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Challenges Facing Police Gender and Children's Desks in Reduction of Gender-Based Violence and Violence against Children: A Case of Kinondoni District, Dar Es Salaam Region, Tanzania

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Abstract:
The study was meant to investigate challenges facing police gender and children's desks in reduction of gender-based violence and violence against children in Kinondoni district, Dar es Salaam region in Tanzania. Specifically, this study sought to identify challenges facing gender desks in Kinondoni District and sought to examine the manner such challenges have affected practice or operations of gender desks in the area. The study took place in Kinondoni district as a case study strategy because the area had experienced many forms of violence incidences compared to other districts around Mainland Tanzania and Tanzania Zanzibar. The study design used descriptive mixed research design where both qualitative and quantitative data were used. Simple random sampling procedure was used to get respondents. Data were collected by using questionnaires, interviews and documentary review. The study results showed that insufficient number of police officers, poor selection of gender desk officers, gender and children desk officers performed other police duties and lack of budget to operate gender desk programs for building offices were among the challenging of gender desk. It is recommended that police force should have special funds for gender and children's desks that will go towards building new offices, undertake training of officers and provide means of transport as well as required modern equipment.

Keywords: Gender-based violence, violence against children, one stop centers, gender and children desks

1. Introduction

Gender-based violence (GBV) and violence against children (VAC) are increasingly documented threats to many developing countries' national economies, sustainable development and gender equality (Cruz and Klinger, 2011; Arango et. al., 2014; Abebe & Jepkiyeny, 2016). Both forms of violence are rooted in socio-cultural norms and practices within societies (Nayaki et. al., 2003; Anderson, 2005; Mashiri and Mawire, 2013; Abebe & Jepkiyeny, 2016). Women and children are more affected than men in form of physical, sexual, psychological and economic effects (Nyange et. al., 2016; Nair, 2014; Arango et. al., 2014; Ellsberge and Heise, 2005).

As long as GBV and VAC are global issues, quite a lot of initiatives have been implemented to fight against them. Globally, between 1948 and 1993, a number of declarations and conventions were passed to eliminate all forms of discrimination against women and children (LHRC, 2012). In south Asia and other parts of the world, Women Police Stations have been established to provide gender sensitization as initiatives to minimize cases and increase gender violence reporting (Darak et. al., 2017). Pakistan, in particular, established special police units or cells near police stations as efforts to make the community aware of gender violence and enable the community to address stigma associated with it (ibid.). African countries such as Rwanda, Kenya and Tanzania have introduced One Stop Centers to facilitate joint services such as health, psycho-social support and police assistance to gender as well as children victims including survivors (Wanjohi, 2016).

Tanzania, in particular, as part of its initiatives, first, approved Convention on the Elimination of All forms of Discrimination against Women (CEDAW) and the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (LSF, 2012). Also, it implemented those legal instruments to its policies, plans and visions such as Women and Gender Development Policy of 2000, the National Plan of Action for prevention and eradication of violence against women and children (2001-2015) and the National Development Vision, 2025 (NBS, 2011). In addition, Tanzania addressed GBV and VAC by integrating violence against women and children into national policies, strategies including programs such as National Strategy for Growth and Reduction of Poverty (URT, 2010). In so doing, the country introduced one stop centers together with gender and children desks at police stations to reduce all kinds of violence against women and children.

Despite introduction of one stop center and gender and children desks in Tanzania, available data collected from police revealed that GBV and VAC are increasing for each year. The data indicated that from January to December, 2017, a total of 41,416 incidences of GBV were reported, while from January to December, 2018, the reported incidences accounted for 43,487 of GBV, an increase of 2,071 (5.0%) cases. The same data showed that from January to December, 2017, 13,457 VAC incidences were reported, while in the same period in 2018, a total of 14,491 cases were reported. This is an increase of 1,034 (7.7%) cases. Figure 1 gives further illustration on the increase of GBV and VAC for ten years.
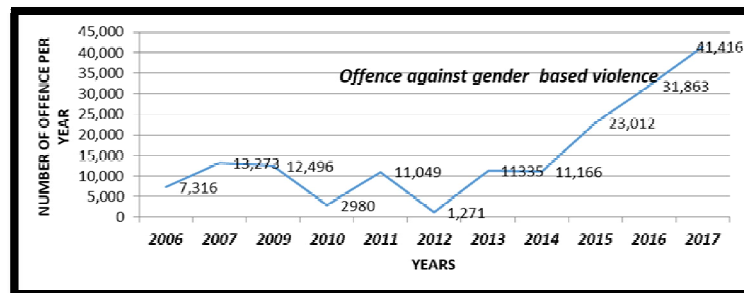

Figure 1: Crime Statistics of Gender-Based Violence
Source: TPF (2019)

Following the increase in GBV and VAC, Wanjohi (2016) insisted that police gender and children desk is duty bound to reduce GBV and VAC incidences since it was erected for that goal. Ndyamukama (2016), on the other hand, unveiled that police gender and children desks were facing a number of setting and operational challenges that blocked them to effectively operate and hence, reduce gender and children violence. This research intended to assess some of the challenges facing gender desks in daily operations. The study was conducted in Kinondoni District because it has many police gender and children desks and it is a leading district in experiencing many gender and children violence incidences compared to other districts in Tanzania (TPF, 2019).

