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AIRS SENEGAL: REVIEW OF GENDER ISSUES IN THE SPRAY OPERATIONS



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AIRS SENEGAL: REVIEW OF GENDER ISSUES IN THE SPRAY OPERATIONS

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ACRONYMS

ADS	Automated Directives System
AIRS	Africa Indoor Residual Spraying
CP	Cultural Practice, LLC
DEEC	Directorate of Environment and Classified Factories
DMO	District Medical Officer
GOS	Government of Senegal
IRS	Indoor Residual Spraying
IEC	Information, Education and Communication
MCD	Médecin Chef de District
MCP	Médecin Chef de Poste
MOE	Ministry of Environment
NGO	Non-Governmental Organization
PMI	President's Malaria Initiative
PPE	Personal Perspective Equipment
USG	The United States Government
USAID	United States Agency for International Development
SNEEG	National Strategy for Gender Equality and Equity

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I. EXECUTIVE SUMMARY

From March 16 to 29, 2013, Cultural Practice, LLC conducted a review of gender issues related to the Abt-led Africa Indoor Residual Spraying (AIRS) project in Senegal. The objectives of the Senegal Gender Review were to 1) Identify key gender-based constraints and opportunities with regards to spray operations; 2) Provide recommendations for developing appropriate interventions to offset existing gender-based differences and/or disparities; 3) Set overall and intermediary annual benchmarks for women's employment in labor categories in which they are underrepresented.

The present report is based on a gender analysis to better understand how the IRS project contributes to ensuring not only equitable opportunities for both men and women but also protecting the safety, privacy, and dignity of women and men during all phases of program implementation. As a methodology, the consultant reviewed documents, such as the USAID President's Malaria Initiative Operational Plan; USAID Senegal 2012 End of Spray Report, gender related documents, and reports and evaluations studies conducted by implementing non-governmental organization (NGO) partners.

Abt Associates, Inc. has taken gender issues into account in implementing AIRS Project. Many women, under the AIRS Senegal project, were involved in activities that focused on community information and sensitization. Regarding IRS spray operations, very few women were provided with technical training. The 2012 IRS campaign results show that of the over 1,011 people trained to conduct IRS operations only 85 women participated compared to 926 men. A total of 1,651 people were trained and among them only 218 (13.20%) were women compared to 1,439 men trained (86.80%). Therefore, there is still room for improvement, especially at the operation phase (Senegal End of Spray Report 2012).

The report is structured in four parts. Part I is an introduction. Part II provides background information on Senegal, including country indicators on the social, economic, and political situation. This section examines the different levels of power hold by women and men, their differing needs, the constraints and opportunities, and the impact of these differences on their lives. It also summarizes different policies and approaches developed by the government of Senegal to integrate and advance gender equity and equality.

Part III of the review describes and analyzes the gender roles and responsibilities in the operation of the AIRS Senegal project. Part IV provides recommendations to highlight opportunities for Abt Associates, Inc. to increase gender participation and employment in the implementation of spray operations.

2. INTRODUCTION

USAID/Senegal, in its efforts to support the President's Malaria Initiative (PMI) to reduce the incidence and prevalence of Malaria in Sub-Saharan Africa, awarded a three year contract to Abt Associates under the IRS II Task Order 4 in August 2011. The main purpose of the contract is to implement a USAID-funded Indoor Residential Spraying project (IRS) in six districts.

As part of the Africa IRS (AIRS) project, Abt Associates, Inc. requested that a review of the gender issues relevant to IRS project activities be conducted in Senegal. Kadidia Dienta, a consultant to Cultural Practice, LLC (CP) conducted the review. The field portion of the work took place from March 16 to March 29, 2013. Cultural Practice, LLC is a subcontractor to Abt Associates, Inc., and is responsible for providing both gender analysis and recommendations on operational strategies to the project to ensure equal opportunities to women as well as men in participating at all level of IRS programs in all AIRS participating countries.

This report offers the results of a review of gender issues to help ensure that the IRS project contributes to not only equitable opportunities for both men and women but also to protecting the safety, privacy, and dignity of women as well as men during all phases of program implementation. The report is not a full national or a sectoral gender assessment such as those conducted by other USAID Bureaus and Missions (e.g., Rubin 2010, Caro 2012), but a targeted consideration of issues related to project concerns.

2.1 USAID GUIDANCE ON ADDRESSING GENDER INEQUALITIES

In recent years there has been a renewed level of attention to addressing gender inequalities through the project cycle. A new policy on Gender Equality and Female Empowerment was released in March 2012, which acknowledges the wealth of evidence that “has established that gender inequality has costs for individuals and societies and these costs can multiply across generations” (USAID 2012: 6). The Automated Directive System (ADS) or operational policy for the Agency further stipulates that “Gender issues are central to the achievement of strategic plans and Development Objectives (DOs) and USAID strives to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural, and political development; enjoy socially valued resources and rewards; and realize their human rights” (ADS 201.3.4.1).

USAID has committed to strengthening women's rights and strives to increase the contributions women make to economic, political, and social development. By addressing gender inequities and constraints grounded in entrenched gender roles and power dynamics that impact both men and women, USAID will strengthen the effectiveness of its development programming.

USAID has continuously developed and executed equalizing strategies in order to promote increased access to resources and opportunities for women. However, to ensure sustainable changes it is essential to engage both men and women to transform inequitable attitudes and behaviors within societies. This is to admit that in a given society men can also be

disadvantaged due to their sex and their related gender roles. USAID recognizes that in societies where there is pressure for men to be aggressive and dominant, such gender norms may negatively impact women, families, and communities by encouraging violence against women. Therefore, addressing gender issues in such societies will require integrating men in program activities to educate them in adapting new attitudes and behaviors. A program that promotes women's economic empowerment should consider whether there are societal expectations for men to be the sole provider in their families; if so, men may feel disempowered by such a program, and domestic violence could be an unintended consequence.

