Disrupting Harm

Evidence from 13 countries on the context, threats, and children's perspectives of online child sexual exploitation and abuse.

Detailed Analysis of Interviews with Government Duty Bearers

Tanzania

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Introduction

Disrupting Harm: evidence to understand online child sexual exploitation and abuse (OCSEA), is a unique and collaborative research partnership between ECPAT International, INTERPOL, and UNICEF Office of Research – Innocenti. Leveraging their specific expertise, each partner sheds light on separate but interconnected areas: context, threats and children's perspectives on online child sexual exploitation.

- Context by ECPAT International through portraying laws & policies in action;
- Threat by INTERPOL through the collection of crime and other data;
- Children's voices by UNICEF Office of Research - Innocenti through surveys with children and their caregivers.

The countries of focus in Southern and Eastern Africa region are: Ethiopia, Kenya, Mozambique, Namibia, Rwanda, South Africa, Tanzania, and Uganda. The countries of focus in the Southeast Asian region are: Cambodia, Indonesia, Malaysia, Philippines, Thailand, and Vietnam.

Research took place between 2019 and 2021. Up to nine separate research activities were undertaken in each country by the three project partners. Preliminary analysis for each activity was first conducted before the results across all the nine activities were consolidated into each national country report. These can be found here.

This report is the preliminary analysis conducted by ECPAT International of interviews conducted with an identified sample of government duty bearers whose mandates include addressing online child sexual exploitation and abuse at a national level. The aim of interviews was to identify emerging issues and trends, recent progress and upcoming plans and priorities in Tanzania's current legislative and policy environment.

In Tanzania, nine interviews with a total of nine participants were conducted from July 2020 to September 2020. The analysis in this report also includes information from three participants from research activity four.

ID Number	Ministry/Government Agency	Position
RA1-TZ-01-A	President's Office	Coordinator for Child Protection
RA1-TZ-04-A	Department of Community Development, Ministry of Health, Community Development, Gender, Elderly & Children	Child Development Officer
RA1-TZ-05-A	Ministry of Constitutional & Legal Affairs	Government Lawyer
RA1-TZ-07-A	Tanzania Police Force	Assistant Inspector of Police and Commissioner of Police Gender and Children Desk
RA1-TZ-09-A	University of Dar es Salaam and Member of the National Task Force on Child Online Protection	Lecturer
RA1-TZ-10-A	Secretary	Anti-Human Trafficking Secretariat

RA1-TZ-11-A	Child protection specialist	UNICEF Tanzania country office
RA1-TZ-13-A	Ministry of Labour, Empowerment, Elders, Women and Children, Zanzibar	Child Protection Officer
RA1-TZ-14-A	Ministry of Constitutional & Legal Affairs	Government Lawyer
RA4-TZ-02-A Tanzania	Police Gender and Children Desk, Tanzania Police Force	Assistant Inspector of Police
RA4-TZ-06-A Tanzania	Linda community (CBO)	Operations Manager
RA4-TZ-08-A Tanzania	Cyber Crime Department, Tanzania Police Force	Assistant Inspector of Police (DSM)

In Tanzania, the Interviews were conducted utilising a semi-structured interview schedule that allowed for exploration of emerging issues. Due to the COVID-19 pandemic, interviews were conducted both in-person and virtually. More information on the methodology and data analysis for this research activity can be found here.

Public Awareness

The nine respondents, all from mainland Tanzania, indicated that the Tanzanian public's awareness of OCSEA remains low. One indication of this low level of awareness was pointed out by one respondent is the limited reporting of OCSEA cases by the public compared to other forms of child abuse:

''When it comes to online child abuse, awareness is still low compared to other types of abuse. People have a better awareness of the other types of abuse, that's why they are reporting; they use radio[1] and they use WhatsApp to report. But online abuse is not yet well understood" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

A representative from the 'Gender and Children' Desk of the Tanzania Police Force confirmed that formal complaints of OCSEA to law enforcement officers are rare if not non-existent:

"Local government actors and village government officials, when they get cases, they bring them to the police, but I can't think of a case that we have ever received involving online abuse of children. We sometimes see pictures shared online and police from the Cybercrime unit try to prevent them from spreading further but we have never had a case [of OCSEA] officially reported" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

A representative from the Ministry of Health, Community Development, Gender, Elderly and Children also indicated when the Ministry of Health collects child protection data from the police through the Gender and Children Desk, the data shows abuse in general but does not break down cases to specify if any involve online abuse:

"When we collect data from the police through the Gender and Children Desk, there really isn't information on online abuse. They have information on abuse in general, but they do not specify if it is online abuse" (RA1-TZ-04-A, Senior Community Development Officer, Children Development Unit, Ministry of Health, Community Development, Gender, Elderly and Children).

Despite the lack of data on formal complaints of OCSEA cases within the criminal justice system, all the respondents admitted that OCSEA is happening in Tanzania:

"Even though there haven't been any formal reports made, from what we hear, [OCSEA] is increasingly becoming a problem in the rural areas where young children may be photographed without understanding the dangers" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma);

"We know OCSEA exists but to what extent is the challenge. We don't have data" (RA1-TZ-04-A, Senior Community Development Officer, Children Development Unit, Ministry of Health, Community Development, Gender, Elderly and Children).

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[1] Radio call-in shows are a mechanism that is popular for people to call in and voice complaints on issues that authorities sometimes will then take action on. Complaints range from general to the specific. Though this is not a type of formal mechanism.

Despite acknowledging that OCSEA is happening, the respondent from the Police Gender and Children Desk indicated that in her opinion, OCSEA is not yet widespread – which is perhaps also a reason for the low level of public awareness about it:

"*There is a low level of awareness because OCSEA isn't a wide-spread issue and not many people have experienced it so few people have an understanding of it*" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

In terms of the trends of OCSEA manifestations happening in Tanzania, the respondents named the following: child sexual abuse materials was mentioned by four out of the nine respondents; online grooming of children for sexual purposes was mentioned by one respondent and live streaming and sextortion by one respondent (RA1-TZ-09-A). Nevertheless, live streaming and sextortion were indicated by the respondent as very rare. What this particular respondent noted as the most prevalent problem regarding technology was sexting between children and sometimes unwanted sexting by adults:

"*Based on my research and my understanding, what's coming up quite often is issues to do with sexting (…) And you find adults sexting children, you know, the teenagers. (…) There are also issues to do with child sexual abuse materials. (…) live streaming and sex extortion are happening in a few places but are rare*" (RA1-TZ-09-A, Lecturer, University of Dar es Salaam and Member of the National Task Force on Child Online Protection).