1.1. Objectives of the Study

1.1.1. Main Objective
The main objective of this study was to assess challenges facing gender and children's desks in reduction to gender-based violence and violence against children.

1.1.2. Specific Objectives
- To identify challenges facing gender desks in Kinondoni District; and
- To examine how such challenges affected the practice or operations of gender desks in the area

2. Literature Review

2.1. Empirical Evidence

2.1.1. Police Gender and Children's Desk
Police Gender and Children's desk (PGCD) was a result of establishment of community policing department in 2006 (TPF, 2016). The idea came into full practice in the year 2008 after establishment of the Tanzania Police Female Network (TPF Net). In due regard, PGCD was formed to ensure that all cases related to gender violence and child abuse were eradicated in societies (Ndyamukama, 2016). The basic idea of PGCD was to solve some of gender victims' accusations that they did not know where or who to report to, fear from not being understood, fear from not being acknowledged, fear from getting perpetrator(s) into trouble and fear from being psychologically victimized by police officers who were unknowledgeable on gender violence related cases (TAWLA, 2014).

According to TPF (2012), police gender and children's desks have the role to ensure that all cases related to gender and children violence are eliminated in societies. Cases such as rape, impregnating students, child labour, indecent assault, other forms of assaults, genital cutting, abduction, and other natural offences ought to be dealt with accordingly and minimized. Gender and children desk police officers should create a user-friendly environment such that survivors and victims of violence should feel safe, comfortable and impressed to speak out truth without hesitation. Reported cases/incidences should be dealt with in such a way that victims must be satisfied/contented with actions taken. Such measures will encourage others to report their incidences. Indeed, gender isnd children desk officers are to keep GBV and VAC case records confidential and secured to ensure only authoritarian persons access them.

Joint efforts of the Tanzania police force and other stakeholders are necessary to ensure gender and children desks are operating effectively and smoothly. Currently, 50 districts throughout the country have gender desks conducting training for Police Officers from gender desk and other Police Officers' Units (TPF, 2019). About 7, 215 police officers acquired different forms of training in relation to gender violence (TPF, 2019). In addition, different directives, standard operating procedures, basic as well as advance training manual and gender response reporting system (GRRS) were published and

circulated to different police stations as working tools at their gender desks (TPF, 2012). Besides all those efforts, crime statistics/data show that gender-based violence and violence against children are high as well as increasing year after year (TPF, 2019).

2.1.2. Crime Situation of Gender Violence and Violence against Children-Kinondoni District

2.1.2.1, Gender-Based Violence

Gender-Based Violence (GBV) encompasses offences like rape, unnatural offence, child desertion, child stealing, female genital mutilation, defilement and assaults. These offences mostly occur in community and especially within the family. In such circumstances, police gender and children desks continued to raise public awareness to encourage citizens to report gender violence cases. Between January and December, 2018, a total of 43,487 gender-based violence cases were reported compared to 41,416 from January to December in 2017. This is an increase of 2,071 cases equivalent to 5.0 percent. The government administrative districts with large number of cases in 2018 included Kinondoni (5,386) followed by Temeke (3,999). Reported leading types of gender-based violence cases were assaults (8,822), rape (7,626), assaults causing bodily harm (6,397), grievous bodily harm (5,009) and abusive language (4,973).

Recall, data indicated that Kinondoni district had a big number of gender violence cases compared to other districts. In 2017, reported cases were 3163, while in 2018, reported cases of different offences related to gender violence were 5,386. Crime trend shows that gender violence at Kinondoni district was increasing. Taking years from 2014 to 2017, gender violence has been increasing sharply with recorded decrease in 2018. Such gender-based crime trend is clearly illustrated in Figure 2.1.
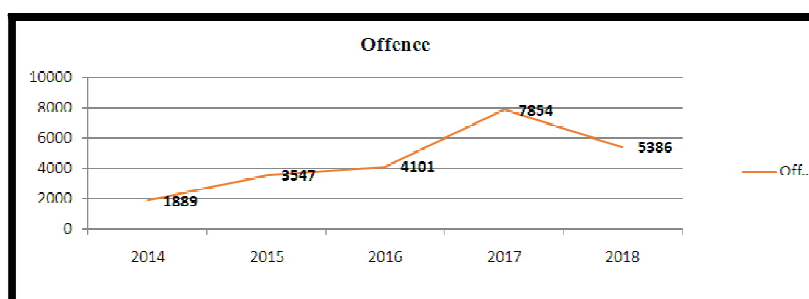

Figure 2: Gender-Based Violation Crime Statistics Trends - Kinondoni
Source: TPF (2019)

In comparing cases for two years from 2017 and 2018 in Kinondoni, statistical data revealed that rape cases increased by 12.3 percent, child desertion increased by 11.1 percent and child stealing increased by 50.0 percent. Assault causing grievous harm increased by 98.9 percent, indecent assault increased by 108.6 percent, common assault increased by 39.2 percent, abduction increased by 14.5 percent, abusive language increased by 46.1 percent and family desertion increased by 64.8 percent (Table 1). Total general increase was 70,281 cases. However, data indicated that some crimes such as unnatural offences decreased by 3.1 percent and beating decreased by 85.2 percent (Table 1).