USAID's Policy Framework (2011-2015) includes "Promote gender equality and female empowerment" as one of the Agency's seven foundational principles of operations. It identifies that the promotion of gender equality and female empowerment and centers on the following four practices:

- Ensure that USAID programs explicitly and deliberately seek to eliminate gaps between the status of males and females;
- Making sure that the different roles, responsibilities, and expertise of women and men are reflected in project design, implementation, and evaluation;
- Ensuring that women and men are full and equal partners in consultation, planning, program and project design, and implementation, and evaluation, and;
- Leveraging the expertise and leadership skills of women and girls (USAID 2012:11).

2.2 OBJECTIVES OF THE ASSIGNMENT

The main objectives of this assignment support USAID's new attention to addressing gender inequalities in development activities. To ensure that these goals are achieved, the SOW for this assignment included the following objectives:

- Identify key gender-based constraints and opportunities with regards 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 report examines the differences between the gender roles and responsibilities in implementing the Senegal IRS program; how both women and men participate as employees in the different phases of the implementation of the program activities. It also identifies the different constraints and challenges encountered at each level and also spotlights strengths, and successes achieved through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis. Finally, the report makes recommendations to Abt Associates, Inc. for the implementation of the AIRS Senegal program through 2014.

2.3 METHODOLOGY

The methodology and approaches used during the two week assessment are as follows:

- Conduct a desktop review of relevant documents on gender issues in Senegal and related to the project, including USAID President’s Malaria Initiative Operational Plan; USAID Senegal 2012 End of Spray Report, and reports and evaluations studies conducted by implementing non-governmental organization (NGO) partners. The review also covered AIRS employment policies, procedures, employment data from 2012, and additional background documentation on program;
- Meet with Abt Associates, Inc. staff on arrival in Senegal and set up visits to the IRS project sites.
- Conduct interviews with AIRS Senegal field staff, representatives of the implementing partners in the ChildFund Consortium, representatives of regional, departmental and communal technical services, as well as civil society and community-based organizations, including, district supervisors, team leaders, and former spray operators, washers, store managers and members of individual households (see schedule of interviews and people consulted in Annex 2). Questionnaires are provided in French and English in Annex 3.
- Conduct interviews with officials of Government of Senegal (GOS) including in the National Gender Equality and Equity Department to identify policy or other national constraints and opportunities; and with AIRS and counterpart from the Department of Environment and Sanitation staff in Dakar.
- Analyze information obtained to obtain major finding and recommendations.
- Prepare the report.

3. BACKGROUND

3.1 GENDER ISSUES IN SENEGAL

Since Senegal acquired its national sovereignty in 1960, some substantial improvements of population livelihood have been achieved. However, national human development indicators remain low. According to the most recent annual report of the President’s Malaria Initiative (PMI) for Senegal, the country is ranked 155 out of 187 countries by the Human Development Index. The infant mortality rate is 47 and the under-five mortality rate is 72 per 1,000 live births. Maternal mortality is estimated to be 392 per 100,000 live births while life expectancy is 56 years (PMI 2012:7).

Women in Senegal however continue to experience many types of gender discrimination, in part shaped by cultural and religious systems that limit the opportunities for girls and women to participate in the national political and economic activities. The same factors also shape the choices of boys and men. The Global Gender Gap Index classification (economic participation

and opportunity, educational attainment, political empowerment, health and survival), calculates that Senegal holds the rank of 155 out of 187 countries (Hausmann et al. 2012). Gender-based violence and early marriage, while reducing, remain widespread; and while girls access to education is increasing, especially at the primary level, they continue to lag behind boys, especially in rural areas and among poorer households. Women are important contributors to agriculture, especially food processing, but are underrepresented in many other fields of work as gender disparities in education impact men's and women's employment opportunities in adulthood (Rubin 2010).

3.2 COUNTRY STRATEGIES TO ADDRESS GENDER INEQUALITY

To address the issue of gender inequality and promote gender empowerment, the Government of Senegal (GOS) has ratified many international conventions including the Convention on the Elimination of all Forms of Discrimination against Women. The Constitution of the Republic of Senegal clearly states that all citizens are equal regardless of sex.

In Senegal, there is a Ministry in charge of gender issues, and within each sectoral Ministry there are Gender Focal Points whose roles are to ensure gender is taken into account in all aspects of the development programs. In addition, the GOS created in 2005 a national plan to implement its strategy on gender, la Stratégie Nationale d'Equité et d'Egalité de Genre (SNEEG). However, gender integration laws and policies are not fully implemented because: 1) the responsibilities of the Gender Focal Points are not clearly stated; and 2) Many of the focal points at the Sectoral Ministry level lack adequate technical knowledge to address gender issues (République du Sénégal 2009).

3.3 OVERVIEW OF USAID SENEGAL HEALTH PROGRAM

3.3.1 MALARIA CONTROL IN SENEGAL

Notable progress has been made regarding malaria control in Senegal. This has been accomplished with assistance the country has received from the President's Malaria Initiative (PMI) and other partners and under the leadership of the National Malaria Control Program. The Republic of Senegal has been one of the President's Malaria Initiative (PMI) focus country since June 2005. The purpose of the US\$1.2 billion initiative was to rapidly scale up malaria prevention and treatment interventions and to reduce malaria related mortality by 50% in 15 high-burden countries in sub-Saharan Africa, including Senegal since June 2006.

The PMI plan for 2013 notes that "the proportion of all outpatient visits due to malaria fell from 36% (clinically diagnosed) in 2001 to 6% (parasitological confirmed) in 2008." During that same time period, the proportion of all deaths from malaria in children under five occurring in health facilities also fell from 30% to 7%. (PMI 2012:8).

3.3.2 AIRS PROGRAM OBJECTIVES IN SENEGAL

Abt Associates started the implementation of Indoor Residual Spraying (IRS) in Senegal in October 2011. IRS complements other vector control strategies such as long-lasting insecticide-treated bednets to combat malaria. In Senegal, malaria is an endemic disease. Its transmission



Washer from Koumpentoum. Photo by Kadidia Diente

intensity increases during certain seasons of the year. Due to the seasonality of malaria cases, Abt carefully plans its IRS activities to ensure positive effects by targeting the anopheles mosquito, taking into account both its behavior and its susceptibility to different insecticides.

