

**PARTICIPATION OF WOMEN IN PUBLIC ADMINISTRATION IN SOMALIA:  
THE CASE OF WOMEN IN LOCAL GOVERNMENT OF MOGADISHU, 2002-  
2012**

**BY**

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**C153F/CTY/PT/26972/2011**

**A RESEARCH PROJECT SUBMITTED TO THE SCHOOL OF HUMANITIES  
AND SOCIAL SCIENCES IN PARTIAL FULFILLMENT OF THE  
REQUIREMENTS FOR THE AWARD OF MASTER OF PUBLIC POLICY AND  
ADMINISTRATION DEGREE OF KENYATTA UNIVERSITY**

**OCTOBER, 2014**

## DECLARATION

This project is my original work and has not been presented for a degree in any other university.

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This project has been submitted for review with my approval as the University Supervisor.

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Dr. Felix Kiruthu

## ACKNOWLEDGEMENT

First of all, I offer my deep thanks and acknowledgement to my Allah for enabling me to go through this program and for all gifts of life. I always had a dream of pursuing a master degree, that dream was made possible through the support of Allah. I am forever indebted to the Kenyatta University administration for providing logistical support.

I would like to thank my supervisor Dr. Felix Kiruthu, for his tireless supervision, guidance and support. Without his endless assistance this dissertation would not have been possible. Once more, I would like to thank with his advice given throughout the process of writing this research as the Head of the Department of Public Policy and Administration.

Truthful cheers to all Kenyans specially my class mates who made me feel at home. It has not been easy living far from home and family but their assurances that all is well. Again, I acknowledge the support of my class mates, who provided access to institutional library resources that assisted me in completing this project. Further, appreciations goes to committee members for my project proposal defense for their patience and understanding throughout the completion of this study.

I am grateful to my family members the success of this dissertation and the program in generally has been an intensive strength by a number of my family who were giving a constant support and encouragement throughout the entire period of my study process especially my parents.

I would specifically pick out my dear elder brother Abdirahman Hassan Musse for his sponsorship during the program. Through him, I have gained confidence and competence to finalize my research project. Also, I would like to acknowledge in a very special way to Prof. David Minja deserves appreciation for editing the final work of the study.

Last but not least, I would like to thank all my friends from all over the world for their morale support, proof reading and data collection during the data gathering period of this paper and I give a special mention to; Mr. A.kadir Mohamoud Hassan, Mr. Mohamed Hussein Mohamed, Mr. Abdirahman Ali Mumin, Mr. Abukar Farah Fidow, Mr. Ahmed Muse Mohamed, Mr. Ali Sharif Mohamed, Mr. Yahye Nor Ali and Mr. Dabuke Jela Eluid. They will forever remain edged in my mind.

**Thank you**

## **DEDICATION**

To my family members for their unconditional support, encouragement and understanding throughout the research period. On a personal note, I would like to recognize members of the family: First of all, is my mother Maryama Hassan Mohamud has many times given me the strength to move on. She always assured me that nothing is impossible and her prayers proved immensely encouraging. Secondly, my father Hagi Hassan Musse Ali has also been my best friend to carry on my study. He instilled in me a strong urge to never give up. Thirdly, I would also like to mention my brothers and sisters: Abdikadir, Abdirahman, Abdirizak, Abdi'aziz, Abdullahi, Ibrahim, Isma'il, Ismahan, Suvad and Nacima. They gave me a sense of who I am and my position and value within the family. At last I am coming home to stay.

## ABSTRACT

Somali authorities have identified the power of women, through greater asset ownership and participation in decision-making processes, as a priority for peace and development. However, for a long time, women have not been given an opportunity to participate fully in Government. Therefore the study sought to assess the participation of women working in the local government in Mogadishu, Somalia. It analyzed how these women were recruited, their level of education and the responsibilities allocated to them. The study also examined the challenges encountered by women in executing or conducting their duties. The researcher used the descriptive research design. Target population included women working with the Somali Local Government in Mogadishu and 130 women were sampled using purposive sampling method. Data was analyzed using corroboration so as to harmonize data from various sources by using content analysis. And the study found out that there is no gender equality in employment in the public sector and that there is gender disparity in responsibilities allocation in public matters. The study found finally that there are indeed challenges faced by women in their attempts to take political and administrative positions such as inadequacy of economic resources. The study concludes that women participation in the public sector is low due to the challenges of economic empowerment, gender insensitivity in employment and allocation of responsibilities despite their positive contribution they have shown in the areas employed. The study recommends that gender issues during employment, responsibilities allocation should be addressed and finally that women need to be economically empowered to enable them take part in active politics and public services.

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## CHAPTER ONE: INTRODUCTION

### 1.1 Background to the Study

Women comprise about 51 percent of the world's population according to (WHO, 2012). They however, continue to be under-represented as voters, leaders and as elected officials, including at the local level. As a result, women do not have equal influence over the policy decisions that affect their lives (Acker, 2008). The participation of women in local government can have a significant influence on local and national development, especially on the social issues that affect their families' daily lives such as healthcare, education and infrastructure. Factors that limit or facilitate women's participation in political processes as voters, advocates, activists, and decision-makers vary according to socio-cultural circumstances, economic situation, geography, and political context and systems (Umbach, 2008).

According to (Bauer, 2009) women in public administration illuminate women's past and emerging challenges, in the predominantly male-based public domains that are fundamental to practitioners, students, and faculty of public administration and policy. There was women administrators have been affected by male dominated labour markets, ethics and law, management, financial institutions, and public service is an issue of concern. Women ascend to leadership positions less frequently than men and most frequently get managerial positions with little power and little advancement opportunity. Outside their paid jobs, women usually have significant responsibility for the care of their

families and home, thereby depleting the energy they might otherwise devote to the pursuit of leadership positions (Anderson, 2008).

Gender disparities can prevent a society from realizing its full potential in all areas of development - economic, social, and political. To hasten the pace of development in Somaliland, it is important to ensure that women's rights are integrated into the country's planning and budgeting, and mainstreamed in all aspects of development.

Since the Declaration of Somaliland in 1991, women have played an active role in moving towards peace, reconciliation and reconstruction. Despite this, they remain disadvantaged politically, economically and socially. The patriarchal clan-based systems, reinforced by customary laws, continue to weaken women's social, economic and political status (Al-Alak, 2010).

Although internationally, a strong rights-based framework exists, which calls for equal participation of women and men in political decision-making, including at the global level, progress has been uneven and slow. Bauer, (2009) avers that despite various commitments made by the international community to empower women through increased women's political participation, the world average proportion of women members of national-level legislature's stands at just over 17 per cent. Rwanda and the Nordic countries have come close to parity, although women's national political representation remains low in other regions, particularly in the Middle East and North

Africa. Most encouraging is the consistent progress in Latin America and the Caribbean, where women hold 20 per cent of parliamentary seats. In Canada, women comprise less than 22.1 per cent of parliamentarians in the House of Commons (Baker, 2006). According to Cuadrado and Recio (2008), the participation and representation of women in local government has been poorly documented in Asia and the Pacific, as it has been internationally. In recognizing the importance of women's involvement in decision-making in this tier of government and the need to develop local and regional strategies to increase this involvement, the United Nations Economic and Social Commission for Asia and the Pacific initiated a project in 2000 to document and increase awareness of the current situation as well as to identify strategies that will increase the number of women in local government.

Despite some improvements in some parts of the world in the last two decades, women are still profoundly underrepresented (Anderson, 2008). For women in Asia and the Pacific, the picture is similar. The highest percentage of women in local seats is 33.3 percent and the lowest is 2 percent. Women have had the most success in the South Asia and the East Asia and Pacific sub-regions while the South-East Asia sub-region has the lowest number of women (Anderson, 2008).

In Asia, women were once at the cutting edge of female political participation. Female prime ministers and presidents have repeatedly governed several Asian nations: Bangladesh, the Philippines, Sri Lanka, India and Pakistan (Bowring, 2004).

Women politicians have also been at the forefront of reform and opposition as well as autonomy movements across Asia, for example Wan Azizah Wan Ismail in Malaysia, Aung San SuuKyi in Burma, and RebiyaKadeer in China. Currently, four out of a worldwide thirty-five female heads of parliaments chair one of the national legislatures in Asia: India (*Lok Sabha*, since 2009), Pakistan (National Assembly, since 2008), Turkmenistan (*Majlis*, since 2006), and Uzbekistan (Legislative Chamber, since 2008). The conquest of the top political office has not led to an increase of female political participation at the sub-national or national levels (parliament, bureaucracy, or government). However, having said that, women have made inroads into Asian politics in diverse and intricate ways via dynastic descent, quota regulations, civil society activism, or as career politicians. Interestingly, in 2002, a study on women's participation in local governments across the Asia-Pacific region found that women have gained greater access to local government positions than to those in central government, mostly due to quota provisions (Drage, 2002).

In Africa, women seeking leadership roles come up against several biases such as stereotypic tendencies, sexism, corruption and hostility (Bennett, 2010). Therefore, African women need to be empowered to assume leadership roles in preparation for such challenges, and to enable them to participate effectively in peace-making and peace-building processes (Bennett & Gaines, 2010). A few African countries have made efforts to increase the number of women representation in governance. Such measures include a quota for women's representation in the national constitution of the country. Tanzania

was the first African country to include a 20% quota representation for women in its national constitution of 1998, followed by the Burundi constitution of 2005 with 30% representation for women.

In Somalia, the society can be described as a male-dominated patrilineal and patriarchal society. Women's position in Somali society is ambiguous. Women in Somali society were traditionally not limited to participate in the official clan decision-making, because they are not permanent members in any clan. However, they were always influential through both their affiliation to their husband at the household level and the networking capacity across clan boundaries (Bjerki & Hultma, 2003). Somali women's role has been to provide all the labour necessary to ensure the daily survival of the family.

In addition, women were always responsible for preparing the family's meals, breeding, caring for and educating children (Brown, 2001). Despite the many forces marshaled against Somali women (their lack of financial training, of management skills and credit facilities, the absence of family and social encouragement and the weakness of early education) in urban centres, they are playing a central and expanding role in trade, finance, and NGO activities. Since the war, women have filled simultaneous roles as home managers as well as breadwinners. But they face numerous obstacles to further achievements. Since 2002, Somalia has had three transitional governments. The first one with President Abdiqasim Salad Hassan had no women representatives in the cabinet and senior government positions. The second was led by President Abdilahi Yousuf Ahmed

who had only one female minister in charge of the Ministry of Women and Household Development. The third had President Sheikh Shariif Ahmed which also had only one female minister in the same Ministry of Women and Household Development (Somali Transitional Government Report, 2012). Women did not fully participate in the public administration. The first transitional constitution provided for a maximum 12% of women participation in public administration. Between 2002 and 2012, the whole of Somalia (including Somaliland) has had only one female mayor which is an indicator of how marginalized women are in senior management positions in public administration at local level.

## **1.2 Statement of the Problem**

Somali authorities have identified the power of women, through greater asset ownership and participation in decision-making processes, as a priority for peace and development. However, for a long time, women have not been given an opportunity to participate fully in Government (Dillard, 2000). The study sought to examine the participation of women working in the local government in Somalia. The study analyzed how these women were recruited, their level of education and the responsibilities allocated to them. In addition, the study examined the challenges encountered by women in executing or conducting their duties. Ultimately, the study sought to find out the government policy towards the role of women in the public administration in Mogadishu; including their level of participation in decision-making and the level of influence in policy formulation in the local government in Mogadishu between 2002-2012.

### **1.3 Research Questions**

The study was guided by the following research questions:

- i. How were women recruited to work for local government of Mogadishu between 2002-2012?
- ii. What responsibilities were allocated to women in local government of Mogadishu between 2002-2012?
- iii. What were the challenges encountered by women working for local government of Mogadishu between 2002-2012?

