Health and Human Services in accordance with paragraph (1) above, USAID/Washington, M/CFO/CMP-LOC Unit at loc@usaid.gov, the Agreement Officer, and the AOR.

F.3.1.3 Accruals Reports

The Recipient is also requested to provide quarterly financial expenditure reports highlighting accrual estimates to the AOR not later than three weeks before the end of each quarter. A template will be provided by the AOR.

F.3.2 Performance Planning

Program planning reports are critical to USAID/Rwanda's ability to be substantially involved in this program. These include the Annual Implementation Plan and the Monitoring, Evaluation, and Learning (MEL) Plan and Geographic Information Systems Data Collection.

F.3.2.1 Annual Implementation Plan

The Recipient will be required to submit an electronic copy of the Annual Implementation Plan to the AOR for approval. The Annual Implementation Plan is intended to express the Recipient and USAID's plan to implement the program. The annual implementation plan authorizes specific activities to implement the Program Description. The implementation plan must include:

- for the first year, a plan for the inception period that includes key decisions that will be made and a plan for engaging the GOR, USAID, private sector representatives and any other partners in the decision-making process;
- the interventions planned to be conducted;
- the locations where they will be conducted, including province, district, sector, and cell level information for any pilots;
- benchmarks/milestones/baselines and annual performance targets;
- the outputs/outcomes which the Recipient expects to achieve; and
- the inputs planned to be provided by the Recipient, during the implementation plan period.

The Annual Implementation Plan must be completed based on the following schedule. For the first year, the Recipient will begin working on the first Annual Implementation Plan, which will include a plan for the inception period, within 30 days of award. This plan must be completed on the following schedule:

- The Recipient will submit the draft implementation plan to the AOR by not later than 60 days after the effective date of the Award;
- USAID will provide comments on the draft implementation plan not later than 75 days after the effective date of the Award; and
- The Recipient will submit the final implementation plan to the AOR for USAID approval by not later than 90 days after the effective date of the Award.

For the subsequent years, the implementation plans will be completed on the following schedule:

- The Recipient will submit the draft implementation plan to the AOR not later than August 16 of the corresponding year; and
- The Recipient will submit the final implementation plan to the AOR for USAID approval no later than 15 days after receipt of comments from USAID.

In accordance with collaborating, learning and adapting (CLA) principles, the AOR and Recipient should plan for a period of "pause and reflect" around the annual implementation planning process. The AOR and Recipient should consider learning from the previous year of implementation and opportunities for improvement in the coming year. Additionally, the Recipient must consider opportunities to co-create the implementation plan with stakeholders, including Government of Rwanda, private sector representatives, etc.

If revisions to the annual implementation plan are necessary or desirable, the Recipient must report any significant implementation plan changes or revisions to the USAID AOR, and must obtain the USAID AOR's approval prior to implementing or undertaking such changes or revisions.

Implementation plans and changes/revisions thereto must be within the scope of the Program Description of the Cooperative Agreement. Implementation plans and changes/revisions thereto must describe activities to be conducted during the period at a greater level of detail than the Program Description, but must not serve to change the Program Description in any way. Therefore, all implementation plans and changes/revisions thereto must cross-reference the applicable section(s) in the Program Description. The Program Description must take precedence over the implementation plans and any changes/revisions thereto. Any changes to the Program Description must be approved by the Agreement Officer by means of a modification to this Cooperative Agreement. Implementation plans should not be submitted to USAID's Development Experience Clearinghouse (DEC).

F.3.2.2 Monitoring, Evaluation, and Learning (MEL) Plan

The MEL Plan will establish how the Recipient and USAID will monitor progress, evaluate performance and impact, and how the activity intends to learn from the implementation and use the lessons learned to adapt its programming. It will include the goal, objectives and expected results of the Activity. The MEL Plan must cover the full period of this Award and will contain a section on "Monitoring," a section on "Evaluation" and a section on "Learning."

The *Monitoring* section will specify indicators, targets, and monitoring methodologies that allow the Recipient and USAID/Rwanda to track the progress of activity interventions towards achieving the expected results and targets related to activity objectives.