Offence	Jan- Dec 2017	Jan- Dec 2018	Different	%
Rape	381	428	47	12.3
Unnatural Offence	129	125	-4	-3.1
Child Desertion	9	10	1	11.1
Child Stealing	4	6	2	50.0
Defilement	0	2	2	100.0
Beating	549	81	-468	-85.2
Assault causing grievous harm	373	742	369	98.9
Indecent Assault	58	121	63	108.6
Common Assault	763	1062	299	39.2
Abduction	152	1694	1542	14.5
Abusive Language	603	881	278	46.1
Family Desertion	142	234	92	64.8
Total	3163	5386	2223	70.28137844

Table 1: Gender-Based Violation Crimes Statistical Situation – Kinondoni
Source: Tpf (2019)

2.1.2.2. Gender-Based Violence against Children

Gender-Based Violence against children as offences are all related to crimes against children. They mostly occur in communities, especially within a family. Offences include rape, unnatural offence, child labour, child desertion, family abandonment and female genital mutilation. Gender desk in collaboration with different stakeholders has continued to

raise public awareness level to encourage people to report crime against children. From January to December, 2018, a total of 14,491 cases of crimes against children were reported, compared to 13,457 cases in the similar period of 2017. This is an increase of 1,034 cases, which is equivalent to 7.7 percent. Some of the offences reported frequently were rape (5,557), impregnating students (2,692), unnatural offences (1,159), assaults (965) and injury (705).

Data on violence against children indicated that Kinondoni is the second district after Temeke in number of violation cases. In 2017, reported cases were 2426, while in 2018, reported cases of different offences related to violence against children were 378. Crime statistics showed that crime trends of child violation in Kinondoni were going up and down as clearly illustrated in Figure 2.2.
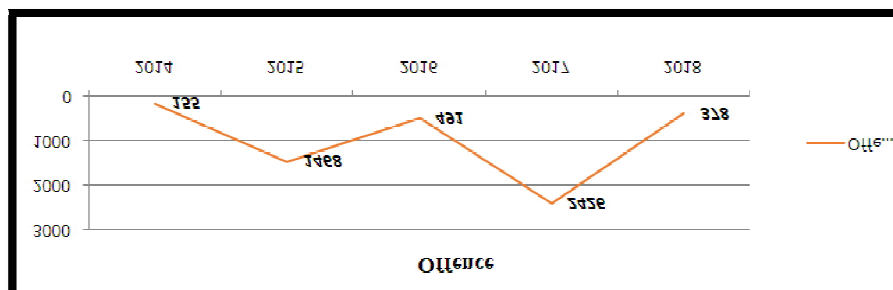

Figure 3: Violations against Child Crime Statistical Trend - Kinondoni
Source: TPF (2019)

Looking to specific cases by comparing the two years, 2017 and 2018 from Kinondoni, data unveiled that rape cases increased by 99.4 percent, unnatural offences increased by 74.6 percent, child desertion increased by 11.1 percent, child stealing by 50.0 percent, defilement by 100 percent and Genital Mutilation by 100 percent (Table 2). At the same time, some offences tended to decrease, such as beating, which decreased by 87.5 percent, assault causing grievous harm decreased by 83.3 percent, indecency decreased by 88.9 percent, common assault decreased by 87.4 percent, assault causing harm decreased by 100 percent, abusive language decreased by 73.6 percent and family desertion decreased by 100 percent (Table 2). However, data indicated that crimes that tended to increase are serious offences, while offences, which tended to decrease are less offences. Table-2.2 gives full details.

Offence	Jan- Dec 2017	Jan - Dec 2018	Different	%
Rape	163	325	162	99.4
Unnatural Offence	71	124	53	74.6
Child desertion	9	10	1	11.1
Child Stealing	4	6	2	50.0
Defilement	0	2	2	100.0
Beating	88	11	-77	-87.5
Assault Causing grievous Harm	78	13	-65	-83.3
Indecent	36	4	-32	-88.9
Genital Mutilation	0	17	17	100.0
Common assault	310	39	-271	-87.4
Assault causing harm	35	0	-35	-100.0
Abusive language	106	28	-78	-73.6
Family Desertion	84	0	-84	-100.0

Table 2: Violation against Child Crime Statistical Situation - Kinondoni
Source: TPF (2019)

3. Methodology

This study assessed challenges facing police gender and children desk in relation to its operations toward reduction of GBV and VAC. It employed a mixed study design that involved both qualitative and quantitate research approaches. Kinondoni district was used as a case study strategy because it has many forms of violence incidences compared to other districts around Mainland Tanzania and Tanzania Zanzibar. The area also, has many gender and children desks compared to other districts within Dar es Salaam Region.

Primary data were collected using questionnaire with both open-ended and close-ended questions. The sample included 40 respondents from police officers working at gender and children desks and police investigators special for cases of gender and children cases. Also, others included 21 respondents from social welfare offices, save the children officers, community relation program officers, state attorney and advocates all working at Kinondoni area as stakeholders working hand-in-hand with police gender and children desks. Qualitative data were collected through interview guides from 6 senior police officers at gender desk police headquarters as well as one focus group discussion conducted with 8 participants heading gender desks at Oyster Bay, Kawe, Kijitonyama, Mbweni, Kiluvya, Wazo hill, Magomeni, Urafiki and Mburahati.

