



**PMI | Africa IRS (AIRS) Project**  
Indoor Residual Spraying (IRS 2) Task Order Four

**AIRS RWANDA**

**GENDER REVIEW OF THE IRS  
OPERATIONS**

JUNE 2013

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# AIRS RWANDA GENDER ASSESSMENT OF THE IRS OPERATIONS

JUNE 2013

The views expressed in this document do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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# ACRONYMS

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|          |   |
|----------|---|
| AIRS     | Africa Indoor Residual Spraying                       |
| BCC      | Behavior Change Communication                         |
| CDC      | Centers for Disease Control                           |
| CHW      | Community Health Worker                               |
| CP       | Cultural Practice, LLC                                |
| GMO      | Gender Monitoring Office                              |
| EOSR     | End of Spraying Report                                |
| MIGEPROF | Ministry of Gender and Family Promotion               |
| MOH      | Ministry of Health                                    |
| HEW      | Health Extension Worker                               |
| IEC      | Information, Education and Communication              |
| IRS      | Indoor Residual Spraying                              |
| M&E      | Monitoring and Evaluation                             |
| MOH      | Ministry of Health                                    |
| MOPDD    | Malaria and Other Parasitic Diseases Division         |
| NMCP     | National Malaria Control Program                      |
| PERSUAP  | Pesticide Evaluation Report and Safer Use Action Plan |
| PMI      | President's Malaria Initiative                        |
| PPE      | Personal Protective Equipment                         |
| SACCO    | Savings and Credit Cooperative                        |
| SAO      | Sector Social Affairs Officer                         |
| SEA      | Supplemental Environmental Assessment                 |
| SGBV     | Sexual and Gender-based Violence                      |
| SOP      | Spray Operator  |
| TOT      | Training of Trainers                                  |
| USAID    | United States Agency for International Development    |

# EXECUTIVE SUMMARY

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**Background:** Africa Indoor Residual Spraying Project (AIRS) is Abt Associates-led program funded by the President's Malaria Initiative to carry out spraying to reduce the incidence and prevalence of malaria in up to 17 African countries. Abt subcontractor, Cultural Practice, LLC (CP) conducted a gender assessment in Rwanda in May and June 2013 to assess the extent to which women and men had equal opportunities to participate in employment at different levels of the spray operations.

**Purpose:** The purpose of the gender review is to assist AIRS in Rwanda to:

- Identify key gender-based constraints and opportunities with regard to spray operations;
- Provide recommendations for developing appropriate interventions to offset existing gender-based differences and/or disparities; and
- Set overall and intermediary annual benchmarks for women's employment in labor categories in which they are underrepresented.

**Methodology:** CP conducted a review of the AIRS operation in Rwanda between May and July 2013, which included two weeks (May 18<sup>th</sup> – June 1<sup>st</sup>) of in-country qualitative research based on key informant interviews, and an analysis of monitoring data collected by the AIRS Project in Rwanda. Pre-travel desk research focused on malaria, IRS, gender in the Rwandan context, and women's and men's rural economic opportunities and participation in malaria prevention. CP consultant Fiona McDowell conducted interviews and meetings in Kigali with AIRS project full-time and seasonal staff, representatives of the Malaria and Other Parasitic Diseases Division, PMI, the Centers for Disease Control and Prevention and the Government of Rwanda's Gender Monitoring Office. The consultant also conducted group and individual interviews with district coordinators, regional and local health workers and social affairs officers, spray operators (SOPs), washers, Information, Education, and Communication (IEC) mobilizers, community members and other stakeholders in Bugesera, Gisagara and Nyagatare districts.

## Key Findings and Recommendations:

**I. Finding:** Though they are hired in equal or greater numbers than men in some positions, women are underrepresented in a number of positions, including sector coordinator, IEC mobilizer, district coordinator, and security guard.

### Recommendations:

- Revise the IEC mobilizer selection criteria to require hiring one man and one woman from each village committee, one of whom should be the Village Head. This will have the biggest impact on gender balance within the Rwanda IRS project, since nearly 50 percent of total IRS workers are cell<sup>1</sup> and village IEC mobilizers. Set a target of 50 percent for women cell and village IEC mobilizers during the next spray campaign.
- Evaluate whether increasing the age limit for SOPs and washers from 40 to 45 years would enable more women to participate in these jobs without compromising the efficiency and efficacy of spray operations.
- For security guard positions filled through private security companies rather than the Local Defense (e.g. guards for district stores and offices), inform companies that the project is open to hiring both men and women as guards.

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<sup>1</sup> Rwandan local government has four tiers or political-administrative units: districts, sectors, cells and villages (listed in descending order of size). Districts, of which there are 30, constitute the basic political-administrative unit of local government.

- Determine why more women than men are disqualified during the first round of application reviews. If lack of IRS experience is the reason, consider if relevant education or work experience can be substituted without compromising quality.
  - Consider promoting high-potential women sector supervisors to positions as sector coordinators and district coordinators in order to achieve more gender balance in these categories. Set a target of 50 percent for women district and sector coordinators.
2. **Finding:** Some SOPs were found to be pregnant during spray operations, despite testing negative for pregnancy at the beginning of operations. Some SOPs and washers were not explicitly cautioned to avoid pregnancy during operations.
- Recommendations:** Ensure that SOPs, washers, and any staff in contact with pesticides are sensitized prior to the campaign on the importance of avoiding becoming pregnant during the campaign. Consider including husbands in this sensitization as well. Ensure that pregnancy testing is conducted every 30 days after the start of the spray campaign, as per the operational guidelines.
3. **Finding:** Though awareness of and support for gender integration and women’s empowerment is high among AIRS project staff, they do not receive training on gender integration, gender assessment or analysis, or other topics relating to gender on the job and most have never had any formal training of this kind prior to joining AIRS. AIRS is diligent in collecting sex-disaggregated data, but gender analysis is not incorporated into key documents like the End of Spraying Report (EOSR). Gender issues are also not explicitly addressed during seasonal staff training.
- Recommendations:**
- Provide gender training to AIRS project staff to establish a common baseline of understanding and ensure that each staff person can identify and/or develop appropriate tools and strategies for integrating gender considerations into their specific area of work.
  - Incorporate key messages about gender equality into seasonal staff trainings, particularly for those who will have supervisory roles.
  - In particular, the Environmental Compliance Officer, who is responsible for overseeing the production of the EOSR and other technical documents, should develop the capacity to analyze the sex disaggregated data that the project collects and integrate this into IRS reports and planning documents.
- Consider designating one staff member to undergo more extensive training to serve as a gender resource person within the project.
4. **Finding:** The IRS brochure, a key communication tool, perpetuates stereotypical gender roles.
- Recommendation:** Consider revising the IRS brochure to show a woman SOP and a male household member sweeping out the structure and disposing of the dust after spraying. Since most SOPs in Rwanda are women, this will be a more accurate representation and is an opportunity to reinforce the image of women as key actors in IRS operations. Though non-pregnant women can do the sweeping safely, depicting men doing this job in the brochure may encourage them to take on this role.
5. **Finding:** The number and percentage of women-owned and women-employing businesses that provide goods and services to the project is currently unknown. This represents a missed opportunity to measure the impact of IRS procurement on supporting women entrepreneurs.
- Recommendations:**
- i. Gather gender data from firms submitting tenders to supply goods or services to the IRS project, in order to analyze the proportion of women-owned businesses to men-owned businesses. Data on gender of employees could also be collected.

- ii. Women-ownership and gender-balance within firms could be taken into consideration during the bid evaluation process (bidders should be made aware of this during the solicitation phase, which is within the US Government policies that support increased opportunities for women-owned business). Conduct a market survey on the number of women-owned businesses in relevant sectors in order to set targets for procurement from women-owned businesses.
  - o Partner with the Private Sector Federation and women's business associations to publicize invitations to tender among women business owners. Consider hosting a bidders meeting and inviting women business owners to explain the bidding process and answer questions.

## **Conclusions:**

The Rwanda IRS project has created income-generating opportunities for thousands of men and women, in many cases in rural communities where paid employment is scarce. Spray operators, IEC mobilizers and other seasonal workers value IRS jobs not only for the income they provide, but also for the opportunity to contribute to the malaria control efforts. Because of their visibility during the spray campaigns, women who work as SOPs and mobilizers can serve as positive role models for their communities as they undertake what might traditionally be seen as man's work. Women and men working side-by-side during spray operations and women working in project supervisory positions and as spray team leaders illustrate a work environment beyond restrictive gender paradigms.

Although women are represented equally or near-equally with men in some positions (logistician, team leader and SOP in 2012; store keeper, sector supervisor and team leader in 2013) and outnumber men in some positions (including washer, district IEC assistant, and SOP [in 2013]), they are under-represented overall and vastly underrepresented in some key positions, including as village and cell IEC mobilizers. Of the thousands of workers in the 2012 and 2013 spray campaigns, 74 percent and 69 percent (respectively) were men. While understanding of gender integration among project staff and seasonal employees varies, there is an opportunity to capitalize on the widespread awareness of the importance of gender equality and women's empowerment and an eagerness for gender training, in order to address these disparities. The fact that women already play important and visible roles in the spray operations and on the AIRS project staff provides a good foundation for building up their participation in other roles.

Where women are already well-represented, such as in certain leadership positions at the village level, increasing their participation in IRS may be as simple as working with the Ministry of Health to change selection criteria. For sectors in which women are traditionally less numerous, such as transport and security, increasing women's participation may be more challenging. Gathering more data from service providers during the procurement process is the first step toward shifting the balance. Above all, empowering AIRS project staff to address these opportunities and challenges by providing them with gender training will help the project achieve its gender-related goals in a manner that does not undermine the efficiency and efficacy that the project has built over several rounds of spraying.