Furthermore, a study conducted in Tanzania in 2018 confirmed that online grooming of children for sexual purposes is happening in Tanzania, though it was not the primary risk children reported (cyberbullying was).[2]

It is evident from both the government respondents and the criminal justice actors that OCSEA is happening in Tanzania and some cases do end up in the criminal justice system. The criminal justice actors did however indicate that the cases that have an online element are reported as offline cases, which may explain why there are no official records of OCSEA cases at the Police Gender and Children desks. Additionally, since none of the existing laws criminalise the live streaming of child sexual abuse, online grooming of children for sexual purposes and sexual extortion, such incidents of online abuse cannot be charged as per these definitions as these offences are not defined in law. These manifestations of OCSEA are therefore treated as offline incidents i.e. as assault/rape. All emerging forms of OCSEA must be expressly criminalised in the national legislation to provide a robust legal framework which will allow charging perpetrators for OCSEA. Additionally, the public needs to be made aware of OCSEA so they can report cases instead of just reporting the offline crimes.

Regarding awareness raising efforts on OCSEA, one respondent (RA1-TZ-07-A) indicated that the awareness raising initiatives targeting the public began only recently and are mainly focused on urban

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[2] Hezron. Z. Onditi .(2018). Tanzanian Adolescents in the Digital Age of Cell Phones and the Internet: Access, Use and Risks. 12.

areas. This respondent pointed out that the lack of focus on rural areas is a gap since technology in Tanzania is expanding rapidly and children in rural areas are also at high risk of online abuse:

"The awareness creation on OCSEA is something recent and it is mainly created in urban areas. Due to rapid advancement in information technology, people in rural areas are actually at high risk. Even though there haven't been any formal reports made, what we hear is OCSEA is increasingly becoming a problem in the rural areas where young children may be photographed without understanding the dangers" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

Another respondent (RA1-TZ-09-A) indicated that while the Tanzania Communication Regulatory Authority has run campaigns to educate the public on online risks generally, these efforts do not cover child online protection comprehensively:

"Tanzania Communication Regulatory Authority has had several campaigns and they had a special programme to enlighten the society at large about issues to do with technology and the risks associated with it. [However] in this campaign, the aspect of children has not been given focus and attention" (RA1-TZ-09-A, Lecturer, University of Dar es Salaam and Member of the National Task Force on Child Online Protection).

Another respondent also noted that though there have been efforts to create awareness on child online protection using the media houses, this awareness is still not reaching all parents and children:

"Awareness creation [on OCSEA] is done using media, but awareness efforts still haven't fully reached parents and children" (RA1-TZ-04-A, Senior Community Development Officer, Children Development Unit, Ministry of Health, Community Development, Gender, Elderly and Children).

Concerning educating children on child online safety protection within the school system, one respondent pointed out that the Ministry of Education has neither included child online safety messages in its information communication technology policy, nor has it developed a strategy to educate children on child online protection in schools:

''The ministry of education has an information communication technology policy, but when you look at it, it's not rich in terms of OCSEA. It's about - this is a mouse, this is a keyboard, this is a monitor - but it does not address online grooming and online exploitation. Those kinds of things are not in the Ministry of Education's information communication technology policy. There is also no strategy [within this Ministry] on how to deal with these things" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

It was also indicated by three respondents that the members of the National Child Online Safety Task Force jointly developed key messages on OCSEA which are to be disseminated to communities, including rural areas. The developed training materials were distributed to the various government agencies in the task force as well as community and faith leaders who in turn are expected to disseminate the messages to the public. However, one respondent (RA1-TZ-09-A) noted that since the materials were disseminated,

the impact of the messaging to the public had not been assessed and the task force had not met to evaluate progress made in disseminating the messages.

Zanzibar

(Only one respondent from Zanzibar participated in the interviews conducted by the Disrupting Harm research team. She represented the Ministry of Labour, Empowerment, Elders, Women and Children, Zanzibar.)

The respondent from Zanzibar indicated there are no initiatives to create awareness on OCSEA or child online protection in Zanzibar. She explained that there is no realisation within the government of Zanzibar yet that OCSEA is a problem that needs to be addressed even though she admitted that OCSEA is happening:

"We have focused on violence and abuse of children in general. We don't have programmes that specifically address online abuse. It's like we have forgotten this aspect. We don't have programmes because we have not yet grasped that OCSEA is a problem that we need to solve. If we at least realised that this is a problem that is already affecting many children, we would start deliberating on how to tackle this issue. So, these are the shortcomings that I see on our part. And it's not that OCSEA doesn't happen, it does" (RA1-TZ-13-A, Child Protection Officer, Ministry of Labour, Empowerment, Elders, Women and Children - Zanzibar).

The same respondent pointed out that during awareness raising initiatives on child abuse, civil society organisations cover online abuse though only in a superficial way:

'NGOs exist and we work in collaboration with them, and when they create awareness, they create awareness in general on the types of abuse, how children are abused, reasons for abuse including online abuse through phones – that children may see things on the phone that they want to try and sometimes they record themselves. So, they are mentioned as a by-the-way but it is not the main focus" (RA1-TZ-13-A, Child Protection Officer, Ministry of Labour, Empowerment, Elders, Women and Children - Zanzibar).

Public awareness on OCSEA in Zanzibar can therefore be assumed to be low as awareness raising initiatives are non- existent.

Government Ministries/Agencies

The main government agencies with a mandate to address OCSEA were indicated by respondents as follows:

- President's Office, Regional Administration and Local Government;
- The Ministry of Health, Community Development, Gender, Elderly and Children;
- The Ministry of Legal and Constitutional Affairs;
- The Ministry of Home Affairs – under which the Police, Gender and Children's Desk and the Cyber Crime department fall;
- The Ministry of Education;
- The Tanzania Communications Regulatory Authority;
- National prosecution service.

The respondents were aware of the roles the different mandated government agencies are supposed to play when addressing OCSEA.

In summary, the role of the Ministry of Health, Community Development, Gender, Elderly and Children was described as overseeing child protection implementation in the country, including child online protection (RA1-TZ-04-A, RA1-TZ-11-A). One respondent (RA1-TZ-11-A) indicated this ministry is the current chair of the National Child Online Protection Task Force as it's the lead ministry on child protection and though there are other ministries with mandate on child online protection, the Ministry of Health, Community Development, Gender, Elderly and Children is the core ministry on this issue. The respondent from the President's Office, Regional Administration and Local Government described his ministry's main duty as implementing any OCSEA and child online protection guidelines developed by the Ministry of Health, Community Development, Gender, Elderly and Children at regional and council levels. The Tanzanian Communications Regulatory Authority was described as the agency responsible for regulating all communication including online communication in Tanzania. In this respect, it was described as a key stakeholder in the development of laws and policies on child online protection (RA1-TZ-09-A). The Ministry of Constitutional and Legal Affairs was described as the main ministry concerned with the development of laws in the United Republic of Tanzania including laws touching on OCSEA. The Tanzania Law Reform Commission, the Judiciary and the Attorney General's office are institutions that fall under this ministry (RA1-TZ-07-A).