Qualitative data were analyzed manually by making themes, sub-themes and finally, they were subjected to content analysis. Quantitative data were analyzed by using Statistical Package for Social Sciences (SPSS). Coefficient regression was applied to measure relationship and significance between challenges facing gender desk (independent variables) and reduction of GBA as well as VAC (dependent variables). Multiple tests were used since there was one independent variable and many dependent variables. SPSS helped to get frequency counts and percent.

4. Findings

4.1. Respondents' Demographic Profile
Results from quantitative data indicated that gender of respondents included 29.5 percent males and 70.5 percent females. Female respondents were many because most of police officers working at gender desks were females rather than male officers. In terms of age, 8.2 percent of respondents were aged between 18 and 28 years old, 52.5 percent of respondents were between 29 and 38 years old, 31.1 percent of respondents were aged between 39 and 48 years old, and 8.2 percent of respondents were 49 years old and above. In terms of working position, 34.4 percent of respondents were police officers working at gender and children's desks, 36.1 percent of respondents were police officers working at investigation unit of police force and 29.5 percent of respondents were civilians including social welfare officers, social workers and community development program officers. In terms of education attained, 4.75 percent of respondents had ordinary secondary education level, while 9.8 percent had advanced secondary certificate education. In addition, 42.6 percent of respondents had various university degree certificates. The first two groups were respondents mainly working at gender desks, while the last one included those working at different offices outside police force.

4.2. Relationship between Challenges Facing Police Gender and Children Desk and Increase in GBV and VAC
The objective was to assess challenges facing gender and children desk in reduction of gender-based violence and violence against children. TPF (2012) explains that gender and children desk is duty bound to decrease gender and children violation. To achieve that goal, police officers at gender desks were empowered in terms of training, equipment, offices and the like. The assessment was done on such aspects and forecasts have shown that police gender and children's desks are facing a number of challenges in line with decrease in gender and children violation. The following factors provide details:

4.2.1. Police Officers at Gender Desks
Gender desks at police stations require to have trained and knowledgeable as well as sufficient number of police officers who could provide services that suit gender violence cases. There are several challenges that interfere with efficiency of gender desks on those lines. They are presented in subsequent sub-sections.

4.2.1.1. Insufficient Number of Police Officers
Results from the study indicated that many gender desks at various police stations have an insufficient number of police officers working there. Most of the desks have deployed only two to three police officers to work at the desks, a pattern, which is awkward to SOP instruction that demands each desk to have eight police officers to work at gender desks. Quantitative data revealed that 77 percent of respondents agreed that number of police officers at gender desks does not meet requirements, while 23 percent accepted that there are few gender desks police officers.
In due regard, the number of police officers is not enough to adequately solve gender violence cases or problems within a short period of time. Such situation was illustrated by one of in-charges of gender and children's desks by holding that, "We need more gender desk officers so as to solve many issues of GBV and VAC reported to our desks because the officers we have now most of them are permanently sick and old. Such patterns demoralize them from doing their job properly."
Another participant explained the similarly that, "We are very few in terms of number compared to the amount of cases we receive daily. Kinondoni Municipal is an area in Dar es Salaam city that has a big number of people and thus, it needs more gender desk officers to address and serve gender violence victims."

4.2.1.2. Poor Selection of Gender Desk Officers
In addition, there is poor deployment of officers to work as Police Gender and Children Desk Officers. Those selected to work at gender desks were unhealthy, stressed, officers with family problems and pregnant women police. Quantitative data further revealed that 29.5 percent of respondents accepted that there was poor selection of police officers working at gender and children's desks, while 70.5 percent of respondents were of the view that selection was done properly. The notion of poor selection was supported by qualitative data whereby it was clearly explained by one police officer during FGDs that, "Most of gender and children desk officers are selected poorly such that some of them suffer from permanent illnesses (unhealthy) and some are pregnant as well as elderly. In some cases, those who have been trained on gender issues are not posted to work at gender and children's desks. Instead, they are working for other police duties and nobody seems to care much" (FGDs/police officer).
Results further indicated that because of poor selection, some police officers lack morale in attending violence victims. As a result, they provide poor and inadequate services. This was illustrated in open-ended question by one gender and violence stakeholder that, "Some police officers work at gender desks without a call of helping victims of gender violence, but they are working and participating in GBV and VAC by expecting to receive per diem allowances paid by government and other stakeholders through their participation of seminars and symposia."

Since there is poor selection of police officers to work at gender desks, indiscipline and corruption incidences become common elements. In FGDs, one participant pointed out that, "Some police officers working at gender desks lack discipline and integrity. They involve in corruption, by soliciting victims on one side and accused persons as well as their families, on the other side, to settle GBV and VAC cases outside police stations and the court of law. Such practices promote gender violence issues to increase in communities" (FGDs/police officers).

4.2.1.3. Gender and Children Desk Police Officer Perform Other Duties
Results from the study indicated that because of inadequate number of police officers at police stations, gender desk police officers were used to supplement other units. Quantitative data showed that 77 percent of respondents agreed that gender police officers were used to work at other units at their stations, while 23.0 percent disagreed that police officers at gender desks did not perform other duties.

Such situation was explained also during FGDs by one participant who held that, "It is a very common incidence to my Officer Commanding Station to assign gender desk officers to do patrols. Every day I receive orders from him to give one or two officers for night patrol. He ordered even to close office if there is no more officer to remain at office. Sometimes he used them for arresting on issues, which have no relation to gender and children violation or to perform traffic duties, starting guard and ambush. Thus, there is no specific period for officers to remain at gender desk" (FGDs/police officer).