# I. BACKGROUND

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## I.1 AIRS PROGRAM OBJECTIVES IN RWANDA

The Africa Indoor Residual Spraying Project (AIRS) aims to protect people from malaria by spraying insecticide on walls, ceilings and other indoor resting places of mosquitos that transmit malaria. AIRS is a three-year project funded by the United States Agency for International Development (USAID) under the President's Malaria Initiative (PMI) and implemented by Abt Associates (Abt) in up to 17 African countries, including Rwanda. Cultural Practice, LLC (CP) is a subcontractor to Abt on the AIRS project and provides analysis and operational strategies for carrying out the commitment of AIRS country programs to provide equal opportunities for women to participate in IRS programs at all levels. The role and responsibility of CP is to ensure the project supports equitable opportunities for both women and men in conducting indoor residual spraying (IRS) activities, as well as to protect the safety, privacy, and dignity of all participants during the IRS campaigns.

IRS has been used to combat malaria in Rwanda since 2007; since then the country has conducted eight rounds of spraying. Abt began implementing IRS in Rwanda in August 2011 in cooperation with PMI and the Rwanda Ministry of Health (MoH) through the Malaria and Other Parasitic Diseases Division (MOPDD). A total of 236,610 structures were sprayed with a pyrethroid insecticide between August 20<sup>th</sup> and October 18<sup>th</sup>, 2012 in three high burden malaria districts: Bugesera, Gisagara and Nyagatare. A second round of spraying was conducted in 20 sectors in these districts from February 11<sup>th</sup> through March 5<sup>th</sup>, 2013 to ensure coverage during both peak malaria transmission seasons (October-December and March-May). In addition to spray coverage targets, key project goals and objectives included:

- Supporting training, capacity building, and advocacy at the national, regional, and district level as a means of achieving IRS sustainability. This will include building the capacity of government, counterparts, and partners to undertake high-quality IRS.
- Providing regular monitoring and evaluation (M&E) for the AIRS program.
- Carrying out a logistics assessment in all districts and arrange all procurement, shipping, delivery, and storage of sprayers, spare parts, insecticides, and personal protective equipment (PPE).
- Ensuring safe and correct insecticide application, thus minimizing human and environmental exposure to IRS insecticides, in compliance with the Pesticide Evaluation Report and Safer Use Action Plan (PERSUAP) and Supplemental Environmental Assessment (SEA).
- Coordinating IEC, behavior change communication (BCC), sensitization, and mobilization activities with other stakeholders to raise populations' awareness of IRS, and to encourage ownership.
- Promoting cost-efficiency through due diligence and efficiency of operations.

AIRS will implement the next spray round in September and October 2013 and aim for at least 85 percent coverage of 220,550 targeted structures in the same three districts, using both pyrethroid and carbamate insecticides. In addition to the key goals and objectives listed above, the project plans to:

- With the completion of the AIRS Rwanda capacity assessment tool, the AIRS team will work with in-country stakeholders to develop a specific capacity assessment plan;
- Update and submit the SEA to include all three classes of WHO-approved insecticides for IRS; and
- Prepare and submit an informational letter report in accordance with the approved 2012 SEA.

## 1.2 GENDER EQUALITY IN RWANDA

The most recent USAID gender assessment for Rwanda described a “tale of two Rwandas,” where a high level support for gender equality and a number of milestone achievements in promoting women’s empowerment coexists with the persistence of widespread gender inequality and the lack of progress in addressing a number of serious issues, such as sexual and gender-based violence (SGBV).<sup>2</sup>

Rwanda has indeed been a leader globally in promoting equal rights and opportunities for women, particularly in public service. Most of this progress has taken place following the 1994 genocide, which left Rwanda with a female-majority population and a large number of female-headed households. In 2010, Rwanda finalized its National Gender Policy, which provides guidelines for integrating gender into sectoral planning, policies and programs. Due to a number of legal reforms, including a constitutionally mandated quota stipulating that women comprise at least 30 percent of all decision-making posts, women currently make up 56 percent of Rwanda’s parliament and 45.5 percent of the civil service.<sup>3</sup> The Gender Monitoring Office (GMO) was created in 2003 to facilitate better tracking of gender equality indicators, which in turn helps enable greater accountability for achieving targets. With the support of the Ministry of Gender and Family Promotion (MIGEPROF), a number of government ministries are slowly moving toward the goal of developing sector-specific gender action plans (thus far only the Ministry of Education and the Ministry of Agriculture have completed their plans). Rwanda has proved a model for other nations with its embrace of gender budgeting, and is working to integrate the process throughout the government. Plans are in place to increase the number of “one-stop centers,” which consolidate medical, legal and psycho-social services for SGBV victims.

Notwithstanding this progress, deep gender inequalities remain. Women are responsible for a greater share of unpaid domestic and care work than men in addition to their economic and community contributions, by one estimate contributing more hours of agricultural labor than men (10.5 hours vs. 7 hours) in addition to all of the household work (5 hours vs. 0 hours). This results in heavier overall weekly work load (51 hours vs. 40 hours) for women than men. Girls also spend more time than boys on certain domestic work, with roughly 61 percent spending time on laundry, cleaning, child care and other household chores, as compared to roughly 35 percent of boys. Despite women shouldering a double or triple work burden, the traditional view of men as the primary household breadwinner remains, which limits women’s economic opportunities and independence. Though the male and female employment rate is nearly equal (85.2 percent of women and 83.1 percent of men), men are about three times more likely to be engaged in non-farm wage labor than women, roughly 82 percent of whom are employed in agriculture. Male business owners outnumber female business owners in most sectors, except for manufacturing businesses, 91 percent of which are owned by women. While the majority of men and women are economically active, women are more likely to hold low-paying jobs and have lower average earnings than men, despite similar levels of education, work experience and hours

<sup>2</sup> Short-term Technical Assistance and Training Task Order. December 2011. *USAID/Rwanda Gender Assessment (2011)*, Revised Draft 3/1/2012. DevTech Systems, Inc. P 21.

<sup>3</sup> National Institute of Statistics of Rwanda, Gender Monitoring Office, *National Gender Statistics Report, 2013*. March 2013. P 37.

worked per week.<sup>4</sup> Though they have achieved near equal representation in the civil service, women are under-represented in many key leadership positions. For instance, 93 percent of mayors, 93.3 percent of district executive secretaries, and 84.3 percent of directors general and executive secretaries of public institutions are men. Patriarchal traditions that place ultimate authority in the hands of men undermine women's role in decision-making at the household and community level. SGBV is also on the rise based on a 2010 DHS survey, with 41 percent of women reporting experiencing physical violence since age 15 (in contrast to 31 percent in 2005) and 21 percent reporting experiencing sexual violence.

While it may be helpful to recognize “two Rwandas” in an effort to highlight persistent inequalities and potentially overlooked injustices, one may also view the disparities described above as symptoms of a multi-faceted society transitioning slowly and unevenly toward its goals of gender equality and women's empowerment. By enacting key reforms, outlawing gender discrimination in the constitution and setting clear and highly publicized targets for women's participation in public life, Rwanda has developed a strong legal and political framework for achieving greater parity. Awareness of gender as a concept and gender equality as a government priority is high not only among elected leaders, civil servants and the NGO community, but also among rural community members. Though gender may be erroneously equated with “women's issues” by many and some may assume that the 30 percent quota is a ceiling, rather than a minimum, this heightened awareness is a good starting point for engagement and education. Providing practical training on gender analysis and integration will empower civil servants, local leaders, community health workers, and development project implementers to address gender disparities within their own work and circles of influence and will enable Rwanda to capitalize on the awareness level it has achieved in order to propel the country closer to achieving its goals.

### 1.3 OBJECTIVES AND METHODOLOGY OF THE GENDER REVIEW

CP conducted a review of the AIRS operation in Rwanda between May and July 2013, which included two weeks of research in Rwanda between May 18<sup>th</sup> and June 1<sup>st</sup>. Pre-travel desk research focused on malaria, IRS, gender in the Rwandan context, and women's and men's rural economic opportunities and participation in malaria prevention. CP consultant Fiona McDowell conducted interviews and meetings in Kigali with AIRS full-time and seasonal project staff, representatives of the MOPDD, PMI, and the Government of Rwanda's GMO. The consultant also conducted group and individual interviews with district coordinators, regional and local health workers and social affairs officers, SOPs, washers, IEC mobilizers, community members and other stakeholders in Bugesera, Gisagara and Nyagatare districts. For the purposes of this report, “AIRS project staff” will be used to refer to the 18 core employees based in the Kigali project office; “seasonal staff” refers to all others hired by the IRS project.

The purpose of the gender review is to assist AIRS Project in Rwanda to:

- Identify key gender-based constraints and opportunities with regard to spray operations
- Provide recommendations for developing appropriate interventions to offset existing gender-based differences and/or disparities
- Set overall and intermediary annual benchmarks for women's employment in labor categories in which they are underrepresented.

Interview guides developed by CP during a gender review of the Ethiopia IRS project were adapted for use in Rwanda (see Annex C). Interviews were conducted in English and French, with translation into Kinyarwanda provided as needed by AIRS IEC Officer, Janvier Karuhije, and Program Specialist, Delphine Tunga, who accompanied the consultant during interviews and meetings. Summary of interviews conducted is presented in Table I.

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<sup>4</sup> Short-term Technical Assistance and Training Task Order. December 2011. *USAID/Rwanda Gender Assessment (2011)*, Revised Draft 3/1/2012. DevTech Systems, Inc. P 26-27.