The *Evaluation* section will describe how activities will be assessed at the performance and/or impact level, and include a schedule and tools for periodic evaluation/re-evaluation and revision of the approach if and as necessary.

The *Learning* section will describe how knowledge and learning will be gained from implementation, evaluation findings, and monitoring data, to adjust interventions and approaches, as needed. This section will also include review of the information coming out in the education sector in general and should also be reviewed in light of USAID Foundational Skills and other relevant learning agenda questions.

The MEL Plan must cover the full period of this Cooperative Agreement. The AOR will have authority to determine the appropriate format of the MEL Plan.

The MEL Plan will be completed on the following schedule:

- The Recipient must submit the initial draft of the MEL Plan to the AOR not later than 60 days after the effective date of the Award;
- The Recipient will submit the final MEL plan to the AOR for USAID approval no later than 15 days after receipt of comments from USAID.

For subsequent years, the annual updates to the MEL Plan will be completed on the following schedule:

- The Recipient must submit the updated MEL Plan to the AOR not later than August 16 of the corresponding year;
- The Recipient will submit the final MEL plan to the AOR for USAID approval no later than 15 days after receipt of comments from USAID.

If revisions to the MEL Plan are necessary or desirable, the Recipient must report any significant MEL Plan changes or revisions to the USAID AOR, and must obtain the USAID AOR's approval prior to implementing or undertaking such changes or revisions. MEL Plans should not be submitted to USAID's DEC.

The Recipient must participate and collaborate with USAID-funded external evaluations.

F.3.2.3 Geographic Information Systems Data Collection and Reporting

If applicable, the Recipient should apply geospatial methods using Geographic Information Systems (GIS) technology to support USAID's effort to incorporate geographic data and analysis into USAID's overall development planning, design, and monitoring, evaluation, and learning. The Recipient should include geographic data collection and submission methods in the MEL Plan and Implementation Plans as a separate section. The USAID/Rwanda Mission collects three types of GIS data:

A. Activity and Intervention Location Data: Activity and Intervention Location Data will be submitted according to the Mission's data requirements. Activity and Intervention Location Data refers to data that records a discrete point location for activity and intervention sites. Activity and Intervention Location Data is essential in establishing an effective method for managing, analyzing, and communicating Activity and Intervention information.

B. Outcome Data: Any datasets on activity outcomes should include discrete point locations at the collection point. Activity outcomes will include person-level outcomes such as assessment of knowledge, attitudes and practices**.**

C. Activity Specific Geographic Data: This refers to data such as the analytical output of a geographic analysis that is conducted while implementing an Activity and is useful to USAID's development planning and project design purposes. When the Recipient creates or acquires these datasets using USAID funds, it will submit them to the AOR.

To the extent possible, Activity and Intervention Location Data should be collected under this activity. The Recipient must submit all geographic data collected to the AOR.

F.3.3 Performance Monitoring Reporting

Performance Monitoring Reporting is intended to ensure that USAID has sufficient information to effectively monitor the Recipient's performance under this program. This includes any information regarding any development that may have a significant impact on performance, including, but not limited to, obstacles faced, relevant contextual changes, or assumptions violated.

F.3.3.1 Notification

As specified in 2 CFR 200.329(e), the Recipient must promptly notify the AOR and AO in the case of: (1) developments which have a significant impact on the activities supported by this Award; or (2) problems, delays, or adverse conditions which materially impair the ability to meet the objectives of this Cooperative Agreement. This notification must include a statement of the action taken or contemplated, and any assistance needed to resolve the problem.

F.3.3.2 Biweekly Summary Updates and Success Stories

The Recipient will submit biweekly summary updates via email to the AOR, with at least one success story included per month. The AOR may request in-person or virtual meetings aligning with these summary updates, and may also request increased frequency of updates when necessary, according to the AOR's discretion.

