

## **REQUEST FOR EXPRESSION OF INTEREST (EOI): Assessment of Workplace Violence and Harassment (C190) and Development of Policy Framework in Rwanda**

The Ministry of Public Service and Labour (MIFOTRA), in collaboration with development partners, invites qualified consultants or firms to express their interest in conducting a **comprehensive national assessment of violence and harassment in the world of work** in Rwanda, aligned with ILO Convention No. 190 and Recommendation No. 206 on elimination of violence and harassment in the world of work. This initiative follows Rwanda's ratification of Convention 190 and aims to inform the development of a national policy and implementation framework to create a safe, inclusive, and respectful world of work.

### **Scope of Work:**

The assignment will involve:

- Assessing the prevalence, forms, and root causes of workplace violence and harassment across sectors, including the informal economy.
- Reviewing legal, institutional, and policy frameworks to identify gaps and propose amendments aligned with C190.
- Mapping existing workplace mechanisms for prevention, response, and redress.
- Developing a **policy framework and implementation plan**, including monitoring and evaluation tools, based on evidence and inclusive dialogue with tripartite stakeholders.

### **Submission Guidelines:**

Eligible consultants or firms are invited to submit:

1. Letter of interest and understanding of the assignment
2. Brief technical capability statement (max. 3 pages)
3. CVs of key personnel
4. Two govt completion certificates of similar work/assignments.
5. More details in the ToRs herewith attached.

Both technical and financial proposals should be submitted by **23 June 2025 (3:00 PM Kigali time)** to [rwaprocurement@ilo.org](mailto:rwaprocurement@ilo.org) with the subject line: ***“EOI: Assessment of Violence and Harassment in the world of work – Rwanda”***. Only shortlisted applicants will be contacted for further engagements.

# TERMS OF REFERENCE ON THE ASSESSMENT OF WORKPLACE VIOLENCE AND HARASSMENT (C190) AND DEVELOPMENT OF POLICY FRAMEWORK IN RWANDA

## 1. Introduction and background

On 1 November 2023, the Republic of Rwanda deposited the instrument of ratification of the [Violence and Harassment Convention, 2019 \(No. 190\)](#) with the Director-General of the International Labour Organization (ILO), becoming the 36<sup>th</sup> country in the world and the 9<sup>th</sup> in Africa to ratify Convention No. 190. By doing so, the Government of Rwanda strongly reaffirmed its determination to protect and respect human rights and social justice for all, and to achieve a world of work free from violence and harassment.

While the Convention and its accompanying Recommendation (No. 206) affirm that everyone has the right to a world of work free from violence and harassment, they also require ratifying Member States to work with employers' and workers' organizations to develop comprehensive strategies to prevent and address such issues, incorporating gender considerations to effectively address risks and that impacts that affect women and men differently. The roles of governments, employers, and workers are recognized as complementary, with their respective responsibilities taken into account. The Convention further highlights the importance of social dialogue and collaboration among these stakeholders for effective implementation at the national level.<sup>1</sup>

A recent survey conducted by ILO in 2022 highlights the widespread occurrence of violence and harassment in the workplace, with over one in five individuals in employment reporting experiencing such incidents during their working lives. Women were more likely to experience sexual violence and harassment, while men were overrepresented among those experiencing physical violence and harassment. Despite the troubling reality, many victims remain silent, being concerned about wasting time and fear of damaging their reputation.<sup>2</sup>

Work-related violence and harassment, including sexual misconduct, significantly affects the well-being, productivity, and dignity of workers worldwide, impacting individuals, organizations, and society as a whole.<sup>3,4</sup> This and other recent studies have highlighted the myriad effects and consequences of violence at the individual, organizational, and societal levels. Such incidents disrupt fundamental freedoms and rights at work and often lead to depression, anxiety, physical disability, resignation, dismissal, transfer, absenteeism, lowered quality of care, decreased workplace productivity, low morale, reputational damage, and increased costs to health and judicial systems.<sup>5</sup> Moreover, work-related violence and harassment is intertwined with issues of inequity, discrimination, stigma, and workplace conflicts, further exacerbating its detrimental effects.