**Table I. Summary of IRS Implementers Interviewed**

| <b>Summary of IRS Implementers Interviewed</b> |           |           |              |
|--|-----------|-----------|--------------|
| <b>Position</b>                                | <b>F</b>  | <b>M</b>  | <b>Total</b> |
| AIRS Project Staff                             | 5         | 7         | 12           |
| Spray Operator                                 | 12        | 17        | 29           |
| Village/Cell IEC Mobilizer                     | 3         | 19        | 22           |
| Washer   | 5         | 3         | 8            |
| Security Guard                                 | 0         | 1         | 1            |
| Sector Social Affairs                          | 4         | 5         | 9            |
| District Health Coordinator                    | 0         | 2         | 2            |
| Hospital Director                              | 0         | 2         | 2            |
| Data Entry Clerk                               | 1         | 0         | 1            |
| Community Member                               | 3         | 2         | 5            |
| Logistics Assistant                            | 0         | 1         | 1            |
| Storekeeper                                    | 0         | 1         | 1            |
| District Coordinator                           | 0         | 2         | 2            |
| Sector IEC Coordinator                         | 0         | 1         | 1            |
| District IEC mobilizer                         | 0         | 1         | 1            |
| Sector Supervisor                              | 1         | 0         | 1            |
| District/Sector Gender Officer                 | 2         | 0         | 2            |
| CHW Cooperative President                      | 0         | 3         | 3            |
| In charge of CHWs                              | 1         | 0         | 1            |
| Sector Coordinator                             | 0         | 1         | 1            |
| <b>TOTAL</b>                                   | <b>37</b> | <b>68</b> | <b>105</b>   |

## 2. 2013 SPRAY OPERATION

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### 2.1 DESCRIPTION OF THE SPRAY OPERATION AND ROLES OF KEY ACTORS

Based on malaria epidemiological data, the MOH/MOPDD and PMI selected 42 sectors with the highest malaria burden in the districts of Bugesera, Gisagara and Nyagatare for targeted IRS during the August/September 2012 campaign. Twenty sectors in the same three districts were selected for spraying during the February-March 2013 IRS campaign by targeting those with the highest malaria caseloads as reported by health facilities in 2012.

Prior to the spray operation, seasonal staff are recruited and hired by AIRS project, in cooperation with district and sector health workers and community leaders. Once selected and medically screened as needed (jobs involving manual labor require a minimum level of physical fitness and workers that may be exposed to insecticides may not be pregnant), IRS staff receive training specific to their roles. Once workers are trained, spraying takes place over a period of 20 to 30 days. Key field positions include:

**Spray Operator (SOP):** SOPs are responsible for spraying insecticide on the walls of targeted structures and gathering data from each household/spray location. They are transported by project vehicle to the spraying area and then move from structure to structure on foot, carrying their equipment. SOPs may engage in additional mobilization in order to gain access to structures for spraying. SOPs work in teams of four, one of whom is a Team Leader who is responsible for submitting the team's data collection cards at the end of each day.

**IEC Mobilizer:** Village and cell IEC mobilizers are responsible for informing community members about upcoming spray operations, including when the spraying will take place and what each household must do before, during and after spraying, and identifying structures eligible for spraying. They also communicate the benefits of spraying in terms of reducing malaria transmission. IEC mobilizers typically inform their communities about upcoming IRS operations during a monthly community service day (*Umuganda*), and then go house-to-house to speak with occupants directly and to share IRS brochures.

**Washer:** Washers are responsible for cleaning personal protective equipment worn by SOPs daily during the spray operation and safely disposing of effluent waste.

**Security Guard:** Security guards are responsible for securing stores of insecticides, equipment and other project items, and soak pits where IRS equipment is cleaned.

Sector Social Affairs Officers (SAOs), Sector Executive Secretaries, District Hospital Directors and others play key roles in facilitating spray operations (and in some cases, selecting seasonal staff) as part of their existing duties and some receive a supervision allowance as compensation.

#### **Recruitment and Selection**

A total of 3,578 seasonal staff assisted AIRS project team of 18 full-time staff. District coordinators, sector coordinators, sector supervisors, data entry clerks, logisticians, store keepers, and pump technicians are recruited from Kigali via job advertisements placed in newspapers (such as *New Times* and *Invaho*) and on websites such as [tohoza.com](http://tohoza.com), [jobsinrwanda.com](http://jobsinrwanda.com), and [releifweb.com](http://releifweb.com). Based on

applications submitted by email, those respondents that meet basic criteria (including having previous IRS experience) are invited to take a written exam in Kigali that tests their knowledge of malaria prevention and IRS. The highest performers are interviewed, following which the final selection is made by AIRS project staff. Seasonal staff hired from Kigali move to the target districts during the spray operations and are responsible for finding and paying for their accommodations. A male sector IEC coordinator, male sector coordinator and a female sector supervisor said that they rented houses with other men or women on the IRS staff during the spray operations.

SOPs, team leaders, cell and village IEC mobilizers, washers and security guards are recruited at the district level with assistance from local authorities and health centers using criteria provided by the MOH. Village Heads (*Chefs d'Umudugudu*) and village Heads of Security (*Chargés de Sécurité*), both of whom are elected members of the village leadership committee, are recruited to serve as village IEC mobilizers. The criteria stipulates that they must be “of good conduct, respectable, able to read and write, and known by the community.”<sup>5</sup> SOPs and washers are selected by the SAO in each sector, using the MOH criteria which stipulates that they be a community health worker (CHW), a native of the sector, under the age of 40, able to read and write, and not pregnant. Some of the SAOs, SOPs and other seasonal staff interviewed described selecting CHWs who are generally healthy and physically fit enough for manual labor and in good standing in their communities. SOPs work in teams of four, one of whom is designated as the team leader. Teams may be single-sex or mixed. Team leaders are chosen based on their leadership abilities as assessed during IRS training and the results of an exam taken at the end of training.

Depending on the number of eligible CHWs in their sector and the number of SOPs and washers required for the campaign, the SAOs selected workers in one of two ways. The most frequently cited method by SAOs interviewed was selection by *tombola* (lottery). Where the number of eligible and interested CHWs exceeds the number of SOP/washer jobs available, some sectors employ a rotation system whereby those who have not had the chance to work on a previous campaign are given priority over those who have. One SAO described selecting SOPs and washers based on their physical fitness and community standing. In a couple of sectors, non-CHWs were also selected to work as SOPs. One SOP interviewed was not a CHW, but said that she was selected because of her frequent volunteer work in the community.

### **Training and Medical Screening**

Because sector coordinators, sector supervisors and district coordinators for the February/March 2013 operation were recruited from among those who had participated in the 2012 spray campaign, these workers were given a refresher training of trainers (TOT) from January 21-23 to prepare them to train SOPs and team leaders in IRS. SOP and team leader IRS training was held from February 5-8 (four days), prior to which all SOPs and team leaders underwent an examination at their district hospital to ensure that they were medically and physically fit to conduct their IRS duties. Female SOPs and team leaders were given a pregnancy test at this time (female washers and sector supervisors must also undergo pregnancy testing). Sector coordinators and sector supervisors provided washers with a one-day refresher training/orientation, security guards were given an orientation on fire safety and general security, and drivers were given an orientation on first aid, and safely transporting insecticides and SOPs. From January 24-25, district coordinators, district IEC assistants, sector IEC assistants and sector coordinators participated in a TOT to prepare them to train cell and village IEC mobilizers and to supervise all IEC/IRS activities. They then trained cell and village IEC mobilizers from January 28-30.

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<sup>5</sup> PMI/Africa IRS (AIRS) Project Indoor Residual Spraying (IRS 2) Task Order Four. April 2013. *Rwanda End of Spray Report*, Bethesda, MD. Abt Associates Inc., p13.

## 2.2 PARTICIPATION BY SEX

While many IRS jobs are performed by both men and women, the majority of IRS employment opportunities—nearly 70 percent as measured by people trained for the February-March 2013 spray campaign and 74 percent in the 2012 campaign-- are filled by men. Some positions (about 4 percent of the total) were exclusively filled by men during the most recent round of spraying, including district coordinator (the highest paid field position), pump technician, security guard and driver. No positions were filled exclusively by women, although women predominate as logisticians, district IEC assistants, sector supervisors and SOPs. An equal number of men and women served as store keepers. Men predominate in both the highest paid position (district coordinator) and the lowest (security guard), while women predominate in the second and third highest paid field positions (logisticians and district IEC assistants). The vast majority (87 - 88 percent) of cell and village IEC mobilizers are men, a position that represents roughly half of all seasonal employment opportunities with the IRS campaign. The biggest change between 2012 and 2013 is in the category of sector coordinator—in 2012 this position was two-thirds women, in 2013 the proportion had reversed. The AIRS team explained that the 23 sector coordinators hired for the 2013 spray operations were recruited from among the 47 sector coordinators who were part of the 2012 campaign. Spray operators were re-hired to work in the same district they worked in the previous year, and the majority of the districts targeted in 2013 happened to have been staffed by male sector coordinators in 2012. The table below shows the number of employees in different seasonal positions, disaggregated by sex. The total number of workers is higher in 2012 than in 2013 because more sectors were covered by the operations (42 sectors vs. 20 sectors).

