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STATUS OF GENDER DESKS AT POLICE STATIONS IN KENYA

A Case Study of Nairobi Province

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List of Abbreviations/Acronyms

AIDS	Acquired Immune Deficiency Syndrome
ANPPCAN	African Network for the Prevention and Protection of Child Abuse and Neglect
AU	African Union
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COVAW	Coalition on Violence against Women
CRC	Convention of Rights of Children
CREAW	Centre for Rights Education and Awareness
CSO	Civil Society Organization
DEVAW	Declaration on Violence against Women
EAC	East Africa Community
FBO	Faith Based Organizations
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
FIDA	International Federation of Women Lawyers
FPE	Free Primary Education
GBDV	Gender-Based Domestic Violence
GBV	Gender Based Violence
GDP	Gross Domestic Product
ICPD	International Conference on Population Council
ICT	Information Communication Technology
IEA	Institute of Economic Affairs
ILO	International Labour Organization
IPV	Intimate Partner Violence
KAACR	Kenya Alliance for Advancement of Children
KDHS	Kenya Demographic and Health Survey
KI	Key Informant
KIIs	Key Informant Interviews
KNH	Kenyatta National Hospital
M&E	Monitoring and Evaluation
MOH	Ministry of Health
NACC	National AIDS Control Council
NEPAD	New Partnership for African Development
NGO	Non-Governmental Organization
PRSP	Poverty Reduction Strategy Paper
STI	Sexually Transmitted Infections
UDHR	Universal Declaration on Human Rights
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
WHO	World Health Organization

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Ms Margaret Chemengich
Chief Executive Officer
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Executive Summary

The study was initiated by Institute of Economic Affairs to assess the status of gender desks at police stations with a view to revealing challenges thereof and proposing remedial measures and other related support required to make them functional. In accessing the status of gender desks, the study therefore addressed the following policy questions:- Are police gender desks functional? Do we have police gender desks based budget outlook? Are there structural or institutional framework gaps that hinder establishment of gender desks? Are the current gender strategies adequate to address Gender Based Violence (GBV) in the country?

Information was gathered from purposefully sampled gender violence survivors, lobby groups, representatives from ministries and gender violence recovery centres and lobby groups. The study used purposive and chain sampling methods to select gender violence lobbyists and NGOs for the assessment of the status of gender desks in police stations in Nairobi Province. A set of three questionnaires for individual gender violence survivors, lobby groups and for the FGD were used to gather information. The lobby group's questionnaire was also used for interviewing public institutions.

Findings

1. The government is committed to addressing gender violence as provided by various policies, strategies and legal documents. Noteworthy, is the creation of gender focal points in all ministries and establishing gender desks in police stations to make services accessible to gender violence survivors to seek redress easily.
2. Statistics confirm that gender based violence is a reality in the lives of many Kenyans. Regrettably, due to shame, financial constraints and cultural ties most of the gender violence cases are not reported to the authorities especially to the police stations in order to seek redress.
3. Majority of police stations in Nairobi are moribund due to inadequate allocation of resources. This was revealed by poor equipment, infrastructure, weak investigations, poor prosecution and inadequate information on gender violence. Analysis of printed estimates shows that the Ministry of State for Provincial Administration and Internal Security does not have a budget line for gender violence desks. In addition, development partners, NGOs, community and lobby groups have insignificantly supported gender violence desks in the country.
4. There is shortage of trained police officers on gender based violence as evidenced by poor recording of statements and apprehending and prosecuting of culprits. The study shows that 76.4 percent of gender violence survivors had their complaints improperly recorded,

while 72.6 percent were unsatisfied with recording gender violence complaints in the police occurrence book. Most cases of rape, wife battering and defilement were recorded as general assault cases.

5. Analysis of waiting time revealed that 60.3 percent of gender survivors waited for more than one (1) hour to be served by a police officer, 30 percent waited for 30-60 minutes while the rest waited less than 30 minutes. Overall 81.4 percent of the survivors interviewed were not satisfied with the waiting time.
6. 68.7 percent of the survivors rated the police officers as incompetent and further described them as reluctant, asking irrelevant questions, rude, belittling gender violence issues, not compassionate and insensitive to survivors needs.
7. 51.9 percent of the gender violence survivors interviewed described police officers as uncooperative and 53.9 described them as dishonest. Interestingly, further analysis showed that police officers trained on gender issues and were working in gender desk were more supportive and less corrupt compared to those at the reception.
8. Lobby groups and key informants interviewed asserted that investigations of gender violence cases often last longer than the 24-hour limit to detain a suspect before being arraigned in court. This period does not allow for the conclusion of medical report findings given that an official medical examination report must be completed by a certified doctor who is rarely available. They further indicated that even when a medical examination report is successfully completed, it often takes as long as a year for a case to go through legal proceedings and many survivors lose hope to continue. The study reveals that 56.8 percent of the survivor's cases were not prosecuted due to these circumstances.

Conclusion

The ongoing government reform in the fight against Gender Based Violence is impressive as evidenced by establishment of gender units in ministries, gender violence desks in police stations and ratification of international conventions. That notwithstanding, there is need to strengthen gender violence desks in police stations through financial support, additional staff, capacity building of police officers, intensify advocacy against GBV and partnership with development partners, NGOs and the community.

Recommendations

1. Government to allocate additional resources to the Ministry of State for Provincial Administration and Internal Security for construction, and rehabilitation of GBV offices, procurement of equipment, setting up database and ICT material.

2. Set up three (3) rooms for gender desk in a police station - the office, conference, and interview room for gender violence survivors. The gender desk should be equipped with adequate computers, networked, set up a database properly equipped to allow compilation of experiences of gender violence and identify the specific factors which act as drivers of violence in the community.
3. Ensure equitable distribution of police officers in all police stations and deploying at least three police officers to manage gender violence desks and providing counselling to survivors, prosecuting gender violence criminals, ensuring thorough forensic investigations for gender violence cases and undertake outreach services to the communities.
4. The government to second at least one Information, Communication and Technology officer to police stations to assist in disaggregating data for gender violence, prepare reports for decision making by policy makers, planning and budgeting.
5. Government, development partners and lobbyists to intensify gender based violence publicity programmes through the media, community outreach activities and focus group discussions on gender based violence in the country.
6. Gender Based Violence desks be integrated with community policing unit in the Police Force. This will ensure efficient utilization of scarce resources as both initiatives target the community. This will increase convenience in the part of police officers to monitor and track implementation of gender violence initiatives in partnership with the community.
7. Finally, the government to explore the possibilities of using unemployed youth to collect gender violence data under the 'Vijana na Kazi' programme in order to establish baseline for gender violence in the country.

1

Introduction

This chapter provides background information on gender violence, overview of Nairobi Province, police force and gives the rationale and study objectives.

1.1 Background Information

Gender-Based Violence (GBV) is a widespread and socially tolerated human rights violation that takes the form of domestic violence, sexual and psychological abuse. It is emerging as a serious global health, human rights and development issue and it is a symptom of gender inequalities. According to WHO, it is a serious cause of death and injury among women and children yet it is accepted by customs and thrives on impunity.

The existence and enforcement of anti-GBV measures vary widely in the world. It is true that even comprehensive laws cannot prevent GBV or protect GBV survivors if they are not enforced and perpetrators are not convicted. Poor budget allocations, lack of political commitment, poor awareness and general public resistance to improving GBV are some of the obstacles to addressing GBV. These obstacles are exacerbated in countries subject to chronic conflict and government instability. For instance, a study in Rwanda which focused on physical and psychological torture and sexual violence committed during the genocide indicated that 80.9 percent of women in the sample had symptoms of trauma, 67 percent of survivors were HIV positive, 13 percent had broken vertebrae, 12 percent lost leg movement and 7.9 percent had amputated legs (UNFPA, 1999).

Information provided by UNFPA, shows that globally 1 in 3 women experience GBV and country-level population-based studies indicate that prevalence rates of physical intimate partner violence vary from 13 percent in South Africa to as high as 49 percent in Ethiopia. Levels of sexual violence vary from 7 percent in South Africa to 59 percent in Ethiopia while other countries range between 15-31 percent.