The target of the AIRS Senegal project in 2012 was to reduce incidence of malaria in six districts: Velingara, Koumpentoum, Malem Hodar, Niore, and Guinguineo. The objectives were as follows:

- Spray a total of 312,938 structures covering about 1,095,093 inhabitants;
- Support training, capacity building, and advocacy for government counterparts and other partners at different levels (national, regional and district) to

achieve IRS sustainability;

- Carry out assessments and arrange all procurement, shipping, delivery, and storage of sprayers, spare parts, insecticides, and personal perspective equipment (PPE);
- Ensure safe and correct application of insecticides to minimize human and environmental exposure to IRS insecticides;
- Coordinate information, education and communication (IEC), behavior change communication, sensitization, and mobilization of activities with stakeholders to raise communities awareness of IRS, and encourage community ownership;
- Promote cost-effectiveness through due diligence and efficiency of operations.

In 2013, the number of districts sprayed will be reduced to four.

Under PMI, Senegal also becomes one of the seventeen countries in sub-Saharan Africa that benefited from IRS since 2007. To achieve these objective, the IRS program is being implemented in close collaboration with the Senegalese National Malaria Control Program, the Ministry of Health through its central and districts health services, the University of Cheikh Anta Diop, the Directorate of Environment and Classified Factories (DEEC), the Ministry of Agriculture and other development actors such as a consortium of non-governmental organizations called the Child Fund.

4. GENDER BASED-CONSTRAINTS TO AND OPPORTUNITIES FOR EQUITABLE PARTICIPATION IN SPRAY OPERATIONS

4.1 2012 SPRAY OPERATION PREPARATION

In preparation for the 2012 spray campaign, Abt Associates undertook a series of activities. Abt staff orientation activities were held at different locations for various purposes during the months of January, February, March, April and June. Abt conducted a pre-spray environmental assessment. This included conducting a geographical reconnaissance in the new district of Koungeul, constructing or rehabilitating soak pits¹, and carrying out pre-spray Environmental Compliance activities. It also held trainings on logistics and procurement with staff and other stakeholders.

4.2 DESCRIPTION OF THE SPRAY OPERATION AND ROLES OF KEY ACTORS

Districts were divided into operational sites with corresponding spray operator squads consisting of team leaders, site managers, activity coordinators, spray operators, drivers, storekeeper, guards, and washers. A total of 38 soak pits were set up following World Health Organization (WHO) standards for IRS best practices. Sixteen were newly constructed and 22 were rehabilitated. A total Environmental Impact Assessment (EIA) has been completed as required by the Senegalese environmental regulations focusing on both an environmental analysis of vector control intervention and a situational analysis of IRS activities in Senegal. The analysis was based on the use of pesticides (chemical, toxicological, and eco-toxicological) to get approval from Senegal's Commission on Pesticides Management, the Ministry of Environment (MOE), DEEC, and USAID. They worked very closely with the district medical staff and local elected leaders to operationalize the IRS activities. At each district level, a spray squad was put in a place consisting of a coordinator, a team leader, a site manager, a store manager, several *relais* (community representatives) per site, and spray operators. Other staff drawn from the community include housekeepers, guards, drivers, and washers.

¹ Soak pits are holes filled with a layer of charcoal beneath a layer of porous rock that allows for drainage. Rinse water used in washing clothing and spray equipment is deposited in the soak pit, protecting the surrounding area from environmental contamination.

Each member of the operation has specific responsibilities:

- The district coordinator oversees the IRS operation;
- The team leader leads and supervises the everyday spraying operation to make sure that procedures and techniques are applied correctly. They also fill in data record forms.
- The site manager manages the daily operation at the local spraying site
- The store manager keeps records of daily output of IRS operations and use of insecticides. All of the current store managers are men;
- After being selected, all the spray operators received training in theoretical and practical spray techniques and on safe handling of pesticides. The operators are responsible for spraying the homes in a designated village or neighborhood (about 6 to 8 bags of insecticides per day);
- During door-to-door visits, the *relais* informs the community of the plans and requirements of the spraying activities;
- At the sites there are also cooks (all women) who prepare breakfast for the spray squad before every morning before they start with the operations;
- Additional staff include water fetchers, guards (day and night guard), and drivers. The drivers and the guards are all men;
- Finally, the washers, all women, are responsible for washing the coveralls used by spray operators every day.

An estimate of 45 to the end of spray report, at the end of the campaign it was determined that there were 49 operational days on which spraying occurred over a period of 66 calendar days.

The role of the *relais* has been instrumental in the process. In each village they have held a general meeting they called "*reunion communautaire*" and each *relais* has to organize two discussions. They were in charge of going from household to household to inform and raise awareness within the communities, about IRS and its importance to combat malaria and improve their health. Each community is informed at least two to three days before the startup of the spray operations, and in some cases they received door-to-door visits up to 15 days before the campaign started. Communities are informed about what to do to make their homes ready for spraying and how long they should stay away before entering their homes. The *relais* also accompanies the spray operation team to make sure that the IRS operation is conducted as planned, helping the team with community sensitization and moving out household items as needed.

Abt closely collaborates with ChildFund, a consortium of NGOs including World Vision, Africare, and Plan International, to conduct IEC activities. The NGOs work very closely with the *relais*, using community radios to reach out to people and inform them about the advantages of the IRS project and convey messages about what people should do before, during and after spraying. Through their efforts many people agree to the project and allow their houses to be sprayed.

It is important to note that the final decision about home spraying is made by the head of the household, in most cases the husband or another man². When asked about respecting the deadline before they can repaint their walls, many of the women interviewed stated that they do not do their house painting frequently because the family does not have the financial resources to do it. A wait of more than six months between paintings ensures effectiveness of the IRS as the insecticide will last longer if it is not painted over.