|                         | 2012 |     |     |      |       | 2013 |     |     |      |       | Daily Rate |
|-------------------------|------|-----|-----|------|-------|------|-----|-----|------|-------|------------|
|                         | F    | %   | M   | %    | Total | F    | %   | M   | %    | Total |            |
| District Coordinators   | 0    | 0%  | 3   | 100% | 3     | 0    | 0%  | 3   | 100% | 3     | \$51.00    |
| Logisticians            | 2    | 50% | 2   | 50%  | 4     | 2    | 67% | 1   | 33%  | 3     | \$30.00    |
| District IEC Assistants | 2    | 67% | 1   | 33%  | 3     | 2    | 67% | 1   | 33%  | 3     | \$35.00    |
| Store Keepers           | 3    | 75% | 1   | 25%  | 4     | 2    | 50% | 2   | 50%  | 4     | \$30.00    |
| Data Entry Clerks       | 10   | 34% | 19  | 66%  | 29    | 6    | 43% | 8   | 57%  | 14    | \$29.00    |
| Sector Coordinators     | 30   | 64% | 17  | 36%  | 47    | 9    | 39% | 14  | 61%  | 23    | \$17.00    |
| Sector IEC Assistants   | 26   | 62% | 16  | 38%  | 42    | 9    | 39% | 14  | 61%  | 23    | \$17.00    |
| Sector Supervisors      | 71   | 54% | 60  | 46%  | 131   | 49   | 53% | 43  | 47%  | 92    | \$14.00    |
| Spray Operators         | 723  | 50% | 721 | 50%  | 1444  | 614  | 57% | 468 | 43%  | 1082  | \$9.00     |
| Team Leaders            | 126  | 47% | 140 | 53%  | 266   | 150  | 45% | 185 | 55%  | 335   | \$11.00    |

|                               |              |                 |              |            |              |               |            |              |            |              |             |
|-------------------------------|--------------|-----------------|--------------|------------|--------------|---------------|------------|--------------|------------|--------------|-------------|
| Pump Technicians              | 0            | 0%              | 3            | 100%       | 3            | 0             | 0%         | 3            | 100%       | 3            | \$9.00      |
| Adverse Effects Clinicians    | 38           | 39%             | 60           | 61%        | 98           | 21            | 30%        | 49           | 70%        | 70           | \$50/ Month |
| Washers                       | 83           | 71%             | 34           | 29%        | 117          | 61            | 66%        | 32           | 34%        | 93           | \$8.00      |
| Cell & Village IEC Mobilizers | 447          | 12%             | 3233         | 88%        | 3680         | 235           | 13%        | 1638         | 87%        | 1873         | \$4.00**    |
| Security Guards               | 2            | 2%              | 90           | 98%        | 92           | 0             | 0%         | 52           | 100%       | 52           | \$6.00      |
| Drivers                       | 0            | 0%              | 99           | 100%       | 99           | 0             | 0%         | 94           | 100%       | 94           | n/a         |
| <b>TOTAL</b>                  | <b>1,537</b> | <b>26%</b>      | <b>4,480</b> | <b>74%</b> | <b>6,017</b> | <b>1,160</b>  | <b>31%</b> | <b>2,607</b> | <b>69%</b> | <b>3,767</b> |             |
| Key:                          |              | Majority female |              |            |              | Majority male |            |              |            | Balanced     |             |

\*\*Daily rate listed is for village IEC mobilizers. Cell IEC mobilizers earn\$5.83/day.

## 3. GENDER-BASED CONSTRAINTS TO AND OPPORTUNITIES FOR EQUITABLE PARTICIPATION IN IRS OPERATIONS

### 3.1 GENDER FINDINGS

A previous literature review conducted by CP during the gender review of AIRS operations in Ethiopia revealed little published research or analysis of gender in the context of spray operations. Gender is mentioned briefly in two malaria studies published in the mid-1990s, while a recent examination of gender differences with regard to understanding and following protective and safety measures when spraying, found no statistically significant differences (Karunamoorthi and Yirgalem 2012). CP found indications that women do not commonly participate on spray teams, unless they are employed by the regional and district health services. The high rate of women's participation as SOPs in Rwanda is due to the MOH recruitment criteria for SOPs, which stipulates the recruitment of CHWs, the majority of whom are women. Each village elects two

general CHWs, a woman and a man, and a third CHW who focuses on maternal and child health, who is a woman. Thus approximately two-thirds of CHWs in Rwanda are women.

### 3.1.1 RECRUITMENT

The hiring process for a number of project and district/sector-level positions as described by interviewees is primarily “gender blind,”<sup>6</sup> in that gender is not usually an influencing factor in the hiring decision, with some indications of gender awareness. Interviewees expressed the view that for the most part, hiring decisions are based on qualifications (previous experience with IRS is a requirement for some positions) and exam performance (where applicable). However, several project staff interviewed stated that if there are two equally qualified candidates, a woman might be given preference over a man. One team member said that some women were chosen as logisticians, storekeepers and data clerks based on “potential,” even if they did not have as much experience as some male candidates, while another stated that even though there is not a “gender quota,” the project strives for gender balance in hiring. It is not clear how often or how systematically this is done. Gender considerations do not appear to have been taken into account during the development of AIRS recruiting and hiring processes, nor have staff analyzed data on applicants, interviewees and successful candidates in order to examine and address gender-related disparities. The Chief of Party explained, “For the different cadre of seasonal staff, all applicants (male or female) are taken through the same screening process/written exam followed by pre-test[ing] and post-test[ing] during the training and IRS experience with regard to gender. We have not to date paid specific attention to gender in the recruitment of the seasonal IRS support staff.” However, AIRS has been diligent in collecting sex-disaggregated data on applicants, which enables some initial analysis of the recruitment and screening process. For example, 57 percent of applicants for seasonal staff positions in 2012 were women, but of the applicants that passed through the initial screening to move on to the testing phase, only 40 percent were women. Unfortunately, AIRS’ data are not sufficiently detailed to reveal why women are disqualified more frequently than men in the screening process. One likely answer is that if candidates must have prior IRS experience to pass the initial screening, and more men than women have IRS experience, then more women will be eliminated. Likewise, there is not sufficient data to explain the increased proportion of women (from 40 to 46 percent) who successfully move forward to the final round.

*On integrating gender into the hiring process: “We don’t have a clear indication of what to do.”*  
~ AIRS project member

The MoH issues criteria for several spray campaign jobs, and after multiple rounds of spraying, there is a high level of awareness of these criteria among targeted communities.

- SOPs: Must be CHW, under age 40, in good health, and not pregnant. CHWs are elected by their communities; three in each village: one woman in charge of maternal health and another woman and one man. A husband and wife may not both serve as CHWs. CHWs are volunteers, but receive a performance-based fee every three months that varies in amount. CHWs contribute 30 percent of the fee to their CHW cooperative to fund income-generating activities like farming and animal husbandry.
- IEC mobilizers: *Chef d’Umudugudu* (Village Head) and *Chargé de Sécurité* (Security Head). Village-level leadership consists of an elected committee made up of the Village Head and those in charge of security, social affairs, information/communication, and women and youth. The Head

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<sup>6</sup> In the conceptual framework known as the Gender Integration Continuum, “gender blind” refers to the absence of any proactive consideration of the larger gender environment and specific gender roles affecting program/policy beneficiaries. In contrast, “gender aware” programs/policies deliberately examine and address the anticipated gender-related outcomes during both design and implementation. (Caro, Deborah. *A Manual for Integrating Gender Into Reproductive Health and HIV Programs: From Commitment to Action* (2<sup>nd</sup> Edition). PRB for the Interagency Working Group on Gender Washington, DC, 2009.)

of Women is a woman and the Head of Social Affairs is often a woman, while the Village Head and Security Head are usually men. This explains why the vast majority (88 and 87 percent) of cell and village IEC mobilizers are men. A notable exception was reported by a sector IEC coordinator who described his initial doubts as to the capability of one village's young, female village head (who had a young child) and female head of security. When he voiced his concerns to the village head, she told him to leave them to their work and observe the results. He was surprised to find a 100 percent spraying rate in that village at the end of the spray operation and no problems, even though the village head had done her mobilizing with a baby on her back.

The selection process for SOPs from among CHWs varied slightly from sector to sector, but selection by *tombola* (lottery) from among those who meet the criteria seems to be the most common method. One SOP interviewed was not a CHW, but said she was hired because she regularly volunteered in the community. Some sectors with an excess of eligible CHWs employ rotation, so that CHWs who were selected during the preceding campaign are not eligible to enter the lottery for the upcoming campaign.

Washers are recruited in different ways in different areas. In some areas, washers are chosen from among the CHWs, usually after the SOPs have been chosen. In one sector, the Sector SAO reported choosing women whom she considered vulnerable (poor, widowed). Both men and women are employed as washers, although more women than men. One SAO mentioned that the job of washer is not highly valued by men because it is viewed as a job primarily for women, but this was not a view echoed by other interviewees.

Security guards are usually recruited by the Sector Executive Secretary from among the members of the Local Defense force, who are typically all men. One SAO mentioned that during a past campaign, because a soak pit was located on the police station grounds, the police had provided a female police officer as the security guard for that location. A district supervisor said that a woman had served as a daytime security guard during a past campaign.

According to SOPs, washers, IEC mobilizers and community members interviewed, paid jobs are scarce for both men and women at the village level. Options include working in construction and farming. CHWs derive income from cooperative activities like farming and animal husbandry, as well as their personal farming/animal husbandry activities. Jobs on the IRS campaign appear to be highly valued as a way of generating additional income. Interviewees said that their spouses were supportive of their work in the spray campaigns because of the extra money earned and because of the importance of contributing to malaria eradication; they also said that couples decide jointly how to spend the income and often plan ahead for its use. Uses mentioned include construction of the home, health insurance, school fees, investing in income generating activities, and for emergencies. After receiving complaints from SOPs about wages deposited directly into joint accounts, AIRS now requires that each SOP open a personal savings and credit cooperative (SACCO) account.

### 3.1.2 HEALTH AND SAFETY

No interviewees reported experiencing or hearing about any crime or harassment against SOPs or IEC mobilizers. One SOP said that other spray team members are often nearby during the spray operations and CHW are able to call other CHW mobile phones free of charge, which contributes to a feeling of safety. Some SOPs must walk or cycle before dawn in order to arrive at the assembly point by 6 am, but this does not appear to be a safety concern for these individuals.