### **1.4 Objectives of the Study**

The study was guided by the following research objectives:

- i. To examine the procedure of recruiting women in local government in Mogadishu between 2002 – 2012
- ii. To examine the responsibilities allocated to the women working for local government in Mogadishu between 2002 – 2012
- iii. To assess the challenges encountered by women working for local government in Mogadishu between 2002 – 2012

### **1.5 Research Assumptions**

- i. The recruitment of Somali women workers into local government was mainly based on educational qualifications.
- ii. Women were rarely given senior positions in local government in Mogadishu.

- iii. The cultural traditions presented the most serious challenge to women serving in the local government sector in Mogadishu.

### **1.6 Significance and Justification of the Study**

The study is of benefit to a number of institutions including the Government of Somalia, and Local government of Mogadishu alongside other public and international agencies who will gain useful insight into how women have been incorporated in the public service in Somalia. The findings of this study have shed light on the extent to which women have been included in the management of public affairs and brought to light the potential benefits of such affirmative measures. Through this study, Somali women could hopefully appreciate the opportunities that are available to them in public service.

The study also challenges the current public policy on the deployment of women in public sector and brings to light the extent to which women have been marginalized by past regimes. This could potentially trigger a change in policy to address historical imbalances at the workplace towards an affirmative action that will open up senior government positions to Somali women. The study has also provided insights on how the government can assist women overcome some of the challenges they face in their efforts to participate in leadership positions.

### **1.7 Scope and Limitations of the Study**

The involvement of women in public administration is a global phenomenon that is affected by many variables. The scope of this study was the participation of women in public administration in the local Government of Mogadishu from 2002 to 2012. This is because the period was when Somalia had an official transitional government from informal institution to federal government. Due to time and resource constraints, the study adopted a case study method by focusing on the local Government of Mogadishu. The extent to which the findings can be generalized to the rest of the country is therefore limited. To the extent of this limitation, the findings were indicative rather than conclusive. Second, the researcher anticipated that it would not be easy to access some of the target areas because of the state of insecurity in Mogadishu at the moment. To overcome this limitation, the researcher used electronic means such telephone and email to contact respondents in areas that cannot be accessed physically.

## CHAPTER TWO: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

### 2.1 Introduction

This chapter reviews exiting literature on the role of women in public administration. First, it examines the literature on the role of women in public administration globally. It analyses the literature on the role of women in public service in Somalia generally and provides literature from related studies in the line with the objectives of the study; to examine the procedure of recruiting women in local government in Mogadishu between 2002 – 2012, to examine the responsibilities allocated to the women in public administration in Mogadishu between 2002 – 2012 and to assess the challenges encountered by women working for local government in Mogadishu between 2002 – 2012. The chapter also provides a theoretical review of this study in relation to the topic of study and finally a conceptual framework on how the variables are related.

In the field of public administration, globally, the most recent literature has found that female members have made advances, but they still lack parity in rank, tenure, salary, and scholarly productivity (Hale, 1999; Rubin, 1990, 2000; Slack, Myers, Nelson, & Sirk, 1996). Slack et al. (1996) found that women in public administration were twice as likely to be in junior-ranking positions as compared to men. A similar pattern is reported by researchers in other disciplines (Long & Fox, 1995; Smart, 1991; Toutkoushian, 1999). Female members bring demographic diversity to the workplace, they bring diverse

perspectives creating an environment that reflects society as a whole (Oldfield, Candler, & Johnson III, 2006).

Every human being has the right to participate in decisions that define her or his life. This right is the foundation of the ideal of equal participation in decision-making among women and men. This right argues that since women know their situation best, they should participate equally with men to have their perspective effectively incorporated at all levels of decision-making, from the private to the public spheres of their lives and from the local to the global spheres (Sabharwal, 2010).

Women have both a right and an obligation to active participation in political leadership. In addition to this human right and obligation, political analysts and researchers from different regions of the world (Clinton-Rodham, 2003; Neuman, 1998; Maathai, 2006; Thomas and Wilcox, 2005; Wanjohi, 2003), have observed that when women get into leadership and management, they bring a different perspective of political leadership. These analysts and researchers have argued that having more women in politics would help solve problems associated with perpetual poverty, since as it affects women. Women's leadership not only aids in building nations but also helps to balance up decision making processes (Epstein *et al.*, 2005). Neuman (1998), writing about women legislators in the United States, observed that decisions concerned with issues of education, health, gender violence, women's economic empowerment, peace, rights, dignity, and democracy are usually of great concern to women leaders.

The end of the 20th century and the beginning of the 21st century has seen a steady increase in women's public participation in Africa. In a UN report '*Africa and the Millennium Development Goals–2007 Update*', it is noted that the share of parliamentary seats held by women in Africa increased from 7 per cent in 1990 to 17 per cent in 2007, which is close to the global average. As at 2007, women held 48.8 per cent of seats in the Lower House in Rwanda, the highest percentage world-wide. In January 2006, Ellen Johnson-Sirleaf became President of Liberia and Africa's first elected woman president. By the end of the 20th century, a few African countries, for example Rwanda, Uganda, Tanzania, Ethiopia, Eritrea, and South Africa had set quotas for women in national and local legislative bodies, a sign of a renewed commitment to have more women in political leadership. Allowing of such quotas is also recognition of the historical injustices that women have experienced, and which made it more difficult for them to compete equally with men. By 2009, Kenya had not yet legislated for affirmative action in favour of women; a bill sponsored by Martha Karua in 2007 failed to get enough support (Wanjohi, 2003).

Women are often the voiceless victims of war-ravaged societies, yet they find ways to contribute peace and reconciliation. Somalia is no exception. A woman's role is usually confined within the walls of her home, reflecting a cultural reality rooted in religion. Patriarchal and lineage based traditions have limited women's participation in education, economy and politics, and have kept them out of decision-making processes. Somali society can be described as a male dominated patrilineal and patriarchal society.

Traditionally Somali women are regarded as the backbone of society, primarily because they are responsible for the biological reproduction of the lineage and inter clan alliances. A women's position in Somali society is ambiguous (Thomas and Wilcox, 2005) since a married woman still belongs to her father's clan and her behavior can reflect on the honor of her father's lineage. Her male relatives are committed to protect her and to claim compensation if she is mistreated or murdered.

On the other hand, she must be loyal and devoted to her husband's clan to which she is linked through her sons. Women in Somali society were traditionally not permitted to participate in the official clan decision - making, because they are not a permanent member in any clan. However, they were always influential through both their affiliation to their husband at the household level and the networking capacity across clan boundaries (Mani, 2001).

### **2.2.1 Women Recruitment in Public Service**

Alam and Bilquis (1995) in their study on leadership skills stated that every organization aims to recruit the best individuals. This has been strongly backed by some of the past research done by scholars. In public organizations, high quality personnel are crucial in retaining effectiveness and quality, as well as the confidence of citizens. Indeed, some countries have problems in recruiting the highest caliber management or in providing the top civil service with the highest quality of professionalism. Promoting equal opportunity in public organizations is one of the basic components of good governance. This means

gender equality as well as ensuring equal opportunities to all employees regardless of ethnic origin, age, religion (Alam & Bilquis, 1995). This study is related to the study because the researcher will be establishing how women are recruited in Mogadishu, the capital city of Somalia. Somalia needs high quality personnel so as to retaining effectiveness and quality, as well as the confidence of citizens. Somalia should work on promoting equal opportunity in public organizations as one of the basic components of good governance.

According to Bensimon (2003), some women work their way up from the grassroots and through the party structures, which gives them both experience and legitimacy. While many of these 'proxy women representatives' remain politically marginalized with little impact on gender equity issues, others become competent political agents in their own right through the process of political socialization that begins as soon as they enter the political arena, gain experience and, in many cases, face gender discrimination. Bensimon's study is helpful to researchers' work since it helps to identify the way women in Somalia workup their way to the top.

According to United Nations (2002), United Nations Development Program in Somalia support regional and district councils in meeting the gender quota for women in local government, and in ensuring that planning processes and the development of district development frameworks involving the active participation of women, and reflect women's needs and priorities. They have supported women to engage in national

reconciliation processes such as the drafting of the constitution. The UN study was helpful to researcher's work because it helps us understand the planning process in Somali districts, the development frameworks which involve the active participation of women, and discourses women's needs and priorities.

Eagly and Carli (2007) assert that a taskforce was established under the auspices of the Transitional Federal Government's Ministry of Women's Affairs to ensure that Somali women's voices were heard in the deliberations. In addition, the two authors observed that career development for women in the public sector is traditionally based on seniority in Somalia. However, the trend is moving towards appointments with increased emphasis on merit and skills. They observed that one way to improve and retain the motivation of younger women staff could be through the development of a promotion policy. An opportunity to be given more challenging tasks and to be promoted by one's own achievements could play an important role in recruitment and retention. The study helped the researcher to understand the career development of women in public sector in Somalia.

Stake (2007) argues that the task of enhancing the quality of the supply of managers and their development in state administration also includes raising the proportion of women managers in leadership positions. Retaining staff is as important as recruiting high quality staff, in terms of both meeting the needs of the workforce and retaining professionalism. In Somalia for instance, certain incentives have been developed in order to retain talented

women employees in private sector who are offered higher salaries (Stake, 2007). The study was helpful in understanding the tasks and responsibilities allocated to women in Somalia.

### **2.2.2 Responsibilities of Women Serving In Public Administration**

According to Haslam and Ryan (2008), in local Government when women are empowered as leaders, countries experience higher standards of living, and positive developments can be seen in education, infrastructure and health. Women's participation positively affects communities, legislatures, political parties, and citizen's lives, and helps democracy deliver. Women are deeply committed to peace-building and post-conflict reconstruction and have a unique and powerful perspective to bring to the negotiating table. Peace agreements, post-conflict reconstruction and governance have a better chance of long-term success when women are involved. Furthermore, there is strong evidence that establishing sustainable peace requires transforming power relationships, including achieving more equitable gender relations (Haslam & Ryan, 2008). The above study is related to this study since it helps the researcher to understand how Somali society was traditionally organized by clan; elders and religious leaders are called upon to resolve conflicts on the basis of mutually agreed principles involving legal precedenc. In the traditional setting, women were not considered for formal positions of power in society and were typically excluded from formal meetings, regardless of whether these are focused on conflict resolution or other community concerns.

According to Williamson and Hudson (2001), women contribution to public life is restricted to the private influence over their husbands, fathers, sons, brothers, and uncles as they sit together under a tree or in another shady place and talk until the conflicting parties come to an agreement. Despite their exclusion from the formal meetings, women have played an active role in mobilizing for both peace and war. Women took part in the liberation struggle against the Barre regime, raising funds to sustain the war effort, nursing the wounded, and a small minority even joined in the fighting. However, they are the ones who suffer mostly in conflict situations. In modern warfare, the weapons used do not often discriminate fighters from unarmed civilians including women, children and the elderly. Women are particularly targeted for violence as well as humiliating attacks such as rape, prostitution, beatings, and stoning (Williamson & Hudson, 2001). The study helped to understand women contribution in public sector employees in Somalia.

Turner (2008) asserts that despite these obstacles, Somali women have taken initiatives to restore peace and security in their community in national reconciliation and peace building process. During 1994-96 conflict in Somaliland, the Women's Peace Group of the Committee of Concerned Somalis in Hargeysa organized 'walks of life' and a prayer meeting on 28 March 1996 in New Hargeysa at the BeertaSayidka. At the same time, a group of 22 women submitted an official letter to the government of Somaliland to protest the outbreak of civil strife. The message of the letter was that the women of Somaliland need lasting peace and appealed for the government to spare the lives of vulnerable people, spare the long-fought for freedom and not to increase the number of

orphans (Turner, 2008). The study helped the researcher to appreciate the role of women in the public sector in Somalia.