F.3.3.2 Quarterly Activity Performance Reports

The Recipient will submit a Quarterly Activity Performance Report on progress towards agreed performance targets for Quarters 1, 2 and 3. Each report will be submitted 30 calendar days after the end of each quarter. Quarter 4 of activity performance will be included in the Annual Activity Performance Report. The quarterly reporting cycle will align with USAID's fiscal year as follows:

Quarter 1: October-December,
Quarter 2: January-March,
Quarter 3: April-June,
Quarter 4: July-September.

The Quarterly Activity Performance Report should provide a brief and precise description of the intervention, progress on activity implementation during the reporting period, constraints encountered and adaptations, and suggestions for additional actions to be taken. The expected scope and format of the quarterly report will be established by the AOR in consultation with the Recipient. The Quarterly Activity Performance Report will be submitted electronically to the AOR. Upon AOR approval, the Recipient will upload the report to the Development Experience Clearinghouse (DEC).

F.3.3.3 Annual Activity Performance Reports

The Recipient will submit an Annual Activity Performance Report, describing cumulatively the performance of the activity in the reporting fiscal year, by October 30th of each year. The expected scope and format will be established by the AOR in consultation with the Recipient. At a minimum, the report will address:

- Progress on activity implementation during that reporting period, outlining achievements for each result area presented in the approved annual implementation plan;
- Progress made in the areas of monitoring, evaluation, and learning;
- Progress regarding the following cross-cutting themes:
    - Supporting local systems and local capacity-strengthening
    - Private sector engagement
    - Inclusion of children with disabilities and promotion of gender equity
    - Digital strategies
    - Sustainability
- An overview of major challenges, adaptations and lessons learned during the reporting period. An overview of the collaborating, learning, and adapting strategy with an overview of information sharing with other partners during the reporting period and any problems encountered, agreements reached and/or actions taken to ensure effective coordination between partners;
- Other pertinent information as specified by the AOR in writing. The AOR will communicate any other pertinent information required in the report in writing to the Project Manager not later than 15 days prior to the end of the reporting period. Any requests for other pertinent information specified by the AOR for a specific annual report automatically are required for all subsequent reports unless specifically indicated in writing by the AOR that the pertinent information is no longer required in the annual reports.
- Annexes to include the following:
    - Indicator results metrics for all indicators included in the MEL Plan
    - Success stories during the reporting period (if any)
    - Environmental compliance reporting monitoring (if applicable)
    - List of reports/studies/documents submitted to the DEC, including links
    - GIS data (where appropriate)

Within thirty (30) calendar days of obtaining the Agreement Officer Representative's approval, the Recipient must upload the report to USAID's Development Experience Clearinghouse (DEC).

F.3.3.4 Indicator Results Data Reporting

In addition to the Quarterly and Annual Activity Performance Reports, the Recipient must report indicator results data to USAID in accordance with the assigned indicators' reporting frequencies (quarterly, semi-annual, and annual) as established in the MEL Plan.

The reporting of indicator results data allows USAID to aggregate data, assess the overall performance of activities, and generate reports for its internal and external stakeholders, including but not limited to USAID Washington, Congress, and the Government of Rwanda.

USAID uses an online performance management and reporting system called Development Information Solution (DIS). The Recipient will be expected to report indicator results data and other data (ex: GIS information, etc.) and upload documents (e.g, success stories, pictures etc), via this system. USAID will provide training and access to DIS to enable the Recipient to report through this system, if necessary.

The indicator results data must be reported in accordance with the following schedule.

Quarterly reported indicators:

1. Quarter 1, Quarter 2, Quarter 3 and Quarter 4 - 30 calendar days after the end of the quarter

Semi-Annually reported Indicators:

1. Semi-Annual 1 (Oct - Mar): 30 calendar days after the end of the Semi-Annual 1 period
2. Semi-Annual 2 (Apr - Sep): 30 calendar days after the end of the Semi-Annual 2 period

Annually reported Indicators: 30 calendar days after the end of the fiscal year.