According to a study done by WHO in 2005, 20-66 percent of women did not tell anybody about the violence they underwent before the interview. It also showed that between 55-80 percent of the women did not seek help from anybody due to the limited availability of formal services, financial constraints, empowerment and fear of stigma (Garcia-Moreno et al., 2005).

That notwithstanding, indeed wife battering is prevalent and largely condoned by many communities in Kenya. Traditional culture permits a man to discipline his wife physically and condones spousal rape. A study by WHO (2005) found that 42 percent of women in Kenya were regularly beaten by their husbands. However, FIDA Kenya believes that the true figure should be closer to 70 percent.

Data from Gender Violence Recovery Centres in Nairobi show that cases of gender violence have increased steadily over the last four years. The recovery centres confirm that their impact on survivors is enormous causing mental, psychological and physical illnesses that require medical attention.

With this, in 2004, women lobbyists identified the need for the establishment of gender desks for reporting domestic violence and rape in police stations as critical to enhancing their well-being¹. The government in its Poverty Reduction Strategy Paper (PRSP) and development plan undertook to set up gender desks in ministries and especially in police stations countrywide.

The study confirms that the government has established gender violence desks in police stations where gender violence survivors are being encouraged to report with assurance of professional treatment by trained police officers. In addition, the government is committed to fight GBV as evidenced by the signing of international conventions on gender violence and developing various policies and strategies addressing gender violence.

That notwithstanding, it is evident that some relevant obligations have been poorly implemented while others have not been enforced at all. A case in point is development of laws against marital rape while wife battering is prevalent and largely condoned by communities. On the other hand, police officers continue to demean complaints of survivors, ridicule them, turn them away and ask bribes in order to serve them.

The study is cognizant of the fact that in addition to establishing gender desks/units in ministries and departments, the government has put in place a number of strategies to implement the various international and national obligations on gender violence to include the following:-

1. Setting up special units to address women's issues in home economics, maternal and child health services in 1963
2. Establishment of a Women's Bureau to integrate women issues into national development in 1976

¹ Wandia, Mary (unpublished), 'The Process of Integrating Gender in the PRS Process in Kenya and the Challenges Encountered by the Gender Lobby Groups', Nairobi: FEMNET

3. Setting up gender units in all government ministries under 1994-1996 National Development Plan
4. Elevation of Women's Bureau to a department in the Ministry of Gender, Sports, Culture and Social Services with its own budgetary allocation
5. National Commission for Gender and Development established in 2004 by an Act of Parliament to provide policy guidance and act as the oversight body in terms of appraising performance of government institutions in mainstreaming gender concerns thereby strengthening the national machineries for gender integration in development
6. National anti-FGM Coordinating Committee set up in 2007
7. Development of Sessional Paper No.2 of 2006 on Gender Equality and Development which provides a framework for the operationalization of gender mainstreaming in policy, planning and programming
8. Operationalization of Gender responsiveness at Constituency level through Constituency Development Fund Management where women leaders are involved in management committees
9. Establishment of a Gender Desk in Police Station in Nairobi Province to specifically deal with gender violence
10. Introduction of Free Primary Education and free tuition Secondary Education 2008

1.2 Overview of Nairobi Province

Nairobi province is one of eight provinces in Kenya. It is the smallest province and is entirely urban. It is divided into four districts (Nairobi West, East, North and Westland).

The Province has an estimated population of 3.04 million (CBS 2003, 2005) and it is served by nine (9) police divisions and thirty four (34) police stations and several police posts. Over 40 percent of Nairobi population are living under poverty line and has the highest prevalence of reported gender violence cases in the country despite NGOs, lobbyists, civil society groups involved in the fight against GBV. It was the first province in the country to set up a fully fledged gender desk office at one of the police stations, in particular, Kilimani Police Station, to address the issues of gender based violence.

The province is actively involved in the campaign against gender violence as a major concern that creates fear, insecurity and lack of participation in development. The main focus of the gender violence programmes is to strengthen violence prevention initiatives through the involvement of all relevant stakeholders.

1.3 Mandate of Police in Gender Violence

The mandate of police is to maintain law and order, preserve peace, protect life and property, prevent and detect crime, apprehend offenders and enforce all laws and regulations. In order

to achieve this, structures for efficient delivery of services at all levels up to community level and special units have been developed.

In the last two decades the security system deteriorated to a point where the government was unable to guarantee security to its citizens and their property. This emerged as a result of low morale of police officers, lack of professionalism, inadequate resources, lack of proper Human Resource Management (HRM) policy and systems, poor terms and conditions of service. In this regard, the following are obvious:

- i. Officers are prone to corruption, bribes, poor attitude and poor morale
- ii. Inadequate crime investigation/forensic services
- iii. Poor customer care and human rights
- iv. Inadequate infrastructures, equipment and ICT and
- v. Insufficient operations and maintenance.

That notwithstanding, it is the duty of government through the police to ensure reduction of GBV by sanctioning perpetrators of crimes and sending a clear message to the population that such actions will not be tolerated; by increasing awareness throughout society that physical and sexual violence are criminal acts; by increasing access to the legal system and by improving institutional responses to the survivors of violence.

In this regard, the Police Force has instituted reforms to make the police more accessible to the community and more responsive to the community's needs such as setting up police gender desk to respond to cases of GBV at police stations.

1.4 Justification for the Study

According to the Economic Survey (2008) there is a general decline of GBV reported cases from 20,568 in 2004 to 18,424 in 2007 due to improved security and collaboration with the community and relevant stakeholders.

On the contrary, civil society and NGOs doubt the figures as a number of cases go unreported to them due to fear, stigma and lack of funds. For instance, information provided by Nairobi Women Hospital shows increasing trend of GBV cases treated in the institution. On average 230 cases are treated per month, with approximately 45 percent being children, 49 percent women and 6 percent men. On the other hand, on average 2 cases of assault/rape are reported every day to Kilimani Police Station.

Civil society, lobbyists and NGOs perceive police officers as incompetent in the manner they handle GBV cases such as marital rape, the way they record statements, time taken to service survivors, poor attitude and prosecution.

No study has been undertaken to establish the operational status of gender desks in the police stations in the country. Therefore, there was need to assess the extent to which gender desk strategy has been implemented in police stations with a view to revealing challenges thereof and proposing remedial measures and other related support required to make them functional.

Above all it is within the mandate of IEA to hold government accountable and responsible to its people in matters of dispensing policy and strategies. It may not be possible to make a strong case for any change without tangible information with which to lobby the government and other stakeholders. Hence, the study was meant to provide such evidence.

The study therefore addressed the following policy questions: Are police gender desks functional? Do we have police gender desks based budget outlook? Are there structural or institutional framework gaps that hinder establishment of gender desks? Are the current gender strategies adequate to address GBV in the country?

1.5 Study Objectives

The broad objective of the study was to assess the operations of gender desks at police stations with a view to revealing challenges thereof and proposing remedial measures and other related support required to make them fully functional.

The specific objectives of the study were to:

- i. Analyze perception of GBV survivors on service delivery at police gender desks;
- ii. Examine the nature of GBV cases committed in the Province and how this is addressed by the concerned authorities
- iii. Analyze the components of a gender desk and the key tasks and functions thereof and budget implication
- iv. Examine and identify gaps within the structural and institutional framework in implementation of gender desk strategy at police stations.
- v. Draw policy implications and recommendations.

2

Literature Review

In this study gender based violence implies any harmful act that is perpetuated against a person's will and that is based on socially ascribed differences between males and females². Examples of GBV include: sexual violence such as sexual exploitation, abuse and forced prostitution; domestic violence; trafficking; forced child marriage; and harmful traditional practices such as female genital mutilation, honour killings and widow inheritance.

A study by UNFPA (2003) shows that globally at least one in every three women has been beaten, coerced into sex, or otherwise abused in her lifetime in the world. It also reveals that more than 20 percent of women are reported to have been abused by men with whom they live with.

According to WHO, among women aged 15-44 years, GBV accounts for more death and disability than the combined effects of cancer, malaria, traffic injuries and war. In addition, trafficking in women and girls for sexual exploitation is most common among poor women and girls. Women who are victims of domestic violence are 12 times more likely to attempt suicide than those who do not experience such violence.