---

<sup>1</sup> ILO, [Rwanda ratifies the ILO Convention on Violence and Harassment](#), 2023

<sup>2</sup> ILO, [Experiences of violence and harassment at work: A global first survey](#), Geneva, 2022.

<sup>3</sup> Joint Program on Workplace Violence, [Framework Guidelines for Addressing Workplace Violence in the Health Sector](#), Geneva, 2002.

<sup>4</sup> Women in Global Health (WGH), [Sexual Exploitation, Abuse and Harassment](#), 2023.

<sup>5</sup> Newman et al., "[Workplace violence and gender discrimination in Rwanda's health workforce: Increasing safety and gender equality](#)", Human Resources for Health 9, 19 (2011).

Article 6 of Convention No. 190 requires Member States to take legislative and policy measures ensuring the right to equality and non-discrimination, including for women workers, as well as workers and other persons belonging to one or more vulnerable groups or in vulnerable situations who are disproportionately affected by violence and harassment in the world of work. Studies have emphasized that women were disproportionately affected by sexual harassment, reflecting broader societal attitudes and power dynamics. Moreover, discrimination against women manifested in various forms, including challenges related to pregnancy management, motherhood, and negative stereotyping. This systemic bias not only exacerbates the prevalence of work-related violence and harassment but also underscores the urgent need for gender-responsive policies and interventions.<sup>6</sup>

Recommendation No. 206 provides detailed guidance for the implementation of the Convention while also referring, in paragraph 6, to sectors, occupations, and work arrangements in which workers are especially at risk, such as night work, work in isolation, health, hospitality, social services, emergency services, domestic work, transport, education or entertainment.

## **2. The Rwandan context**

Although official data on violence and harassment at work is scarce in Rwanda, a number of independent studies have been carried out in recent years that provide an overview among certain sectors and groups deemed to be vulnerable. Studies suggest that in Rwanda, cases of violence and harassment against women are not confined to the family sphere but are, unfortunately, a reality in the world of work and in Rwandan society at large. Gender-based violence and harassment, of which women are the main but not the only victims, is often linked to deeply rooted ideals of gender norms, stereotypes and power hierarchies exacerbated by gender inequalities.

Studies have revealed that one in ten of the adults surveyed had experienced cases of gender-based corruption and harassment in the workplace while one in five said they had witnessed sexual harassment at work.<sup>7</sup> The majority of the workers questioned who had been exposed to sexual harassment or had witnessed it replied that they were reluctant to report sexual harassment either because they thought it would be pointless to report it to the competent authorities or due to non-existent or not well-known reporting policies.

A number of sectors perceived to be vulnerable to violence and harassment in Rwanda have been investigated in recent years. In the health sector for instance, the findings of a study revealed that a substantial proportion (around 39%) of the healthcare workers sampled had experienced violence and harassment in the workplace. In another study specific to the nursing profession, the findings showed that 58% of the nurses questioned had, in the twelve months preceding the study, experienced certain types of violence and harassment in the workplace.<sup>8</sup> The domestic work sector has also revealed a high prevalence of violence and harassment at work. According to a recent

---

<sup>6</sup> Supra note 2.

<sup>7</sup> Transparency International Rwanda, [Gender Based Corruption in Public Workplaces in Rwanda](#), 2018. 'Workplace Sexual Harassment in Rwanda. Lessons and recommendations based on legal support and data collection'. Action Research Report with contribution from University of Rwanda, School of Law, Kigali, Rwanda

<sup>8</sup> Supra note 5.