F.3.3.5 Cost Reporting

The Recipient must comply with the cost data collection and reporting as outlined in USAID's Cost Reporting Guidance and Annexes. In collaboration with USAID, the Recipient will select from the list of categories found in the USAID Cost Reporting Guidance to create cost codes relevant for the activity and aligned with cost analysis questions of interest to USAID Mission, Partner Government and/or the Recipient. Sub-codes for non-recurrent costs (creation of the intervention) and recurrent costs (implementation of the intervention) for categories with substantial non-recurrent costs must be included. The USAID Cost Reporting Guidance provides a list of additional optional sub-codes.

The cost data noted above must be collected on a continual basis by the Recipient following standard procedures, to ensure that the entirety of activity expenditure is captured. The Recipient must document details of the cost reporting system in a Cost Reporting Manual, to be submitted to USAID by the end of the first quarter of the Award. The Recipient must deliver a cost report and supporting data in Excel format following standard financial reporting format according to the schedule specified in the agreement, with additional disaggregation by agreed-upon standard cost categories. The report must include disaggregated expenditure for the reporting period, with the standard financial reporting categories (labor (local and international reported separately), fringe, materials procured, rent, travel, and overhead recovery) for each cost category. The report must indicate which expenditure was incurred through a sub-award to another organization as well as local versus international expenditure.

Additionally, the Recipient also must document and report a) details of the intervention, both as outputs and the dosage at the beneficiary level, and b) activity-critical inputs from other sources, following templates in the Cost Reporting Guidance. Activity-critical inputs from other sources may include donated resources such as volunteer time, in-kind equipment/ infrastructure and services, and any beneficiary/stakeholder inputs and other unpaid inputs that are often not accounted for in traditional budgets. The USAID Cost Reporting Guidance provides information and templates for capturing these data. The Recipient is not responsible for monetizing these inputs, unless this information is readily available. The Recipient must follow templates in the Cost Reporting Guidance.

F.3.3.6 Demobilization Plan

90 days prior to the completion date of this agreement, the Recipient must submit a demobilization plan for AOR approval. The demobilization plan must include a) draft property disposition plan, b) plan for the phase-out of operations, c) delivery schedule for all reports or other deliverables required under the agreement, and d) timetable for completing all required actions in the demobilization plan, including the submission date of the final property disposition plan to the Agreement Officer.

F.3.3.7 Final Performance Report

The Recipient must submit the Final Performance Report to the AOR not later than 90 days following the estimated completion date of the cooperative agreement. This Final Performance Report will include the following information:

1. Overall activity accomplishments, presented in quantitative terms and described in a narrative that relates interventions, products, and results to the Monitoring, Evaluation, and Learning Plan;
2. Discussion of why unexpected progress, positive or negative, was made toward the planned results. If the performance monitoring system (indicators) indicates that expected results were not achieved, the partner must seek to determine and explain the reason;
3. Analysis of lessons learned, summary of responses to problems encountered during project implementation;
4. A bibliography of all products, tools, reports, and studies produced through the project; and
5. Other pertinent information communicated by the AOR in writing within 15 days of the end of the agreement.

In accordance with the Standard Provision set forth in Attachment C of this agreement entitled "Submissions to the Development Experience Clearinghouse and Publications (June 2012)", upon receiving AOR approval, the Recipient must submit one electronic (preferred) copy of the Final Performance Report to the following: http://dec.usaid.gov.

F.4. Program Income

If it is expected that program income might be generated under this program, then program income earned under the resulting award must be added to the program and used to further eligible program objectives as agreed upon by USAID. Applicants should describe how program income might be generated under the proposed activities and how it envisions program income being utilized to successfully accomplish program objectives. Program Income, if any, will be accounted for in accordance with 2 CFR 200.307 for U.S. organizations or the Standard Provision entitled Program Income for non-U.S. organizations.

F.5 Environmental Compliance

1) 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) ADS 201 and ADS 204, 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. The applicant's environmental compliance obligations under these regulations and procedures are specified in the following paragraphs of this NOFO.

2) In addition, the 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.

3) No activity funded under this award 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.")

4) The IEE for this activity is currently under review, and a determination will be made prior to award.