Both men and women are involved in the Senegal AIRS project from training to operational activities, holding different occupations. The total number of people trained in various subjects equaled 1,657 of which 1,439 were men (86.84%) and 218 were women (13.15%). Men and women are given training that is appropriate for the positions they will hold, thus not all receive the same training. Table 1 shows the distribution of men and women by job category in different types of training. The training for Spray Operators, Operational Site Managers, and Team Leaders included both men and women, though the absolute number of women was low. Men and women were more equally represented in training for the administrative positions of storekeeper, finance, and logistics. No women were trained in technical maintenance; no men were trained in cleaning the PPE. Only men received training in transport safety; mostly men received training in fire safety.

TABLE 1: MEN'S AND WOMEN'S PARTICIPATION IN AIRS SENEGAL TRAINING PROGRAMS

Categories of People Trained	Number of Women (%)	Number of Men (%)	Total (100%)
Spray Operator Training			
Spray Operators	68 (8.3%)	748 (91.7%)	816 (100%)
Operational Site Managers	5 (12.8%)	34 (87.1%)	39 (100%)
Team Leaders	12 (7.7%)	144 (92.3%)	156 (100%)
Data Entry Training			
Data Entry Clerks	9 (41%)	13 (59%)	22 (100%)
Logistics and Finance Training			
Storekeepers	5 (11%)	40 (88%)	45 (100%)
Finance Assistants	3 (50%)	3 (50%)	6 (100%)
Logistics Assistants	3 (50%)	3 (50%)	6 (100%)
PPE Cleaning Training			
Washers	77 (100%)	0 (0%)	77 (100%)
Safety Trainings			
Fire Safety	3 (3.7%)	78 (96.3%)	81 (100%)
Transport Safety	0 (0%)	119 (100%)	119 (100%)
Total	218 (13.15%)	1,439 (86.84%)	1,657

Source: End of Spray Report 2012, Table 3 (page 18-19).

² One-fifth of households in Senegal were identified as female-headed between 2008-2010 (see <http://www.tradingeconomics.com/senegal/female-headed-households-percent-of-households-with-a-female-head-wb-data.html>).

More generally, although the recruitment of IRS staff is conducted in a transparent manner, the number of women in highly remunerated positions remained very low. In the province of Koumpentoum, an officer of the *relais* association noted that very few women are employed as spray operators, but that it pays better than being a *relais*. The Africare Zone Coordinator also stated that while a *relais* is paid a lump sum of 25,000 CFA for their work during the spray campaign, a spray operator for example is paid 3000 CFA per day, amounting to 135,000 CFA during the same period. The *relais* are mainly responsible for informing members of their communities about the IRS operations. Each *relais* has to organize and facilitate two to three community meetings during which they explain the importance of the IRS and encourage residents to allow their houses be sprayed during the campaign. During the spray campaign, they also accompany the team to make sure that houses are ready to be sprayed, and if not they help families to take their household items outside so that the spray operators can do the work.

In their reports, AIRS Senegal provides disaggregated data by sex on number of trainees. The project training figures show that women are clearly concentrated in the less or unskilled and lower paid positions, and are underrepresented in jobs that are more skilled, have greater supervisory responsibilities, and are more highly paid.

The spray operators were competitively recruited and their applications were reviewed by a selection committee. The applicants were evaluated against a specific set of criteria:

- Be a Senegalese citizen;
- Hold a primary school certificate (at least six years of primary education), a “Certificat d’Etude Primaire”;
- Have received a medical certificate clearance and capable of conducting the work (i.e., for a woman, not pregnant and not breastfeeding);
- Be capable of working in the local context (with relevant language skills and cultural knowledge);
- Have previous IRS experience (preferred but not required).



Washers, Nioro. Photo by Mme.Rokhaya Dio

4.3 GENDER-BASED CONSTRAINTS AND OPPORTUNITIES TO EMPLOYMENT ON SPRAY TEAMS

The interviews revealed that many people seemed highly satisfied with involvement of women in the IRS activities during the 2012 campaign. A health care provider from the rural commune of Gainth Pathé interviewed during the local health planning session in Koumpentoum mentioned that there were more women involved in the 2012 IRS campaign than previously. In that zone, because of migration by men out of the area, there were more women available and most of them have the required education level to be team leaders and spray operators.

However there remain gender disparities in participation in spray operations. These are the result of both formal processes and local attitudes, e.g., restrictive hiring criteria, discriminatory

social attitudes, and perceptions of difficult working conditions. Each of these is discussed in this section.

4.3.1 RESTRICTIVE HIRING CRITERIA

The selection criteria of the spray operators already work against many women, given their typically lower levels of literacy and education. An officer of the *relais* association from Malem Hodar, mentioned that although many women do not meet the level of education selection criteria (six grade level education certificate), they are at least literate in the local language. She thinks that the project should take into account this factor to increase women involvement in the IRS activities, e.g., as team leaders. Project staff did not feel that this would be possible and that literacy in French was still needed.

In addition, the preference for previous spraying experience makes it more difficult for women to fill these positions, even when they meet the health and education specifications because the large majority have not done the work before.

The requirement that sprayers be neither pregnant nor breastfeeding is a constraint in hiring women of child bearing age, although one that it is not possible to change., as it is a health and safety issue. A healthcare provider from Iida Mouride, stated that many of the young women in her rural commune are not qualified to do the work of spray operator because of their status as pregnant or nursing mothers, although presumably they would be interested if they were not pregnant or nursing.

4.3.2 DISCRIMINATORY SOCIAL ATTITUDES

Beyond the formal criteria, there are many members of the community as well as people in official positions who either believe that women should not work as spray operators or who believe that women do not want to work as spray operators. One respondent noted that many of the women need to get their husbands' consent to apply for this type of job.