According to McDade (2008), some women also help promote the importance of peace through husbands, sons, and fathers as well as to their mothers, sisters, daughters and other women relatives. Though women in Somalia mostly do not hold high ranking positions within the government, there are women who are deputies, directors or even coordinators in different ministries, estimated to be around 10% of women in the government (Yoder, 2001). Similarly, Ridgeway (2001) states that, nomination of the city council is led by the clan elders and they always nominate men. In addition there are women councilors whose clans nominated them or those who came as what is known as the sixth clan (or the women clan). Some of these women councilors work magnificently and even better than men. There are also some women who do not participate effectively in discussions or decision-makings due to the cultural barriers and gender bias practiced within the community especially those in the remote districts (McDade, 2008). The study assisted the researcher to recognize the escaped positions of women in public administration in Mogadishu.

Brusino, (2009) in his study on women development, asserts that women's meaningful participation in local government affects both the range of policy issues that are considered and the types of solutions that are proposed. Research indicates that a legislator's gender has a distinct impact on policy priorities, making it critical that women

are present in politics to represent the concerns of women and other marginalized citizens and help improve the responsiveness of policy-making and governance. And as more women gain leadership positions within their political parties, these parties tend to prioritize issues that impact on health, education and other quality of life issues. There is strong evidence that as more women are elected to office, there is also a corollary increase in policy-making that reflects the priorities of families, women, and ethnic and racial minorities (Brusino, 2009). The study helped the researcher to appreciate women's political participation and their contribution in profound positive and democratic impacts on communities, legislatures, political parties, and citizen's lives.

Marshall (2003) in his study on emotional labour, indicated that women are deeply committed to peace-building and post-conflict reconstruction and have a unique and powerful perspective to bring to the negotiating table. Women often suffer disproportionately during armed conflict and often advocate most strongly for stabilization, reconstruction and the prevention of further conflict. Peace agreements, post-conflict reconstruction and governance have a better chance of long-term success when women are involved. Furthermore, establishing sustainable peace requires transforming power relationships, including achieving more equitable gender relations (Marshall, 2003). Similarly, Bowring, (2004) has observed that women's peace groups in Somalia have used conflict resolution training to successfully reduce the level of violence in their communities (Bowring, 2004). When women are empowered as political leaders, countries often experience higher standards of living with positive developments in

education, infrastructure and health, and concrete steps being taken to help make democracy deliver. In Somalia, civil society organizations led by women have achieved much in the past two decades. The two studies helped to value women's commitments in leadership and the way they should be empowered in leadership.

### **2.2.3 Challenges Encountered by Women in Public Service**

Considerable challenges remain to women's meaningful political participation. Political leadership is often centralized and informal (Ahmed & Tofail, 2003). Holding a formal position, even an elected position, does not necessarily lead to greater influence, as the real leaders do not always hold formal titles. Power in democracies is further built on relationships that often have existed many years. In countries where women's public roles are only beginning to develop, women's absence from this history can present significant barriers. However, by giving women the tools they need to lead, creating the opportunity for advancement and helping build networks of like-minded men and women, and ensuring that woman's legal rights are firmly entrenched, a pathway to power can be developed (Ahmed & Tofail, 2003). The study helped to understand the challenges encountered by women working for Local Government in Mogadishu.

According to Bryans and Mavin (2003), the support of male political leaders is also a key ingredient in creating a political climate that encourages women's political participation. Worldwide, women's lower economic status, relative poverty and discriminatory legal frameworks are substantial hurdles to overcome. Because women control and have access

to fewer economic resources, they are often unable to pay the formal and informal costs associated with gaining a party's nomination and standing for election. Lack of knowledge is also another reason for women's absence in government as they are not aware of what is their right and at what level they are allowed to hold. Women are not seen as equal, their roles are closely tied to their reproductive and household activities only. At the same time, women are considered as unfit to perform political and community affairs. This is due to lack of clarity in the constitution on the role of women in local government (Bryans & Mavin, 2003). The study helped the researcher to understand how the support of male political leaders acts as a key ingredient in creating a political climate that encourages women's political participation.

Brusino (2009) in his study on women labour, states that woman and women's groups often have contentious relationships because of different perspectives that result from a competition for resources or judgments about commitment to gender equality. Moreover, not every woman in leadership will place women's issues or rights at the forefront of her agenda. The simple presence of women within these traditional male institutions is an important opportunity to assess the role of women within the local government and the status of women throughout society (Brusino, 2009). The study helped to realize the challenges encountered by women working for Local Government in Mogadishu, Somalia.

### **2.3 Summary of Literature Review**

Alam and Bilquis (1995) in their study on leadership skills stated that every organization aims to recruit the best individuals and gender equality as well as ensuring equal opportunities to all employees regardless of ethnic origin, age, religion is important. Their study did not look at the participation of women in public institutions. According to the study by Bensimon (2003), some women work their way up from the grassroots and through the party structures, which gives them both experience and legitimacy. The study did not investigate their contribution in the administration level. Haslam and Ryan (2008) assert that in local Government when women are empowered as leaders, countries experience higher standards of living and positive developments can be seen in education, infrastructure and health. This study examines the responsibilities allocated to the women in local government sector in Mogadishu.

### **2.4 Theoretical Framework**

#### **2.4.1 Feminist Social Theory and Public Administration**

The feminist social theory was introduced by Stivers in the year 1990. Strivers takes on feminist lens in public administration stating that “feminist theory is critical of existing realities” (*Classics*,1990), and encourages us to view gender as a significant analytical tool, allowing us to improve and reshape our understanding of the field of public administration. According to her, leadership is commonly associated with the qualities of toughness, assertiveness, and aggressiveness (particularly in times of crisis) all of which are undisputedly regarded as masculine virtues. Moreover, giving orders, making use of

power in an authoritarian way, is often described as the right way “to get things done” reflecting the virtue of efficiency in bureaucracies.

In contrast, feminist ideas seem important to an appreciation of administrative governance that is “less hierarchical and more interactive” (Stivers, 1990). Instead of viewing power as a “mode of domination,” the feminist perspective emphasizes the “enabling capacity” of power (Stivers, 1990). Stivers argues that engaging in collaboration with others, instead of following a tight chain of command in a centralized controlled system, is a more appropriate way to address the more and more complex challenges in our world. According to her, cooperation, teamwork and participation, allowing a diverse perspective on complex subject matters “becomes protection against bureaucratic pathology rather than being a source of inefficiency” (Stivers, 1990: 475).

In many ways, the feminist perspective on leadership in public administration reflects certain values of the New Public Management approach (NPM). NPM was invented by Aucoin in the year 1982. The theory emphasizes key concepts, such as “employee empowerment,” “decentralization in decision-making,” and “networking and collaboration.” However, to describe the feminist theory approach to public administration as the antecedent to NPM might be overstated; still, it seems that NPM borrowed some ideas from feminist theory yet failed to give credit. An even earlier application of feminist ideas to leadership in public administration is the example of Governor Alexander Lamar’s leadership in Tennessee from 1979-1987. As described in

*Agendas and Decisions*, he too believed in devolution and transferring power and responsibility to his appointees. However, throughout the book, there is no mention of feminist influences in regard to his style of government (which in hindsight has been deemed as particularly successful) - and this despite the fact that Lamar's governing years followed immediately the heydays of the feminist movement.

Historically, women have been relegated to the private sphere, while men were allowed to roam the public. Moreover, women's work in the home had been deemed as the defining part of their existence, freeing men from any homebound obligations, which enabled them to focus on their professional careers. This antiquated concept, which evolved mainly as a consequence of the industrial revolution, still haunts women today (Stivers, 1990). Not only are women concentrated in public sector jobs that are characterized by *caritas* (e.g. nurses, teachers, caretakers), they are also punished financially as work that is regarded as natural to them does not have to be adequately compensated (Stivers, 1990). Also, in regard to career advancement in the public sector, women were never able to catch up with men. While at the ground level, most public servants are female; at the top level women are scarce. Moreover, women, who enter the highest echelons in public administration, are facing a different work environment than men. Because of their female status, women are closely watched as to how they behave, dress, talk, and make decisions. They face criticism if they appear as too masculine (e.g. Hilary Clinton), but also if they are deemed too feminine (which is commonly associated

with being weak). This scrutiny in regard to gendered behavior is mostly to men and does not present an additional burden to their work load (Stivers, 1990).

All social practices are structured in relation to feminism. This includes the social practice of organizing businesses, schools, governments, including leadership positions in the design of these organizations. Because social practices replicate the reproductive division of people into male and female, they are said to be "gendered." Thus, feminism aspect importantly becomes a property of institutions and the human and historical processes that create them. It becomes a characteristic not of individual people but collectivities in the field of scholarships. To think of feminism and leadership in this way has been a considerable advance in the field of scholarships. Doing so has provided scholars with an explanation for the difficulties women traditionally have experienced ascending to leadership positions and performing leader roles with comfort and ease (Stivers, 1990). At the same time the idea that females possess a natural leadership advantage over males gained popularity in both academic and management circles (Stivers, 1990). Some scholars have voiced a more critical view. They have maintained that the idea of extracting the value of feminine skills and qualities in the global marketplace as exploitative.

The feminist social theory in public administration provides the theoretical framework for this study and the researcher seeks to bridge the gap between the normative and the empirical by studying the participation of women in the public administration in a typical

public sector organization. It also provides insight on the difficulties and challenges that women encounter in the leadership.

#### **2.4.2 Theory of Gender Analysis in Public Administration**

Gender analysis theory of public administration was introduced by a researcher known as Gelb in the early 1980. This theory has cited several reasons for the low proportion of women leaders. One is that females' life aspirations are diminished by their early childhood socialization in the nuclear family. Generally, the nuclear family transmits definitions of appropriate gender behavior to children. For girls, this includes submissiveness, passivity, avoidance of aggression and competition, reticence to take risk, and other qualities our culture considers "transgender." Research shows that even when high school boys and girls have the same college and career aspirations, the boys receive significantly more parental encouragement to pursue their goals (Gelb, 1980).

One result of this childhood socialization is the tendency for adult women to be stereotyped as less well-suited than men for leadership roles. Several studies have shown that people perceive successful managers to have the characteristics typically associated with men, though the actual qualities successful managers possess are a combination of masculine (e.g., forcefulness, self-confidence, task orientation, initiative) and feminine (e.g., concern for people, feelings, and relationships) traits. An obvious consequence of this is that a man is more likely to be selected for a leadership position than a woman of equal qualification. Thus, a woman who aspires to leadership positions must overcome

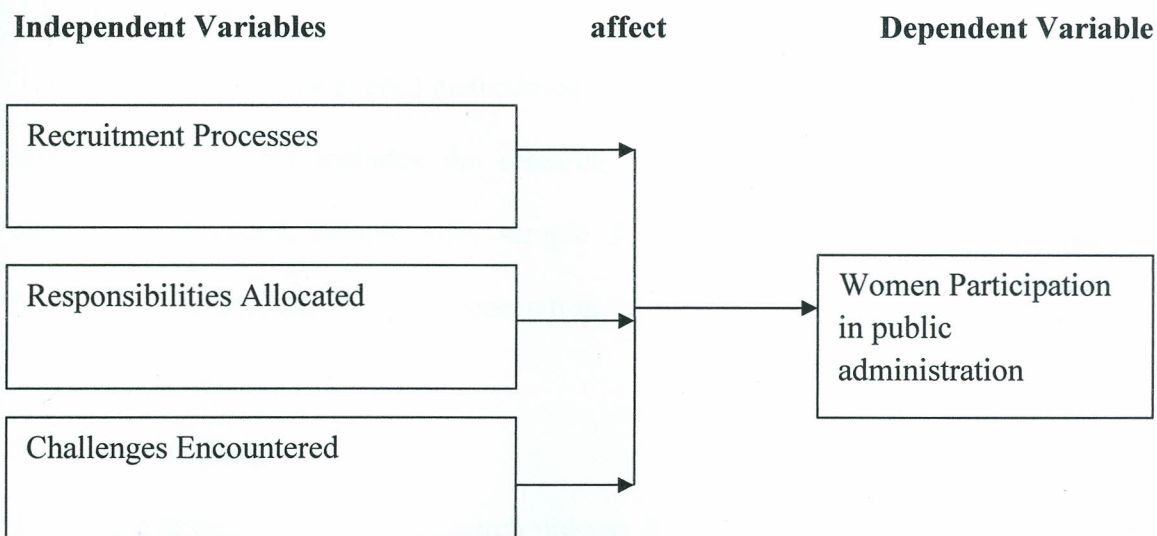
both her childhood socialization, which discouraged development of some essential qualities, and a popular perception of the maleness of leadership both of which tangibly reduce the chance she will be judged qualified. In addition to socialization and stereotyping, other barriers to females' upward mobility into leadership positions include: discrimination against them in personnel decisions involving promotion, selection, and supervision, a dearth of women and men willing to mentor women, management development opportunities that are based on job rotation: geographic mobility can create difficulties for a woman's children and destroy her spouse's career, coincidence of the biological clock and some professions' "up or out" policies and the perception of women as "outsiders" because of their physical differences, stereotyping, and exclusion from some social clubs and activities where important networks are built and maintained (Gelb, 1980).