Capacity

Though the above government agencies know their mandates, it emerged from the interviews that the implementation of OCSEA interventions in Tanzania is still in its initial stages and apart from contributing to the development of awareness creation materials (through the task force) and a few training sessions done for professionals, no other activities were mentioned as having been implemented by these agencies.

One respondent indicated that although the use of technology has advanced in Tanzania and children are already online, the government is ill-prepared on how to deal with child online risks. The respondent

indicated that the government has not yet formulated child online protection policies that guide different agencies on how to address emerging risks:

"Technology is a new issue, especially in developing nations like ours, so it's an issue which has just come in and though children are already in the online world, the government is not yet prepared on how to handle it. There are no clear policies [on addressing child online protection] so far. Where there is no clear policy, it becomes a challenge for the government to work together" (RA1-TZ-09-A, Lecturer, University of Dar es Salaam and Member of the National Task Force on Child Online Protection).

Another respondent indicated that Tanzania did not have any focus on online abuse until there was a growth in technology and an increase in online abuse (RA1-TZ-01-A). This, according to the respondent led to the formation of the National Child Online Safety Task Force in 2017, as the government became aware that OCSEA was happening and needed to find ways to address it:

''We had not focused on abuse that specifically happens online, but with globalisation and the rate at which technology is growing, this kind of abuse is increasing. With the growth of technology [in Tanzania), let's say 2012, to mid-2014, that's when issues of [online abuse] were on the rise. That is why the National Child Online Safety Task Force was formed as we have seen that these things are happening and we wanted to find ways of addressing them as a country" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

One respondent noted that the National Child Online Safety Task Force has been instrumental in bringing together the various government agencies and non-government organisations in planning interventions on OCSEA:

"Representatives from all these government bodies and non-government organisations come together to plan how to address online child sexual exploitation and abuse" (RA1-TZ-09-A, Lecturer, University of Dar es Salaam and Member of the National Task Force on Child Online Protection).

In terms of the OCSEA activities done by the National Child Online Safety Task Force, one respondent explained that not much has been achieved as the Task Force only recently finalised its plan of action and implementation of the activities only started in 2019:

"We [National Child Online Safety Task Force] have not done a lot because we just finished the plan of action and the implementation just started one year ago. We have done training at local government level and developed materials for awareness creation on OCSEA meant for schools and society. That is what we [as a task force] have done so far" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

Another respondent indicated that the various mandated agencies in the task force have been working together in raising awareness of OCSEA:

"There are awareness-raising initiatives on OCSEA in some regions. It is usually a collaboration between actors like the police, from the Ministry of Health and different NGOs. There is usually one representative

from each agency when creating this awareness" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

The UNICEF respondent (RA1-TZ-11-A) indicated that all the activities of the National Child Online Safety Taskforce contribute to the National Plan of Action to End Violence Against Women and Children under thematic Area four on Parenting, Family Support and Relationships. Within the National Plan of Action to End Violence Against Women and Children, one of the priority interventions under the parenting thematic area is to "Develop Women and Children Online Protection Programmes"[3]:

"The National Plan of Action to End Violence Against Women and Children has almost eight thematic areas. And one of them, which is regarding parenting is where this child online protection programme is being incorporated and monitored. So, everything that is done by the National Child Online Safety Task Force is contributing to the outcome of this parenting thematic area of the National Plan of Action to End Violence Against Women and Children" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

Though respondents confirmed there is strong collaboration between government and civil society organisations on OCSEA through the National Child Online Safety Task Force, one respondent shared that Internet Service Providers are not active in the meetings of the task force:

"Concerning stakeholders, there is a big challenge when it comes to Mobile Network Operators who are key stakeholders that we need to work with to prevent child abuse online. It is very hard to get them to participate in our meetings" (RA1-TZ-04-A, Senior Community Development Officer, Children Development Unit, Ministry of Health, Community Development, Gender, Elderly and Children).

In terms of obstacles faced by the government in addressing OCSEA, at least seven out of the nine respondents pointed out limited technical knowledge of mandated government agencies on OCSEA as one of the main obstacles. Online abuse was noted as still a new concept to most of the mandated government agencies. Due to this, two respondents noted that some of the government agencies are not well equipped to put in place the necessary strategies to address OCSEA:

"To be honest, when you talk about child online protection, it comes with new concepts, new knowledge, and new information. The Tanzanian Communication Regulatory Authority is the expert and it has been guiding the task force because they deal with this subject. The Ministry of Health, Community Development, Gender, Elderly and Children is next as it is informed of what the subject is all about. But when it comes to other ministries, for example, the Ministry of Education, they understand what is meant by child online protection, but they lack the technical know-how of what strategies they need to put in place" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office);

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[3] Government of United Republic of Tanzania. (2016). National Plan of Action to End Violence Against Women and Children 2017/18 – 2021/22. 45.

"This is a new issue and to my knowledge, not all the government agencies are aware of how OCSEA happens so there is still a knowledge gap within the government. And if you are not knowledgeable enough, you will have problems in developing policies, developing laws and in executing all this. So, there are awareness issues"' (RA1-TZ-09-A, Lecturer, University of Dar es Salaam and Member of the National Task Force on Child Online Protection).

According to the respondent from UNICEF, the focus of the National Child Online Safety Task Force in 2019 was on building the capacity of the different mandated agencies on their specific roles in addressing OCSEA according to the plan of action developed. The implementation of the various interventions was expected to have started in 2020 but was interrupted by the COVID-19 pandemic:

"We spent last year (2019) making sure that the capacity of everyone at the task force is built and they understand their roles and the interventions. So that is what we have done. So, we were looking forward to implementation just that Coronavirus came in between"' (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

The UNICEF representative noted that although there is a government effort to build the capacity of government agencies, especially through the Tanzania Communication Regulatory Authority, they are not going far enough as most of the capacity building has been done by UNICEF (in support of the government). UNICEF indicated that the Tanzania Communication Regulatory Authority only did a few (approximately three) sessions of capacity building for government agencies at the beginning when the task force was in the formative stages:

"I would say the capacity building is not taking place as it should by the government. Most of the capacity-building mission was done by UNICEF, but of course in support of the government" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

A challenge pointed out by UNICEF that limits the ongoing capacity-building efforts at the level of the National Child Online Safety Task Force on OCSEA is the frequent transfers of task force representatives from the mandated government agencies. UNICEF noted that trained representatives are replaced by others who do not understand OCSEA:

"What is bothering us is that in almost all ministries, you receive one or two people, and then you start building their capacity on online child sexual exploitation and they are active in the task force and then once you have reached a certain level with that individual, they are moved to another ministry or department. So, you get a new person who does not understand anything and you have to start [training] from scratch" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

There is, therefore, a need for consistency in terms of the individuals who represent the mandated government agencies in the National Child Online Safety Task Force possessing the same level of understanding and knowledge on OCSEA.