Some SOPs and washers said that they were told explicitly to avoid becoming pregnant during the spray campaign. Others said that they were not given explicit instructions to avoid pregnancy, but because of

the mandatory pregnancy tests and their knowledge of family planning as CHWs, they understood that it was important to avoid becoming pregnant. One hospital director said that some husbands of CHWs respect the need to avoid pregnancy during the campaign, while others do not. Husbands of CHWs do not directly receive any sensitization about avoiding pregnancy during the spray campaign. In Section 9.1 ('Challenges') of the 2013 End of Spraying Report (EOSR), it is noted that "some SOPs were found pregnant during IRS while their medical checkups conducted just before the start of IRS results were negative." Additionally, Health officials and AIRS project staff described instances where women falsified pregnancy tests (leading the project to switch from urine testing to blood testing) and even denied the accuracy of positive tests in hopes of avoiding being disqualified from a spray operation job. Bugesera Hospital Director Alfred Rutagengwa said that women avoid discussing pregnancies in the early stages, underscoring the need to rely on testing rather than self-reporting. Project staff interviewed said that in some cases it has been possible to reassign pregnant workers to roles that do not involve exposure to pesticides, but that this is challenging because there are limited positions into which these workers can be transferred.

### 3.1.2 PROCUREMENT

While most IRS supplies are procured internationally, some supplies and services are procured domestically, including transport, stationery, catering, and printed materials. Requests for bids are advertised in local newspapers and prospective vendors submit their bids via a drop box at the AIRS office in Kigali, after signing a submission log. The procurement process is gender-blind, and IRS does not collect data on the number of women-owned businesses submitting tenders or winning contracts. The procurement officer indicated that transport providers are predominantly men-owned businesses, stationery providers include a few women-owned businesses, "assorted materials" providers are a mixture of men and women-owned businesses, and women-owned businesses predominate in the provision of catering services. IRS only contracts with formally registered businesses.

### 3.1.3 MOBILIZATION AND SPRAYING

AIRS engages in a variety of mass media communication in order to share information about IRS with the population, including radio talk shows, radio spots, posters, banners and drama shows. Most IEC mobilizers convene a community meeting (which usually coincides with the monthly community service day which takes place from 8:00-11:00am on the last Saturday of every month) to inform their communities about the upcoming IRS campaign. Then, they go house to house to let community members know when to expect the SOPs and what to do before, during and after spraying. Most do the door to door mobilizing themselves, rather than delegating. One group of women SOPs said that they often engage in mobilization as well, sometimes because the community members have not been well-informed by IEC mobilizers, and that this slows their work.

IEC mobilizers most often find women at home, when they go door-to-door. Most interviewees said that the decision to allow a home to be sprayed is taken jointly by the male and female heads-of-household (where applicable), although the male head of household has the ultimate decision-making authority. Some interviewees said that women are often more enthusiastic about IRS, because they are more aware of the burden of malaria on their families. Some also said that it would be helpful to have more women as IEC mobilizers, because so often it is women who are at home to receive messages about IRS. The IRS brochure provided to community members features a photograph of a SOP on the cover and cartoon drawings showing the IRS process from mobilization through post-spraying cleaning. It is not clear whether the SOP in the cover photo is a man or a woman, but the mobilizer and SOP in cartoons appear to be men. The adult female household member depicted is shown sweeping out the

home and disposing of the dust, activities which are not recommended for pregnant women (or very young children). An IRS banner depicted in the 2012 EOSR appears to show a male SOP.

Men and women mentioned similar challenges when asked about the most difficult part of being a SOP. These included covering long distances, getting up very early in order to travel to the work site, and encountering homes where the residents have not been mobilized. Two interviewees in supervisory positions mentioned that some women SOPs initially were uncomfortable wearing the coveralls because they were not accustomed to wearing trousers. Some interviewees said that spraying duties were assigned based on physical ability, with men typically being asked or volunteering to cover more distant areas. Others mentioned that the government's push to consolidate villages has reduced the distance that must be covered, making the spraying operation easier. Descriptions of an SOP's work day and the ease with which this work can be integrated into the SOP's existing community health, income-generating and household work varied. Generally, the SOP's work day begins with a project-provided breakfast at 6:00 am after which no food or beverages can be consumed until work is completed, data submitted and equipment relinquished to the washers for the day at about 3:00pm. Commuting time to and from the work site (by foot, bicycle or taxi at the worker's expense) can vary considerably. One SOA interviewed said that most male spray team members have bicycles, while most women do not know how to ride a bike. This may mean that women are more likely to have a longer commute on foot, or that they must bear the cost of daily taxi fare.

For those who must travel long distances and/or on foot, spray operations leave little time in the day for other work. This may be more challenging for women, because they typically have greater household responsibilities. As one sector IEC coordinator put it, men can just "wake up and go, but not the women." However, many SOPs said that balancing the IRS work with their other income-generating pursuits and household duties was not that difficult, as they were used to juggling CHW responsibilities with other work. Many said that their CHW supervisors helped ensure that the community health work burden was lighter during this time. Some SOPs in Nyagatare said that many CHWs have hired household help year-round or hire additional help during the spraying campaign, and that it would be difficult to participate in the spray campaign without this extra assistance. Others said that their spouses or children help with household work during the spray campaign. When asked if children ever miss school in order to help with extra work during the spray campaign, one interviewee said no, because the main point of earning extra income is to ensure that one's children can go to school.

The most frequently cited challenge by washers, both women and men, was cleaning and drying the coveralls during rainy season, when the coveralls get dirtier because of mud and the rain slows the drying process.

#### **3.1.4 GENDER AWARENESS AND GENDER INTEGRATION CAPACITY**

All AIRS project staff expressed an awareness of the importance of considering gender in the context of development and during their interviews; many referenced the Government of Rwanda National Gender Policy and the quota for a minimum of 30 percent participation by women in government work. Though individual understanding of the meaning of gender and its implications within IRS and development more broadly varied from person to person and is harder to gauge in group interviews, most interviewees showed a general awareness of gender. The English term was used by translators often when translating to Kinyarwanda. Many interviewees noted the importance of "respecting gender," a phrase which seemed to refer to the policy of providing opportunities to women and not discriminating against women. The 30 percent quota was also referenced widely. This enabled the interviewer, at the end of interviews, to ask generally if the interviewee had any additional thoughts on "gender issues or

opportunities and challenges for men and women” to participate in the project, and receive additional relevant observations and anecdotes.

None of the AIRS project staff interviewed have received gender training as part of their employment with the project. Most have never received formal gender training of any kind, but have learned about gender integration “on the job.” All interviewees expressed an interest in gender training if it were made available. The project does not have contact with district gender focal points, gender-focused NGOs or other gender resource groups. The project is diligent about collecting sex-disaggregated data, including on applicants as well as hires, which makes analysis and comparison between campaigns possible. While sex-disaggregated data is presented in the 2012 EOSR, it’s not clear that AIRS does any analysis of this data in order to evaluate whether women and men have equal opportunity to participate in spray campaigns. Most seasonal workers said that gender was not a part of their IRS job training. The Sector IEC Coordinator interviewed said that gender issues were addressed in his training, specifically that coordinators should encourage women and let them know that they trust them and have confidence in their work.

## **3.2 ANALYSIS OF FINDINGS**

The MOH policy of employing CHWs in the spray campaigns has enabled many women to achieve employment and earn extra income by working as SOPs and washers, while demonstrating that women are as capable as men in these roles. AIRS’ hiring of women in equal or greater numbers than men in other roles, including roles like logistician, district IEC assistant and storekeeper that are among the higher paid/higher responsibility positions, sets a positive example of gender balance in action. The overall gender imbalance of workers is due to the fact that many women are excluded from accessing employment as IEC mobilizers (the most numerous position), security guards and drivers because of the current selection criteria. Women are also underrepresented in other jobs (and perhaps also as suppliers of goods and services to the project) because of mostly gender-blind recruitment and procurement processes. Though awareness of “gender” is high, a lack of understanding of the concept and of concrete strategies and tools for analyzing and integrating gender considerations into the project hinder the achievement of gender-related goals and objectives. Achieving greater gender balance in some positions, particularly IEC mobilization, may even help the project improve efficiency by enabling more effective mobilization. Interviewees agree that women are most often at home to receive messages on IRS from village IEC mobilizers. Women may be more comfortable asking candid questions (particularly as concerns IRS and reproductive health) of female mobilizers, rather than of male community leaders.

### **3.2.1 GENDER-BASED CONSTRAINTS AND OPPORTUNITIES TO EMPLOYMENT AS SEASONAL STAFF**

### ***Key Constraints:***

- **MoH criteria require village head and village head of security to serve as IEC mobilizers; men dominate these positions.**
- **Requiring previous IRS experience may reduce the pool female candidates for certain jobs.**
- **Health risks prohibit pregnant women from working as SOPs, washers and other jobs, while older women (and men) are excluded by age limits.**
- **Project staff lack gender analysis and integration know-how for addressing gender constraints and imbalances.**

### ***Key Opportunities:***

- **Women dominate a number of other village-level leadership positions and would welcome access to IEC mobilizer jobs.**
- **Female applicants outnumber male applicants for a number of positions.**
- **Awareness of gender and the importance of gender balance is high among project staff; demand for gender training is high.**
- **Government of Rwanda gender policies and support for women's empowerment are widely known, even at the village level.**
- **Women predominated as sector supervisors during the last spray round and may provide a good pool of candidates for sector and district coordinator positions, where they are currently in the minority.**

Though an estimated two-thirds of CHWs in Rwanda are women and SOPs are almost exclusively CHWs, only 54 percent, or slightly more than one-half, of SOPs are women (in 2012, numbers were roughly even, with slightly more men). Since most SOP selection is random (via lottery), this is likely due to the fact that many women are not eligible to serve as SOPs or washers if they are pregnant.