5) As part of its initial Implementation Plan, and all Annual Implementation Plans thereafter, the Recipient, in collaboration with the USAID Agreement's Officer's Representative (AOR) and Mission Environmental Officer or Bureau Environmental Officer, as appropriate, shall review all ongoing and planned activities under this award to determine if they are within the scope of the approved Regulation 216 environmental documentation.

6) If the Recipient plans any new activities outside the scope of the approved Regulation 216 environmental documentation, it shall prepare an amendment to the documentation for USAID review and approval. No such new activities shall be undertaken prior to receiving written USAID approval of environmental documentation amendments.

7) 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.

F.6. Branding Strategy and Marking Plan

The Recipient will be asked to provide a Branding Strategy and Marking Plan to be evaluated and approved by the Agreement Officer and incorporated into a resulting award. The Branding Strategy and Marking Plan must be submitted based on the following schedule:

- The Recipient will submit the draft Branding Strategy and Marking Plan to the AOR by not later than 60 days after the effective date of the Award;
- USAID will provide comments on the draft Branding Strategy and Marking Plan no later than 75 days after the effective date of the Award; and
- The Recipient will submit the final Branding Strategy and Marking Plan to the AOR for USAID approval by not later than 90 days after the effective date of the Award.

END OF SECTION F

SECTION G: FEDERAL AWARDING AGENCY CONTACT(S)

G.1 NOFO Points of Contact

See Section D.1 for Point of Contact (POC) for questions while this NOFO is open.

For technical assistance related to Grants.gov, applicants may contact Helpdesk at 1-800-518-4726 or via email at support@grants.gov.

G.2 Acquisition and Assistance Ombudsman

The A&A Ombudsman helps ensure equitable treatment of all parties who participate in USAID's acquisition and assistance process. The A&A Ombudsman serves as a resource for all organizations who are doing or wish to do business with USAID. Please visit this page for additional information: https://www.usaid.gov/work-usaid/acquisition-assistance-ombudsman

The A&A Ombudsman may be contacted via: Ombudsman@usaid.gov

END OF SECTION G

SECTION H: OTHER INFORMATION

USAID reserves the right to fund any or none of the applications submitted. The Agreement Officer is the only individual who may legally commit the Government to the expenditure of public funds. Any award and subsequent incremental funding will be subject to the availability of funds and continued relevance to Agency programming.

Engaging Partner Government

Prospective applicants must not contact partner government officials for the purposes of developing an application in response to this NOFO. The U.S. Government does not want prospective applicants to confuse or burden our partner government points of contact, especially in terms of who will implement this activity and through what approach. At the discretion of the Agreement Officer, the failure to adhere to this requirement could result in the prospective applicant's removal from the competition.

Applications with Proprietary Data

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 purpose, should mark the cover page with the following:

> "This application includes data that must not be disclosed, duplicated or used – in whole or in part – for any purpose other than to evaluate this application. If, however, an award is made as a result of – or in connection with – the submission of this data, the U.S. Government will have the right to duplicate, use, or disclose the data to the extent provided in the resulting award. 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 {insert sheet numbers}."

Additionally, the applicant must mark each sheet of data it wishes to restrict with the following:

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

END OF SECTION H

ANNEX 1 - SUMMARY BUDGET TEMPLATE

Attached as a separate document to the grants.gov posting.

ANNEX 2 - STANDARD PROVISIONS

(Note: the full text of these provisions may be found at: https://www.usaid.gov/ads/policy/300/303maa, https://www.usaid.gov/ads/policy/300/303mab). The actual Standard Provisions included in the award will be dependent on the organization that is selected). The award will include the latest Mandatory Provisions for either U.S. or non-U.S. Nongovernmental organizations, as appropriate**.** The award will also contain the following "required as applicable" Standard Provisions:

Please note that the resulting award will include all standard provisions (both mandatory and required as applicable) in full text.