4.2.1.4. Trained Police Officers
Results from the study further showed that many police officers are trained to deal with gender and children violence. Quantitative data revealed that 70.5 percent of police officers working at gender and children's desks underwent training and therefore, they have knowledge concerning gender and children issues. Moreover, 29.5 percent of respondents indicated that police officers at gender desk have not been trained and have inadequate knowledge about gender and children violation. Though statistical data showed that training has been conducted among police officers but routine police work weakens effectiveness of gender and children's desk. Even if officers were trained on gender and children violence but police officers were shifted from gender desk to work at other units. As one participant responded during in-depth interviews that, "Normally, the police force has no proper rotation of its officers due to the fact that no one is professional at certain police activities. Thus, every individual can be shifted to work at any police unit. Such way of manipulating police culture, in most cases, weakened gender desk functions. The gender SOP suggests that the gender desk officer has to stay and work at the desk at least for three years before he or she is shifted to another unit (senior police officer from gender desk PHQ/in depth interview).

4.2.2. Lack of Office and Equipment
Proper office and modern equipment are very important in attending GBV and VAC issues. Findings indicated that there is relatively shortage of offices and equipment supposed to be used by gender police officers. Data showed that 95.1 percent of respondents accepted that gender desk has shortage of equipment, while 4.9 percent responded that there is no shortage of equipment at gender desk. In FGDs and interviews, participants indicated shortage of gender desk offices, office equipment and means of transport.

4.2.2.1. Gender Desk Offices
Qualitative data indicated that there are nine gender desks in Kinondoni but only Mbweni and Mburahati have modern offices that police gender services could be effectively provided. The remaining seven are just upgraded offices. Lack of offices caused lack of comfortability, lack of privacy and lack of trust thereby causing victims to doubt effectiveness of problem-solving by gender desk officers. During FGDs, one participant reported that, "We experience lack of privacy when we are attending victims. Many police stations have no proper offices. We do not have a special office to attend victims of GBV. Some stations use police canteen buildings such as at UDSM police station. Others sit under mango trees and others depend on shadow movement to get sheltered there when attending GBV. Some victims run away when they see such situations" (FGDs/police officer).
Findings showed further that due to lack of offices, gender desk officers failed to have proper areas to keep files and other important forms of evidence.

4.2.2.2. Lack of Equipment
Findings from the study revealed that many gender desks lack modern equipment such as chairs, tables, desktops/laptops for saving documents, photocopy machines, printing machines and the like. Such equipment helps proper handling of victims' records and keeping secrecy of reports from unauthorized persons. Moreover, quantitative data showed that 95.1 percent of respondents agreed that there was acute shortage of equipment at gender desks. This was supported in the FGDs where participants from in-charge of gender desk commented that, "We have no equipment and even guidelines for dealing with gender desk like SPOs, chairs, cabinets and stationeries. We are not getting any assistance from our police leadership, especially working tools. Thus, such situation leads to acquittal of many gender violence cases before the court of law" (FGDs gender desk in charge).
Another participant in the same FGD commented that, "There is no office equipment and there are no funds to buy general office requirements and needs. Specifically, most police stations have no private rooms to attend victims like children. We

still need things like toys, balls and refreshments, which, in fact, they are the most of paramount importance of all aspects when dealing with children" (FGDs gender desk in-charge).

In open-ended questions, a respondent who is also advocating gender issues explained that, "They (gender desk police officers) do not have sufficient equipment for GBV and VAC cases. They do not have even proper places to keep evidence and file. Because of seriousness of gender and children violence cases, police gender and children's desks need to be fully equipped so as to effectively provide required police services."

4.2.2.3. Lack of Transport

Police gender and violence needs to move here and there to rescue survivors, making arrest of perpetrators, visiting crime scenes and sending victims to hospital as well as other areas for assistance. Qualitative data revealed that police at gender and children's desks are facing transport problems. During in-depth interviews and FGDs, many participants claimed that they could not assist victims because of shortage of transport. In open-ended questions, one respondent explained that, "We police officers at gender desks are facing a very big challenge once we get violence victims. We need to take them to hospitals, social welfare offices or to visit crime scenes. We do not have means of transport and sometimes we are forced to spend our own money to fulfill such demands."

Findings indicated further that shortage of transport brings additional difficulties to awareness program. Gender desk police officers could not even reach many people at grass root level so as to educate them on preventing and reporting gender violence issues. In FGDs, one respondent pointed out that, "In my site, I wish I could go to remote areas to educate people on ways to protect and report gender violence. In most cases, I educate people who come to report at police station after the crime has occurred or those living very near to police station. It is impossible to go further interior since we do not have even a motorcycle" FGDs/police officer).

4.2.2.4. Leadership Commitment

Results from the study revealed that police leadership at regional, district and station levels do not give the same priorities to gender desk concerns like they give other police units such as investigation department, traffic unit, Field Force Unit and others. Quantitative data showed that 63.9 percent accepted that police leadership at regional, district and station levels do not give the same priorities as they do to other police units. Moreover, 36.1 percent of respondents revealed that police leadership gives priorities to gender desk like they do to other units at their jurisdiction. This evidence was supported by qualitative data whereby one respondent in FGDs reported that, "In some police stations, some police leaders use abusive language and insult gender desk police officers. They term gender desks as designed special for women police. From such situations, officers working at gender desks are demoralized to work efficiently because they receive little support and assistance from their leaders" (FGDs/police officer).