Because MoH criteria stipulate that cell and village IEC mobilizers must be cell or village heads or those in charge of security at the cell or village level and these posts are usually held by men, IEC mobilizers are overwhelmingly male. The only way to increase women's access to these jobs is to change the criteria of selection. When asked during interviews whether they thought that women are interested in the opportunity to work as IEC mobilizers, all respondents (both men and women), said yes. When asked how they thought the number of women working as IEC mobilizers could be increased, most respondents said that the village or cell leader in charge of social affairs, who is usually a woman, should be allowed to work as a mobilizer. Others mentioned the committee member in charge of women's affairs, or allowing CHWs not eligible to work as SOPs and washers to serve as mobilizers. Some suggested simply requiring each village to supply one male and one female mobilizer from among their leaders, one of whom should be the village head. While the local knowledge and authority of the head of security was viewed by interviewees as an asset for convincing households to allow structures to be sprayed, the village head was viewed as most important in this respect.

Recruiting security guards from among the Local Defense force means that this position will be filled almost exclusively by men, however, women are found within the security industry. The security guard interviewed, who provided security for a district office and store, was hired via a security firm and was not native to the area. He stated that his security firm does employ women. Women guards and security personnel were observed working at the US embassy and at a district hospital (apparently employed by a prison and accompanying a prisoner seeking medical attention) during the consultant's

research. Women also work as police officers and have provided security for IRS operations in this capacity.

Though it is an effective way to quickly reduce a very large initial applicant pool, requiring staff recruited in Kigali to have prior IRS operations experience may perpetuate a gender imbalance, since men make up a majority of employees. In 2012, 3,360 people applied for 226 seasonal staff positions. Fifty-seven percent of these applicants were women, however, of the 495 applicants short-listed for exams and interviews, only 40 percent were women. While ultimately 46 percent of those selected for jobs were women, a positive step towards gender balance, women are disproportionately precluded from the exam and interview stage (possibly because they lack of previous IRS experience) which makes achieving gender balance in hiring more difficult. More data is needed to determine which criterion or criteria are leading to the disqualification of so many women applicants. But because the number of women applicants is high relative to men applicants, it appears that AIRS's job advertising and application process is not a barrier to women learning about or applying for seasonal jobs. More data would be needed to determine why more women than men apply, and if this is an indication of any particular barriers for men to learn about and apply for these positions.

# 4. CONCLUSIONS AND RECOMMENDATIONS

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## 4.1 CONCLUSIONS

The Rwanda IRS project has created income-generating opportunities for thousands of men and women, in many cases in rural communities where paid employment is scarce. SOPs, IEC mobilizers and other seasonal workers value IRS jobs not only for the income they provide, but also for the opportunity to contribute to the control of malaria. Because of their visibility during the spray campaigns, women who work as SOPs and mobilizers can serve as positive role models for their communities as they undertake what might traditionally be seen as man's work. Women and men working side-by-side during spray operations and women working in project supervisory positions and as spray team leaders illustrate a work environment beyond restrictive gender paradigms.

*It's good for women to bring some [money] home, it gives them some power.*  
~ Woman spray operator

*Using women in spray campaigns has made a big impact... women see gender balance and it gives them hope, they know they are part of [the effort].*  
~ District coordinator

Although women are represented equally with or outnumber men in some positions, they are under-represented overall and vastly underrepresented in some key positions, including as village and cell IEC mobilizers. While understanding of gender integration among project staff and seasonal employees varies, there is an opportunity to capitalize on the widespread awareness of the importance of gender equality and women's empowerment and an eagerness for gender training, in order to address these disparities. Where women are already well-represented, such as in certain leadership positions at the village level, increasing their participation in IRS may be as simple as working with the MoH to change selection criteria. For sectors in which women are traditionally less numerous, such as transport and security, increasing women's participation may be more challenging. Gathering more data from service providers during the procurement process is the first step toward shifting the balance. Above all, empowering AIRS project staff to address these opportunities and challenges by providing them with gender training will help the project achieve its gender-related goals in a manner that does not undermine the efficiency and efficacy that the project has built over several rounds of spraying.

## 4.2 RECOMMENDATIONS

Based on the preceding gender findings and analysis, there are a number of interventions that can be recommended in order to address gender-based disparities and differences.

- 1. Finding:** Though they are hired in equal or greater numbers than men in some positions, women are underrepresented in a number of positions, including SOP, IEC mobilizer, district coordinator, and security guard.

**Recommendations:** Evaluate and where feasible revise hiring criteria for positions where women are underrepresented:

- Evaluate whether increasing the age limit for SOPs and washers to 45 years would enable more women to participate in these jobs without compromising the efficiency and efficacy of spray operations. Because fertility declines with age, women over the age of 40 are less likely to be pregnant. This might bring the ratio of male to female SOPs in line with the ratio of male to female CHWs.
- Revise the IEC mobilizer criteria to mandate one man and one woman from each village committee, one of whom should be the Village Head. This will have the biggest impact on gender balance within the Rwanda IRS project, since nearly 50 percent of total IRS workers are cell and village IEC mobilizers. Set a target of 50 percent for women IEC mobilizers.
- For security guard positions filled through private security companies rather than the Local Defense (e.g. guards for district stores and offices), encourage companies to provide both men and women candidates. Ensure that Executive Secretaries are aware that women are eligible to work as security guards.
- Determine why more women than men are disqualified during the first round of application reviews. If lack of IRS experience is the reason, consider whether certain educational backgrounds (e.g. health, development) or relevant work experience can be substituted without compromising the quality of new hires.
- Consider promoting high-potential women sector supervisors to positions as sector coordinators and district coordinators in order to achieve more gender balance in these categories. Set a target of 50 percent for women district and sector coordinators.
- Survey transport providers to find out if any employ female drivers.

- 2. Finding:** Some SOPs were found to be pregnant during spray operations, despite a negative pregnancy test at the beginning of operations. Women are reluctant to admit to pregnancy if it means foregoing a job on the spray operation, even when pregnancy is confirmed by blood test. Though some workers said that they were cautioned to avoid pregnancy during the operations, most interviewees (workers, AIRS staff and health officials) said that trainers do not explicitly caution SOPs and washers to avoid pregnancy during operations.

**Recommendations:** Ensure that SOPs, washers, and any staff in contact with pesticides are sensitized prior to the campaign on the importance of avoiding becoming pregnant during the campaign. Consider including husbands in this sensitization as well. Ensure that pregnancy testing is conducted according to the operational guidelines, and that staff are aware that a positive pregnancy test will mean that they will be unable to continue spraying. Alternate SOPs may need to be on stand-by to fill in (this is a current practice). Where possible, continue to provide alternate work (that does not risk exposure to pesticides) for workers who are found to be pregnant after the initial testing.

- 3. Finding:** The IRS brochure, a key communication tool, perpetuates stereotypical gender roles.  
**Recommendation:** Consider revising the IRS brochure to show a woman SOP and a male

household member sweeping out the structure and disposing of the dust after spraying. Since most SOPs in Rwanda are women, this will be a more accurate representation and is an opportunity to reinforce the image of women as key actors in IRS operations. Though non-pregnant women can do the sweeping safely, there may be instances where women or girls are unaware that they are pregnant and needlessly expose themselves and their unborn children to insecticide residue. Depicting men doing this job in the brochure may encourage them to take on this role. Depict women SOPs on other media, including banners and posters. Analyze content of radio programming and spots from a gender perspective to ensure that women's roles are depicted and that both women and men's concerns regarding IRS are addressed.

4. **Finding:** Though awareness of and support for gender integration and women's empowerment is high among AIRS project staff, they do not receive gender training on the job and most have never had any formal gender training. AIRS is diligent in collecting sex-disaggregated data, but gender analysis is not incorporated into key documents like the End of Spraying Report. Gender issues are also not explicitly addressed during seasonal staff training.

**Recommendations:**

- Provide gender training to AIRS project staff to establish a common baseline of understanding and ensure that each staff person can identify and/or develop appropriate tools and strategies for integrating gender considerations into their specific area of work (procurement, finance, human resources, monitoring & evaluation, etc.). Gender training is key because project staff, with their detailed knowledge of spray operation, are in the best position to identify challenges and opportunities and develop culturally effective ways to address gender disparities and differences. In addition to the USAID gender focal point, MIGEPROF and Pro-Femmes Twese Hamwe (a national women's organization) may be willing to provide gender training.
  - Incorporate key messages about gender equality into seasonal staff trainings, particularly for those who will have supervisory roles. Current positive practices, such as emphasizing the important role IRS workers play in combating malaria and women workers' position as role models, should be shared as good practice, while expressing doubts about a worker's ability based solely on her gender should be explicitly discouraged.
  - In particular, the Environmental Compliance Officer, who is responsible for overseeing the production of the EOSR and other technical documents, should develop the capacity to analyze the sex disaggregated data that the project collects and integrate this into IRS reports and planning documents.
  - Consider designating one staff member to undergo more extensive training to serve as a gender resource person within the project. The M&E Manager, who has had previous gender training, might be a good candidate for this position.
5. **Finding:** The number and percentage of women-owned and women-employing businesses that provide goods and services to the project is currently unknown. This represents a missed opportunity to measure the gendered impact of IRS procurement on supporting women entrepreneurs. In its 2009 report *Rwanda: Investing in the Empowerment of Women in Business*, the USAID/Business Climate Legal and Institutional Reform (BizCLIR) project found that though women business owners are represented in a wide range of sectors in the Rwandan economy, they encounter a number of barriers in expanding and diversifying their markets. The biggest barrier cited was lack of information on markets.<sup>7</sup>

**Recommendations:**

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<sup>7</sup> Business Climate Legal and Institutional Reform Project (BizCLIR). September 2009. *Rwanda: Investing in the Power of Women in Business Report*. Booz Allen Hamilton, p 30.