The sex-segregation of the workforce is related both to women's own social expectations and the expectations others have of women. A frequently heard remark is that women preferred to participate in IRS as *relais communautaires* or community representatives and facilitators. According to a program coordinator from World Vision, the *relais* are usually selected by their communities. The work of *the relais* is community oriented and, despite being critical to the success of the program, is voluntary, with a small honorarium.. He stated that women, because of their commitment to the well-being and health conditions of their children and other members of their families, are more likely to be *relais* and serve their communities.

Many of the people interviewed believed that the most suitable positions for women are: washers, housekeepers, and water fetchers, in addition to serving as *relais communautaires* (an estimate of two *relais* men per district). These types of positions fulfill tasks that are culturally accepted for women.

The project has an opportunity to take a more active role in promoting women's participation in the project in "non-traditional" jobs by publicizing that women have successfully worked as spray operators in upcoming rounds of hiring. The project can also work with women who are spray operators to become team leaders and to work with women who are washers to encourage them to become spray operators. .

4.3.3 PERCEPTIONS OF DIFFICULT WORKING CONDITIONS

Both women and men have negative perceptions about women's ability to conduct operation activities. Many of the people interviewed including a local government official in Koumpentoum, found that the protective clothing and the boots wore during the spraying are too warm to wear during a very hot season. Some women are uncomfortable wearing the trousers that are part of the uniforms of the spray operators. Many of the women interviewed stated that at their age they do not want to wear pants in front their children. The same official perceived that it is difficult for a woman to carry the tanks and to do spraying for long hours. According to the perception of a healthcare provider from Ida Mouride in the district of Koungeul, "The tanks are too heavy for a woman to wear and going from door to door under the heat to do spraying is very difficult for women." One girl interviewed in Koungeul, who was an operator during the 2012 IRS campaign was not sure that she wanted to do the job again as she found that the conditions and restrictions numerous and difficult. She mentioned that the protective clothing is hot, the work day long, and that workers were allowed few breaks. It is not permitted to take food or water or to use the toilets until spraying of 6 to 8 bags of insecticides is completed, a time period of about 6-8 hours.

The project can do a great deal to address these concerns and perceptions, both among the local government staff and the community leaders as well as the community members themselves. It needs first to ensure that all project participants support the goals of gender equity and to send a very clear message that from the project's perspective, women are equally capable as men of doing any job. Women typically carry very heavy loads of water, firewood, grains, and small children for long periods of time and long distances and should be seen as equally capable of carrying the spray tanks. The project can develop additional behavior change messages for the community information sessions to counter concerns about the uniforms by emphasizing the value of the additional income earned by project employees for the household.

4.4 DISCUSSION

It was evident that project has been successful in improving community health status. In all the target zones, cases of malaria have decreased considerably. Throughout the implementation of project activities, there has been a strong collaboration between Abt and its implementing partners, including Government technical services, local leaders, and community based organizations. Many of the local administrative officers encountered such as doctors, nurses, sanitation officers, elected leaders as well as members of communities are all appreciative of the project. They all admit that an important number of women and youth have benefited from the project.

In addition, the IRS campaign has created local employment in all the project zones. Because of the project, many rural women are receiving payments for work for the first time in their lives. *Relais* from Koungeul noted that they have not encountered any difficulty in accomplishing their job as *relais communautaire*.

AIRS Senegal has created many job opportunities for both young graduates and local communities. Due to the current high unemployment rate (49%) in Senegal, many of the young graduates have the chance to work as coordinators, logistics/accountants, team leaders, data entry clerk under the project.³ A young woman, working as data entry clerk, asserted that it was a great opportunity for many of the participants to apply their knowledge after school and

³ Direction of the Forecast and Economic Studies (DPEE) of the Senegalese Ministry of Economic and Finance (www.dpee.sn)

acquire new experience and above all have a better understanding of their cultures and traditions while working with local communities.

Spray operations are conducted at a time when communities have limited resources. For the rural communities not only they have seen their health conditions as malaria cases are reduced, but they also benefit from saving the money they would have used to cover malaria treatment costs during a period when money is scarce and the harvests are not yet ready.

IRS is implemented in a highly agricultural area where crop and livestock production and processing is the main source of income. Peanuts are a valuable source of cash for rural women. They make peanut butter for their household consumption and sell it to generate revenue to meet their family needs. Some of the women interviewed asserted that the money they earned from work in the spray operations was used to buy improved seeds and to increase their peanut production.

There are some significant gender issues in project implementation that can be addressed in future activities to enhance women's participation in the project and to increase the benefits they receive from it. First, the selection criteria set to recruit spray operations staff limits women's participation, because of their lack of experience and their lower levels of education. The project can address this disparity by ensuring that qualified women are encouraged to apply and are treated fairly in the application process. Evaluators can be given guidance to ensure that the application process is as gender-equitable as possible. Women who meet all the requirements except for having previous experience might be offered other ways to gain experience, perhaps through training or apprenticeship programs.

Both men and women believe that the work of a spray operator is very difficult for a woman: that the tanks are heavy, the hours are too long, and the clothing is too hot. As a result, women continue to occupy jobs normally undertaken by women within their households and communities (washers, housekeepers, and *relais*) in the project.

Many of these perceptions can be addressed by the project. Loaded tanks are probably not significantly heavier than other items that women routinely carry, such as buckets of water, baskets of grain, sheaves of firewood, or their own children. The project staff could help to point out these comparisons. New technologies, such as lighter (plastic) tanks such as those introduced in Ghana, could also be investigated, to reduce the burden of carrying the weight of the sprayers over a long period of time.

Sometimes, local leaders try to control and influence project implementation process. Some of the women interviewed complained about the attitude of their local leaders. Politicians (elected communal leaders) used their political position and authority to influence the IRS operations and to omit some households whose members held differing political views from receiving the spraying. According to a *relais* from Bamba Modou Coura in Kompentoum, the mayor tried to influence sprayers in this way during the 2012 campaign.

5. RECOMMENDATIONS

The following is a list of recommendations that AIRS Senegal could consider for the implementation in 2014.