As long as there was lack of commitment from police leadership, gender desk offices failed to get assistance from their leaders. Quantitative data revealed that no funds from police leadership were directed to gender desks. Statistics showed that 95.1 percent of respondents accepted that there were no funds provided to gender desk. Moreover, 4.9 percent of respondents agreed that there is fund provided to gender desk. This situation was supported by respondent in open-ended questions that, "Sometimes we at gender desk use our own pocket money and resources in assisting victims as well as survivors, especially for transportation, school fees, refreshment and to support our desk's daily duties together with other responsibilities."

Due to lack of leadership commitment, Police Gender and Children's Desks failed to have clear structure that gives clear directives for all officers' works at gender desks. Qualitative data showed that many police leaders confused gender desk structure. They do not know where to put them at their level. Statistical information indicated that 60.7 percent of respondents accepted that there was confusion in the structure of gender desks at regional level, district level and police stations. After all, 39.3 percent of respondents indicated that there are no confusion and police understand gender desk structure. This argument was supported by many respondents when explaining this issue in open-ended questions by holding that,"Many police officers confuse the demarcation between gender desk and TPF NET. There is no clear structure of gender desk. In some regions, gender desk is said to be under RCO, while in others, it is under OCD. Recently, there is no officer deployed to coordinate gender desks at regional, district or at police station levels just like in other units such as DTO, RTO and community policing officers. Only two regions, Mbeya and Kilimanjaro, have coordinators at their regional levels. On the other hand, most of gender and children's desks are under domination of OC CID instead of OCS. As a result, most violence cases against women and children are mismanaged due to personal interests."

Such kind of confusion did not help gender desk officers to reduce gender-based crime and violence. Quantitative data indicated that the structure did not help police office or decrease gender violence. Statistics from this study showed that 59.1 percent of respondents accepted that the existing structure did not help in decreasing gender violence. On the other hand, 45.9 percent of respondents said that the existing structure helps in decreasing gender and children violence.

4.2.3. Sensitization Programs

In order to reach community with gender sensitive knowledge, gender desk used several interventions such as programs to promote awareness of gender cases. Qualitative data indicated that gender desk was doing sensitization through radio sessions such as SIBUKA and East African radio, face-to-face meetings, participation at trade fairs like Saba Saba as well as through postures, publications and public shows. Results from the study showed that although the intention of sensitization program was to increase knowledge of entire community, but gender desks have no clear written data that indicate the number of people that received gender sensitization. It seems the sensitization program is mainly

directed to people who are able to read and move to meeting areas. During interviews, one participant from police commented that, "No programs are prepared to meet people who live in interior distant communities. It means that grass root communities were not getting awareness programs. For people involved in awareness meetings, they were only with few proximal people who essentially are close to their local community leaders. Such meetings were not attended by common people who are victims of gender violence" (FGDs/police officer).

Besides the limited number of people who were reached by sensitization programs, the programs seemed to direct communities to report the GBV and VAC incidence and did not sensitize as well as empower communities with preventive measures. During FGDs, a police officer responded that, "After the desk was established, people started to understand importance of reporting the GBV and VAC cases, specifically; they were attended by gender desk police officers. An increase in cases was caused by awareness campaigns provided to encourage people to report GBV and VAC cases rather than prevention campaign. There was a campaign called FUNGUKA, which emphasized on communities to report at police stations all incidences related to gender-based violence and violence against children" (FGDs/police officer).

4.2.4. Regression Analysis on Gender and Children's Desk

Regression analysis was performed to see influence of gender and children's desk. It included number of police officers at gender desk, training of police officers, efficient equipment at gender desks, victim satisfaction on services provided at gender desks, standard operating procedures known to gender desk police officers, police officers' understanding of the structure of gender desk and whether or not police leadership gives the same weight to gender desk unit as they do to other units. Results of the analysis showed that all variables with exception of the last variable (leaders to give same weight like other units) are significant factors to increase in gender and children violence as Table 3 illustrates.

Coefficients						
Model		**Unstandardized Coefficients**		**Standardized Coefficients**	**t**	**Sig.**
		B	Std. Error	Beta		
1	(Constant)	.084	.562		.150	.881
	Enouhg_Number_of_police_dealing_with_gender_desk	-.011	.165	-.010	-.065	.949
	Police_gender_desk_well_trained_address_problem_of_GBV_VAC	-.187	.146	-.187	-1.282	.206
	Police_gender-desk-have_sufficient_equipment	.350	.304	.171	1.149	.256
	Victims_GBV_VAC_satisfied_with_service	.199	.145	.199	1.369	.177
	Police_gender_desk_to_standard_operating_procedure	.126	.139	.128	.906	.369
	Do_you_know_structure_systerm_of_gender_desk	-.076	.131	-.081	-.576	.567
	Does_your_leaders_give_same_weight_as_other_units	.304	.130	.324	2.336	.024

Table 3: Coefficients on Results of Gender and Children Desk in GBV and VAC Prevention
A. Dependent Variable: Do You Think Gender Desks Have Eliminated GBV And VAC?