During war and civil conflict, women and girls are often targeted for special forms of violence by men as a way of attacking the morale of the enemy. For example, in Rwanda, systematic and planned rape was used as a weapon of war and genocide against women and their families. In 1994, almost every adolescent girl who survived the genocide had been raped. In East Timor, it has been estimated that at least 1,000 women were raped during the post-referendum conflict of 1999.

It is estimated that 85 to 114 million women and girls in Africa, the Middle East and Asia, have undergone female genital mutilation.

² Inter - Agency Steering Committee (IASC) 2005, Guidelines for Gender-Based Violence Interventions in Humanitarian Settings. Geneva Switzerland: IASC

2.1 Gender Based Violence Situation in Kenya

Gender Based Violence is widespread in Kenya. It is a crime that shocks and traumatizes the survivors and undermines their status in the community. It is estimated that every day, women are physically and sexually abused and raped in all social and ethnic groups in the country. Most of the gender violence cases are not reported to the authorities as survivors often face a lot of obstacles in trying to bring the perpetrators to justice. Many of them are intimidated by cultural attitudes and state inaction while seeking redress.

A survey conducted in 2002 by FIDA Kenya revealed that of 1,067 women attending antenatal clinics and emergency care in Nairobi hospitals, 0.4 per cent reported miscarriage caused by domestic violence and 0.7 per cent reported STIs, 56 per cent of the abused women said that they had not reported the violence to anyone, with many stating that violence is considered to be a normal part of life. Only 7 percent reported to some authority such as the chief, the police or a doctor.

Government statistics in Kenya Demographic and Health Survey (KDHS) demonstrate that at least half of all women have experienced violence since they were aged 15 (CBS 2004b). This is a worrying situation in a country where advocacy groups have continued to raise the profile of GBV in policy, media and legal fora.

The statistics by the Kenya Police Crime for 2007 point out that there were 876 cases of rape reported, 1,984 cases of defilement, 181 cases of incest, 198 cases of sodomy, 191 cases of indecent assault and 173 cases of abduction. Whereas it may be easy to document the number of cases of those suffering from violence, the psychological impact is undoubtedly indeterminate. Mental wounds suffered as a result of violence may never really heal and the psychological scars are undoubtedly never erased.

Government statistics by the Economic Survey, 2008 shows increase in offences committed against morality and other offences against persons by 6.2 percent and by 3.4 percent respectively in 2007. The increase was mainly noted in offences of defilement and incest with 40 and 37.7 percent respectively. Table 2.1 summarises the findings of cases reported to the police in the period 2004-2007.

Table 2.1 GBV reported Cases to Police

<i>Type of offence</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>
Rape	1,388	1,286	1,295	1,151
Defilement	1,410	982	1,273	1,782
Incest	145	170	122	168
Sodomy	122	258	128	147
Bestiality	31	70	15	11
Indecent assault	330	219	289	138
Abduction	236	205	186	112
Bigamy	10	0	5	8
Assault	15,621	13,402	13,840	13316
TOTAL	19,293	16,592	17,153	16,833

Source: Kenya Police Department (Economic Survey 2008)

Despite the existence of official statistics highlighting the magnitude of Gender Based Violence in Kenya, funding for GBV rehabilitation and legal redress remains limited and demand for services far outstrips supply. The services are often left to the hands of NGOs such as Liverpool VCT, Nairobi Women’s Hospital, and Kenyatta National Hospital. In addition, comprehensive post rape services are only available in hospitals which cannot be reached by the poor and vulnerable especially those who live in slum areas which require them most.

2.2 Highlights of Police Gender Desks

Literature review shows that gender based police stations or women police stations have been established in a number of countries across the world such as India, Liberia, Nicaragua, Sierra Leone, South Africa, Argentina, Brazil, Colombia, and the United Kingdom. The stations are staffed by qualified officers in order to provide an environment where survivors of violence may feel more comfortable in reporting and be assured that their reports will be properly handled.

The stations have combined a number of specialized police officers with health workers, social workers and legal and other specialists to form a team that can respond to cases of gender violence.

The desks are established to ensure that cases of gender based violence are reported to the police and to assist victims to have access to support services. For instance, the personnel manning the desk would be responsible for incidenting and investigating cases reported to the police by the victims. They are also expected to liaise with other stakeholders to provide the victims with such services as counselling, medical attention, legal assistance and transit shelter

for cases requiring accommodation. The desk is also expected to make information available for the victims and link them up with relevant stakeholders that could provide service that would help their case.

The idea of setting up gender desks in police stations was mooted in 2004 by women groups and lobbyists with a view to enabling gender violence survivors to report violence and rape related matters to police stations. In response, the government has established gender desks in police headquarters and police stations where gender based violence survivors are served.

2.3 Opportunities in establishing Police Gender Desks

A number of opportunities exist in establishing police gender desks as follows:

- Increase community awareness on GBV as a human rights development issue and services offered by the police. This will encourage more victims to report cases of violence to the police gender desks.
- Ensures that 30 percent of Kenyan police personnel will be women and this will create trust and conducive environment to report their cases.
- Increase awareness for police, judiciary and local leaders on GBV and human rights.
- Increase legal support and counselling services access through partnership with women's lobby groups, NGOs and civil society.
- Improve access for rape victims to medical expertise for evidence in court and treatment of acquired diseases.
- Providing relevant information for development of the GBV strategies and plans in collaboration with stakeholders.

2.4 Challenges in establishing Police Gender Desks

There are however a number of challenges in establishing police gender desks as follows:

- Fighting GBV is a process that requires participation by both men and women and calls for effective community participation.
- Prevention and response to GBV requires a multi-sectoral approach as the problem is multi-dimensional.
- Gender based violence is a human rights issue and a national and international development issue.
- Strong advocacy and awareness on existing laws and support services for women is critical.
- GBV is closely linked to cultural perception and unequal power relation between men and women in terms of community perceptions on the value of women, women's limited access and control over resources, women's limited skills for income generation and these needs to be addressed for sustainable elimination of GBV

- Increased skills of police and other legal staff, social workers are critical for improved survivors support and response.
- Gender programmes and budgets are required in different sectors for prevention and victim support resulting to limited resources.

3

Methodology

The methodology for this study consisted of sampling of the study area, development of questionnaires, data collection, quality control of data, data processing and ensuring ethical values. The study was qualitative in nature and sought to answer the research questions outlined in the introduction.

3.1 Study Setting and Sample Design

Nairobi Province was purposively sampled for the study given its high GBV prevalence, number of NGOs, civil society working in GBV programmes, having gender violence recovery centres and being the first province to initiate a fully fledged gender desk unit at one of the police stations. Information was gathered from 51 purposively sampled gender violence survivors, 26 lobby groups, 5 key informants, 7 ministries, 2 gender violence recovery centres, observation of 5 Police Divisions and 6 Police Stations and 2 FGD.

The study used purposive, chain and maximum sampling methods to select individuals and institutions for the assessment of the status of gender desks in police stations. The maximum variation sampling aimed at identifying common patterns that cut across the different NGOs working in gender violence. Chain sampling was applied to compile the initial list of lobby groups to participate in the interviews based on registration with National Bureau of NGOs and Ministry of Culture and Social Services. Similar methods were used while in the field to identify additional institutions and individuals to replace missing ones.

3.2 Study Questionnaires

A set of three questionnaires were developed for GBV survivors, Lobby groups and interview guides for interviews with government organizations and lobby groups. The lobby group's questionnaire, which was also used for interviews with public organizations, included primarily open-ended and probing questions designed to capture relevant data and limit the interview to 45 minutes. The tool for key informants and government interviews were designed as interview guides supplemented with probing questions. Each question was also designed to uncover NGO activities and current collaboration and coordination efforts in gender violence.

3.3 Data collection Process

Research assistants with knowledge on data collection and who had worked in similar assignment in the past were recruited for data collection. One day training on administration of the questionnaires was undertaken to refresh on interviewing techniques.

During training, a number of important methodological and practical issues were discussed and agreed upon, including the purpose and objectives of the study, an extensive discussion and a step-by-step discussion of critical issues to be considered when planning and conducting in-depth structured interviews, questioning and listening skills, building trust with respondents, observation skills, encouraging and controlling the discussion, dealing with difficult situations, note taking, closing the discussion and debriefing team leader.