- Musengamana V, et al. [Workplace violence experience among nurses at a selected university teaching hospital in Rwanda](#). Pan Afr Med J. 2022 Jan.

study, 1 in 4 domestic workers has experienced various forms of violence and harassment. Among the reasons cited to explain the prevalence of such violence, a number of decent jobs deficits linked were listed, such as the absence of an employment contract, lack of awareness of workers' rights, poor working conditions, low capacity to organise and low social protection coverage.<sup>9</sup> Such experiences not only inflicted personal trauma but also disrupted interpersonal relationships and depleted organizational resources, evident through self-reported absenteeism and decreased productivity among affected individuals. Only in the public sector was prevalence much lower than 5%.

Following the ratification of Convention No. 190, Rwanda will have to develop an implementation framework for the Convention. To guide the development of the framework, the Ministry of Labour and Public Service has requested support from development partners to conduct an assessment of the prevalence and forms of violence and harassment in the world of work in order to inform the development of the above-mentioned implementation framework .

### **3. Objectives**

The overall objective of the assessment is to provide an overview of the prevalence of violence and harassment in the world of work, the forms violence and harassment takes, and the underlying root causes and key risk factors associated with them, existing mechanisms to support prevention, protection, responses, prosecution and redress as well as developing an implementation framework. More specifically, it aims to:

- 1) Provide a Comprehensive Understanding of Violence and Harassment in the world of work. During the assessment, the sampling should consider that all economic activities, including the informal economy, are represented which will ensure that the assessment and the policy framework reflect the realities of all sectors and will help in the awareness and buy-in by all sectors.
- 2) The assessment should also identify gaps in law and practice (primary and secondary legislation and policies), including prevention and enforcement mechanisms. This may include issues related to legal protections, enforcement capacity, reporting mechanisms, and workplace culture that enable violence and harassment to go unreported or unaddressed. Recommend the required amendments to align with the provisions of Convention No. 190 and Recommendation No. 206
4. Develop recommendations for the Government of Rwanda based on the results of the assessment for any policy and legal measures required to align the existing framework with Convention No. 190.

---

<sup>9</sup> Insp!r – Zamuka. (2023). Etude sur le travail domestique et sur les violences et harcèlements dans le monde du travail au Rwanda. Kigali.

## 5. Expected results

Following the assessment on work-related violence and harassment in all economic sectors in Rwanda, the expected results are:

- A situation analysis for Rwanda to assess and understand the:
  - Prevalence and frequency of violence and harassment at work, considering gender and age dynamics, sector specific issues, contractual arrangements and other factors
  - Forms of violence and harassment encountered and assess workplace cultures and environment
  - Underlying root causes and key risk factors for experiencing violence and harassment at work for all women and men.
  - Assess the number of workplaces with comprehensive policies addressing violence and harassment; and the level of awareness by workers of this policies, and its application, as specific GBV or sexual harassment policies or integrated in other policies eg Gender or OSH policies
  - Existence and utilization of prevention, complaints and response mechanisms.
  - Potential entry points for prevention and response within the workplace.
  - Identify and document good practices
  - Assess the coordination mechanisms for the response to violence and harassment in the workplace in relation to the national gender machinery.
- Highlighting the gaps in the national legislative and policy framework to inform the revision of the relevant laws and regulations (enactment, amendment or repeal)
- A policy framework with an implementation plan:
  - Prohibiting in law violence and harassment, including gender-based violence and harassment (GBVH);
  - Promoting prevention strategies to address violence and harassment at work, including gender-based violence and harassment
  - Ensuring that relevant policies address violence and harassment.
  - Establishing or strengthening enforcement and monitoring mechanisms.
  - Ensuring access to remedies and support for victims.
  - Providing for sanctions.
  - Developing tools, guidance, education and training, and raising awareness, in accessible formats as appropriate.
  - Ensuring effective means of inspection and investigation of cases of violence and harassment, including through labour inspectorates or other competent bodies.
- The policy framework should include a Monitoring and Evaluation plan.