To address restrictive hiring criteria:

- Because of the low level of education of women in the project zones many are eliminated by the criteria set during the hiring process. While acknowledging that the criteria are set to meet international standards, it may nonetheless be possible to revise some selection criteria so that more women can meet the requirements. For example, could the school certificate be waived for someone who nonetheless had French language literacy and numeracy (if they exist)? Could some of the forms be redone to use icons or prepared in the local languages for those who are literate in them?
- Set benchmarks for recruitment of women for selected positions at different levels where they are underrepresented or absent. Based on the training numbers in 2012, Table 2 includes proposed targets that seem achievable for increasing the participation of women to an overall 20% for the spray operations positions by the end of the project and gender parity in office work. In addition, the project can encourage men to apply and take on jobs as washers of PPE.

TABLE 2: TRAINING TARGETS FOR INCREASED WOMEN PARTICIPATION

Position	2012 training levels	2014	2015	2016
Storekeepers	11%	15%	18%	20%
Spray Operators	8.3%	10%	15%	20%
Operational Site Managers	12.8%	15%	18%	20%
Team Leaders	7.7%	10%	15%	20%
Data Entry Clerks	41%	50%	50%	50%

Provide guidance to evaluators on gender-equitable hiring practices, ensuring that candidates are fairly judged for each position for which they are capable and not channeled into only selected positions. Translate the IRS tools into graphic forms and/or local languages to accommodate women’s low literacy levels and/or lack of knowledge of French. Therefore, developing the spray operation tools in the local language could increase the number of women to be hired as spray operators or team leaders (better paid positions).

- To address working conditions:
- Allow women spray operators to work fewer hours to allow them to meet their domestic responsibilities.
- Decrease the number of insecticide bags sprayed daily.
- Test other types of protective clothing to find some that are lighter or that “breathe,” while maintaining the needed level of protection.

To address discriminatory social attitudes:

- Conduct focus group discussions to identify ways to increase community acceptance and support for women wearing the spray coveralls, perhaps by emphasizing the health and

income benefits or by offering other services or supplies to the employed women that they and their families would perceive as beneficial (e.g., sugar, cooking oil, sanitary napkins).

- Given the importance of the work of the relais to the success of the program, their compensation should be increased during the next IRS campaign to reduce the gap between the level of their payment and that of the spray operators.
- For follow on projects, to attract more women to participate in the spray operations, create incentives by addressing topics of value to them in conjunction with the IRS trainings or supplementary to them, e.g., on small business development or agribusinesses such on food processing and new value added products.

ANNEX 1: SCOPE OF WORK

Background

The Abt-led IRS Project carries out spraying to reduce the incidence and prevalence of malaria in 17 African countries. Cultural Practice, LLC 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, LLC 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, LLC 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 underrepresented. 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 14 days long, including travel. The primary contact in each country will be the Country Operations Manager.

Purpose

The purpose of the Gender Assessment is to assist AIRS Project in Senegal 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 Senegal

Cultural Practice, LLC will visit Senegal in December 2012 prior to the initiation of the 2013 campaign. Before traveling to Senegal, Cultural Practice will develop interview guides for different stakeholders, a data analysis framework, and a standard outline for gender

assessment reports.⁴ CP 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, a CP gender expert will conduct a post-spraying gender assessment in Senegal 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. and finished in Senegal).
- Interviews with AIRS and counterpart MOH staff in Dakar
- 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 two 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 two 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 two districts for purposes of comparison. The consultant will travel to Kaolack and Kaffrine.

Deliverables and Level of Effort:

- Trip Report, due 14 days after end of visit.
- Country Gender Assessment Report due 30 days after the end of the visit.

Level of Effort

Task	Number of Days
Tool development	3
Background reading and analysis of available data	2
In-country assessment (desk review based on national and regional data collection, field visits, and local travel) and international travel	14
Data analysis and Report writing	5
TOTAL	24

4 As Ethiopia and Senegal are the first countries to be visited, both SOWs include LOE to develop and translate interview guides, analytical frameworks, and a standard report outline which will provide a common set of tools for all subsequent assessments. Prior to travel to other countries, the relevant guides (i.e. in English or French) will be adapted to the specific country context.

ANNEX 2: INTERVIEW SCHEDULE AND PEOPLE CONTACTED

N	NAME	TITLE	ORGANISATION	LOCATION
1	Victor MINGOU	Finance Officer	Abt	Dakar
2	Henri MBENGUE	IEC Coordinator	Abt	Dakar
3	Adama KONE	COP	Abt	Dakar
4	Papa Samba DIEYE	MCD	Ministry of Health (MOH)	Malem Hodar
5	Sidy AMAR	MCD	MOH	Koungheul
6	Coumba SECK	President	Women's Ass.	Koungheul
7	Mor SECK	Site Leader	Malem Hodar	Malem Hodar
8	Dr N'DOYE	Doctor	MOH	Koungheul
9	Souleymane MBOUP	Deputy Mayor	Elected Leader	Koungheul
10	Ramatoulaye Ndao	HE Comity	Selection Committee	Koungheul
11	Doumbelane	Relais quartier	Women's Ass.	Koungheul
12	Fama SECK	Relais quartier	CBO	Koungheul
13	Babacar NDOUR	Tech. Advisor	World Vision	kaffrine
14	Sokhona Dia	Zone Coordinator	Africare	Koungheul
15	Kadidia N'DOUR	President	CBO	Koungheul
16	Mariama COLY	Relais	CBO	Koungheul
17	Ismaila Amadou Ba	Guardian	IRS Site	Koungheul
18	Mariam SOW	Spray Operator	CBO	Koungheul
19	Maty SEYE	Washer	CBO	Koungheul
20	Lamine CAMARA	Deputy Mayor	Elected Leader	Koungheul
21	Oumar N'DIMBELAM	President communal council	Youth Group	Koungheul
22	Ramatoulaye CISSE	Nurse	Reproductive Health Service	Kounpentoum
23	Cheikh GOUMBALA	President	Youth Group	Kounpentoum
24	Ouleye DIALLO	Relais	CBO	Kounpentoum
25	Lamine FALL	Spray Operator	CBO	Kounpentoum
26	Fambaye NDIAYE	Midwife	CBO	Kounpentoum
27	Salla BA	Washer	CBO	Kounpentoum
28	Sidy TRAORE	Mayor	Elected Leader	Kounpentoum
29	Kadidia DIALLO	Coordinator	Africare	Kounpentoum
30	Fatou N'DIAYE	Spray Operator	CBO	Kounpentoum
31	Mr KANE	Coordinator	Abt	Kounpentoum
32	N'Deye Fatou N'GOM	Community member	CBO	Kounpentoum