(a) Secondary information - Secondary information collection was undertaken in order to provide contextualized background information on historical and contemporary issues on gender violence. This included a review of relevant literature and interviews with professionals with experience in gender violence. Information was also collected from existing scholarly articles, government documents, working papers and websites.

(b) In-depth Personal Interviews - Information was gathered from in-depth personal interviews with sampled survivors, and gender violence lobbyists. The study investigated the activities of gender desks and factors affecting efficient service delivery. The field assessment took place between November 2008 and February 2009.

The validity and confidence in the findings was addressed through triangulation of data from multiple sources and multiple perspectives of the investigators with different backgrounds. In addition, the researchers incorporated into the design ethical and confidentiality considerations for the interviewees. Before the interview, interviewees were to be informed that they will not be directly quoted on any factual information that does not concern the cataloguing of their GBV activities.

(c) Narrative and Focus Group Discussion - Narrative interviews were conducted specifically to assist in the analysis of personal accounts and issues. This allowed the team to develop vivid insights into segments of target group's lives, through life stories with more narrative and less interviewing. This was meant to allow friendlier environment, permissive and not authoritarian. Information was also collected from 2 focus group discussions of adult male and female. This segregation was meant to observe ethical considerations, avoid possible intimidation amongst heterogeneous groups and ensure homogeneity, cohesiveness and knowledge of issues discussed.

3.4 Quality Control

The lead consultant was responsible for quality data collection from the respondents and the following techniques were used to ensure quality: -

- Training on data collection using developed questionnaire
- Ensuring research assistants had proper rapport with the respondents
- Developing checklists for use during data collection and management
- Daily and close supervision of research assistants during data collection and
- Sharing field experiences with research assistants in order to ensuring collection of quality data and addressing inconsistencies and omissions if any.

3.5 Data Processing and Analysis

Primary data consisted of field notes from narrative interviews and FGD and questionnaires from the interviews which were conducted. The data was entered and edited by data processing personnel specifically trained for this task.

The data was processed using spreadsheet (SPSS) and *Excel* software methods. This allowed for extraction of core themes related to the objectives and overall goal of the study. Processed data was subjected to cross tabulation and chi-square analysis. The results are presented by categorization of interventions for instance; demographic trends, working environment of gender desks, user satisfaction, infrastructure, equipment, budgetary allocations, coordination of GBV activities and service delivery.

3.6 Ethical Consideration

Given the sensitivity of gender based violence to the community, the purpose of the study was explained to the respondents and informed consent sought before interviews were undertaken. Respondents were given a right to withdraw from the interviews when they felt like.

In addition, permission to undertake the study was sought from the Ministry of Gender and Sports after discussion and consensus on the questionnaires. A copy of the authority letter was used for identification while gathering information/data from sampled individuals, groups and institutions.

3.7 Limitations of the study

The study was faced with time constraints, lobby groups unavailability and bureaucratic obstacles experienced in the police department to grant permission to conduct in-depth interviews with gender desk police officers while survivors did not easily open up to tell about the incidents.

Survivor's fatigue, regarding researchers and the related commercialization of research, resulted in adding extra respondents. Some respondents demanded payment participating in the study. Many questions in the survey relied on recall and subjective perceptions of the respondents, rather than records. However, such subjectivity does not invalidate the value of the findings

In order to overcome these limitations the team attempted to be both flexible and definitive in interviewing and collecting data during the study. The team used lobbyists and NGOs involved in the fight against gender violence and recovery centres in eliciting information from the survivors.

Although the researchers did encounter changes in schedules, cancellations and interviewee switches, the team worked assiduously to ensure that interviews were rescheduled at different times or with alternate lobby groups or staff. The team also used opportunistic and chain sampling to follow up on new leads from interviews and take advantage of unexpected opportunities

The results of the review of literature and interviews were compiled into an interim report which outlined status of gender desks in police stations in Nairobi province and was shared with key stakeholders for comments.

4

Study Findings

This chapter describes the findings of the study with special emphasis on demographic characteristics of survivors, gender desk working environment, police satisfaction, infrastructure, equipment, financial and human resources and partnership in gender violence in Nairobi Province.

4.1 Socio-Demographic Characteristics of Respondents

The survivor's information was analysed by demographic and other social-economic data including home provinces, age, gender and marital status, and level of education.

4.1.1 Respondents by Home Province

The descriptive analysis of home province is summarised in table 4.1. The finding show that majority of survey respondents home province were Central accounting for 35 percent, followed by Western and Nairobi each (22 percent), Nyanza, Eastern, and North Eastern Provinces.

Table 4.1 Distribution of Respondents by Home Province

<i>Province</i>	<i>Number</i>	<i>%</i>
Central	18	35.3
North Eastern	1	2.0
Nyanza	7	13.7
Western	11	21.6
Eastern	3	5.9
Nairobi	11	21.6
Total	51	100.1*

*The reason the figure is slightly over 100% is because of rounding off

4.1.2 Sex and Age of Respondents

The findings show that the numbers of female respondents were higher (74.5 percent) than that of the male (25.5 percent). Table 4.2 summarises the findings. Analysis of respondents by age shows that the most affected age group was 26-35 years (57.1 percent), followed by 16-25

years (19.6 percent), 36-45 years (15.7 percent) and over 46 years (7.8 percent). The mean age of the gender survivors interviewed was 28 years.

Table 4.2 Distribution of Respondents by Gender

<i>Sex</i>	<i>Characteristics</i>	<i>Number</i>	<i>%</i>
	Male	13	25.5
	Female	38	74.5
<i>Age Group</i>	Less 5	1	2.0
	6-10	2	3.9
	11-15	2	3.9
	16-20	5	9.8
	21-25	5	9.8
	26-30	18	35.3
	31-35	6	11.8
	36-40	5	9.8
	41-45	3	5.9
	46-50	4	7.8

4.1.3 Marital Status

Most of the respondents were either never married (33 percent), or married (33 percent). Separated were 16 percent, widowed 8 percent; divorced 2 percent and 6 percent were children. Table 4.3 below summarises the findings.

Table 4.3: Marital status

<i>Characteristics</i>	<i>Number</i>	<i>Percent</i>
Never married	17	33
Widowed	4	8
Married	17	33
Separated	8	16
Divorced	1	2
Child	3	6
Other specify (No response)	1	2
Total	51	100.0

4.1.4 Education Level

The descriptive analysis of educational levels of respondents reveals that 27 percent had not completed secondary education while 16 percent had only completed. On the other hand 22 percent had either completed or doing technical/vocational, 12 percent were doing their primary education and 8% were diploma or graduates holders. Table 4.4 summaries the findings.

Table 4.4: Education levels

<i>Characteristics</i>	<i>Number</i>	<i>%</i>
Secondary incomplete	14	27
Technical /vocational completed	6	12
Secondary complete	8	16
Tertiary	3	6
Technical /vocational incomplete	5	10
Primary incomplete	6	12
<i>Graduate/Diploma</i>	<i>4</i>	<i>8</i>
<i>Other (No Response)</i>	<i>5</i>	<i>10</i>

4.1.5 Type of Gender Violence

The leading type of gender violence reported by the survivors was sexual abuse representing 49 percent (defilement, indecent assault, verbal abuse and rape) followed by physical violence at 31 percent and psychological abuse at 10 percent and lastly mental and emotional abuse as summarised in Table 4.5. The major perpetrators were relatives, partners, spouses, schoolmates, neighbours and friends.

Most of the survivors interviewed had already left their husbands because of violence and were staying alone or with their parents or relatives. During the FGD, survivors gave their testimonies on battering by husbands, rape by friends and suffering from serious injuries, ranging from deep cuts, rape, defilement, burns, breaking of bones and severe beatings.

Table 4.5: Type of GBV

<i>Characteristics</i>	<i>Number</i>	<i>%</i>
Sexual Violence - rape, defilement,	25	49
Physical Violence	16	31
Psychological Violence	5	10
Harmful Traditional Practice	3	6
Others Specify	2	4
Total	50	100

4.2 Most Affected Areas

Analysis of Nairobi Women Gender Recovery Centre (GRC) statistics shows that out of 2,338 survivors of sexual assault received by the hospital in 2007-2008 period, 71 percent of the survivors came from slum areas including Kibera, Mathare, Korogocho, and Mukuru, 23 percent came from middle class and up market areas including Highridge, Karen, Lavington and Parklands all in Nairobi, while 6 percent were from other areas including major towns of Kajiado, Machakos, Nakuru and Naivasha.