## 4. Methodology

This assessment will be conducted based on available ILO and WHO guidance on prevention of violence and harassment at work. The assignment will include a desk review of already existing studies on violence and harassment in the world of work in Rwanda. Data will be collected through (e.g.) KIIs, FGDs (at least 30 respondents by sector, divided in at least four groups of which two

are exclusively composed of women), and consultations with key stakeholders and triangulated with existing data on the issue at national, regional and global level. The assignment will follow a participatory approach by involving tripartite plus partners who will provide inputs to the inception report, the draft report, and during the national dialogue.

## 5. Deliverables

- i) **Inception report and research methodology:** Based on the desk review of already existing studies for Rwanda, the consultant will develop an inception report providing the context for Rwanda as well as a research methodology that can be applied for the study but also for additional assessments in specific economic sectors. The inception report will also include focus sectors (taking into consideration the sectors flagged above and confirming their relevance and absence of data) to be included in the study as well as a methodology for data collection. Based on the inception report the consultant will apply for a statistical visa as necessary.
- ii) **Draft report** including the situation analysis of violence and harassment in the world of work in Rwanda. The report should further include a review of the legal framework as well as an analysis of existing gaps in qualitative evidence, and some recommendations to address these.
- iii) **The final report** will include the revised draft assessment and the Implementation Framework, providing MIFOTRA with actionable recommendations. Moreover, the Implementation Framework should include a Monitoring and Evaluation plan. The development of the framework should be supported by a social dialogue to ensure the active engagement and buy-in from both employers and workers.

## 6. Timeline

| Activities   | Timeline       |
|--|----------------|
| Development of the inception report  | 2 days         |
| Presentation of the inception report to tripartite meeting                         | 1 day          |
| Conducting the assessment and data analysis  | 12 days        |
| Development of the draft assessment report   | 5 days         |
| Presentation of draft assessment report to tripartite meeting                      | 1 day          |
| Finalization of the final assessment report  | 3 days         |
| Development of policy framework and its implementation plan                        | 10 days        |
| Presentation of policy framework and its implementation plan to tripartite meeting | 1 day          |
| Finalization of policy framework and its implementation plan                       | 2 days         |
| <b>Total</b>   | <b>37 days</b> |

## **7. Requirements for the consultant**

### **a) Academic Qualifications**

At least a master's degree in fields such as psychology, sociology, occupational safety and health, social work, human resources, law, development studies, gender and development or organizational behavior.

### **b) Professional Experience**

At least 5 years of experience in conducting research or assessments related to violence and harassment at work, workplace behavior, employee well-being, human resource management, occupational safety and health, or organizational culture. This must be proven by at least two similar assignments.

### **c) Sensitivity and Cultural Competency**

- Cultural Awareness: Ability to understand and address the specific dynamics of diverse workplaces, recognizing the role of culture, gender, and power structures in workplace violence and harassment.
- Empathy and Sensitivity: Sensitivity to the emotional and psychological aspects of workplace harassment and violence, with the ability to approach the topic in a non-judgmental, supportive manner.

### **d) International and national context**

A local consultant will be engaged for this assignment, but will draw from both national and international data for comparison

| <b>CRITERIA</b>   | <b>SCORE</b> |
|---|--------------|
| Master's degree in Gender Studies, Social Sciences, Development Studies, or a related field as specified above.                             | 15           |
| At least 5 years of experience conducting gender analysis, preferably in labor rights sectors   | 15           |
| Methodology and timeline.   | 20           |
| Demonstrated understanding of gender equality and non-discrimination dynamics, in-depth knowledge of the world of work context an advantage | 25           |
| Proven Strong analytical, research, and report-writing skills   | 15           |
| Fluency in English; knowledge of local languages is an advantage  | 10           |
| <b>TOTAL</b>  | <b>100</b>   |

## **8. Mode of Payment**

- 30%: Approval of the inception report
- 40%: Draft report approved

- 30%: all engagement workshop conducted, and final report approved