Concerning the capacity of frontline workers in addressing OCSEA, respondents were in agreement that the understanding of professionals on OCSEA is limited as this is an emerging issue:

"Because OCSEA is an emerging issue, people still do not have an understanding of what we mean when we talk about it. Many professionals and stakeholders do not have this awareness" (RA1-TZ-04-A, Senior Community Development Officer, Children Development Unit, Ministry of Health, Community Development, Gender, Elderly and Children);

"Very few actors that handle child abuse have an understanding of this issue [OCSEA]. It would be good if all actors who work on OCSEA had a good understanding. Once they are aware, it would be easier for them to serve communities" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

Respondents shared that training on OCSEA has started for some frontline workers. The representative from the President's Office, Regional Administration and Local Government indicated that training has been done for a few local government officials working at the council level but only in 3 out of the 26 regions:

"Last year [2019] or early this year [2020], we had training with local government officials who work at council level to teach them on the different types of online abuse and how to help. We've started at least in 3 regions only and we have 26 regions and 184 councils. The training was for those councils that are supported by UNICEF" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

The representative from the Ministry of Health, Community Development, Gender, Elderly and Children also confirmed that a few officers in the Ministry of Health have also been trained on OCSEA.

Though efforts to build the capacity and awareness of frontline workers are underway, it is evident that much more still needs to be done as the numbers trained so far within the different mandated agencies seem negligible.

Besides the limited awareness and capacity of mandated government agencies on OCSEA, another obstacle faced by the government in addressing OCSEA is the lack of evidence on this issue. At least half the respondents emphasised the need for evidence on OCSEA that will support the government in formulating evidence-based interventions for Tanzania:

"So far the biggest challenge I would say is evidence. We know there is tonnes of information about online child sexual exploitation and abuse already, but what we have is from other countries. So, for us to develop programmes, the government looks at what [evidence] is in Tanzania, and that's where we fall short of information. It becomes very difficult to know what to plan for" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

One of the respondents stated that the issue of data has been a subject of discussion at the task force level:

"After many discussions during meetings (on how to address OCSEA] it was agreed that we first need research that will help justify that this [OCSEA] is truly a problem and how we should address it as a country. We have seen that these things are happening and wanted to find ways of addressing them as a country. It was [however], understood that there is a need to have something that would provide us with data. Right now, we don't have baseline data" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

Due to this, two respondents highlighted the importance of the Disrupting Harm research as it will assist Tanzania in providing much-needed evidence on OCSEA:

"So, I'm happy to learn of the work you [Disrupting Harm research project) are doing. This will give us a baseline for what we should now do as a country to address this problem. (…) whether it is advocacy, whether it is awareness to the community leaders; how and what kind of guidelines and policies we need to put in place so that we know exactly what to do when online child abuse occurs" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government);

"We have been saying let's wait for the results of Disrupting Harm because once we know the findings, we'll be able to incorporate what is missing" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

Respondents indicated that the available channels used to collect data on child abuse and violence against children have so far not captured any data on OCSEA:

"There is a system called the District Case Management System. In this system, we report violence, abuse, neglect and exploitation cases and cases of children in conflict with the law. There are several indicators that we analyse on the different types of abuse, however, online child abuse still hasn't been included. That means that even if you want information so that you can analyse how many children have been abused online, you still can't access this in this system. This system needs to have OCSEA indicators so that at the end of the day, we can have information on children who have been abused online" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government)

A representative from the Ministry of Health, Community Development, Gender, Elderly and Children also indicated that the data the ministry gets from the police provide information on general abuse, without specifying online abuse:

"When we collect data from the police through the Gender and Children Desks, there really isn't information on online abuse. They have information on abuse in general but they do not specify if it is online abuse" (RA1-TZ-04-A, Senior Community Development Officer, Children Development Unit, Ministry of Health, Community Development, Gender, Elderly and Children).

To get specific data on OCSEA, the government needs to include indicators of OCSEA into the existing data collection mechanisms. The respondent from the President's Office, Regional Administration and Local Government indicated that there has been discussion on the inclusion of indicators to capture OCSEA but it was decided there was the need to first have a baseline survey to inform this:

"We did discuss when we were planning last year and the ministries said we should include indicators on online child abuse. But we needed a survey that would help us know the status [of OCSEA] to plan what needs to be done. We were waiting for such a study or some kind of baseline survey that would give us answers on what we can do as a country" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

In terms of the child protection workforce, the UNICEF respondent indicated that Tanzania has an advantage due to the already existing child protection system that provides ready structures for incorporating OCSEA interventions. The respondent indicated that the National Plan of Action to End Violence against Women and Children has created protection committees at the regional, district, ward and village levels. Accordingly, OCSEA will therefore be integrated into the child protection work done by these structures:

"The good thing in Tanzania is we already have a child protection system, through which we can incorporate the online element. (…) I think this is a huge advantage which Tanzania has. (…) We have the National Plan of Action to End Violence against Women and Children which has created what are called protection committees at the regional level, district level, ward level and the village level. That means we have structures (…) so in all of these structures, you can channel whatever you have. What is needed is to just pave the way with evidence and then incorporate child online protection into maybe the parenting guidelines and every other child protection document that is critical in terms of the child protection system, strengthening implementation" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

The input from the UNICEF respondent is consistent with a report from 2015 by the Ministry of Community Development, Gender and Children. This report indicated that there were functional child protection teams at the district level as well as structures to coordinate child protection work at subdistrict levels. With the help from the district child protection teams, the report indicated that the Most Vulnerable Children Committees had been set up in wards and villages to engage communities on child protection. The report also indicated that due to fewer government officers at ward and village levels, Social Welfare Officers rely heavily on volunteers at these levels.[4]

The representative from the President's Office, Regional Administration and Local Government confirmed that these child protection committees exist at the various levels but noted that so far, these forums only discuss offline cases as these are the cases that are mostly reported to them:

"There are forums like the Women and Child Protection Committees at regional, council, ward and village levels. These forums still only discuss offline abuse – not online child abuse. They discuss them in these forums and they meet at least once every quarter. But most cases that are reported in these forums are on issues like a father has sodomised his child, a mother has beaten or burned her child, but it is not exactly

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[4] Tanzania Ministry of Community Development, Gender and Children; UNICEF and Global Affairs Canada. (2015). Building a holistic child protection system, step by step, in the United Republic of Tanzania. 14.

online child abuse" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

This therefore points to the importance of training these committees alongside raising the public's awareness on OCSEA as a means of strengthening prevention and response to OCSEA at the lower level.