4.3 Customer Satisfaction

A number of questions were asked relating to perceptions of customer satisfaction in services they received from the police officers. The questions focused on reception, dignity, and compassion. The survivors were asked to rate their level of satisfaction and their responses were assessed. Overall about 72.6 percent of the survivors were not satisfied with the services offered.

4.4 Waiting Time

The study sought to know how long the gender violence survivors waited before they were served by police officers. The importance of waiting time is a significant component of the customer's overall satisfaction. Table 4.8 summarises the finding of waiting time in which 48 percent of the gender survivors who visited gender desks waited for over one hour to be served, 36 percent waited for 15-30 minutes. On the other hand 41.9 percent waited for more than one hour at the reception while those who waited for between 15-30 minutes accounted for 32.3 percent.

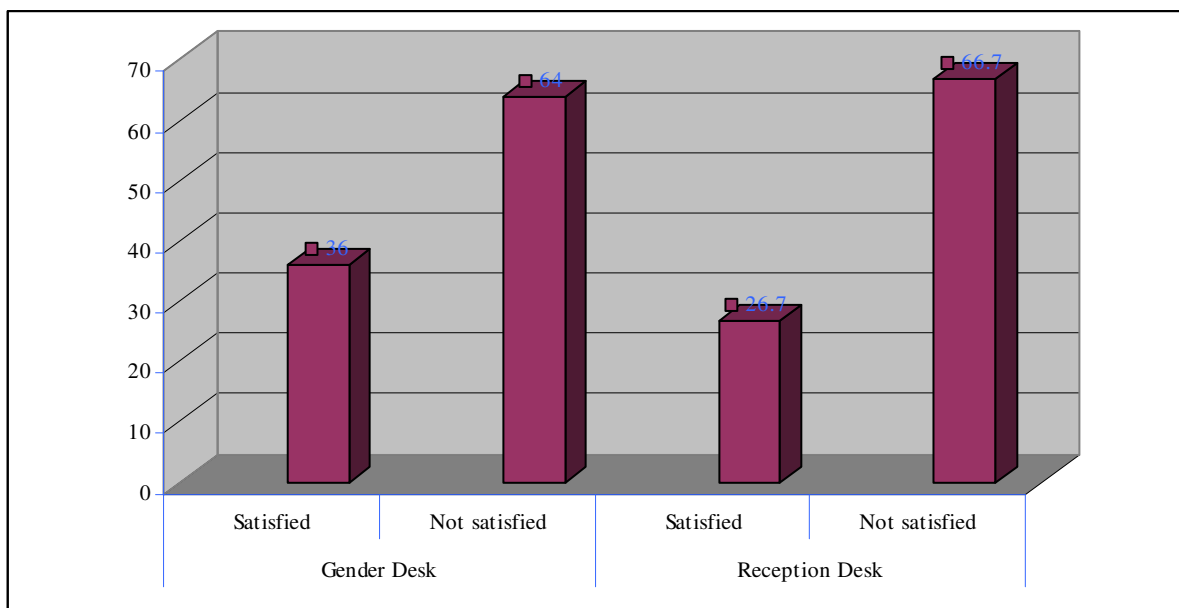
Table 4.8: Waiting time

<i>Gender Desk</i>	<i>Characteristics</i>	<i>No.</i>	<i>%</i>
	Less than 5 minutes	3	12.0
	15-30 minutes	9	36.0
	One hour	1	4.0
	Over one hour	12	48.0
<i>Reception Desk</i>	Less than 5 minutes	4	12.9
	15-30 minutes	10	32.3
	One hour	4	12.9
	Over one hour	13	41.9

Waiting time Satisfaction - The study demonstrated that the longer customers wait to report their cases; generally the less satisfied they are with the amount of time the police officer spends with them.

Waiting time has become a guiding principle and a benchmark for success. One way of improving customer satisfaction is by reducing the average waiting time in service delivery. Generally, people are displeased when they have to wait too long in queues for services which would ordinarily take a reasonably short time. Figure 4.1 below shows that 36 percent of the survivors who visited gender desks were satisfied with the waiting time while 64 percent were not. On the other hand about 27 percent who visited reception desks were satisfied with waiting time while about 67 percent were not.

Figure 4.1 Satisfaction on waiting time



4.5 Reporting of Gender Violence

Table 4.9 below shows that 86.3 percent of the respondents reported cases to the authorities while the rest did not. Generally respondents were more likely to keep quiet about violence than report to police stations or any other authority. This is because of shame or fear of retaliation in case the perpetrators were arrested. As a result, survivors live in perpetual captivity to their perpetrators such as their spouses.

Analysis of information shows 81.4 percent of the respondents reported gender violence to police stations, 9.3 to the chief while 4.7 percent reported to village elders.

Table 4.9 Reporting GBV cases

<i>Whether gender violence crime was reported</i>	<i>Characters</i>	<i>No.</i>	<i>%</i>
	Yes	44	86.3
	No	7	13.7
<i>Where gender violence crime was report</i>	Police Station	35	81.4
	Chief	4	9.3
	Village Elder	2	4.7
	Others	2	4.7

4.6 Statements on Violence

In 2005, a WHO multi-country study revealed that 20-66 percent of women had not told anybody about the violence before the interview. Between 55-80 percent of women reported that they had never sought help from police, NGOs, local leaders and religious leaders due to the limited availability of formal services and fear of stigma (Garcia-Moreno et al., 2005).

The study found out that there was poor recording of gender violence crimes at police stations. Lobby groups interviewed confirmed that most of the cases were recorded as assault in the general registers jeopardising investigation and prosecution of perpetrators. This was confirmed by survivors interviewed who said that some police officers recorded sexual offences as indecent assault irrespective of whether the cases reported were rape, defilement, or other gender-based offences. Analysis of the information shows that 68.7 percent of the survivors rated the police officers as incompetent. They further described the police officers as reluctant, asking irrelevant questions, rude and not sensitive to gender issues. Furthermore only 41.2 percent of the respondents were assisted to record their statement. The poor attitude and morale were critical factors to make such decision.

In addition, majority of police officers are not trained in gender issues and how to handle cases of domestic violence, especially marital rape. NGOs working with GBV survivors

revealed that most of the police officers do not make proper records of victims' testimonies and do not visit the scene of the crime and ensure that medical doctors examine suspects.

4.7 Privacy

Most respondents complained of the poor environment under which they were meant to record their statements and attended to. The general reception is not convenient for survivors to explain gender violence.

4.8 Apprehending criminals

Many survivors explained the widespread perception that police considered their role as limited to arresting GBV suspects. Most survivors interviewed stated that it is a normal practice for the police officers to demand money to arrest suspects. This was confirmed by lobby groups and NGOs providing survivors with legal and counselling support. The failure to pay the amount demanded by the police usually results in the police not pursuing to apprehend the criminals and investigation.

4.9 Prosecution

The statistics published by the Kenya Police, show the extent to which rape is reported, but do not show how many cases were investigated and prosecuted. For an investigation to be initiated, a survivor has to report the crime to the police, where the statement regarding the alleged abuse should be recorded in the Occurrence Book held in each police station.

Despite the progress that has been made in legal sector reforms, particularly in terms of the adoption and implementation of the Sexual Offences Act, there are a number of challenges to assuring survivors' access to legal justice. The civil society and lobbyist interviewed complained of lack of transport to and from police stations and courts making it difficult for GBV survivors. Investigations often last longer than the 24-hour limit stipulated by law within which to detain a suspect before arraignment in court. This period often does not even allow for the conclusion of the medical report findings given that an official medical examination report must be completed by a certified doctor. Even when a medical examination report is successfully completed, it often takes a while, in some instances as long as a year for a case to go through legal proceedings, and many survivors despair and sometimes drop the case due to lack of financial resources for follow up. Unfortunately, the legal aid community has not yet been widely activated to address this concern.