33	Fatima FANE	Nurse	MOH	Ida Mauride
34	Dr. DIALLO	ICP	MOH	Gainth Pathé
35	Ousmane DIOP	Deputy Mayor	Elected Leader	Malem Hodar
36	Ramatoulaye N' DAO	President	Women's Association	Malem Hodar
37	Coumba SECK	President	Ass. Soulale Jabodji	Malem Hodar
38	Fatoumata Coumba SALL	M&E	Abt	Dakar
39	Abdoulaye DIOP	Tech. Advisor	Abt	Dakar
40	Rokiaya Diop N'DIAYE	Environment Officer	Abt	Dakar
41	Seynabou SARR	Coordinator	Abt	Guinguineo
42	Latygaye SYLLA	Focal Point	Sanitation Depart.	Dakar
43	Ousmane FAYE	Trainer/Supervisor	Sanitation Depart.	Dakar
44	Francois GUEYE	Gender Specialist	National Gender Unit	Dakar
45	Absa Wade N'GOM	Director	National Gender Unit	Dakar

ANNEX 3: DATA COLLECTION INSTRUMENTS

French

Guide d'entretien pour les agents de vulgarisation sanitaire

Présentation: Je travaille au compte du projet AIRS afin de mieux comprendre les rôles des femmes et des hommes au sein de l'équipe chargée des opérations de pulvérisation. Les informations recueillies serviront uniquement au projet. Êtes-vous disposé à me parler de votre rôle et du rôle des autres au cours de la dernière opération ? Si la personne est disposée alors posez les questions suivantes pour orienter le débat.

1. Veuillez nous décrire votre rôle pendant la dernière campagne d'Aspersion Intra-Domestique (AID).
2. Quelle a été la partie la plus difficile de votre travail ? Pourquoi c'était difficile?
3. Quelle a été la partie la plus facile de votre travail? Pourquoi c'était facile ?
4. (Si la personne était chef d'équipe) Quelles parties de votre rôle de chef d'équipe l'atelier de formation vous a-t-elle préparé pour ?
5. Comment vous recruter les applicateurs, porteurs et les lingères?
6. Combien de femmes et combien d'hommes ont servi comme applicateurs dans votre équipe ? Le porteur était-il un homme ou une femme? La lingère était-il un homme ou une femme ?
7. Selon vous quelles sont les raisons qui expliquent la faible participation des femmes comparativement au nombre d'hommes au sein des équipes d'AID ?
8. Selon vous quels sont quelques façons d'encourager les femmes à participer davantage comme applicatrices et porteurs ?
9. Les femmes s'intéressent-elles à participer comme membres des équipes d'AID?
10. En dehors des équipes de pulvérisation, quelles autres possibilités d'emploi temporaire existent pour les femmes pour ce faire de l'argent dans votre localité? Et pour les hommes ?
11. Pouvez-vous nous parler des problèmes ou défis que les femmes ou hommes applicatrices, lingères et porteurs ont eu avec les vêtements, les équipements ou des instructions ?

Maintenant, je voudrais vous demander des questions par rapport aux messages sur l'AID.

1. Comment est-ce que les membres des ménages sont informés sur les AID?
2. Quels sont les messages les plus importants que les gens doivent entendre avant la pulvérisation ?
3. Quels messages sont plus difficiles à comprendre ?
4. Quels messages sont plus difficiles à mettre en pratique ?
5. Les femmes ou hommes ont-ils une plus grande difficulté à comprendre et mettre les messages en pratiques ? Pourquoi ?
6. Avez-vous des suggestions sur la façon d'améliorer les connaissances, la compréhension et la mise en pratique des messages clés par les femmes et par les hommes ?
7. Qui dans le ménage prend la décision de replâtrer les murs ? Qui fait le replâtrage?

GUIDE D'ENTRETIEN POUR LE PERSONNEL DE SANTE DU DISTRICT

1. Quel a été votre rôle pendant la dernière campagne d'AID ?
2. Comment les participants sont choisis parmi le personnel du Bureau de santé de District à participer à la formation des formateurs ?
3. servi comme chefs d'équipe ? Point focales pour le paludisme ? Le chargé du contrôle de la conformité environnementale ? Magasiniers/magasinières ? Collecteurs des données ?
4. Comment recrutez-vous le personnel ? Les applicateurs ? Lingères ? Porteurs ? Assistant Magasiniers/magasinières ? Mobilisateurs communauté ?
5. Quelle est la proportion des hommes et quelle est la proportion des femmes ?
6. Pourquoi pensez-vous que les hommes participent beaucoup plus que les femmes ?
7. Pensez-vous que plus de femmes aimeront participer si elles ont la possibilité ? Pourquoi ou pourquoi pas ?
8. Quel est le plus grand défi que vous faites face dans votre travail dans le cadre des AID ?
9. Comment la formation vous prépare-t-il à faire face aux défis?

Maintenant, je voudrais vous demander des questions par rapport aux messages sur l'AID.

1. Comment est-ce que les membres des ménages sont informés sur les opérations d'AID ?
2. Quels sont les messages les plus importants que les gens doivent entendre avant la pulvérisation ?