REQUIRED AS APPLICABLE STANDARD PROVISIONS FOR U.S. NONGOVERNMENTAL ORGANIZATIONS

Required	Not Required	Standard Provision
TBD		RAA1. NEGOTIATED INDIRECT COST RATES - PREDETERMINED (NOVEMBER 2020)
		RAA2. NEGOTIATED INDIRECT COST RATES - PROVISIONAL (Nonprofit) (NOVEMBER 2020)
		RAA3. NEGOTIATED INDIRECT COST RATE - PROVISIONAL (Profit) (DECEMBER 2014)
		RAA4. INDIRECT COSTS – DE MINIMIS RATE (NOVEMBER 2020)
		RAA5. EXCHANGE VISITORS AND PARTICIPANT TRAINING (JUNE 2012)
		RAA6. VOLUNTARY POPULATION PLANNING ACTIVITIES – SUPPLEMENTAL REQUIREMENTS (JANUARY 2009)
		RAA7. PROTECTION OF THE INDIVIDUAL AS A RESEARCH SUBJECT (APRIL 1998)
		RAA8. CARE OF LABORATORY ANIMALS (MARCH 2004)
		RAA9. TITLE TO AND CARE OF PROPERTY (COOPERATING COUNTRY TITLE) (NOVEMBER 1985)
		RAA10. COST SHARING (MATCHING) (FEBRUARY 2012)
		RAA11. PROHIBITION OF ASSISTANCE TO DRUG TRAFFICKERS (JUNE 1999)
		RAA12. INVESTMENT PROMOTION (NOVEMBER 2003)
		RAA13. REPORTING HOST GOVERNMENT TAXES (DECEMBER 2014)
		RAA14. FOREIGN GOVERNMENT DELEGATIONS TO INTERNATIONAL CONFERENCES (JUNE 2012)
		RAA15. CONSCIENCE CLAUSE IMPLEMENTATION (ASSISTANCE) (FEBRUARY 2012)
		RAA16. CONDOMS (ASSISTANCE) (SEPTEMBER 2014)
		RAA17. PROHIBITION ON THE PROMOTION OR ADVOCACY OF THE LEGALIZATION OR PRACTICE OF PROSTITUTION OR SEX TRAFFICKING (ASSISTANCE) (SEPTEMBER 2014)
		RAA18. USAID DISABILITY POLICY - ASSISTANCE (DECEMBER 2004)
		RAA19. STANDARDS FOR ACCESSIBILITY FOR THE DISABLED IN USAID ASSISTANCE AWARDS INVOLVING CONSTRUCTION (SEPTEMBER 2004)

		RAA20. STATEMENT FOR IMPLEMENTERS OF ANTI-TRAFFICKING ACTIVITIES ON LACK OF SUPPORT FOR PROSTITUTION (JUNE 2012)
		RAA21. ELIGIBILITY OF SUBRECIPIENTS OF ANTI-TRAFFICKING FUNDS (JUNE 2012)
		RAA22. PROHIBITION ON THE USE OF ANTI-TRAFFICKING FUNDS TO PROMOTE, SUPPORT, OR ADVOCATE FOR THE LEGALIZATION OR PRACTICE OF PROSTITUTION (JUNE 2012)
		RAA23. UNIVERSAL IDENTIFIER AND SYSTEM FOR AWARD MANAGEMENT (NOVEMBER 2020)
		RAA24. REPORTING SUBAWARDS AND EXECUTIVE COMPENSATION (NOVEMBER 2020)
		RAA25. PATENT REPORTING PROCEDURES (NOVEMBER 2020)
		RAA26. ACCESS TO USAID FACILITIES AND USAID'S INFORMATION SYSTEMS (AUGUST 2013)
		RAA27. CONTRACT PROVISION FOR DBA INSURANCE UNDER RECIPIENT PROCUREMENTS (DECEMBER 2014)
		RAA28. AWARD TERM AND CONDITION FOR RECIPIENT INTEGRITY AND PERFORMANCE MATTERS (April 2016)
		RAA29. RESERVED
		RAA30. PROGRAM INCOME (AUGUST 2020)
		RAA31. NEVER CONTRACT WITH THE ENEMY (NOVEMBER 2020)