It is sad to note that Nairobi Province is served by one doctor, stationed at the traffic police offices and who spends most of his time in court, giving evidence. For any police form P3 to be presented to court as proof of harm, it must be signed by the same police doctor. With this, 56.8 percent of the cases interviewed were not prosecuted in resonance with the foregoing challenges.

4.10 Investigation/Forensic Services

Any investigation and conviction of perpetrators of GBV crimes requires forensic and witness evidence. It is the government’s duty to start the process of investigation immediately after the initial allegation by means of a thorough medico-legal examination and proper preservation of evidence, so that all necessary evidence is obtained and available to the courts when the case is heard. In this regard, GBV survivors are required to obtain a medical examination report - known as a P3 form - from the police station before being examined by a doctor. The P3 form is a document that is used by victims to detail acts of torture and ill-treatment committed against them.

The form is supposed to be free however at times it is sold at a fee which discourages survivors from requesting the same. The form is filled by both the police and a doctor who examines the survivor for evidence of a crime for prosecution purposes. This may require a number of trips to the doctor if the victim cannot be examined straight away.

4.11 Police morale

Analysis of the information given showed that 51.9 percent of the survivors who sought services at the police station felt that police officers were not helpful. 39 percent of the survivors found police officers reluctant to record statements and 35 percent of their cases were delayed.

In addition 28 percent were humiliated and handled without courtesy and dignity while 20 percent were asked for bribes.

Table 4.10: Experience with police officers

<i>Experiences/challenges</i>	<i>Response</i>	<i>%</i>
No privacy	8	16
Corruption - bribery and sexual advances	10	20
Delay in processing of cases	18	35
Reluctance to record crime/low morale	20	39
Humiliation, no dignity and courtesy	14	28

4.8 Corruption

About 53.9 percent of the respondents perceived police officers as corrupt. Further analysis showed that police at gender desks were 6 times more helpful compared to their colleagues

serving at the general reception area. This was evident from the manner in which police officers treated clients at the reception, counselled survivors, showed dignity, concern and how they carried out investigations.

Figure 4.2: Helpfulness and Corruption

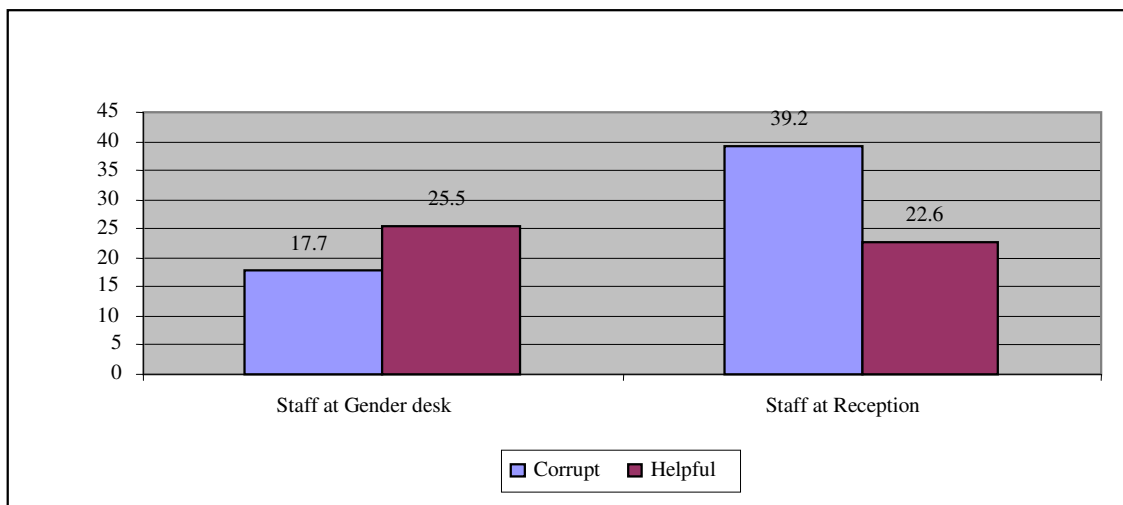


Figure 4.2 shows that 56.9 percent of the respondents interviewed rated the police officers who served them as corrupt and rude while 48.1 percent rated them helpful, attentive, courteous and friendly. Further, analysis shows that police officers serving at the reception were more corrupt than those serving at gender desks. This supports the call for setting up gender desks in police stations to deal GBV issues only.

4.9 Moribund Police Gender Desks

The main police stations are themselves grossly understaffed and ill equipped. A visit to police stations revealed that the police stations were run by over worked police officers with inadequate equipment and vehicles. This situation affects the effectiveness of the police and fundamentally limits service delivery to the people.

4.9.1 Shortage of Human Resources

The availability and quality of human resource within a structure is critical for delivery of services. The survey sought to know the optimal staff available and required to provide services at the gender desk in police stations. The staff requirement refers to those needed for the core function of a gender desk.

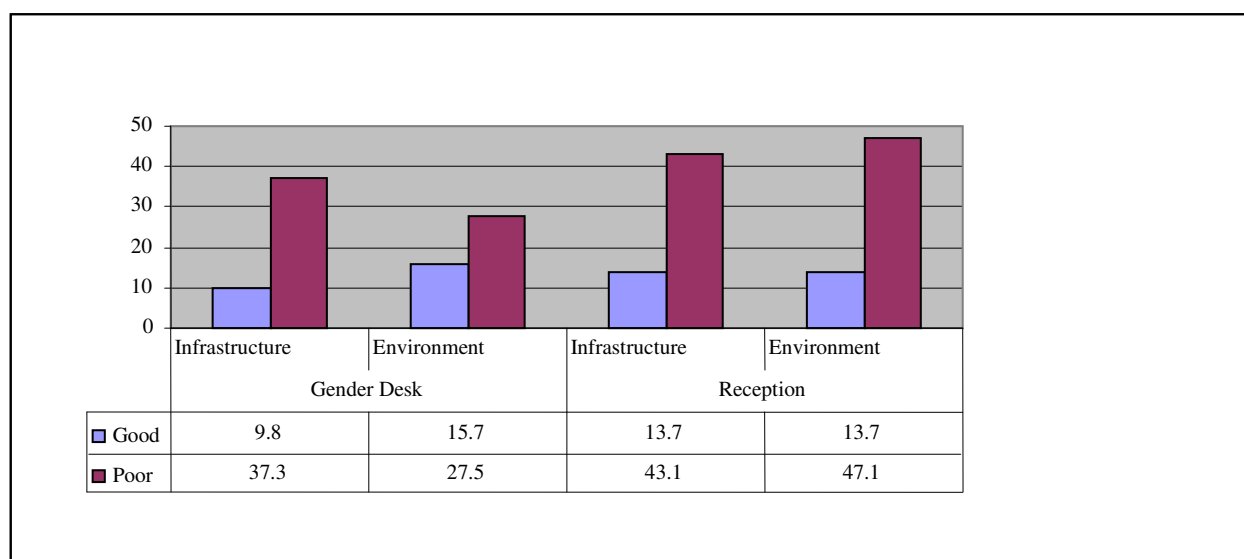
A visit to Kilimani, Langata, Embakasi, Kayole and Buruburu Police Divisions revealed that gender desks are manned by one police officer trained on gender issues and who can be assigned other duties. In the absence of the officer, survivors are attended to by other police officers on duty. On the other hand Huruma, Kasarani, Makongeni, Muthangari, Soweto and

Ruaraka police stations did not have trained gender police officers. This clearly shows that the police force is grossly under staffed resulting to poor service delivery. .

4.9.2 Wanting Infrastructure

For efficient utilization of human resource, appropriate infrastructure is vital to enable workers employ their skills effectively. The study sought to know the minimum infrastructure required for a gender desk in a police station for efficient service delivery. In this case minimum infrastructure refers to critical infrastructure that will enable police officers provide quality service at a gender desk and includes office space, chairs, tables, shelves, cabins, computers, workstations, stationary etc. Overall, 80 percent of the survivors rated infrastructure as poor. Figure 4.3 shows the perception of survivors on infrastructure under which they were served.

Figure 4.3: Infrastructure and Environment



The minimum ideal infrastructure for a functional gender desk is 3 rooms in which first room should house documents and IT, second room is the interview room, third room is the office for the police officers and conference. The offices should be furnished with workstation, cabinets, shelves, television, and seminar table with chairs to accommodate 5-10 people.