According to the theory of gender analysis, women ascend to leadership positions less frequently than men, and women most frequently exhibit managerial positions with little power, little advancement opportunity, or where other women are so rare that their presence is attributed to their sexuality or affirmative action, or it is used as a symbol of the organization's enlightenment. Outside their paid jobs, women usually have significant responsibility for the care of their families and home, thereby depleting the energy they might otherwise devote to the pursuit of leadership positions of consequence (Gelb, 1980).

Gendered analysis has assisted scholars in public policy and administration by bringing forth real life issues women face visible to the public sphere; issues such as pay equity, maternity and parental leave, childcare, domestic violence, sexual assault, and domestic violence, each one of public concern. Analytically, this broadens the scholars' view on public administration by encompassing more than just the male perspective. Take the recent announcement in the UK that in 2015 after two weeks of maternity leave the mother and father are able to "take time off together or in turns and have a legal right to request flexible working hours". When compared to the previous policies this recognizes the need for flexibility and those fathers need to play a role in caring for their children. This policy allows women to continue their roles in the workplace despite motherhood. Subsequently the feminist thought goes beyond the traditional male views and opens up other issues faced by women (Gelb, 2006).

Gender analysis theory was helpful to the researcher in meeting the objectives in this study by looking through a deeper lens, one beyond the male perspective addressing the needs of multiple disenfranchised groups or the marginalized.

## 2.5 Conceptual Framework



From the conceptual framework, independent variables have an influence on the dependent variable. The framework shows that a change in recruitment process affects women participation in public administration. It also shows that if responsibilities allocated do not consider women, then it affects women participation in public administration. Lastly, challenges encountered also affects women participation in public administration.

## **CHAPTER THREE: RESEARCH METHODOLOGY**

### **3.1 Introduction**

The chapter outlines the overall methodology that was used in the study for gathering and analyzing data. This includes the research design, target population of the study, sampling techniques, sample size, sample frame, data collection methods, research procedures and data analysis and presentation.

### **3.2 Research Design**

This is the arrangement of the research process from data to data analysis in a way that combines their relationship with the purpose of research (Chadran, 2004). It is the overall plan of conducting the study, helped to answer the research questions and achieve the objectives of the study. The researcher used a descriptive research design. Mugenda and Mugenda (1991), describe descriptive design as a systematic, empirical inquiry into which the scientist does not have direct control of the independent variables as the manifestation has already occurred or because inherently cannot be implemented. The researcher used the descriptive research design to enable interaction with the respondents through in depth interviews.

### **3.3 Research location**

The study was done in Mogadishu. Mogadishu is the largest city in Somalia and the nation's capital. It is Located in the coastal Banaadir region on the Indian Ocean. As of 2009, it had a population of 1,353,000 residents (Hassan, 2011). As Somalia's capital

city, many of the important national institutions are based in the city. The Federal Government of Somalia was established on 20 August 2012, and the Federal Parliament of Somalia serves as the government's legislative branch. Mogadishu is a multi-ethnic city. Its original core population consisted of aboriginals, and later Cushitic, Arab and Persian migrants (Hassan, 2011). During the Arab slave trade, many Bantu peoples were brought in for agricultural work from the market in Zanzibar. The mixture of these various groups produced the Benadiri or Reer Xamar, a composite population unique to the larger Benadir region.

### **3.4 Target Population**

Target population of this study was the employees working with the Somalia Local Government. According to the Somalia Government Report Session (2013), there are currently 2,080 individuals working under the local Government in the 16 administrative centers in Mogadishu as shown in Table 3.1.

Table 3.1: Showing the deployment of employees in public service within the 16 administrative units of Mogadishu.

**Table 3.1: Target Population**

No	Name of District	Target Population
1	Abdiaziz	179
2	Bondhere	138
3	Daynile	130
4	Dharkenley	106
5	Hamar-Jajab	146
6	Hamar-Weyne	145
7	Heliwa	211
8	Hodan	83
9	Howl-Wadag	62
10	Karan	171
11	Shangani	109
12	Shibis	81
13	Waberi	130
14	Wadajir	88
15	Warta Nabada	195
16	Yaqshid	107
	<b>TOTAL</b>	<b>2080</b>

Source: Government of Somalia (2013)

### 3.5 Sample Design

The study targeted 208 employees working in the 16 administrative centers in Somalia local government in Mogadishu representing 10% of the target population. Kotler (2001) argues that if well chosen, samples of about 10% of a population can often give good reliability. The Researcher purposively drew a representative sample from the target population dispersed in different geographical areas as shown in Table 3.2.

**Table 3.2 Sample Design**

No	Name of District	Sampling Frame	Sample Ratio	Sample Size
1	Abdiaziz	179	10%	18
2	Bondhere	138	10%	14
3	Daynile	130	10%	13
4	Dharkenley	106	10%	11
5	Hamar-Jajab	146	10%	15
6	Hamar-Weyne	145	10%	14
7	Heliwa	211	10%	21
8	Hodan	83	10%	8
9	Howl-Wadag	62	10%	6
10	Karan	171	10%	17
11	Shangani	109	10%	11
12	Shibis	81	10%	8
13	Waberi	130	10%	13
14	Wadajir	88	10%	9
15	Warta Nabada	195	10%	20
16	Yaqshid	107	10%	11
	<b>TOTAL</b>	<b>2080</b>		<b>208</b>

Source: Researcher (2013)

### 3.6 Validity and Reliability

The researcher carried out a pilot study to pretest the validity and reliability of data collected using the questionnaire. According to Berg and Gall (1989), validity is the degree by which the sample of test items represents the content the test is designed to measure. Content validity employed by this study is a measure of the degree to which data collected using a particular instrument represents a specific domain or content of a particular concept. According to Shanghverzy (2003), reliability refers to the consistency of measurement and is frequently assessed using the test-retest reliability method.

Reliability, is defined as a measure of how consistent a research method is' (Diamond, 1999:77). Silverman (1993) outlines a number of ways that reliability can be achieved in qualitative research: pre-testing interview protocols and questions; using fixed-choice responses; and systematically collecting, transcribing and reporting field notes and transcripts for others to review as necessary. In this study, reliability was achieved through interviews while collecting information by using the same set of guiding questions of the question schedule. Interviews were done with other people who were not given the questionnaire to respond and then comparisons were done later. The study was qualitative study and the questions were mainly unstructured questions that were to help obtain as much information as possible. Reliability is increased by including many similar items on a measure, by testing a diverse sample of individuals and by using uniform testing procedures. The researcher selected a pilot group of 5 individuals from the target sample. The pilot study allowed for pre-testing the research instruments. The clarity of the instrument items to the respondents was necessary so as to enhance the instrument's validity and reliability. The aim was to correct any inconsistencies arising from the instruments, which shall ensure that they measure what is intended. Litwin (1995) argues that it is difficult to assess the quality of the data that one collects. However, it is possible to assess the accuracy of the survey tools used to collect data about a phenomenon. An assessment of the collected data hinges upon determining the reliability and validity of the survey instruments. To ensure data validity and reliability, the researcher pretested data collection tools.

### **3.7 Data Collection Instruments and Procedures**

Primary data for the purpose of this study was used and reference to secondary data was made where necessary. The data were obtained through designed questionnaires and an interview guideline.

According to Bryman (2001), structured questions enhance comparability of the answers, are easy for respondents to complete may clarify the meaning of a question for respondents and the answers are easy to process. Semi-structured questions on the other hand are also preferred in that respondents can answer in their own terms, they allow unusual responses to be derived, they are useful for exploring new areas in which the researcher will have limited knowledge and finally questions do not suggest certain kind of answers to respondents.

Questionnaires were used to determine responsibilities allocated to the women in public administration, contribution of women in local Government of Mogadishu in decision-making, challenges encountered by women working for local government in Mogadishu, of women employed in Somalia local government and check on possibilities of discrimination among women in Somalia on the ground of their sexuality or any other such ground.

Variables such as the level of literacy among women, income level, family sizes, and domestic responsibilities performed by women, life expectancy and by determining the number of women holding strategic positions in local government compared with their

male counterparts. Thorn hill, et al (2003) observes that questionnaires work best with standardized questions that will be interpreted the same way by all respondents. If worded correctly, they normally require less skill and sensitivity to administer. The researcher designed questions such that there was no ambiguity and that the investigator was able to get qualitative results based on easy coding. The researcher after designing the questionnaires distributed to the respondents; three days were given to the respondents to complete the questionnaire after which they were collected by the researcher. Interview guides were also used to collect data. The interview guides were presented to informants by the researcher as well as filling the informant's responses. Interview schedules were used to guide interviews to be conducted.

Secondary data was collected from printed journals, thesis, books, KU library, articles, internet, magazines and newspapers.

### **3.8 Data Analysis**

According to Mugenda and Mugenda (1999), data analysis is the process of bringing order, structure and meaning to the mass of information collected. The goals of data analysis are to produce findings that relate to the problem motivating the research and to provide insights that contribute to decision-making process. The classified data which was coded from the data collection instruments was thematically analyzed into themes and sub-themes in reference to study objectives and research questions.

The process of data analysis involved several stages; the completed questionnaires were edited for completeness and consistency, check for errors and omissions and then coded. A content analysis and descriptive analysis was employed. Data was coded and thereafter analyzed using Statistical Package for Social Sciences (SPSS) program and presented using tables and pie charts to give a clear picture of the research findings at a glance. Descriptive statistics was used to analyze quantitative data while content analysis was used to analyze qualitative data.

### **3.9 Data Management and Ethical Considerations**

According to Mugenda and Mugenda (2003), the researcher has to be careful to avoid causing physical or psychological harm to respondents by asking embarrassing and irrelevant questions, threatening language or making respondents nervous. Similarly, Sommer and Sommer (1997) argue that ethical considerations such as confidentiality, anonymity and avoidance of deception are very important issues in social research.

For the purpose of this study, permission was first sought from relevant authorities and a letter granted to allow the researcher to carry out the research. Furthermore, the researcher explained the purpose of the study to the respondents and assured them of confidentiality of their responses and identities.

## CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION

### 4.1 Introduction

This chapter provides an analysis of data collected from the field. The results have been presented in tables, figures and content delivery to highlight the major findings. They are also presented sequentially according to the research questions and interview guideline of the study. Mean scores and standard deviations analyses have been used to analyze the data collected. The raw data was coded, evaluated and tabulated to depict clearly the participation of women in public administration in Mogadishu, Somalia. Questionnaires were distributed to 208 workers in Mogadishu local government and only 158 were returned fully completed. This constituted a response rate of 76.9% which is sufficient for the study. According to Mugenda and Mugenda (1999) a 50% response rate is adequate, 60% good and above 70% rated very well. This implies that basing on this assertion; the response rate in this case of 76.9% is very good.

The objectives of the study were to: examine the procedure of recruiting women in local government in Mogadishu between 2002 – 2012; examine the responsibilities allocated to the women in public administration in Mogadishu between 2002 – 2012; and assess the challenges encountered by women working for local government in Mogadishu between 2002 – 2012.

#### **4.1.1 Background To Role of Women in Public Service in Mogadishu**

While President Barre was in power from 1969-1991, women held prominent positions in society. Women became colonels, ambassadors and judges and were very visible in the public sphere (Bandura, 1982). Ambassador Annadif said female peacekeepers deployed in Somalia are regarded as role models by the local population as they provide leadership to local institutions and address gender based discrimination. After Barre was ousted from power that all changed and a very different reality bore its ugly face to the women of Somalia. Without a centralized government to protect the rights of women and prevent human rights abuses, women have repeatedly and still are the victims of discrimination, sexual offense, rape, murder, poverty, and all kinds of other abuses not mentioned above. The eternal optimist would hope that the situation in Somalia is getting better and better for women however that is just not the case as of right now. The situation has actually been worsening for women in Somalia as they increasingly are being victimized mimicking the days, months, and years directly following the fall of Barre when the whole country essentially fell into disarray and mass death and human rights abuses followed (Hussein and Ford, 1998). In Mogadishu, committees of women are leading NGO's and other groups toward reconciliation. They have organized committees for improved health and educational services, some of which have been collaborating across the Green Line.

Now that a real centralized government no longer exists, tribal and clan systems of governments have emerged all over Somalia and many have resorted back to Shariah and

customary law which allow things namely; public stoning of women who have committed adultery while men are being excluded from this. Also, the machinations of clan government don't allow women to be represented in the clan and women don't really even belong to any clans (Hussein and Ford, 1998). For instance, women in Mogadishu are among the most visible, articulate, energetic, and respected of the groups working to eliminate barriers such as the Green Line. When U.S. soldiers in 1993 occupied a forward operating base just south of Mogadishu in order to bring peace to the area and protect UN. Humanitarian aid coming into the country, they were surprised to see women burying the dead of members from all clans where the men refused to bury the dead of opposing clans. This is just an illustration of how women are clan-less and much less biased when it comes to clan affiliation in Somalia. This has actually allowed Somali women to play a pivotal role in the peace-making process. Even though women are essentially neutral when it comes to clan affiliation they are still the targets of clan-related reprisals and attacks. In 2002 women were murdered in clan-related attacks. Women are increasingly becoming victims to these blood-thirsty gangs that inflict their will primarily on innocent and defenseless women and young girls (Jeffrey, 2007).

Women also suffer immensely from the deteriorated infrastructure and healthcare services available. A staggering statistic is that Somalia has one of the highest maternal mortality and morbidity rates in the world compounded by the fact that 98 % of females are subjected to what many would consider the cruel surgical procedure called Female Genital Mutilation (FMG) also called "Infibulation" in which under unsanitary and often

using barbaric methods the person performing the procedure actually sews the genitals of young girls between the ages of 4-8 together which creates untold number of health issues (UN, 2004). For instance, today's girl summit on female genital mutilation (FGM) and child and forced marriage was convened by then prime minister to empower girls by ending harmful cultural practices. It is said that the procedure is done to ensure chastity until the girl is rightly married, but the problem is that many girls die from the shock and pain of the procedure itself which under normal circumstances for anesthesia is not even used, or they die from infections and massive blood loss. It also creates serious health issues when the girl starts menstruating and can result in death from complications even years after the surgery is performed.

#### **4.1.2 Women in public service in Mogadishu**

Somalia is now firmly on the road to recovery and rebuilding after 21 years of political instability, extreme human insecurity and a near devastating drought. With a new government; a 275-member parliament and a 10-person cabinet now in place as of November 2012, an eight-year transitional period has ended and the country is poised to continue to foster peace and regain the confidence of the people in its ability to self-govern and assume the responsibility of providing basic services (Jeffrey, 2007). Based on a provisional constitution adopted in August 2012, general elections are planned in four years' time, several new laws will be passed and important public institutions established. While women bore the major brunt of Somalia's immediate 'dark' past, they have also been a resilient force in the peace processes, sustaining meager economic

activity in the face of dire survival challenges and at the same time striving to protect their rights and secure their rightful positions as co-nation builders in Somalia. For example, in June 2012 women made up 24 percent of the National Constituent Assembly which adopted the new Provisional Federal Constitution in August, 2012 (Hyde, 2005).

The road ahead of Somalia is still a long one, and as the newly formed political structures continue to unfold and consolidate, women continue to face manifest gender imbalances and multiple challenges in enjoying their rights and achieving equal access to assets and services. The level of women's representation in government (cabinet, parliament and local councils) is at a national average of 8% for all three regions (Stake, 2007). While this is a marked improvement from the transition years, women are still disproportionately represented in the new government in spite of a road-map agreement as recent as February 2012 (the Garowe II Principles), which unequivocally guaranteed women a 30 percent representation in all political institutions created to end the transition. For example, there are only 37 women (14 percent) in the 275-person strong parliament and two women (20 percent) in the 10-person cabinet (Turley, 2009). Fauzia Aden was appointed Deputy Prime Minister/Minister of Foreign Affairs, and Maryam Qasim was appointed Minister of Human Development and Social Services. In Somaliland, municipal elections held in November 2012 listed nearly 2400 candidates for 350 council seats, of which 172 were women. Preliminary results revealed that 10 women have been elected as local councilors compared to two women councilors before the elections. Although women are currently facing increased economic opportunities, many

women still work in menial positions, involving “sacrifice, risk and humiliation,” and often only making enough money to sustain themselves and their families in Somalia (Stake, 2007).

A major challenge for democratic governance is that inclusion of women is not considered relevant or important by many Somalis, either from a rights approach or as a practical measure to promote development (Hussein and Ford, 1998). This is despite the fact that political representation is a core concern for Somalis. Women are generally considered a political and social minority and are excluded from decision-making processes and therefore participation is low.

There are some signs that the authorities are beginning to take the matter seriously. Supplementing Article 29 of the Charter, which states that at least 12% of all Members of the Transitional Federal Parliament should be women, the Transitional Federal Government issued a decree in November 2006 providing for a quota of 30% women in district and regional councils and in all bodies, i.e. national commissions, local committees and conferences, and an initiative of 30% quota for women in civil service recruitment with specificity to decision making levels. This decree has been adopted by the TFG and Puntland. Nevertheless, only 8% of seats in the Transitional Federal Parliament have been granted to women, since many political parties/clans rejected the opportunity to put up women as political candidates (Turley, 2009).

Somaliland saw the election of only two women Local Councilors in 2002, in Berbera and Gabiley Districts. In 2005, Gabiley Local Council elected the first and only woman to the post of Deputy Mayor. Women groups have been active in conducting civic education on women's empowerment and sensitizing men in the process. The Authorities have expressed for the process to go in a "gradual and natural way", and not something that is "imposed" (Umbach, 2008).

In Puntland, the picture is more promising, where the percentage of women councilors in District Councils is higher and generally meeting the target quota of 30%. In Alula district, formed this year, 6 councilors are women. Furthermore, in these new District Councils, at least one of the Council Committees is headed by a woman (Hussein and Ford, 1998).

## **4.2 Demographic Characteristics**

### **4.2.1 Gender of the Workers in Mogadishu Local Government**

The study sought to establish the gender of women workers in Mogadishu who responded to our study. It was found that 65% who responded were female while 45% were male. This indicated that most of respondents emanated from female employees. Brusino (2009) found that women in Somali held prominent positions in society. Brusino, (2009) also found women working for Local Government of Mogadishu, Somalia encounter challenges. Bryans & Mavin, (2003) also found that male political leaders act as a key ingredient in creating a political climate that encourages women's political participation.

#### 4.2.2 Age Bracket of the Workers in Mogadishu Government

The study sought to establish the women workers in Mogadishu government' age bracket. Their age bracket is shown in the table below:

**Table 4.1: Age Distribution**

<b>Age Brackets</b>	<b>Frequency</b>	<b>Percent (%)</b>
20-30	41	26
31-40	70	44
41- 50	32	20
above 51 years	16	10
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that, the majority of workers in public service in Mogadishu were 31- 40 years old as shown by 44% of the workers in the 16 administrative districts of Mogadishu local government, 26 % were aged 20 -30 years, 20% were aged 41-50 years, whereas only 10% were above 51 years old. This indicates that the women workers in Mogadishu local government are average workers. Also, this shows that the women workers in Mogadishu local government were old enough to appreciate the reason for the study and they would help in providing insight information about the study objective.

In Mogadishu, there are many cases of age discrimination which is caused by or linked to ageism. Ageism is a socially constructed way of thinking about persons based on negative stereotypes as well as a tendency to structure society as though everyone is the same age all old or all young. For example, older persons may experience age discrimination in employment where they may be perceived to have less “career potential” than younger applicants or employees. Younger workers may be belittled and treated with less dignity because they are viewed as expendable resources.

#### **4.2.3 Education Level of Women Workers in Mogadishu Government**

The study required to find the level of education of the workers in Mogadishu local government. The table below shows the level of education.

**Table 4.2: Level of Education**

<b>Level of education</b>	<b>Frequency</b>	<b>Percent</b>
University	40	25%
College	55	35%
Secondary	63	40%
<b>Total</b>	<b>158</b>	<b>100%</b>

Source: Resource Data, 2014

The study found that the majority of workers in the 16 administrative centers of Mogadishu 40% were Secondary Holders, followed by 35% of the workers in Mogadishu local government who had College as their highest level of education and finally with 25% of women workers in Mogadishu government having University as their highest level of education. This shows that women workers in Mogadishu local government are not well educated. The level of education helped in understanding the employment status of workers in the government of Somalia. The study shows that majority had not reached university level and therefore would not understand the need for the study and contribute greatly to the study.

#### **4.2.4 Workers in Mogadishu Districts**

The study sought to find the districts in the organization where the workers in Somali government' work. The table below shows the Workers districts.

**Table 4.3: Workers districts**

<b>Department</b>	<b>Frequency</b>	<b>Percent (%)</b>
Abdiaziz	17	11
Heliwa	14	9
Dharkenley	14	9
Hamar-Jajab	11	7
Karan	11	7
Warta Nabada	11	7
Bondhere	11	7
Waberi	9	7
Daynile	9	6
Howl-Wadag	9	6
Hodan	8	5
Shangani	8	5
Wadajir	6	5
Hamar-Weyne	6	4
Yaqshid	6	4
Shibis	5	4
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that: Abdiaziz had 11%; Heliwa and Dharkenley had 9%, Hamar-Jajab, Karan had, Warta Nabada, Bondhere and Waberi had 7%; Daynile and Howl-Wadag had 6%; Hodan, Shangani and Wadajir had 5%; Hamar-Weyne and Yaqshid had 4% where as Shibis had only 4% of the workers in Mogadishu local government. In Mogadishu a

good number of women in civil service are nurses in the hospitals. In the schools civil servants are employed as teacher, though a very big number of women are in the business sectors and in international jobs that includes local NGOs.