Budget

All the respondents were in consensus that the limitation of financial resources is a challenge in addressing OCSEA in Tanzania:

"I would say the main challenge is the budget. Usually, there is a limited budget allocated to this issue [OCSEA] so even when there are training opportunities, only a few people can participate. It would be better if there was a specific budget set aside because at the moment even that little budget comes from [external to government] stakeholders. I don't think the government has its own budget for this so if there was an adequate budget then things would go well" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

The representative from the Ministry of Health, Community Development, Gender, Elderly and Children indicated that in the previous financial year (July 2019/June 2020) there was no government budget allocated to address OCSEA. The activities for OCSEA conducted in that financial year - including the production of the OCSEA training materials as well as training done - were supported by partners such as UNICEF. In the current financial year of July 2020 to June 2021, the respondent indicated that there is a government budget allocated to address OCSEA under the Ministry of Health. Though it was not indicated how much the actual budget is, some of the activities budgeted for include meetings for the National Child Online Safety Task Force:

"Online child sexual exploitation and abuse is an emerging issue. There are stakeholders that we work with who help us in things like preparing messages, to hold training of trainers and various initiatives that are being done. So, we work closely with stakeholders like UNICEF and C-Sema. When it comes to having a budget, maybe the budget for the coming year, 2020/21. That's the one that at least has activities that address online child abuse. There are different activities including the Child Online Safety Task Force meetings. There are many [activities] because we have a national action plan to address OCSEA so there are several activities that we are supposed to implement in collaboration with different stakeholders" (RA1-TZ-04-A, Senior Community Development Officer, Children Development Unit, Ministry of Health, Community Development, Gender, Elderly and Children).

Zanzibar

Mandated government agencies were indicated by the respondent as Ministry of Labour, Empowerment, Elders, Women and Children which addresses all issues of violence and abuse against children; Ministry of Health; Ministry of Education and the Ministry of Constitutional Affairs, but in collaboration with police and the Tanzania Communication Regulatory Authority.

How active are they?

The respondent noted that there are neither discussions at the government level nor are there any prevention and response efforts by the government to address OCSEA in Zanzibar. The respondent noted that though OCSEA is happening, the policymakers have not taken note of the issue as a problem that needs to be addressed:

"We have not started discussing this issue. On an individual level, we are seeing that this is a problem; but as a ministry, we have not sat and discussed what we need to do to tackle this problem. However, these incidents occur in Zanzibar. We see children posted online. (..) so far, we don't have strategies or policies to tackle this problem of online child abuse" (RA1-TZ-13-A, Child Protection Officer, Ministry of Labour, Empowerment, Elders, Women and Children - Zanzibar).

Regarding collaboration with mainland Tanzania and in particular the National Child Online Protection Task Force, the respondent noted that this collaboration is there, but it is not very effective:

"We collaborate (National Child Online Protection Task Force), but not so much. If there is a meeting, they invite us to attend. I've personally attended meetings on this task force but they just shared findings on research that had been done, a pilot in two regions, I think. So, we still don't have a strong connection where if we encounter a challenge, we can share with them to see how they can help us. That still isn't there. (…) We do not have policies that guide us on how to collaborate with them and what we should do to address this issue that has happened online, we don't have that kind of collaboration" (RA1-TZ-13-A, Child Protection Officer, Ministry of Labour, Empowerment, Elders, Women and Children - Zanzibar).

From the above, it appears there is a need for the task force to strengthen collaboration and technical support to Zanzibar on OCSEA issues.

The respondent recommended for the strengthening of the legal and policy framework on OCSEA in Zanzibar as well as the development of regulations to guide stakeholders on dealing with OCSEA, especially in situations where children themselves produce and distribute child sexual abuse and exploitation materials:

"So firstly, I think we should enact a law that can guide us when we are dealing with these issues. Of course, a policy would come first and then the law. There should also be regulations that guide us on what we should do when we get such cases; what actions do we take against people who post these children online or what can we do about children who post. So, they may record anything and post it and therefore these regulations need to guide us on how to handle a case when it is a child that has committed the offence and when it is an adult. I think this would help" (RA1-TZ-13-A, Child Protection Officer, Ministry of Labour, Empowerment, Elders, Women and Children - Zanzibar).

Good practices

The main success in Tanzania is the set-up of the National Child Online Safety Task Force which has managed to bring together key government stakeholders to jointly plan coordinated intervention strategies on OCSEA at policy level. This has created a good foundation for a coordinated multi-stakeholder response on OCSEA.

Policies and laws

Assessment

The following were the laws respondents saw as relevant to OCSEA:

o The Law of the Child Act No. 21 of 2009;
o The Cybercrimes Act No. 14 of 2015;
o The Electronic and Postal Communications (online content) regulations, 2020;
o National Plan of Action to End Violence Against Women and Children (NPA-VAWC - 2017/18 – 2021/22).

Most of the respondents (seven out of nine) mentioned that offences related to child sexual abuse materials are specifically included in the Cybercrime Act of 2015[5] and the Law of the Child Act of 2009.[6] At least three respondents also mentioned that the Electronic and Postal Communications (online content) regulations of 2020[7] has provisions relevant to OCSEA.

Despite the Cybercrime Act being mentioned as the main law addressing child online abuse, one respondent noted that this law is not widely known by the public:

"Although at the moment we have the Cybercrimes Act, it is still not well known" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

Two respondents also pointed out that due to the lack of awareness of the Cybercrime Act and OCSEA generally, members of the public distribute child sexual abuse materials on social media platforms as they are not aware of these offences:

"The law that we have which protects the child from child sexual exploitation online is recent. It is hardly five years. So, to a large extent, the community in general still does not understand online child sexual exploitation. So, you may find a person sending [OCSEA content] to a WhatsApp group, or to a Facebook group or that they may join groups or websites that share or transfer OCSEA materials online without knowing" (RA4-TZ-06-A, Operations Manager, Linda Community);

"Sometimes when a parent finds out that their child has been sexually abused or if they think that there is something wrong with their child's private parts, they take pictures of their child's private parts and then share these pictures, especially on WhatsApp, asking for advice. So, in essence the parent is unaware that he/she is actually abusing their child online". (RA4-TZ-02-A, Assistant Inspector of Police, Police Gender and Children Desk, Tanzania Police Force).