Enquiry into transport reveals that there is no specific transport allocated to the gender desks. Few vehicles are allocated to each police station and are mostly shared. For gender desks to carry out their mandate they should be allocated one vehicle which will be used to transport survivors to hospital for treatment and post-exposure prophylaxis and for outreach services, among others.

4.9.3 Poor Information Communication Technology

The country lacks systematic and reliable information on Gender Based Violence. Therefore establishment of administrative system to systematically collect, record and monitor all reported cases of GBV is critical. The data collected should include detailed information and figures disaggregated by gender, age, crime and other criteria with the overall aim of indicating trends of gender-based violence which should be regularly updated and widely disseminated. Database technology if properly applied, makes it easier to collect, consolidate report and analyze information.

Programme design is hampered by the absence of evaluation of the impact of preventative or responsive interventions. Development of gender based database will spearhead data collection and analysis for report writing hence should be equipped with elaborate computer based information management systems that will allow compiling experiences from women, children and male survivors and identifying the specific factors, which act as drivers of this form of violence.

The study revealed that getting reliable statistics on gender violence in Kenya is difficult and the data that is accessible is often not disaggregated by sex

A focus group discussion with key informants, lobby groups and visit to police station confirmed that there is poor capture and recording of information as the police officers have not embraced information technology. Most of the officers are not computer literate and the few available do not have adequate skills for report writing and analysis.

4.10 Inadequate Budget Allocations

Recurrent Estimates - Analysis of budget allocation to Ministry of State for Provincial Administration and Internal Security show that security services (Administration Police, Police Force and General Service Unit) take up the highest share of recurrent budget allocations ranging between 54 percent and 83.4 percent, over the 2005/06-2008/09 period. Of the three security departments police department receives the highest recurrent budget allocation at an average of over 44.98 percent of total recurrent budget allocated to the Ministry. However, the share to police force varies considerably from year to year reflecting diversion of funds to the Ministry's emergency portfolio.

Development Estimates - Most of the development budget allocation to the Ministry go under General Administration, Police Force, and Administration Police. The development budget allocation to Police Department does not exceed 12 percent of the total during the entire period.

Table 4.11: Analysis of selected Recurrent Allocations

<i>Item</i>	<i>2005/06</i>	<i>2006/07</i>	<i>2007/08</i>	<i>2008/09</i>
Adm Police Training	378,244,291	407,227,439	690,119,686	3,069,326,586
Field Adm. Police services	3,921,302,452	4,226,319,358	5,608,868,812	6,430,529,647
Police Reforms	4,021,302,452	4,290,319,358	5,672,868,812	6,493,029,647
Government Buildings	182,000,507	287,917,592	261,460,368	334,326,299
Rapid Deployment Unit	57,951,085	351,012,330	206,000,060	214,400,00
Community Policing	5,000,000	5,200,000	-	-
Police Training college Kiganjo	243,425,697	269,606,771	556,152,786	646,415,554
HIV/AIDS Unit	-	10,000,000	7,883,907	7,883,907
Police Dog Unit	147,643,223	170,233,186	182,322,152	212,809,979
Police Band	-	8,163,000	28,677,00	29,977,000
Gov. Vehicle Inspt. Unit	15,846,703	15,668,458	6,435,633	6,435,630
Tourist Protection Unit	60,788,439	122,401,457	113,461,447	130,970,118
CID	1,193,995,706	1,410,537,018	846,504,644	932,784,632

In Table 4.11, the trend of allocation to specific items in the department of Police Force underscores the fact that no allocation is made towards gender desk. The figures show that administration units have consistently received higher budgetary allocations of more than 50 percent of the total budget during the year 2008/09. The police reforms received the highest allocation, followed by field administration and CID. The fact is that there is no explicit budget line of gender desks, their operations depends on other items hence low capacity of gender activities.

4.11 Insufficient Coordination of GBV Programmes

Many NGOs focus on violence against women and have established strategic plans with a clear vision. Several are actively implementing innovative and life-saving interventions, despite profound resource limitations. However, organizations that deal with GBV have limited capacity or resources to deal with the scourge.

Statistics have shown that the many stakeholders working against gender violence in Kenya are not well coordinated to provide the required support. Many concentrate on advocacy while few provide required assistance, such as running safe homes for survivors of gender violence. The study sought to know how government could collaborate with stakeholders in order to strengthen gender desks in police station.

Indeed 49 percent of the respondents proposed for the strong collaboration and support of gender desks by development partners, civil society in advocacy and dissemination of GBV in the community; 46 percent recommended for retraining of police officers to change attitude towards GBV survivors; while 52 percent recommended for the Ministry of Gender and Children to be assisted with more funds in order to implement GBV activities.

4.12 Partners in the fight of GBV

4.12.1 United Nations Development Programme (UNDP)

The UN System in Kenya supports and contributes to increased social empowerment of women in the country and their participation in positions of leadership, and also builds the capacity of the government and non-governmental organizations for effective gender mainstreaming and good governance. UNDP works with FIDA-Federation of Women Lawyers in Kenya.

The major focus is supporting the establishment of gender friendly Police Stations in one urban and one rural area in Kenya. Existing Police stations are being identified for strengthening, to adequately address cases on gender violence without violating the rights of the survivors. Key activities include the following:

- Training of medical personnel and police officers to appropriately handle cases of gender-based violence such as rape.
- Developing community empowerment centres to serve as a one-stop shop for addressing gender issues and to create awareness for the elimination of domestic violence.
- The training of parliamentarians and different levels of the judiciary of various human rights instruments and gender responsiveness.
- The development of gender responsive community action plans on entrepreneurial activities.
- The collection, documentation and dissemination of gender disaggregated data on violence.
- The production and dissemination of radio and television programmes on gender violence, definitions, causes, consequences and solutions.
- Increase social empowerment of women and their participation in positions of leadership through the promotion of girl-child education.

4.12.2 United Nations Population Fund (UNFPA)

In the absence of pre-existing national coordination mechanisms to address sexual violence, a GBV sub-cluster has been established by UNFPA and is co-chaired by KRCS to coordinate multi-sectoral action related to the Kenya crisis among the health and social services actors, and the legal, human rights and security sectors.

The sub-cluster is focused on strategic planning, gathering information and resources, capacity building, policy development, data management, resource mobilization, and maintaining effective action for both prevention and response. While the GBV sub-cluster was developed in response to the IDP situation in Kenya, it is anticipated that the responsibilities of the group can be transitioned to the appropriate government bodies when the crisis has diminished and will therefore be a sustainable mechanism to lead GBV coordination nationwide.

4.12.3 United Nations Development Fund for Women (UNIFEM)

UNIFEM is the women's fund at the United Nations to provide financial and technical assistance to innovative approaches aimed at fostering women's empowerment and gender equality. Its activities cover the lives of women and girls in more than 100 countries in the world and helps make the voices of women heard at the United Nations to highlight critical issues and advocate for the implementation of existing commitments made to women. UNIFEM focuses its activities on reducing women's poverty and exclusion, ending violence against women, reversing the spread of HIV/AIDS among women and girls and supports women's leadership in governance and post-conflict reconstruction.

UNIFEM works with countries to formulate and implement laws and policies to eliminate gender discrimination and promote gender equality in such areas as land and inheritance rights, decent work for women and ending violence against women. UNIFEM also aims to transform institutions to make them more accountable to gender equality and women's rights, to strengthen the capacity and voice of women's rights advocates, and to change harmful and discriminatory practices in society.

4.12.4 FEMNET

FEMNET is involved in the Men to Men Project whose main objective is to create a core of male supporters for the long-term campaign to eliminate GBV in Africa and thereby contribute to the goals of the Dakar and Beijing Platforms for Action. The specific objectives are to:

- Mobilize, sensitize and involve male gender activists and advocates in Africa in the campaign to combat GBV.

- Develop a long-term programme for male advocacy for gender equality, building on the FEMNET gender training programme experience and the new experience working with men on GBV.
- Develop and use the FEMNET advocacy and communication programme to support GBV efforts in participating countries, with FEMNET national focal points to ensure increased awareness and action to eliminate GBV in the region.
- In partnership with the Men to Men Project, create a critical mass of men who support the empowerment of women and the principles of gender equality, development and human rights from universities, religious organisations, professional groups, schools and the media.
- Equip men with the concepts, knowledge and skills for gender sensitisation and advocacy in order to transform their own attitudes, behaviours and influence among their peers and their communities.
- Develop relevant material, methodologies and modules to support male advocates and their groups in their efforts to promote gender equality in homes, communities, and workplaces.