The women workers went ahead and indicated that throughout the history of Somalia, women have played an important role in community mobilization and peace building, including sustaining their families during and in the aftermath of conflict. However, the prevalence of religious and clan-based systems, coupled with the impact of protracted conflict and humanitarian crises, contribute to the circumscribed status of women in Somali society. Somali women endeavor to contribute to enhancing the role women play in Somali society as peace builders, as economic actors, and as figures central to the promotion of community stability and social cohesion.

#### **4.2.5 Level of Employment**

This section of the study sought to find the levels of employment for the women workers in Mogadishu local government. The results for employment are as shown in the table below.

**Table 4.4: Workers Department**

<b>Level of Employment</b>	<b>Frequency</b>	<b>Percent (%)</b>
Top management	22	14
Departmental head	32	20
Non-managerial staff	32	20
Other(s)	73	46
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that 46% of the women workers in Mogadishu local government were not in the management level, followed by 20% of women workers in Mogadishu local government were Non-managerial staff and departmental heads who were 20% and top management where only 14% were. This indicates that the women in public service of Mogadishu local government were not holding big positions in all the 16 administrative centers of Mogadishu. It was found that Deqo C/qadir is the only female governor in Warta-Nabada district and she acts as district commissioner of that district in Mogadishu.

#### **4.2.6 Years of Work Experience**

The study sought to find the number of years that the workers had been working in the local government of Mogadishu. The result findings for Years of work experience are as shown in the table below.

**Table 4.5: Years of Experience**

<b>Years of experience</b>	<b>Frequency</b>	<b>Percent</b>
Less than 5 years	18.96	12
6 - 10 Years	45.82	29
11 - 15 years	48.98	31
16 - 20 years	44.24	28
Above 20 yrs	0	0
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that, most of the workers 31% in Mogadishu local Government had worked for 11 - 15 years, 29% of the women workers had been working in the government for a period of 6 - 10 years, 28% of the women workers had worked in Mogadishu for 16 - 20 years while 12% of the women workers said that they had worked for Mogadishu local Government for less than 5 years. This indicates that women workers in the 16 administrative centers of Mogadishu local government have adequate experience in their fields.

### **4.3 Women Recruitment**

#### **4.3.1 Equal Opportunity**

The study aimed at investigating whether the public administration sector promote equal opportunity in terms of gender during public recruitment of workers. The result finding for opinion on equal opportunity is as shown in the table below.

**Table 4.6: Equal opportunity**

<b>Response</b>	<b>Frequency</b>	<b>Percent</b>
Yes	47	30
No	111	70
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that majority of the women workers in local Government of Mogadishu local government said there was no equal opportunity which was shown by 70% whereas only 30% of the women workers in Mogadishu local government said that there is inequity. The respondents mentioned that Somalis' government does not promote equal opportunity for employment in terms of gender hence men have higher chances of getting employed than women. The women indicated that women are especially vulnerable to inequities in the labour market: rural women, those working in the informal economy, migrant women, the young, the older, and the disabled. At both ends of the spectrum, the young and the aged face particular disadvantages in labour markets.

Girls are more likely than boys to be victims of the worst forms of child labour, such as slavery and prostitution. Young women tend to have higher unemployment rates than their male counterparts. So they cannot compete in any job as candidates to some vacancies in public service of Mogadishu local government. An example of women being discriminated against is when a young woman in a customer service position of one district was denied a promotion. When she asked for an explanation, she was told that her approach was too "urban" and would not be a good fit with the existing client base. Most

of the clients and other staff are men over age 45. Another example is of a woman named Fatimah who filled out a job application form and went back with a friend to drop it off. The hiring manager did not accept the form, because he did not like her friend. Although the woman was not subjected to discrimination because of her own gender identity, she did face discrimination because of her relationship with a person. Racial discrimination because of association often arises in terms of inter-racial relationships. In the workplace, it may take the form of harassment or causing a poisoned environment for a woman dating a racialized man (Stivers, 1990).

In Somalia, men and women are recruited through a commission called Civil Service Commission and staffing. The Civil Service Commission, which was established in 1993, manages staffing in the civil service. Its functions include recruitment, setting salaries, and discipline. The Commission is led by a Chairman and a Director General. Departments include establishment and personnel and recruitment and training. The government advertises the positions and then applications are made from which candidates are selected by the commission.

#### **4.3.2 Gender Disparity in Salaries Payment**

The study aimed at investigating whether there are gender differences in salaries payment in the public administration. The responses on gender disparity in salaries payment is as shown in the table below.

**Table 4.7: Gender disparity in salaries payment**

<b>Response</b>	<b>Frequency</b>	<b>Percent</b>
Yes	111	70
No	47	30
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

From the research findings majority of the women workers in Mogadishu local government represented by 70% said yes there is gender differences in salaries payment whereas only 20% of the women workers in Mogadishu local government said there was no discrimination. This is as a result of lack of affirmative action and clear definition for women rights in the constitution on the role of women in public participation. The pay gap affects all women; this pay gap will cost a woman and her family lost wages, reduced pensions and diminished Social Security benefits. Men and women must be paid equal wages if they perform substantially the same work. Some of the women respondents stated that equal pay refers to more than just the paycheck. It was established from the questionnaires that all employers must provide employees within the same establishment whose jobs require substantially equal skill, effort and responsibility, and are performed under similar working conditions equal pay, including: an equal salary, overtime pay, bonuses, stock options, profit sharing and bonus plans for long-term planning in life. Therefore it can be concluded that there is gender based discriminations in the public administration in Mogadishu, Somalia.

The respondents went ahead and gave an example of a case where one was discriminated against on the basis of gender; this is a case of a woman named Xakimah who had a disagreement with a co-worker over the phone that they had been working together in one district. Her manager told her that her language can be interpreted to be “hard and rude” on the ears. The woman was very offended by this statement and the fact that her language was being blamed for causing the disagreement. When she asked the manager to say sorry, she is viewed as being “volatile,” “difficult” and “aggressive” and singled out for performance management. This is an example of language-related discrimination and reprisal.

### 4.3.3 Implications of Recruiting Women

The study investigated whether there are implications by recruiting women in the public administration. The result findings are as shown in the table below.

**Table 4.8: Implications of recruiting women**

<b>Response</b>	<b>Frequency</b>	<b>Percent</b>
Yes	142	90
No	16	10
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that 90% of the women workers in Mogadishu local government said there were implications (yes) whereas only 10% of the women workers thought that there were no implications at all. Some of the women in the districts pointed out that there is

increased productivity of work force and innovativeness due to an all-inclusive recruitment policy. This is in recognition of the vital role that working women play in family welfare and survival, the governments should take measures to overcome political, economic, legal, cultural and other forms of discrimination the women suggested that this can be done if the government realizes that women's skills and talent can be key for success in any public sector of by being given equal employment opportunities. An example of a case where salary is not equal is comes in one hospital where the average age of women nurses in Mogadishu private clinics is 40 when new owners buy it. The new owners want to reduce salary costs and attract new clients by hiring younger staff. They offer packages to all staff over age 45 and actively recruit employees under 30. One year later, the average age of nurses at the clinic is 30. The 50-year-old employee whose employment was terminated and the 32-year-old job applicant who was turned away because she did not fit the workplace culture could both file human rights claims based on age.

#### **4.3.4 Women Recruitment In Mogadishu Local Government**

The study sought to rate the extent to which the women workers in Mogadishu local government agreed on the statements regarding recruitment of women. From the findings, public sector does not provide equal opportunities in terms of gender during public recruitment of public service workers with a mean score of 4.45. The study findings are similar to the ones carried out by Bensimon (2003) where he posits that some women work their way up from the grassroots and through the party structures, which

gives them both experience and legitimacy. While many of these 'proxy women representatives' remain politically marginalized with little impact on gender equity issues, others become competent political agents in their own right through the process of political socialization that begins as soon as they enter the political arena, gain experience and, in many cases, face gender discrimination.

The respondents indicated that there has been increased recruitment of women in the public administration, the public administration encourages women to apply for recruitment and that there are countrywide campaigns conducted by public sectors calling for recruitment of more women in public jobs. The study findings concur with the ones carried out by Eagly and Carli (2007) where they assert that a taskforce was established under the auspices of the Transitional Federal Government's Ministry of Women's Affairs to ensure that Somali women's voices are heard in the deliberations. Career development for women in the public sector is traditionally based on seniority in Somalia. However, the trend is moving towards appointments with increased emphasis on merit and skills. One way to improve and retain the motivation of younger women staff could be through the development of a promotion policy. An opportunity to be given more challenging tasks and to be promoted by one's own achievements may play an important role in recruitment and retention (Eagly & Carli, 2007).

Respondents also indicated that public administration recruitment process is transparent, Public administration is recruiting more women, women labor can be done observing

their interactions, public sector wants to employ more women, there is increased output due to increased recruitment of women, emotional labor is gauged by the proportion of women in Somalia, women are the preponderant suppliers of emotional labor and women labor in large-scale is difficult and impossible.

#### **4.3.5 Factors That More Promoted Women Recruitment in Mogadishu**

Grant and Grainger (2007) observed that recruitment practice in Mogadishu, Somalia that: the advent of urbanization, particularly after the end of World War II, incorporated increasing numbers of Somalis into the livestock trade and exports, with the two sectors becoming the basis of wider commercial activities within the urban economy. Opportunities for women in both the livestock trade and the new urban commercial activities were very limited. However, the increased level of urbanization created the conditions for improved women's participation in the informal sectors of the urban economy and limited but significant progress in girls' education. These changes did not immediately result in an overall improvement in the lives of Somali women, but built the foundation for greater acceptance and gradual access of women into public life; through education and employment during the 20 years of civilian rule after the central government collapsed. Therefore women now hold some middle level of public offices in Mogadishu, Somalia though equality in recruitment has not been achieved.

Gardner (2006) asserts that the recently elected government in Mogadishu has appointed a slimmer cabinet with 10 ministers, of which 2 are women. Of particular note, Fowsiyo

Yusuf Hajji Aden was appointed as Deputy Prime Minister and Minister of Foreign Affairs, while Maryam Kassim was appointed as Minister of Social Development (Fowsiyo's appointment marks the first time in Somali history that a woman has been as head of the foreign ministry). This furthers our evidence that we can note the presence of women recruitment public positions.

#### **4.4 Women Responsibilities in Mogadishu**

The respondents revealed that Somali women's role has been to provide all the labor necessary to ensure the daily survival of the family. In addition women were always responsible for preparing the family's meals, breeding, caring for and educating children. Intellectual and social activities were usually the domain of the men. This disparity has also been reflected in educational matters. Young girls are more likely to be engaged in physical labor and domestic chores, whereas young boys had greater opportunities to develop their intellectual skills. Women's social activities are further hampered by their daily obligations, which absorbs most of their time.

The respondents indicated that due to societal changes, the role of the Somali women has gone through changes. Political independence in 1960, as well the collapse of the state due to civil strife in 1991 has witnessed some changes in Somali women's role. The "promulgation of the family law" enacted in 1975 gave men and women equal rights in matters of marriage, divorce and inheritance (Ahmed & Tofail, 2003). This law also promoted the equality of women in the workplace and in 1978 gave Somali women equal

opportunities to participate in government and to reach positions of leadership. However, when these laws were enacted, not many women embarked on political life. Instead, a number of women started to enter the field of trade and business at all levels according to their ability to raise funds for family or other savings schemes such as *Hagbad*. Furthermore, Somali women have gained a strong autonomy in business and demonstrated management capacities equivalent to that of men.

The respondents indicated that Somali women have gained a new status ever since the civil war. The common opinion shared by many workers, is that women have become the major breadwinners in Somalia. They indicated that 80% of the families in Somalia rely on women's income. Yet, there are a few women heads of household. Women may engage in income generating schemes because the men are unemployed. Moreover men do not undertake such activities like preparing the family's meals, breeding, caring for and educating children because society may look down on them and therefore they may lose their status. There is a dichotomy in the contribution of Somali women to civil society, conflict resolution, their involvement in government, and their participation in currently functioning political systems.