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[5] Government of the United Republic of Tanzania. (2015). The Cybercrimes Act No. 14 of 2015, Section 3.
[6] Government of the United Republic of Tanzania. (2009). The Law of the Child Act No. 21 of 2009, Section 158(1).
[7] Government of the United Republic of Tanzania. (2020). The Electronic and Postal Communications (Online Content) Regulations, 2020., Third Schedule Regulation 1 (a).

At least four out of the nine government policymakers interviewed were of the view that the public is not yet aware of the online offences and the particular online actions that amount to an offence under the law:

"The [legal] provision is there, but people are not aware of the prohibition and the punishment of child pornography [child sexual abuse materials] on the Internet" (RA1-TZ-05-A, Government Lawyer, Ministry of Constitutional and Legal Affairs).

One respondent indicated that this awareness of online offences is not only lacking among the members of the public but also for some law enforcement officers as well:

"I think most people, and some of the law enforcers, are not aware of these new crimes" (RA1-TZ-10-A, Secretary, Anti Human Trafficking Secretariat - Dodoma).

Another respondent indicated that the lack of understanding affects the identification and reporting of OCSEA cases:

"People are not aware that certain actions are online sexual abuse. People are still not able to identify [these acts]. Sometimes people think it is a normal part of life while in fact, it is abuse. So not everyone has this awareness because if everyone had this awareness, then there would be a lot of reporting of such incidences of abuse [OCSEA]" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

This indicates that members of the public are still not using the provisions penalising online offences to seek justice for children who are victims of OCSEA. As a recommendation, one of the respondents stated:

"I think there is still a need to create awareness on laws and regulations [on OCSEA] so that people can be scared to abuse children online" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

From the interviews it is clear that there is a need to create more awareness on OCSEA as well as educate the public and the law enforcement officers on the Cybercrime Act so it can be used in prosecuting perpetrators of OCSEA. At the moment, it appears that the public still reports offline offences as this is what they are familiar with.

Challenges and limitations

The main limitation within the laws mentioned by at least half the respondents is the limited number of OCSEA manifestations penalised by law:

"*Not all the manifestations of OCSEA are captured in the law. Only child sexual abuse materials are prohibited"* (Government Lawyer, Ministry of Constitutional and Legal Affairs RA1-TZ-05-A Tanzania);

"*The laws do not go into the specific manifestations of OCSEA like grooming. In my opinion, it would be good if they focused on more specific manifestations like grooming or other sexual abuse. Issues [of OCSEA] should be clearly stipulated"* (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

One respondent explained that the Law of the Child Act 2009 was enacted before online child sexual abuse became an issue, thus the exclusion of OCSEA in that law:

"The law of the child came in when these issues of child online violence were not yet in place" (RA1-TZ-09-A, Lecturer, University of Dar es Salaam and Member of the National Task Force on Child Online Protection).

Another respondent explained that since the Cybercrime Act was enacted in 2015, technology has evolved and so have the forms of online child sexual abuse and exploitation:

"The Cybercrimes Act of 2015, since this law was enacted, things have changed. Technology is evolving, it is growing. With that in mind, there are now some things that have not been covered by the law" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

Two stakeholders indicated that this gap in the law means that if perpetrators commit OCSEA crimes not yet penalised under the law, it will become a challenge to prosecute and convict them:

"When an act has been done against a child, maybe like sexting, then if you are a prosecutor, you ask yourself -under which laws should I charge that person? The specific trends or specific child online offences are not well elaborated in the current law that we have. So I think that is the key gap when you're talking about the regulatory framework" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office);

"When you observe offenders who commit online crimes, they change their techniques daily. If they commit crimes that have not been covered in the law, it becomes hard to convict them in court" (RA1-TZ-10-A, Secretary, Anti Human Trafficking Secretariat - Dodoma). This respondent recommended for an amendment to existing legislation to include the manifestations of OCSEA that are not currently stipulated in the current laws: *"We suggest that the law should be amended so that it covers crimes that are committed"* (RA1-TZ-10-A, Secretary, Anti Human Trafficking Secretariat - Dodoma).

Regarding the policy framework, more than half the respondents noted that the current policies do not comprehensively cover OCSEA. One respondent noted that where there is no policy, it becomes hard for the different mandated agencies to collaborate in addressing OCSEA:

"There are no clear policies so far [on OCSEA]. We have the child protection policy of 2009 but when that policy was formulated, those issues to do with online were not yet in. Where there is no clear policy, it becomes a challenge for the government to work together" (RA1-TZ-09-A, Lecturer, University of Dar es Salaam and Member of the National Task Force on Child Online Protection).

Another respondent also indicated that a policy on OCSEA would make it easier to enact laws and regulations and therefore recommended for a policy on OCSEA:

"You know when you have a policy, it becomes easier to enact laws and regulations on how to hold perpetrators of online child abuse accountable. We are not there yet. (…) We need to develop a policy that

addresses these issues. When there is a policy, a law can then be enacted" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

Future Developments

Respondents mentioned that there are currently no OCSEA laws under development, however, two respondents did mention that there have already been discussions at the level of the National Child Online Safety Task Force on amending the laws to include all OCSEA manifestations:

"*The government is currently trying to work out how to amend or to change the laws to accommodate online child sexual exploitation and abuse*" (RA1-TZ-09-A, Lecturer, University of Dar es Salaam and Member of the National Task Force on Child Online Protection).

One respondent mentioned that the National Child Online Safety Task Force discussed this, but they are waiting for evidence from Disrupting Harm research to learn from the experiences of other countries on how they have addressed OCSEA within their laws:

"*So we addressed it [amending of the laws to include all OCSEA manifestations] once at the task force (..)[However] we would like more analysis in terms of what other countries have. If they have everything explicitly mentioned in their laws or they have general provisions. (…) For that one, we have not gone far because everyone said, let's wait for Disrupting Harm. That's why we did not go far, but we were attempting*" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

Law enforcement

Law enforcement mechanisms

The law enforcement agencies relevant for addressing OCSEA were indicated by respondents as the Police Gender and Children desk, the Cybercrime department, the Tanzania Communication Regulatory Authority, the Office of the Director of public prosecutions and the judiciary.