3. Quels messages sont plus difficiles à comprendre ?
4. Quels messages sont plus difficiles à mettre en pratique ?
5. Les femmes ou hommes ont-ils une plus grande difficulté à comprendre et mettre en pratique les messages ? Pourquoi ?
6. Avez-vous des suggestions sur la façon d'améliorer les connaissances, la compréhension et la mise en pratique des messages clés par les femmes et par les hommes ?
7. Qui dans le ménage prend la décision de replâtrer les murs ? Qui fait le replâtrage?

Questions POUR LES APPLICATEURS, PORTEURS, MAGASINNIERS, ET LES HOMMES ET LES FEMMES DANS LES COMMUNAUTES

1. Comment avez-vous appris l'opération d'AID?
2. Comment êtes-vous devenu un applicateur ? Une lingère? Un porteur ? Un magasinier?
3. Qu'avez-vous appris sur la pulvérisation ? Comment êtes-vous devenu un applicateur ? Porteur ? Lingère ?
4. What were you told about the spraying?
5. Une femme peut-elle faire le travail d'applicateur? Porteur ? Lingère ? Magasinier ?
6. Un homme peut-il faire le travail de lingère ?
7. Quelle a été la partie la plus difficile de votre travail ? Pourquoi ?
8. Quelle a été la partie la plus facile de votre travail? Pourquoi ?
9. Comment la formation a-t-elle été utile en vous aidant à faire face aux défis ?
10. Quels changements il faut dans les opérations de pulvérisation pour permettre aux femmes de participer plus en tant qu'applicateurs et porteurs ?

Maintenant, je voudrais vous demander des questions par rapport aux messages d'AID.

1. Comment est-ce que les membres des ménages sont informés sur les opérations d'AID?
2. Quels sont les messages les plus importants que les gens doivent entendre avant la pulvérisation ?
3. Quels messages sont plus difficiles à comprendre ?
4. Quels messages sont plus difficiles à mettre en pratique ?
5. Les femmes ou hommes ont-ils une plus grande difficulté à comprendre et mettre les messages en pratiques ? Pourquoi ?
6. Avez-vous des suggestions sur la façon d'améliorer les connaissances, la compréhension et la mise en pratique des messages clés par les femmes et par les hommes ?
7. Qui dans le ménage prend la décision de replâtrer les murs ? Qui fait le replâtrage?

English

Interview Guide for Health Extension Workers

Introduction: I am working with the AIRS Project to better understand the roles of women and men on the spray operations team. This information will only be used by the project. Are you willing to speak to me about your role and the role of others in the last operation?

If she says yes, then use the following questions to guide the discussion.

1. Please describe your role in the recent spray operation.
2. What was the hardest part of your job? Why was _____ difficult?
3. What was the easiest part of your job? Why was _____ easy?
4. (If she was a squad leader) What parts of your role as squad leader did the training workshop prepare you for?
5. How did you recruit spray operators, porters, and washers?
6. How many women and how many men served as spray operators on your squad? Was the porter a man or a woman? Was the washer a man or a woman?
7. What reasons do you think cause women to participate less than men on the spray squads?
8. What are some ways to encourage women to participate more as spray operators and porters?
9. How interested are women in participating on the spray squads?
10. Aside from the spray teams, what other temporary employment opportunities exist for women to earn money in your Kebele? And for men?
11. Can you describe any problems or challenges that women or men spray operators, washers, and porters have had with clothing, equipment, or instructions?

Now I would like to ask you about IRS messages.

1. How do household members hear about the spray operations?
2. What are the most important messages that people have to hear about prior to the spraying?
3. Which messages are hardest to understand?
4. Which messages are hardest to put into practice?
5. Do women or men have greater difficulty understanding and putting the messages into practices? Why?
6. Do you have suggestions about how to improve knowledge, understanding, and compliance with key messages by women, and by men?
7. Who in the household makes the decision to replaster the walls? Who does the replastering?

Interview Guide for District Health Personnel

1. What was your role during the last spray campaign?
2. How are the participants chosen from the District Health Office staff to participate in the training of trainers?
3. In the district you work in what is the proportion of men and women who serve as team leaders? Malaria focal persons? Environmental compliance officers? Storekeepers? Data collectors?
4. How do you recruit people to be spray operators? Washers? Porters? Assistant storekeepers? Community mobilizers?
5. What proportion are men and what proportion are women?
6. Why do you think men participate more than women?
7. If given the opportunity, do you think more women would want to participate? Why or why not?
8. What is the biggest challenge you face in doing your job in the spray operation?
9. How well does the training prepare you to deal with the challenges?

Now I would like to ask you about IRS messages.

1. How do household members hear about the spray operations?
2. What are the most important messages that people have to hear about prior to the spraying?
3. Which messages are hardest to understand?
4. Which messages are hardest to put into practice?
5. Do women or men have greater difficulty understanding and putting the messages into practices? Why?
6. Do you have suggestions about how to improve knowledge, understanding, and compliance with key messages by women, and by men?
7. Who in the household makes the decision to replaster the walls? Who does the replastering?

Questions for Spray Operators, Washers, Porters, Guards, and men and women in IRS Communities

1. How did you hear about the spray operation?
2. How did you become a spray operator? A washer? A porter? A guard?
3. What were you told about the spraying?
4. How did you become a spray operator? Porter? Washer?
5. Can a woman do the job of a spray operator? Porter? Washer? Guard?
6. Can a man do the job of washer?
7. What was the hardest part of your job? Why?
8. What was the easiest part of your job? Why?

9. How well does the training prepare you to deal with the challenges?
10. What changes should be made in the spray operations to allow women to participate more as spray operators and porters?

Now I would like to ask you about IRS messages.

1. How do household members hear about the spray operations?
2. What are the most important messages that people have to hear about prior to the spraying?
3. Which messages are hardest to understand?
4. Which messages are hardest to put into practice?
5. Do women or men have greater difficulty understanding and putting the messages into practices? Why?
6. Do you have suggestions about how to improve knowledge, understanding, and compliance with key messages by women, and by men?
7. Who in the household makes the decision to replaster the walls? Who does the replastering?

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