REQUIRED AS APPLICABLE STANDARD PROVISIONS FOR NON-U.S. NONGOVERNMENTAL ORGANIZATIONS

Required	Not Required	Standard Provision
TBD		RAA1. ADVANCE PAYMENT AND REFUNDS (NOVEMBER 2020)
		RAA2. REIMBURSEMENT PAYMENT AND REFUNDS (DECEMBER 2014)
TBD		RAA3. INDIRECT COSTS – NEGOTIATED INDIRECT COST RATE AGREEMENT (NICRA) (NOVEMBER 2020)
		RAA4. INDIRECT COSTS – CHARGED AS A FIXED AMOUNT (NONPROFIT) (JUNE 2012)
		RAA5. INDIRECT COSTS – DE MINIMIS RATE (NOVEMBER 2020)
		RAA6. UNIVERSAL IDENTIFIER AND SYSTEM OF AWARD MANAGEMENT (NOVEMBER 2020)
		RAA7. REPORTING SUBAWARDS AND EXECUTIVE COMPENSATION (NOVEMBER 2020)
		RAA8. SUBAWARDS (DECEMBER 2014)
		RAA9. TRAVEL AND INTERNATIONAL AIR TRANSPORTATION (DECEMBER 2014)
		RAA10. OCEAN SHIPMENT OF GOODS (JUNE 2012)
		RAA11. REPORTING HOST GOVERNMENT TAXES (JUNE 2012)
		RAA12. PATENT RIGHTS (JUNE 2012)
		RAA13. EXCHANGE VISITORS AND PARTICIPANT TRAINING (JUNE 2012)
		RAA14. INVESTMENT PROMOTION (NOVEMBER 2003)
		RAA 15. COST SHARE (JUNE 2012)

		RAA16. PROGRAM INCOME (AUGUST 2020)
		RAA17. FOREIGN GOVERNMENT DELEGATIONS TO INTERNATIONAL CONFERENCES (JUNE 2012)
		RAA18. STANDARDS FOR ACCESSIBILITY FOR THE DISABLED IN USAID ASSISTANCE AWARDS INVOLVING CONSTRUCTION (SEPTEMBER 2004)
		RAA19. PROTECTION OF HUMAN RESEARCH SUBJECTS (JUNE 2012)
		RAA20. STATEMENT FOR IMPLEMENTERS OF ANTI-TRAFFICKING ACTIVITIES ON LACK OF SUPPORT FOR PROSTITUTION (JUNE 2012)
		RAA21. ELIGIBILITY OF SUBRECIPIENTS OF ANTI-TRAFFICKING FUNDS (JUNE 2012)
		RAA22. PROHIBITION ON THE USE OF ANTI-TRAFFICKING FUNDS TO PROMOTE, SUPPORT, OR ADVOCATE FOR THE LEGALIZATION OR PRACTICE OF PROSTITUTION (JUNE 2012)
		RAA23. VOLUNTARY POPULATION PLANNING ACTIVITIES – SUPPLEMENTAL REQUIREMENTS (JANUARY 2009)
		RAA24. CONSCIENCE CLAUSE IMPLEMENTATION (ASSISTANCE) (FEBRUARY 2012)
		RAA25. CONDOMS (ASSISTANCE) (SEPTEMBER 2014)
		RAA26. PROHIBITION ON THE PROMOTION OR ADVOCACY OF THE LEGALIZATION OR PRACTICE OF PROSTITUTION OR SEX TRAFFICKING(ASSISTANCE) (SEPTEMBER 2014)
		RAA27. LIMITATION ON SUBAWARDS TO NON-LOCAL ENTITIES (JULY 2014)
		RAA28. CONTRACT PROVISION FOR DBA INSURANCE UNDER RECIPIENT PROCUREMENTS (DECEMBER 2014)
		RAA29. CONTRACT AWARD TERM AND CONDITION FOR RECIPIENT INTEGRITY AND PERFORMANCE MATTERS (April 2016)
		RAA30. RESERVED
		RAA31. NEVER CONTRACT WITH THE ENEMY (NOVEMBER 2020)

-- END OF THE NOFO --