- iii. Develop a new indicator to track the percentage of women-owned businesses contracted to supply materials and equipment. Gather sex-disaggregated data from firms submitting tenders to supply goods or services to the IRS project, in order to analyze the proportion of women-owned businesses to men-owned businesses.
- iv. Women-ownership could be taken into consideration during the bid evaluation process, (bidders should be made aware of this during the solicitation phase, which is within the US Government policies that support increased opportunities for women-owned business).
- v. Transport vendors, in particular, should be encouraged to provide women drivers for the project. Conduct a market survey on the number of women-owned businesses in relevant sectors in order to set a target for percentage of procurement from women-owned businesses.
  - a. Partner with the Private Sector Federation, National Women's Business Council, Chamber of Women Entrepreneurs and other organizations to publicize invitations to tender among women business owners and ensure that lack of information is not a barrier to women-owned businesses supplying goods and services to the IRS project. Consider hosting a bidders meeting and inviting women business owners from target sectors such as transport, stationery, and printing, to explain the bidding process and answer any questions.

# ANNEX A: LIST OF INTERVIEWEES

| <b>INTERVIEWS</b> |                         |  |   |                     |
|-------------------|-------------------------|--|---|---------------------|
| <b>DATE</b>       | <b>NAME</b>             | <b>TITLE/POSITION</b>                                | <b>ORGANIZATION/REGION</b>              | <b>LOCATION</b>     |
| 20-May            | Josephat Shililu        | Chief of Party                                       | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 20-May            | Jean-Pierre Rucakibungo | Finance Manager                                      | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 20-May            | Emmaneul Hakizimana     | Head of Vector Control                               | National Malaria Control Program (NMCP) | NMCP Office, Kigali |
| 20-May            | Jane Kairaba            | Logistics & Procurement Officer                      | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 20-May            | Valentine Ukulikiyeyezu | Logistics Assistant                                  | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 20-May            | John Ruziga             | Operations Manager                                   | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 20-May            | Delphine Tunga          | Program Specialist                                   | Rwanda IRS Project (Abt)                | Kigali              |
| 21-May            | Patrick Mico Ntunga     | Director   | Gender Monitoring Office (GMO)          | GMO Office, Kigali  |
| 21-May            | Marie Chantal Uramahoro | Environmental Compliance Officer                     | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 21-May            | Jules Nakimana          | Monitoring & Evaluation Manager                      | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 21-May            | Vincent Tuzinde         | Spray Operations Coordinator                         | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 21-May            | Rodaly Muthoni          | Technical Manager, Entomologist                      | Rwanda IRS Project (Abt)                | Abt Office, Kigali  |
| 22-May            | Francois Karambizi      | District Health Director                             | Bugesera                                | Bugesera            |
| 22-May            | Alfred Rutagingwa       | Hospital Director                                    | Bugesera Hospital                       | Bugesera            |
| 22-May            | Louis Cyitegetse        | President of CHWs                                    | Mayange Sector                          | Bugesera            |
| 22-May            | Joyce Murebwayira       | Social Affairs                                       | Musenyi Sector                          | Bugesera            |
| 22-May            | Grace                   | Social Affairs                                       | Mayange Sector                          | Bugesera            |
| 23-May            | Naboth Ashimwe          | District Coordinator                                 | Rwanda IRS Project (Abt)                | Gisagara            |
| 23-May            | Naphtal Nzibariza       | District Health Coordinator                          |   | Gisagara            |
| 23-May            | Jerome Rutaburingaga    | Executive Secretary                                  | Kansi Sector                            | Gisagara            |
| 23-May            | Habimana Alex           | President of CHW Cooperative                         | Kigembe Sector                          | Gisagara            |
| 23-May            |                         | Sector Gender Focal Point for National Women Council | Kansi Sector                            | Gisagara            |
| 23-May            | Nadine Mukashemana      | Social Affairs                                       | Kansi Sector                            | Gisagara            |
| 23-May            | Nsabimana Celestin      | Social Affairs                                       | Kansi Sector                            | Gisagara            |
| 23-May            | Claire Umuraza          | Social Affairs                                       | Kigembe Sector                          | Gisagara            |

|        |                           |   |                             |                    |
|--------|---------------------------|---|-----------------------------|--------------------|
| 24-May | Dr. Sylvester             | Director  | Kibilizi Hospital           | Gisagara           |
| 24-May |                           | Village IEC Mobilizers  |                             | Gisagara           |
| 24-May | Vinoste Nizeyimana        | Security Guard  | Rwanda IRS Project (Abt)    | Gisagara           |
| 24-May |                           | Spray Operator Group (men)                                      |                             | Gisagara           |
| 24-May |                           | Spray Operators (women)   |                             | Gisagara           |
| 24-May |                           | Washers (men and women)   |                             | Gisagara           |
| 27-May | Hitimana Charles          | Community member (welder/electrician)                           | Ruhuha Sector               | Bugesera           |
| 27-May | Mukamugema Veronique      | Community member (farmer/former CHW)                            | Ruhuha Sector               | Bugesera           |
| 27-May |                           | IEC Mobilizers (3 women: 2 Village heads and 1 IEC Cell level)  | Ruhuha Sector               | Bugesera           |
| 27-May |                           | IEC Mobilizers (5 men, Village heads)                           | Ruhuha Sector               | Bugesera           |
| 27-May | Sebakanura Fidele         | Sector Social Affairs   | Ruhuha Sector               | Bugesera           |
| 27-May |                           | Spray Operators (4 men)   | Ruhuha Sector               | Bugesera           |
| 27-May |                           | Spray Operators (6 women)                                       | Ruhuha Sector               | Bugesera           |
| 27-May |                           | Washers (4 women)   | Ruhuha Sector               | Bugesera           |
| 28-May | Imaculee Muragijimana     | Chargee des CHW   | Matimba                     | Nyagatare          |
| 28-May | Mbabazi Jane              | In charge of Gender and Family Promotion for Nyagatare District |                             | Nyagatare          |
| 28-May | Jonathan Bahweza          | Nyagatare District Coordinator                                  |                             | Nyagatare          |
| 28-May | Mutware John              | Sector Social Affairs   | Karangazi (sp?) Sector      | Nyagatare          |
| 28-May | Mushimimana Evode         | Sector Social Affairs   | Matimba Sector              | Nyagatare          |
| 29-May | Alex Rutikanga            | Health Director   |                             | Nyagatare          |
| 29-May | Gasingwa Emmanuel         | Sector Social Affairs   | Nyagatare Sector, Nyagatare | Nyagatare          |
| 29-May | Hagundira Andrew          | CHW President, former spray operator                            |                             | Nyagatare          |
| 30-May | Rose Mystica Muhawenimana | Data clerk  | Bugesera                    | Abt Office, Kigali |
| 30-May | Ngoga Maurice             | District IEC  | Gisagara                    | Abt Office, Kigali |
| 30-May | Jean-Claude Uwamahoro     | Logistics Assistant   | Gisagara                    | Abt Office, Kigali |
| 30-May | Patrick Karamgwa          | Sector Coordinator  | Kansi Sector, Gisagara      | Abt Office, Kigali |
| 30-May | Donald Gihana             | Sector IEC  | Maleba Sector, Bugesera     | Abt Office, Kigali |
| 30-May | Fortuna Musabeyezu        | Sector Supervisor   | Kansi Sector, Gisagara      | Abt Office, Kigali |
| 30-May | Jerome Maniraruta         | Storekeeper   | Bugesera                    | Abt Office, Kigali |

| <b>GROUP INTERVIEWEES</b> |                         |                  |            |                 |
|---------------------------|-------------------------|------------------|------------|-----------------|
| <b>No</b>                 | <b>NAME</b>             | <b>ROLE</b>      | <b>M/F</b> | <b>DISTRICT</b> |
| 1                         | Barigara J.Baptiste     | IEC mobilizer    | M          | Bugesera        |
| 2                         | Munyankini Etienne      | IEC mobilizer    | M          | Bugesera        |
| 3                         | Ntakirutimana Pascal    | IEC mobilizer    | M          | Bugesera        |
| 4                         | Mukomeze Emmanuel       | IEC mobilizer    | M          | Bugesera        |
| 5                         | Uwizeyimana Emmanuel    | IEC mobilizer    | M          | Bugesera        |
| 6                         | Sendiragora Gabriel     | IEC mobilizer    | M          | Bugesera        |
| 7                         | Mukarubayiza Berthe     | IEC mobilizer    | F          | Bugesera        |
| 8                         | Mukasenga François      | IEC mobilizer    | F          | Bugesera        |
| 9                         | Furaha Nathalie         | IEC mobilizer    | F          | Bugesera        |
| 10                        | Nshimiyimana Jean       | Spray operator   | M          | Bugesera        |
| 11                        | Hakizimana Celestin     | Spray operator   | M          | Bugesera        |
| 12                        | Twagirumukiza Mustafa   | Spray operator   | M          | Bugesera        |
| 13                        | Habakurama Francois     | Spray operator   | M          | Bugesera        |
| 14                        | Mukeshamariya Venantie. | Spray operator   | F          | Bugesera        |
| 15                        | Uwimana Annonciate      | Spray operator   | F          | Bugesera        |
| 16                        | Mukamusoni Lucie        | Spray operator   | F          | Bugesera        |
| 17                        | Mukabera Damarice       | Spray operator   | F          | Bugesera        |
| 18                        | Nshimiyeyezu M.Claire.  | Spray operator   | F          | Bugesera        |
| 19                        | Furaha Nathalie         | Spray operator   | F          | Bugesera        |
| 20                        | Nyirantwali Christine   | Washer           | F          | Bugesera        |
| 21                        | Nyiramanyana Ester      | Washer           | F          | Bugesera        |
| 22                        | Kayitesi Clemence       | Washer           | F          | Bugesera        |
| 23                        | Kanyumba Alice          | Washer           | F          | Bugesera        |
| 24                        | Hitimana Charles        | Community member | M          | Bugesera        |
| 25                        | Mukamugema Veronique.   | Community member | F          | Bugesera        |
| 26                        | Rwemera Emmanuel        | Spray operator   | M          | Gisagara        |
| 27                        | Harindinowali Fidele    | Spray operator   | M          | Gisagara        |
| 28                        | Uwirinegiyimana Laurent | Spray operator   | M          | Gisagara        |
| 29                        | Munyensanga Emile       | Spray operator   | M          | Gisagara        |
| 30                        | Karekezi Charles        | Spray operator   | M          | Gisagara        |
| 31                        | Nsanzimana Alexis       | Spray operator   | M          | Gisagara        |
| 32                        | Murekezi Issa           | Spray operator   | M          | Gisagara        |
| 33                        | Mutabazi Gilbert        | Spray operator   | M          | Gisagara        |
| 34                        | Mukasakufi Levine       | Spray operator   | F          | Gisagara        |
| 35                        | Niyongira Pelagie       | Spray operator   | F          | Gisagara        |
| 36                        | Mutesayire Rose         | Spray operator   | F          | Gisagara        |
| 37                        | Ishimwe Marie Jeanne    | Spray operator   | F          | Gisagara        |
| 38                        | Murekatete Jeanne d’Arc | Washer           | F          | Gisagara        |
| 39                        | Misago Vincent          | Washer           | M          | Gisagara        |