The respondents indicated that Somali women are already active in many roles in public administration; the bricks for their political involvement and decision-making process have already been laid. Somali women hold political capital that has not been tested before, because the international community as well as current leaders are all involved in

the impasse and infighting between differing factions, warlords, and ad hoc leaders that are holding the entire country hostage.

#### 4.4.1 Responsibilities of Men And Women in Mogadishu

The study sought to find whether the public administration allocate equal responsibilities to women. The table below summarizes the findings on the opinion for equal opportunities.

**Table 4.9: Equal responsibilities**

<b>Response</b>	<b>Frequency</b>	<b>Percent (%)</b>
Yes	47	30
No	111	70
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that majority (70%) of the women workers in Mogadishu local government are not allocated equal responsibilities with men, whereas only 30% of the women workers in the local government of Mogadishu are given equal opportunities. The lack of equal allocation is as a result of cultural backwardness and rigid systems that don't embrace the role of women. Culture dictates that women should be involved in activities such as cooking, taking care of their husbands and children, cultivating and other household activities while men be involved in economic activities like managing the country's economy. The other reason is as a result of technicality of the responsibility in its approach that prevents women to be involved. This can be concluded that there is

gender based discriminations on tasks assigned to public sector workers in Mogadishu local government.

#### 4.4.2 Women Discrimination in Responsibility

The study sought to find whether women are discriminated against in responsibility sharing in the public administration. The results for the opinion on women discrimination in responsibility is as shown in the table below.

**Table 4.10: Women Discrimination in Responsibility**

<b>Response</b>	<b>Frequency</b>	<b>Percent (%)</b>
Yes	126	80
No	32	20
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that majority of the women workers in Mogadishu local government represented by 80% indicated that women are indeed discriminated against with men, whereas only 20% of the women workers indicated that they aren't discriminated. This discrimination is attributed to the fact that there is glass ceiling (artificial barriers) while allocating responsibilities to women. For instance we only have one woman being a District commissioner amongst all the sixteen districts in Mogadishu. Somali women do continue to contribute socially, politically and economically to their communities, regions and the country at large. Most of these efforts, however, are done in silence and behind closed doors due to the historically imposed cultural limitations. Their contributions have not yet enhanced the status of women, nor earned them respect in the Somali society.

Women are still expected to look after family members while men decide the future of social-economic and political development of the country without women's input or consensus.

The respondents indicated that Somali women with disabilities may feel very vulnerable to harassment and sexual assault. Inappropriate comments or conduct related to gender that may not necessarily be considered by some as problematic, may be viewed as particularly offensive or threatening to a woman with a disability.

The respondents indicated that women are also discriminated if they are pregnant. They gave an example of a woman named Sacdia who is offered an office position in one of Mogadishu districts after attending an interview. The woman then told the district commissioner that she was pregnant and will need to take a maternity leave in six months. The district commissioner said that they will call her back but did not. This is a discriminatory refusal to hire because of pregnancy.

The study sought to discover the extent to which the workers in Somali government agree on the statements regarding women responsibility. The study found that women workers do not have top positions in public administration with a mean score of 4.57. This means that women are excluded from formal clan conferences and deliberations the Beel Conference system. The study also found that in Somalia, women are not allocated equal responsibilities, women are discriminated against in responsibility sharing in the public

administration and there is exclusion of women workers from the formal meetings in the public administration sectors. This scored mean scores of 4.36, 4.26 and 3.40. This is evident that women in Somali are excluded from appointments to senior level positions of the government at the central and local level. This has restricted women contribution to public life and to the private influence over their husbands, fathers, sons, brothers, and uncles as they sit together under a tree or in another shady place and talk until the conflicting parties come to an agreement.

The study also found that in the local government, women are less empowered as leaders in public services, women are always deeply committed to organizational development and that women workers possess a greater responsibility in the growth and wellbeing of public administration. When women are empowered as leaders to contribute sustainable development of public administration, countries' experience higher standards of living, and positive developments can be seen in education, infrastructure and health. Anderson (2000) stated that women's participation positively affects communities, legislatures, political parties, and citizen's lives, and helps democracy deliver. Somali women are deeply committed to peace-building and post-conflict reconstruction and have a unique and powerful perspective to bring to the negotiating table. Peace agreements, post-conflict reconstruction and governance have a better chance of long-term success when women are involved in the execution of the governments' public policies. There is strong evidence that establishing sustainable peace requires transforming power relationships, including achieving more equitable gender relations (Eagly & Karau, 2002).

Establishing sustainable development in the public administration requires transforming power relationships, including achieving more equitable gender relations. Women's meaningful participation in local government affects both the range of policy issues that are considered and the types of solutions that are proposed. This was shown from the study findings where respondents were in agreement that women workers are engaged in official decision-making which affects the range of policy issues positively. This scored a mean score of 3.46. Research indicates that a legislator's gender has a distinct impact on policy priorities, making it critical that women are present in politics to represent the concerns of women and other marginalized citizens and help improve the responsiveness of policy-making and governance. And as more women gain leadership positions within their political parties, these parties tend to prioritize issues that impact on health, education and other quality of life issues. There is strong evidence that as more women are elected to office, there is also a corollary increase in policy-making that reflects the priorities of families, women, and ethnic and racial minorities.

#### **4.4.5 Discussions on Women Discrimination in Responsibilities**

Astin and Astin (2000) notes that the impact of the war on Somali women has been mixed. On one hand, the dismantling of state structures has given way to the traditional mode of social organization, in which women's public role is limited. In Somali society, women are excluded from formal clan conferences and deliberations the Beel Conference system. Line age interests and matters are exclusively the domain of men, so none of the clans include women in clan conferences or nominate them to represent line age groups

in the two legislative councils. Women have been similarly excluded from appointments to senior level positions of the government at the central and local level, which are the basis of power-sharing therefore having fewer and fewer women in these positions (Bandura, 2001). On the other hand, the exclusion of Somali women from the political process has not deterred them from being active and visible in issues of concern to them on other fronts. With the support and encouragement of women in the Diaspora, they established local non-governmental organizations (NGOs). These organizations successfully raised funds and initiated various programs and projects aimed at advancing the economic and social status of Somali women. Many of these women-led NGOs have now gained a reputation for integrity, frugal management and cost-effective services (Bandura, 2001).

Today, women play a significant role in nation- building efforts. This has increased the conflict between the traditional roles of women and the real demands of today's daily life in post war Somali society on one hand and their expectations and opportunities on the other. The conflict between the roles they are expected to play and that which they seek and in reality performance, can only be reconciled through the elimination of the discrimination against women inputs in public services. Seeking to achieve this will in turn strengthen the effectiveness of their participation in the ongoing reconstruction efforts of enhancing more participation in public administration of women (Bandura, 2001). This affirms the study findings that to achieve the country's development objectives all gender inclusiveness must be upheld.

The key interventions outlined within this Compact will need to ensure equitable participation of women, youth and other marginalized groups in national political processes, and should respond directly to the acute challenges contributing to sustained gender disparities across multiple sectors. This Compact will seek to address contributing factors perpetuating gender inequality through strategic priorities under all Local government's plan, including emphasis on improved participation in political and decision-making fora, access to justice and protection from sexual and gender-based violence, economic empowerment, and access to basic services such as health and education, particularly for the most vulnerable populations e.g. female-headed households.. It will strengthen a government-led gender coordination mechanism, which includes representatives from the UN and donors, to ensure effective coordination of gender efforts across sectors.

#### 4.5 Challenges Encountered by Women

The study sought to establish whether women encounter challenges in public administration. The table below shows whether women face challenges.

**Table 4.11: Women challenges**

<b>Response</b>	<b>Frequency</b>	<b>Percent (%)</b>
Yes	126	80
No	32	20
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that 80% of the women workers in Mogadishu local Government indicated that women indeed encounter challenges whereas only 20% of the women workers in the local government felt that women don't encounter challenges. The challenges they face include lack of affirmative action in Somalia, favoritism, merit, political influence, godfathers which has negatively affected recruitment of women into the public sector. This has affected women's role in public administration participation. From the interviews conducted in Mogadishu on April 2014, respondents stated that the existence of challenges with regards to the lack of women at senior leadership levels of the public administration; the lack of inclusion of women and their interests in policy decision making and formulation. This lack of substantive representation of women therefore excludes women from those policies in particular which seek to address social exclusion.

#### **4.5.2 Major Challenges Encountered**

The study sought to establish some of the major challenges encountered by women in public administration. The women indicated that the main challenge is in allocation of responsibilities where there is a lot of artificial barriers and domination of men in public administration. This scored a mean score of 4.53. They indicated that there is a challenge in cultural traditions restricting the role of women and their contribution in public life generally, discouragement by family and society and lack of early education opportunities and their role in families as mothers and breadwinners also limit participation of women into public administration. They scored mean grades of 4.33 and

4.27 respectively. Finally some of the women workers in Mogadishu local government mentioned some challenges linked to the political processes and public administration of women, including the formation of the federal system, the Electoral processes and constitutional review process, Somali women face the following challenges (Brusino, 2009). Women are not part of the male-clan system, which leaves them out of the decision making and selection processes in public service; The lack of peace and security impedes particularly women's political participation; Women are not sufficiently politically, socially and economically empowered in every sector of society; There is a lack of awareness and knowledge among Somalis of the constitution and women's rights, major international conventions and Islamic law provisions Protecting women's rights; The Provisional Constitution does not include quota for women; Women are underrepresented in the government institutions, including security institutions; Women are underrepresented in crucial decision making processes and not consulted enough in meetings for international donor support and women are not called to participate in public issues such as reconciliation, mediation and peace negotiation processes (Brusino, 2009).

Again workers in Somali government stated with regards to security and justice systems, women face the following challenges: Lack of effective security institutions and mechanisms that does not allow women to move freely around in public space; Legal, security (military, police and correctional services) and justice institutions that do not employ the qualified and skilled women; Security officers that are not aware of women's rights and are not properly trained on protection issues; Male dominated traditional

mechanisms that women have to go through to claim their rights or resolve any dispute. Women's rights are not respected and women do not receive compensations (Bryans and Mavin, 2003).

Finally they indicated that the followings human right challenges are faced: lack of respect for women's rights, including public participation, economic, social, and political equality (e.g. forced early marriages and continuous divorces among young girls with children); violations against women and a culture of impunity to perpetrators of crime against women; Inadequate budget allocation to address women's development and participation in public life. The majority of the Somalis still refer to traditional mechanism of dispute resolution that is male-dominated society. Somali women have been deprived for too long from equal access and benefits from the legal and justice system (Bryans & Mavin, 2003).

#### **4.5.3 Hurdles to Overcome**

The study aimed at establishing whether in public administration, women's lower economic status, relative poverty and discriminatory legal frameworks are substantial hurdles to overcome. The table below shows the opinion on hurdles.

**Table 4.12: Hurdles to overcome**

<b>Response</b>	<b>Frequency</b>	<b>Percent (%)</b>
Yes	109	69
No	49	31
<b>Total</b>	<b>158</b>	<b>100</b>

Source: Resource Data, 2014

The study found that majority of the women workers in Mogadishu local government represented by 69% said yes whereas only 31% of the women workers in Mogadishu local government said no. The women workers in the local government believe that the way to empower a woman is economically, redefining the legal structures e.g. through affirmative action.

The study aimed at establishing the extent to which challenges are faced by women in administration of public affairs. The study found that women encounter challenges in public administration, women's lower economic status, relative poverty and discriminatory legal frameworks are substantial hurdles to overcome and that women have access to fewer economic resources to create public influences. The study findings concur with ones carried out by Ahmed and Tofail (2003) where they state that Considerable challenges remain to women's meaningful political participation. Further Bryans and Mavin (2003) asserts that women's lower economic status, relative poverty and discriminatory legal frameworks are substantial hurdles to overcome.