Respondents noted that there is no one specific mechanism for reporting OCSEA as OCSEA can be reported through various mechanisms.

The Police Gender and Children Desk was seen as one of the main ways of reporting OCSEA and all other forms of abuse involving children. The Police Gender and Children Desk representative noted that though they are the main agency for receiving reports on OCSEA, they have not had any OCSEA cases officially reported to them:

"We have never had a case officially reported on OCSEA. (...) though we hear about them in the community" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

The respondent from the President's Office, Regional Administration and Local Government noted that apart from the Police Gender and Children Desk, there are also other established reporting mechanisms for child abuse which are still relevant for receiving OCSEA cases. At the village level where the Police Gender and Children Desk may not be available, he explained there are child protection committees composed of community members who are trained to either report cases to the 116 helpline, or community caseworkers. Community caseworkers are community volunteers, who are trained to receive cases of child abuse at the village level, then make referrals to social welfare officers who then conduct the investigation and facilitate reporting to police and assistance to victims:

"Right now, there are committees who have trained community members and when a child has been abused, there are those who call 116 but there are those that go to community volunteers that we call CCWs – Community Case Workers – that are at the village level. These Community Case Workers have already been trained that whenever they receive abuse cases, they report them to the social workers. (..) The social worker then goes to do the initial investigation, the social investigation and to refer the child to the hospital and going to the police to fill in a PF3 (Police Form number 3). So, they collaborate on handling these cases" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

However, the respondent noted that there have been no online abuse cases reported via this channel due to the lack of knowledge among the communities on what actions constitute OCSEA:

"There are no cases of OCSEA reported. Sometimes, that's because people are not aware that certain actions are online sexual abuse. People are still not able to identify [these acts]. Sometimes people think it is a normal part of life while in fact, it is abuse. (…) So not everyone has this awareness. And if everyone

had this awareness then there would be a lot of reporting on such incidences of abuse [OCSEA]" (RA1-TZ-01-A, Coordinator, Child Protection President's Office, Regional Administration and Local Government).

The UNICEF respondent (RA1-TZ-11-A) also added that reporting can be done through the Internet Watch Foundation reporting portal besides reporting to social welfare officers and Police Gender and Children's desks.

"Reporting OCSEA can be done through 116, which is the child helpline and the Internet Watch Foundation reporting portal, but also through social welfare officers and Police Gender Children Desks" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

UNICEF noted that through the reporting portal, members of the public had reported 25 images they considered as abuse circulating online at the time of the interview (August 2020):

"Since 2017, when the reporting portal was launched, we have had around 25 cases of people reporting content, like abuse imagery of children online. So those are the cases that have been registered by C-Sema through the online reporting portal" (RA1-TZ-11-A, Child Protection Specialist, UNICEF Tanzania Country Office).

A respondent from the Cybercrime department (RA4-TZ-08-A) confirmed that the department has been addressing child sexual abuse materials and has investigators who investigate OCSEA cases within the country:

"One of the areas that we are focusing on is online child exploitation material. So if there is any online child exploitation material in any social media, in any platform, we try to figure out if that particular person is in the country, and if the person is within the country then we can contact the investigators to proceed with their investigation and arrest procedures" (Assistant Inspector of Police (DSM), Cybercrime department, Tanzania Police Force. RA4-TZ-08-A Tanzania).

The respondent from the Cybercrime department confirmed that the department collaborates with Police Gender and Children Desks in any child protection case involving digital evidence:

"When they [the police] have cases that need expertise from us and they meet some challenges, they usually contact us (…) So we have that kind of relationship with our police stations and the Cybercrime department. We work together to achieve a common goal" (Assistant Inspector of Police (DSM), Cybercrime Department, Tanzania Police Force. RA4-TZ-08-A Tanzania)

The representative from the Police Gender and Children Desk confirmed this collaboration as the police refer images of child sexual abuse to the cybercrime unit who then refer them on to the Tanzania Communication Regulatory Authority for removal:

"When we come across such images [child sexual abuse material] we inform the Cyber Unit which deals with online crimes. The Cyber Unit then collaborates with the Tanzania Communication Regulatory

Authority to take down these images and ensure they don't spread further" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

During the data collection, no representative from the Tanzania Communication Regulatory Authority was available for an interview with the Disrupting Harm research team, so it was not possible to establish how effective the takedown procedure is in Tanzania, or how compliant Internet Service Providers are with the provisions of the law. The Cybercrimes Act imposes legal duties on service providers stating that:

"Where a service provider has knowledge of illegal information, or activity he shall (a) remove the information in the computer system within the service providers control; (b) suspend or terminate services in respect of that information or activity and (c) notify appropriate law enforcement authority of the illegal activity or information, relevant facts and the identity of the person for whom the service provider is supplying services in respect of the information."[8]

During the interviews, none of the interviewed law enforcement authorities indicated that the service providers have notified them of any illegal activity or information on OCSEA, as provided under the Cybercrime Act.[9]

The respondent from the Police Gender and Children Desk only indicated that Internet Service Providers collaborate with the Tanzania Communication Regulatory Authority:

"Internet Service Providers often collaborate with the Tanzania Communication Regulatory Authority because their mandate falls under the Tanzania Communication Regulatory Authority, so if any issues of OCSEA arise, the Tanzania Communication Regulatory Authority would write them letters requiring them to handle these issues" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

In terms of cross border collaboration, two respondents indicated that Tanzania works closely with INTERPOL for cases with a cross border element:

"Usually, we work with INTERPOL – international police – because they have a network where they share information. So, when we inform them and they communicate with INTERPOL in Kenya for instance, then investigations start there. They gather and share information. So, we collaborate in that way. (…)' If that person is not within the country, then we have contact with INTERPOL through the i247 system so that they can contact other police departments in that particular country for the arresting procedures, so this is what we are doing in this area" (Assistant Inspector of Police (DSM), Cybercrime Department, Tanzania Police Force. RA4-TZ-08-A Tanzania).

Regarding extradition of OCSEA perpetrators, one respondent mentioned that the country is working on strengthening cross border collaboration by entering into mutual legal assistance agreements with other countries:

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[8] Government of the United Republic of Tanzania. (2015). The Cybercrimes Act No. 14 of 2015, Section 39(4).
[9] Government of the United Republic of Tanzania. (2015). The Cybercrimes Act No. 14 of 2015, Section 39(4).

"At the moment we are making an effort to create mutual legal assistance agreements because these [online] crimes are now spreading at a higher rate – they weren't an issue in the past – and because they are spreading so quickly, the government through its defence and security agencies is working to see where the problem occurs most frequently so that we can have these extradition agreements" (RA1-TZ-10-A, Secretary, Anti Human Trafficking Secretariat - Dodoma).