# ANNEX B: BIBLIOGRAPHY

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# ANNEX C: DATA COLLECTION INSTRUMENTS

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## INTERVIEW GUIDE FOR IEC MOBILIZERS, SPRAY OPERATORS, WASHERS AND SECURITY GUARDS

Introduction: I am working with the IRS Project to better understand the roles of women and men in the spray operations. This information will only be used by the project, so please feel free to answer candidly. There are no right or wrong answers. Are you willing to speak to me about your role and the role of others in the last spray operation?

*Introduction: Je travaille avec le projet IRS de mieux comprendre les rôles des femmes et des hommes dans les opérations de pulvérisation. Ces informations ne seront utilisées que par le projet, alors n'hésitez pas à répondre franchement. Il n'y a pas de bonnes ou mauvaises réponses. Êtes-vous disposé à me parler de votre rôle et celui des autres dans la dernière opération de pulvérisation?*

If s/he says yes, then use the following questions to guide the discussion.

1. Please describe your role in the recent spray operation. *S'il vous plaît décrire votre rôle dans l'opération de pulvérisation récente.*
2. How did you hear about the spray campaign? *Comment avez-vous entendu parler de la campagne de pulvérisation?*
3. How did you become a spray operator/IEC mobilizer/washer/security guard? *Comment êtes-vous devenu un opérateur de pulvérisation / IEC mobilisateur / laveuse / agent de sécurité?*
4. What was the most difficult part of your job and why? *Quelle a été la partie la plus difficile de votre travail et pourquoi?*
5. What was the easiest part of your job and why? *Quelle a été la partie la plus facile de votre travail et pourquoi?*
6. Did you receive training for your role? Do you think your training prepared you well for the work? *Avez-vous reçu une formation pour votre rôle? Pensez-vous que votre formation vous prépare bien pour le travail?*

7. Are women in your community interested in working as IEC mobilizers? How do you think we can increase the number of women who work as village IEC mobilizers? *Les femmes dans votre communauté intéressés à travailler comme mobilisateurs IEC? Comment pensez-vous que nous pouvons augmenter le nombre de femmes qui travaillent comme village IEC mobilisateurs?*
8. Were you sensitized about the importance of avoiding pregnancy during the spray operations? *Avez-vous été sensibilisés sur l'importance d'éviter la grossesse pendant les opérations de pulvérisation?*
9. What does your spouse/family think about your work on the spray campaign? *Qu'est-ce que votre conjoint / famille pensent de votre travail sur la campagne de pulvérisation?*
10. Who decides how to use the money you earn during the spray campaign? *Qui décide de la façon d'utiliser l'argent que vous gagnez pendant la campagne de pulvérisation?*
11. Are there other types of paid employment for men and women in your village? What is the daily wage for these jobs? *Y at-il d'autres types d'emploi rémunéré pour les hommes et les femmes dans votre village? Quel est le salaire journalier pour ces emplois?*
12. Have you encountered or heard of any spray operators or mobilizers experiencing any crime or harrassment while carrying out their jobs? *Avez-vous rencontré ou entendu parler de tous les opérateurs de pulvérisation ou mobilisateurs qui connaissent un crime ou harcèlement dans l'exercice de leur emploi?*
13. Do you have any other thoughts or observations about gender or opportunities/challenges for men and women participating in the spray operations? *Avez-vous d'autres idées ou observations sur le sexe ou les possibilités / défis pour les hommes et les femmes qui participent à des opérations de pulvérisation?*

## **INTERVIEW GUIDE FOR DISTRICT HEALTH PERSONNEL, SECTOR SOCIAL AFFAIRS OFFICERS AND DISTRICT/SECTOR IRS STAFF**

1. Please describe your role in the recent spray operation. *S'il vous plaît décrire votre rôle dans l'opération de pulvérisation récente.*
2. How did you hear about the spray campaign? *Comment avez-vous entendu parler de la campagne de pulvérisation?*

3. How are spray operators/IEC mobilizers/washers/security guards selected? How many men/women in each role during the last campaign? *Comment les opérateurs de pulvérisation / IEC mobilisateurs / rondelles / gardes de sécurité choisis? Combien d'hommes / femmes dans chaque rôle au cours de la dernière campagne?*
4. What was the most difficult part of your job and why? *Quelle a été la partie la plus difficile de votre travail et pourquoi?*
5. What was the easiest part of your job and why? *Quelle a été la partie la plus facile de votre travail et pourquoi?*
6. Did you receive training for your role? Do you think your training prepared you well for the work? *Avez-vous reçu une formation pour votre rôle? Pensez-vous que votre formation vous prépare bien pour le travail?*
7. Are women in the community interested in working as IEC mobilizers? How do you think we can increase the number of women who work as village IEC mobilizers? *Les femmes de la communauté intéressés à travailler comme mobilisateurs IEC? Comment pensez-vous que nous pouvons augmenter le nombre de femmes qui travaillent comme village IEC mobilisateurs?*
8. Are spray operators, washers and others in contact with pesticides sensitized about the importance of avoiding pregnancy during the spray operations? *Les opérateurs de pulvérisation, rondelles et autres personnes en contact avec des pesticides sensibilisés sur l'importance d'éviter la grossesse pendant les opérations de pulvérisation?*
9. Do you have any other thoughts or observations about gender or opportunities/challenges for men and women participating in the spray operations? *Avez-vous d'autres idées ou observations sur le sexe ou les possibilités / défis pour les hommes et les femmes qui participent à des opérations de pulvérisation?*

# ANNEX D: SCOPE OF WORK

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## SCOPE OF WORK

### Background

The Abt-led IRS Project carries out spraying to reduce the incidence and prevalence of malaria in 13 African countries. Cultural Practice will provide the analysis and operational strategies for carrying out Abt's commitment to providing equal opportunities for women to participate on IRS programs at all levels. The role and responsibility of Cultural Practice is to ensure the project supports equitable opportunities for both women and men in conducting IRS activities, as well as protecting the safety, privacy, and dignity of all participants during the IRS campaigns. Cultural Practice will provide technical assistance to assess women's and men's participation in the country programs, identifying gender-specific barriers toward their participation within the different country contexts, and providing recommendations to increase the role of women at all levels, where they are under-represented. These recommendations will then be developed into action steps incorporated into annual country work plans. Annual work plans and M&E indicators will measure the relative participation, remuneration, and decision making of women and men in planning, spray operations, community mobilization, and IRS management. Cultural Practice consultants will assist in identifying and developing partnerships with local women's and other community groups, in addition to representatives of local and regional government to remove barriers to equitable participation, remuneration, and decision making. Each country visit will be conducted by one consultant, and will be 15 days long, including travel. The primary contact in each country will be the Country Operations Manager.

### Purpose

The purpose of the project-level Gender Review is to assist AIRS Project in Rwanda to:

- Identify key gender-based constraints and opportunities with regard to spray operations
- Provide recommendations for developing appropriate interventions to offset existing gender-based differences and/or disparities
- Set overall and intermediary annual benchmarks for women's employment in labor categories in which they are underrepresented.

This scope of work calls for recommendations on interventions and specific measurable targets for reducing gender differences and disparities in employment remuneration, planning, and decision making. The assessment will also recommend gender-sensitive indicators to monitor performance and inform activities.

### Specific Tasks in Rwanda

The Consultant will visit Rwanda in May 2013 prior to the initiation of the 2013 campaign. Before traveling to Rwanda, the Consultant will develop interview guides for different stakeholders, a data analysis framework, and a standard outline for gender assessment reports, or adapt materials developed by Cultural Practice during previous gender reviews. The Consultant will review the data from last year's campaign to identify differences in the number of women and men in different occupational categories and differences in remuneration for similar and comparable work. Questions will focus on

issues such as hiring practices; perceptions and beliefs about men's and women's roles and division of labor; relative accessibility of training and recruitment to men and women; and structural and policy barriers.

Based on the results of the 2012 campaign, the Consultant will conduct a post-spraying project-level gender review in Rwanda that will include:

- A desk review of AIRS employment policies, procedures, employment data from 2012, and any additional background documentation on the country program (the review will be begun in the U.S.
- Interviews with AIRS and counterpart MOH staff in Kigali
- Key stakeholder interviews with field staff including, district supervisors, team leaders, and former spray operators, washers, store managers, and district government and health officials in three districts.
- Group and individual interviews with women and men in communities from which the project draws its spray operators, team leaders, store managers, and washers in three districts.
- Meet with gender experts and groups in country to identify policy or other national constraints and opportunities, and comparative employment data for comparable sectors.
- Analysis and write up of findings and recommendations

The assessment will cover three districts for purposes of comparison. The consultant will travel to Bugesera, Gisagara, and Nyagatare.

### **Deliverables**

1. Trip Report, due 14 days after end of visit.
2. Country Gender Assessment Report due 25 days after the end of the visit.