4.12.5 Coalition on Violence against Women (COVAW)

COVAW(K) works to promote and advance women human rights through working towards a society free from all forms of violence against women. For the last 10 years COVAW focused on the maxim of breaking the silence on violence against women. Since inception, COVAW has continued to be instrumental in placing violence against women as a crime and a human rights violation in the public domain and has successfully spearheaded the campaign against the vice.

The overall objective is to decrease the incidences of violence against women and improve the management of violence against women cases. This will be achieved through capacity building of communities on prevention and appropriate response to violence against women. It also focuses on advocacy for policy and legal reform on women rights issues and service delivery to survivors of violence against women.

5

Conclusions and Policy Recommendations

5.1 Conclusion

The ongoing government reforms, especially setting up of gender desks in ministries and especially in Police Stations, ratification of international conventions and setting up of structures and strategies shows its commitment towards reduction of GBV in the country. That notwithstanding, it is noted that there is no proper coordination and collaboration with stakeholders in the fight against Gender Based Violence as compared to HIV/AIDS in Kenya.

In addition, most gender desks at police stations in Nairobi Province are not functional partly due to lack of budgetary allocation resulting to poor infrastructure, logistics and operations rendering them inefficient and ineffective. The police stations are overwhelmed by crimes, and other related cases due to shortage of staff resulting to delays and incompetence.

5.2 Policy Recommendations

5.2.1 Government

Additional Resources - The government in collaboration with development partners, NGOs, and civil society should consider allocating additional funds towards gender desks for refurbishment, creation of additional offices specifically for gender desks, logistics, furniture, stationary, computers, networking and set up modern database properly equipped to allow compilation of experiences of gender violence and identify the specific factors which act as drivers of violence in the community. Besides, these funds should into ensuring privacy for GBV victims through creation of separate offices/rooms for GBV cases. It is proposed that at least 3 rooms one for conference, offices and interview rooms for survivors be set up in each police station.

- (i) **Seconding ICT experts to Police Stations** - It is recommended that government seconds ICT experts to police stations to assist carry out surveys, compile, analyze and desegregate data and prepare reports for decision making.

- (ii) **Collection of Gender Based Violence Data** –Government should consider collect information of gender based violence from the community under the current youth programme (Vijana na Kazi). This will improve data base for gender violence cases and assist in evidence based programmes for the government and civil society.
- (iii) **Intensify Gender Advocacy and Publicity:** In order to inform the public about the consequences of gender violence and where they can get rescue, there is need to intensify publicity programmes through the media, community outreach activities and focused group discussions. Advocacy and publicity of gender violence needs to be based on proper information. There is need to explore the use of media, outreach activities, promotional material, manuals and awareness campaigns and programmes.
- (iv) **Deploying Police Officers** – Given that the police force is poorly understaffed, with a police to population ratio of 1:1,150 against the United Nations-recommended ratio of 1:450, it has contributed to delayed response to reports of crime and very low rates of prevention and detection of crime. Ministry of State for Provincial Administration and Internal Security to train and deploy at least 3 police officers to gender desks to provide counselling, prosecution, forensic and outreach services.
- (v) **Harmonise Gender Desks with Community Policing** – Community policing is a philosophy that promotes and supports organisational strategies to address the causes and fear of crime and social disorder through problem solving tactics and police community partnerships. Given that gender desk are inadequately funded and supported, it is recommended that it be incorporated in the community policing unit in the police force.

5.2.2 Development Partners

- Support the Ministry of Gender and children to advocate for budgets in order to implement GBV plans of action.
- Facilitate dialogue among parliamentarians about the health, development, and social impacts of GBV.
- Assist gender focal points in ministries with addressing GBV issues and developing sector-specific action plans on GBV.
- Raise awareness on the problem of GBV and gender equality in the community.
- Link GBV and HIV/AIDS in awareness-raising programmes and mass media campaigns.
- Assist the government to develop community networks for fighting GBV
- Provide technical assistance and funding to assist in development of additional survivor's shelters/centres and in developing clear monitoring indicators of GBV.

5.2.3 Community

- Raise awareness on the problem of GBV and gender equality in the community
- Engage men and boys in efforts to mobilize communities against GBV

- Help men to abandon their violent behaviour by establishing support and therapy services and providing appropriate therapies.
- Encourage men to establish their own groups and voluntary activities to combat men's violence against women, and support such movements.
- Develop and value fatherhood; develop the skills and qualities of fatherhood among men and boys.

6

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7

Annexe

7.1 Institutions Interviewed

Government Institutions

1. Ministry of water and Irrigation
2. Ministry of Transport
3. Ministry of Gender and Children
4. Gender Commission
5. State Law Department
6. Ministry of Agriculture
7. Ministry of Education

Lobby Groups/individuals

1. Child protection
2. Women RA Programme (WRAP)
3. Programme Officers, - LVCT
4. Programme officer, COVAW, Kenya
5. Programme officer, Children Legal Action Network
6. Post rape care
7. Kenya Youth against Gender violence
8. Child health
9. Dandora Child Centre Space.
10. Community Development Initiative Kenya
11. Dandora Child Care Forum (DCCF)
12. Community Development Initiative Kenya (CODIK)
13. Abantu for Development
14. Wangu Kainga Foundation
15. Makongeni SDA Church
16. Muslim Clerk, Kayole Mosque
17. Gender Activitism in Kenya

7.2. Case studies

7.2.1 *Rwanda*

The Rwandan Government has established a special gender office with specifically trained police officers to address sexual and gender-based violence. The Gender office has an interview room to enable women to speak in confidence with a trained officer, a nationwide toll-free hotline service for reporting SGBV and a UNIFEM-UNDP-funded adviser. It signifies a national shift in justice sector policy of enhancing the capacity of law enforcement officials to apply human rights standards to cases of violence against women domestic violence is now particularly pervasive.

The technical support from UNIFEM has facilitated quick reporting and response to cases of violence and increased awareness among the police and community on gender-based violence as a human rights issue. Investigating officers have been trained in victim empowerment, psychosocial support and survivor protection. Motorcycles provided by UNIFEM-UNDP have enabled them to respond rapidly to gender violence crimes.

As a result, information about the Gender Desk is gradually reaching the public. This has managed to prevent and respond to crimes, as well as to facilitate data collection across the country. Most of the 317 calls received between January 2006 and March 2007 were made at night by neighbours asking police to assist a battered wife. Other reported incidents include rape by husbands, psychological and verbal abuse by husbands, women being denied access to and control over property, and mothers being denied custody of their children. In 2006, the Rwandan Police referred 1,777 rape cases to the prosecution, resulting in 803 convictions. The Gender Desk helped to investigate these cases and ensure evidence was available for court proceedings.

The improved response aims to break the cycle of trauma and isolation, whereby survivors fear for their safety, which prevents them from seeking redress, and thus perpetuates impunity and the prevalence of violence.

7.2.2 India

The Government of India has embraced the gender desk strategy. A classic example is Shiprapath Gender Police station which is well equipped with computers, stationary, chairs, 3 rooms (interview, offices, and documentation rooms).

The Shiprapath Police Station serves a population of 250,000 and has close interaction with the community. The police station is supported by both the government and the Community Liaison Groups (CLGs). The groups operate at the community level and community police officers are drawn from these groups. They are tasked providing information in crimes, prevention of crimes, counselling on pet crimes and the process takes place away from the police station setting. Undoubtedly, this is a meaningful partnership to combat crime because police resources hardly match the challenges of the growing ingenuity of violence and criminal gangs.

In this regard, police resources are usefully utilised for more important investigations relating to heinous crimes while citizens involved in petty disputes are saved from the harassment resulting from long-drawn-out court proceedings. It is the duty, however, of senior police officers to ensure that in the name of counselling, there should not be suppression of major crimes and that rivals in a dispute that can be handled by the registration of a regular case are not coerced into an out-of-police settlement much against their wishes.