In summary, the independent variable had direct connection to dependent variables. All independent variables are insignificant in eliminating gender-based violence and violence against children $p < 0.05$. It is only one independent variable that was significant and likely to decrease gender and children violence.

ANOVA[b]						
Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	2.429	7	.347	1.789	.111[a]
	Residual	9.501	49	.194		
	Total	11.930	56			

Table 4: Summary of Results of Gender and Children's Desk towards Reduction of GBV and VAC
b. Dependent Variable: Do_you_think_gender_desk_police_have eliminated GBV and VAC

Nevertheless, in summary, all independent variables are statistically insignificant in eliminating gender-based violence and violence against children (0.111, $p < 0.05$).

5. Discussion

The gender and children desks in Tanzania were established in 2008 under the leadership of the former Inspector General of Police, Said Mwema. It was intended to strengthen and improve investigation of cases related to gender-based violence (GBV) and violence against children (VAC). Establishment of gender desks was expected to change the way gender offences are dealt with at the same time victims were receiving services that could help to gain psychological relief

and treatment. Unfortunately, there was no thorough or an intensive analysis suitable for the Tanzanian environment before establishment of police gender and children's desks. In addition, there were no proper and plausible strategies toward program implementation. In essence, gender desk was part of community policing program but its implementation brought confusion. The confusion among both police officers as well as the general public was compounded by positioning of gender desks that were believed to be subset of Tanzania Police Female – Net (TPF-NET) such that it is the reason many gender desk officers are women police (WP). It was realized that male police officers do not prefer to work at gender desks. Qualitative data indicated that gender desk is a product of TPF NET and thus, it should be worked by women police. In a nutshell, the gender desk was established without proper institutional strategies, which, in fact, affected the desk's performance. Many gender desks are found within police stations situated in town areas rather than at peripheral or remote areas. Lack of proper strategies defined the gender desks to be as dumping area where women police with permanent illnesses, pregnancy, elderly and stressed individuals are assigned to work as gender officers. As a result, the desks missed to maximize their expected goals. In short, selection of officials to work at gender desks seems to be poor almost at all police stations country wide. This circumstance developed several challenges in implementing the gender desk programs as follows: Firstly, inefficiencies of gender police officers working at gender desks since their selection did not follow any criteria because the selection was based on personal decision and interests of police leadership.

Secondly, poor allocation of gender desk offices or buildings. Many gender buildings or offices are found in town centers, whereas people have ability of accessing diverse social services compared to interior parts. It is said that some buildings were built in town areas from orders provided by senior police officers. The situation is contrary to what was expected to be in place, because remote areas are highly limited to access like other services and hence, they were supposed to have gender desk buildings by considering the number of difficulties of accessing social services such as health services, education and security services.

Thirdly, lack of budget to operate gender desk programs. Tanzania Police Force has a limited budget to finance gender desks. Instead, many desks are financed by stakeholders such as UN Women, Save the Children and other decisions for such locations to build gender desk offices depend on stakeholders' assent to finance, a fact, which enabled many gender buildings to be found within town areas rather than interior areas. Quantitative data showed that 77 percent of respondents believed that there were poor strategies within gender desks where inadequate police officers tended to serve and hence, they did not effectively serve victims of gender-based violence and violence against children. On the other hand, quantitative data showed that 75.5 percent of respondents saw gender desks to be good and effective but their views did not match with qualitative data, a pattern, which implies that many of gender desk personnel were those with permanent diseases, pregnant women, elderly or those with stress. Some officers failed to call or unwillingly worked at gender desks. As a result, many cases or gender incidences were not effectively managed and properly investigated at a maximum level due to demotivation as well as corrupt behavior, which could be compounded by lack of integrity and laxity of religious beliefs. Such results were obtained before in the study by Nyange and colleagues (2016) where unavailability of police posts, long distances to arrive at police posts and bribe among police officers were the main factors that made gender and children violence to be ineffectively managed.

Fourthly, desk officers who received special gender training were scheduled to work for other police duties such as patrol and court orderly. Data showed that 70.5 percent of gender desk officers gained or attended special gender training regarding gender and children violence. The number of trained desk officers seemed to be big in percentage but appointment of participants was not thoroughly executed based on qualification criteria such as psychology, education, sociology or social work knowledge. Sometimes personal interests of police leadership, especially Officer Commanding Districts or Officer Commanding Stations selected training participants because the training involved per diem allowance as shown also in a study conducted by USAID (2008). Similar results were revealed from the study by Ndyamukama (2016) that gender and children desk officers need special qualifications to achieve set goals.

Moreover, 29.5 percent showed that some gender desk officers had not attended the GBV and VAC training thereby rendering many such officers not to be considered official officers working permanently at the gender desks. This caused some desk offices to be closed due to absence of desk officers to provide services to victims of gender-based violence and violence against children. The quantitative data revealed the same that 77 percent of respondents admitted that gender desk officers were assigned to work at other police duties. Only 23 percent of respondents accepted that gender desk officers were not scheduled to work at other police duties.

Fifthly, on inadequate office equipment, the quantitative data showed that 95.1 percent of gender desk offices did not have adequate tools or equipment such as computers, chairs, tables and other required tools to enable officers and victims to sit as well as work comfortably at the gender offices. Dependency of the police force is a deficiency since it depended on financial support from stakeholders who essentially financed the office buildings. In reality, police force failed to plan its institutional budget to buy office equipment for gender desk offices. Only 4.9 percent of gender desk offices have office equipment sponsored by stakeholders.