This is important in regard to OCSEA as the Cybercrimes Act extends the jurisdiction of the courts to offences punishable under the Act committed by nationals of Tanzania outside the territory of Tanzania.[10]

Challenges and limitations

Lack of technical expertise and awareness was pointed out by at least three respondents as a challenge for law enforcement agencies when addressing OCSEA:

"Very few actors that handle OCSEA have an understanding of this issue. It would be good if all actors had a good understanding of OCSEA then once they are aware, it would be easier for them to serve communities" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma);

"There are several challenges. Investigating such cases requires a certain amount of expertise. At the end of the day we have to take these cases to court and if there isn't enough evidence, the person may not be convicted when they go to court. There must be sufficient expertise in investigating these cases" (RA1-TZ-10-A, Secretary, Anti Human Trafficking Secretariat - Dodoma).

The respondent from the Cybercrime department indicated that from his perspective the prosecutors don't have sufficient knowledge on OCSEA. He noted that though the prosecutor's office established a new unit to deal with cybercrime, this unit is handling all cybercrime cases and may not have the skills to prosecute OCSEA:

"I think the prosecutors don't have enough knowledge of OCSEA because they established a new unit for prosecuting cybercrime cases that is too general. There are financial issues, you know, there is child exploitation cases, so they are not so much specific to the issue of child exploitation. They have been doing some training that is related to prosecuting cybercrime cases but I think the context is a little bit different when handling a child related case. You are handling a person who doesn't even know what is happening. It is very different from general knowledge of cybercrime cases" (Assistant Inspector of Police (DSM), Cyber Crime Department, Tanzania Police Force. RA4-TZ-08-A Tanzania).

A representative from the police noted that there were some representatives from the Police Gender and Children Desk and the Cybercrime unit that were trained on OCSEA. She noted that the training was organised by C-Sema and targeted two representatives from each region - one from the Police Gender and Children Desk and another from the cybercrime unit:

"For the police, there have been training sessions involving police officers from all regions in Tanzania, both Tanzania mainland and Zanzibar, on issues of OCSEA and how the police force can handle such cases.

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[10] Government of the United Republic of Tanzania. (2015). The Cybercrimes Act No. 14 of 2015, Section 30(1)(d).

Officers from the Gender and Children's Desk as well as officers from the Cyber Unit which works on all online issues. (…) The training sessions involved two representatives per region; one representative from the gender desk and one representative of the Cybercrime unit for every region, so even when we have internal meetings OCSEA is something we discuss as an agenda" (RA1-TZ-07-A, Assistant Inspector of Police and Commissioner of Police Gender and Children Desk, Dodoma).

One respondent also noted that during training on human trafficking for police, immigration officers, prosecutors, judges and social welfare officers, OCSEA is sometimes integrated as part of the training. Organisations doing this include Research Triangle Institute and Lawyers Without Borders:

"We've been collaborating with some international organisations; like Lawyers Without Borders which has been training the law enforcers especially in the area of human trafficking but there is also a part on online child sexual exploitation. There is also one organisation known as Research Triangle Institute which has also trained some law enforcers. The people who were trained are the police, Immigration, prosecutors, judges and social welfare officers – all of these were trained. Now in this training, there are parts on how to fight OCSEA. They were training on issues related to human trafficking, but in the training syllabus, there are parts on [how to fight OCSEA], which is why I think more training [on OCSEA] is needed. These training started in 2017, 2018, 2019. Many regions were trained. There are a few regions like Rukwa that we didn't reach but Lawyers Without Borders has trained approximately over 800 people" (RA1-TZ-10-A, Secretary, Anti Human Trafficking Secretariat - Dodoma).

Despite the existing training efforts, the same respondent noted that more still needs to be done in terms of building capacity of law enforcement officers on OCSEA:

"*But still, I think we need more training on that because this is a new crime and the offenders always keep changing their style or the techniques of committing these offences"* (RA1-TZ-10-A, Secretary, Anti Human Trafficking Secretariat - Dodoma).

The respondent from the Cybercrime department indicated that one of the main challenges they face when dealing with OCSEA cases is the lack of personnel to do online patrols to identify child sexual abuse materials:

"We have a limited number of individuals who are doing online patrol. When we have a limited number of people that means you'll get less information, and there is some information you may need. So, increasing the number of personnel is very important" (Assistant Inspector of Police (DSM), Cybercrime Department, Tanzania Police Force. RA4-TZ-08-A Tanzania).

Another limitation the respondent from the Cybercrime department highlighted was the budget necessary to purchase the necessary equipment to support the investigation and financial resources to follow up on reported cases:

"Collecting information online you may need some tools, which are a bit expensive, you need some license. So, increasing our budget is also very important. And the handling of digital evidence, we have some cases which are reported in remote areas, collecting evidence and processing them is also very expensive when it comes to digital evidence. You need money to buy the gadgets, which will be used for the examination

of evidence from mobile phones and the license for these gadgets are also very expensive. So, the budget of the Cyber departments should be taken into consideration in addressing online child exploitation materials" (Assistant Inspector of Police (DSM), Cybercrime Department, Tanzania Police Force. RA4-TZ-08-A Tanzania).

Successes

Detail is noted at the legal and policy level. Some training of relevant actors also noted above – though still remains much less limited than is needed.

Challenges

One of the main challenges in terms of addressing OCSEA in Tanzania is the low level of awareness among the public, frontline workers and policymakers. This has contributed to limited reporting of OCSEA cases by the public as well as a lack of interventions by the mandated government agencies. Capacity building and awareness raising efforts are currently ongoing but more still needs to be done.

The lack of evidence on OCSEA is also a challenge as it has slowed down the government agencies from developing strategies and programmes on OCSEA. The anticipated release of the Disrupting Harm research is expected to provide some valuable data in this current gap.

While there has been some progress amending the legal framework, there remain important limitations, particularly in defining relevant crimes (such as grooming) in law. Legislation in this area must be regularly adapted as technology develops quickly and perpetrators find new ways to exploit children online, which legislation must adapt to accordingly.

Finally, funding in order to undertake OCSEA interventions is also a challenge, as so far, government agencies have had to heavily rely on the limited funding of non-government partners to undertake activities, which has led to activities being very limited. There is a need for the various mandated government agencies to budget for their agency-specific interventions on OCSEA. So far, the only ministry that confirmed having a budget in this financial year (July 2020 to June 2021) is the Ministry of Health, Community Development, Gender, Elderly and Children.