Kinondoni district, for instance, has nine gender desks but only two gender desks, namely, Mburahati and Mbweni have modern buildings maintained properly to provide services to gender victims privately and with dignity. The other seven gender desks have no offices to provide services on reported gender cases. They work under tree shadows and other unconducive environments where privacy is not maintained. As a result, community members neglect to report gender cases at police stations thereby amounting to increased unreported gender incidences in Kinondoni District. In line with this, Ndyamukama's (2016) study indicated that 61.5 percent confirmed lack of materials and confidential rooms as big challenges in fighting gender and children violence.

Sixthly, absence of guidelines to run gender desk. In order for police officers to undergo thorough investigation and attain positive achievements of cases, standard operation procedures are supposed to be prepared and distributed to those gender desk officers as guidelines. The guidelines are expected to enable police management and junior police officers to follow procedures and professional services when dealing with sensitive gender cases.

Seventh, lack of transport facilities such as vehicles or motorcycles to enable haulage of gender desk officers to visit crime scenes and arrest criminals of GBV and VAC incidences or even transport victims to required onward services including hospitals or safe shelters. Like other crime incidences, GBV and VAC are committed at various areas with diverse distance from the police stations, the extent that demand police officers to have reliable transport to move them easily and swiftly in attending crime scenes. However, currently, there is no gender desk that owns a vehicle or motorcycle to facilitate mobility of gender desk officers. Normally, gender desk officers are supported transport from the OCD or OCS. The study by Ndyamukama (2016) in Katavi district reported similar results.

Eighth, lack of commitment of senior police officers. The officers were supposed to support and give the same weight like how they value other police units such as traffic and criminal investigation units. The quantitative data showed that 63.6 percent of respondents assented that police management failed to have full responsibility and commitment toward gender desks. In the same wave, some superior police officers discouraged and used abusive language to gender desk officers. Only 33.4 percent responded that senior police officers have good wish and committed to support gender desks with heartfelt jurisdiction.

Ninth, lack of funds budgeted by the police force to finance gender desk programs was exhibited through quantitative data that 95.1 percent of gender desk buildings, office equipment and gender training programs were financed by gender stakeholders. The funds are not directly disbursed to facilitate daily gender desks practices. It was found that 4.9 percent of respondents received funds from stakeholders but not from the police force. Such pattern does not give gender desks capacity to run their services in a healthy manner. Sometimes they are supposed to support victims with food or treatment costs. The desks have no reliable sources of funds to serve and support their programs.

Tenth, problem of organizational structure. About 90.7 percent of respondents said that there was the problem or confusion on structural organization of gender desks at all levels of police administration. From police headquarters where the desk claimed to work under the Commission of Operation and Training or under Commission of Community Engagement, at region level, the gender desks were claimed to be under Regional Crimes Officer (RCO), while at District and Station levels, the desks were claimed to be owned by the OC CID or OCS. The confusion is relatively caused by poor organizational strategies in establishment of gender desks. In addition, 59.1 percent respondents believed that the gender desk structure does not help to strengthen existence of desks and 45.9 percent believed that the structure is not well explained such that it does not work well. To date, the confusion has not been addressed to clearly define a focal leader to head the gender desks at regional, district or station levels. The police headquarters has to set organizational structure that will remove unnecessary confusion and contradiction within the police management.

Finally, sensitization programs were not designed to reach local people who reside in interior far to reach areas. Instead, the programs were provided through radio stations or public meetings in town areas where most of the residents have good knowledge on gender issues than people who reside in peripheral areas. Results from this study echo those from the study by Nyange and colleagues (2016) whereby it was disclosed that many victims of gender violence in rural areas go to ten cell leaders and village leaders to seek for assistance. Meanwhile, provided training programs were based on emphasizing on communities to report gender incidences at police stations rather than emphasis on gender violence prevention. In addition, regression analysis indicated that most dependent variables are statically insignificant to decrease gender and children violence. It showed the number of police officers at gender desk was 0.949 statistically insignificant at $p > 0.05$, training of police officers was 0.206 statistically insignificant at $p > 0.05$, efficient equipment at gender desk was 0.256 statistically insignificant at $p > 0.05$, victim satisfaction on service provided at gender desk was 0.177 statistically insignificant at $p > 0.05$ and police officers at gender desk know standard operating procedures was 0.369 statistically insignificant at $p > 0.05$. Moreover, police officers understanding of structure of gender desk was 0.567 statistically insignificant at $p > 0.05$ and police leadership give the same weight to gender desk like they do to other units was statistically insignificant at $p > 0.05$. It is only one variable that leaders should give the same weight like other units was .024 statistically significant at $p > 0.05$.

6. Conclusion and Recommendations

In summary, the world and Tanzania, in particular, is still facing gender-based violence and violence against children. People living in rural and remote areas are most victims of such incidences. Most initiatives and services established such as the police gender and children's desks do not reach as well as cover most victims. Gender and children's desks are facing quite a number of challenges. Police force needs to have deliberate efforts to ensure that challenges are resolved so as to eliminate GBV and VAC. This paper recommends that police force should have special funds for gender and children's desks that will go towards building new offices, undertake training of officers and provide means of transport as well as required modern equipment.

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