The study further found that respondents strongly agree that considerable challenges affect women's meaningful participation in public administration. The respondents were also found to agree to a great extent that: Lack of knowledge is a reason for women's absence in government as they were not aware of what is their right and at what level they were allowed to hold, women are considered as unfit to perform political and community affairs and that woman and women's groups often have contentious relationships because of different perspectives that result from a competition for resources or judgments about commitment to gender equality. The study findings are similar to the ones carried out by Bryans and Mavin (2003) where they asserts that because women control and have access to fewer economic resources, they are often unable to pay the formal and informal costs associated with gaining a party's nomination and standing for election. Lack of knowledge was also another reason for women's absence in government as they were not aware of what was their right and at what level they are allowed to hold. Women were not seen as equal, their roles are closely tied to their reproductive and household activities only. At the same time, women are considered as inappropriate to perform political and community affairs. This is due to lack of clarity in the constitution on the role of women in local government.

The study however, finally found that the respondents were neutral as to suggestions that: holding a formal position as a woman, even in elected position, does not necessarily lead to greater influence, as the real leaders do not always hold formal titles; that not every woman in leadership will place women's issues or rights at the forefront of her agenda

and there is lack of simplicity in the constitution on the role of women in local government. The study findings concur with ones carried out by Brusino (2009) where he proclaims that not every woman in leadership will place women's issues or rights at the forefront of her agenda.

Somali women are either excluded from decision making and asset ownership or operate through a patriarchal filter in these areas (Bryans and Mavin, 2003). Women are also often the first to suffer when natural resource access/attainment comes under pressure, due to cultural restrictions on movement, ownership, etc. This can be seen, for example, in times of drought, when men migrate with their camels to find water, while women and children are expected to stay at home and care for the other livestock. This illustrates that a woman is not economically empowered to challenge male counterparts in public administrative positions (Brusino, 2009).

Despite the argument for more women's participation in public administration, some skeptics (Pinto, 2007) argue that once women occupy political positions, they forget the plight of their fellow women. On the other hand, some women in political positions say that once they are in power, they face a lot of stigma from men, who ridicule and undermine them at the slightest mistake they may make. Therefore, most of their time is spent trying to attain certain standards recognizable by the men folk. It is this stigma that takes them away from problem solving to concentrate on position security. Men who have dominated politics may also not feel very comfortable when women start getting

into what they perceived as their domain. This insecurity is manifest in the manner men try to derail women from getting to public positions, especially through use of violence targeting women aspirants (Okumu, 2008).

There exist challenges that lead to lack of women participation at senior leadership levels in public administration; the lack of inclusion of women and their interests in policy decision making and formulation. This lack of substantive representation of women therefore excludes women from those policies in particular which seek to address social exclusion. It is at these leadership positions within public administration where policies such as the Equality and Modernizing Government are formulated. Public policy is therefore problematic in formulation given the lack of substantive representation of women (and ethnic minorities, persons with disabilities, etc.) in government (Women and Work Commission, 2006). A further dilemma is the interpretation and implementation of public policy, specifically policies associated with modernizing the public sector and with increasing the representation of women. A similar argument could be made that in sectors such as health, criminal justice, local government, etc. there are few women at leadership positions which has implications for the implementation of such policies. It is significant that the Women workers commented on the slow spread of gender equality in Public Service Agreements (PSAs) in stressed the importance of political and administrative leadership in this area (Women and Work Commission, 2006). The slow rate of female progression to leadership positions and consequently the lack of female descriptive and substantive representation in the policy process create reinforcing dilemmas. Policies that

are formulated to address inequality and social exclusion without the substantive inclusion of women in policy formulation will be problematic in achieving policy outcomes, i.e. gender equality and the descriptive and substantive representation of women in public administration.

## **CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

### **5.1 Introduction**

This chapter presents summary of findings as discussed in chapter four and interpretations of the data analysis, conclusions and recommendations based on the findings.

### **5.2 Summary of Findings**

#### **5.2.1 Procedure of Recruiting Women in Local Government in Mogadishu**

The public sectors do not provide equal opportunities in terms of gender during public recruitment of workers in Somalia. Some women work their way up from the grassroots and through the party structures, which gives them both experience and legitimacy. While many of these 'proxy women representatives' remain politically marginalized with little impact on gender equality issues, others become competent political agents in their own right through the process of political socialization that begins as soon as they enter the political arena, gain experience and, in many cases, face gender discrimination. Proxy woman is a concept of an elected woman with only symbolic power.

There has been increased recruitment of women in the public administration, the public administration encourages women to apply for recruitment and that there are countrywide campaigns conducted by public sectors calling for recruitment of more women in public jobs. A taskforce was established under the auspices of the Transitional Federal Government's Ministry of Women's Affairs to ensure that Somali women's voices are

heard in the deliberations. Career development for women in the public sector is traditionally based on seniority in Somalia. However, the trend is moving towards appointments with increased emphasis on merit and skills. One way to improve and retain the motivation of younger women staff could be through the development of a promotion policy. An opportunity to be given more challenging tasks and to be promoted by one's own achievements may play an important role in recruitment and retention.

### **5.2.2 Responsibilities Allocated to the Women in Public Administration in**

#### **Mogadishu**

In Somalia women are not allocated equal responsibilities, women are discriminated against in responsibility sharing in the public administration and there is exclusion of women workers from the formal meetings in the public administration sectors. Women contribution to public life is restricted to the private influence over their husbands, fathers, sons, brothers, and uncles as they sit together under a tree or in another shady place and talk until the conflicting parties come to an agreement. In Somalia, Culture dictates that women should be involved in activities such as cooking, taking care of their husbands and children, cultivating and other household activities while men be involved in economic activities like running of the country's economy.

In the local government women are empowered as leaders, women are always deeply committed to organizational development and that women workers possess a greater responsibility in the growth and wellbeing of public administration. When women are

empowered as leaders, countries experience higher standards of living, and positive developments can be seen in education, infrastructure and health. Women's participation positively affects communities, legislatures, political parties, and citizen's lives, and helps democracy deliver. Women are deeply committed to peace-building and post-conflict reconstruction and have a unique and powerful perspective to bring to the negotiating table. Peace agreements, post-conflict reconstruction and governance have a better chance of long-term success when women are involved. There is strong evidence in Somalia that establishing sustainable peace requires transforming power relationships, including achieving more equitable gender relations (Babbie, 1995).

Establishing sustainable development in the public administration requires transforming power relationships, including achieving more equitable gender relations. Women's meaningful participation in local government affects both the range of policy issues that are considered and the types of solutions that are proposed. The study found that women workers do not have top positions in public administration. It found that in Somalia, women are not allocated equal responsibilities, women are discriminated against in responsibility sharing in the public administration and there is exclusion of women workers from the formal meetings in the public administration sectors. The study also found that in the local government, women are less empowered as leaders in public services, women are always deeply committed to organizational development and that women workers possess a greater responsibility in the growth and wellbeing of public administration.

### **5.2.3 Challenges Encountered by Women Working for Local Government in**

#### **Mogadishu**

Women encounter challenges in public administration, in public administration, women's lower economic status, relative poverty and discriminatory legal frameworks are substantial hurdles to overcome and that women have access to fewer economic resources to create public influences. Considerable challenges remain to women's meaningful political participation. Women's lower economic status, relative poverty and discriminatory legal frameworks are substantial hurdles to overcome.

Considerable challenges remain to women's meaningful participation in public administration. Lack of knowledge is a reason for women's absence in government as they are not aware of what is their right and at what level they are allowed to hold, women are considered as unfit to perform political and community affairs and that woman and women's groups often have contentious relationships because of different perspectives that result from a competition for resources or judgments about commitment to gender equality. Women control and have access to fewer economic resources; they are often unable to pay the formal and informal costs associated with gaining a party's nomination and standing for election. Lack of knowledge is also another reason for women's absence in government as they are not aware of what is their right and at what level they are allowed to hold. Women are not seen as equal, their roles are closely tied to their reproductive and household activities only. At the same time, women are considered

as inappropriate to perform political and community affairs. This is due to lack of clarity in the constitution on the role of women in local government.

In Somalia, holding a formal position as a woman, even in elected position, does not necessarily lead to greater influence, as the real leaders do not always hold formal titles, that not every woman in leadership will place women's issues or rights at the forefront of her agenda and there is lack of clarity in the constitution on the role of women in local government. Not every woman in leadership will place women's issues or rights at the forefront of her agenda.

### **5.3 Conclusions**

Somalia is changing the political, economic, and social and security contexts of the country are shifting every day for the better. Women's participation and roles are also improving, as can be seen by recent appointments in the new government and the increased focus of attention on women's rights and other related issues. Mainstreaming gender into the wider programming of UNDP Somalia is at the core of this strategy, and means that considerations into the way projects, policies and implementation affect both men and women must be taken. To this end, the Gender Unit has worked in close collaboration with all projects to ensure that women are factored into initiatives relating to political participation, environmental protection, economic development, peace building, legal protection and access to justice. Working specifically with partners on awareness raising, particularly with religious, traditional and clan leaders is key to this, as

is building the capacity of government partners, including the gender machineries, to mainstream gender into their own work. The Gender Unit continues to strive to be more systematic about these efforts, which internally includes working through the Gender Focal Team, chaired by the senior management of UNDP. This has also included training programme staff on gender mainstreaming, which resulted in the development of action plans for staff to respond.

The study concludes that women participation in the public sector has not been achieved fully. There have been a lot of inequities in women employment into public administration and there has not been enough transparency in the recruitment of women into the public sector. The pace of their recruitment has been slow. Women would be very productive if given a full chance to work in the public sector.

The study concludes that there isn't equity achieved so far in women allocation of responsibilities. Women are very aggressive in their position and sustainable growth requires gender equality.

Women are facing challenges in public administration such as lack of knowledge on public matters. They lack enough economic empowerment in order to pursue their political ambitions. Women's human rights: Promotion and protection of women's human rights remain extremely limited in Somalia. Institutional responses remain weak and general awareness about women's human rights is limited. The respect for women's

human rights is a fundamental principle in order to create an enabling environment for practicing Islamic principles and democracy.

#### **5.4 Recommendations**

The study recommends adoption of more proactive approach that will promote gender equity and equal opportunity in recruitment. Effective advocacy measures on human rights as the foundation for citizenship rights should be emphasized during to be promote equity. Promote and assist the development of a system of public accountability for positions of public trust at all levels of governance especially in Mogadishu, Somalia.

The study recommends that women should be economically empowered to allow them hold political positions, public participation and not be looked down upon as non-performers in public administration matters.

The study recommends that women in Somalia be empowered enough through education and training in order to acquire necessary skills of handling challenges at work and provide solutions to challenges.

The study recommends more opportunities and higher responsibilities be given to women develop responsible citizenship and leadership among them in public office. Democratic governance will not evolve from just the good intentions of enlightened women and men politicians who are constantly struggling with the unrelenting corrupting temptations of power among others. The only guarantee for the development and/or maintenance of democratic governance is the citizens' commitment to their individual responsibility to

participate in governance, including constantly demanding transparency and accountability of all those holding positions in public office to uphold the public trust given to them.

### **5.5 Suggestions for Further Research**

The study has explored the effects participation of women in public administration in Somalia for women in local government of Mogadishu and established the recruitment process, responsibilities of women in public sector, and the challenges they face in their pursuit for political positions. The roles of women however go beyond participation in public sector. This warrants a need for another study which will extend beyond public sector to include private sector and non-governmental organizations.

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## **Appendix I: Letter of Introduction**

Kenyatta University

Dear Respondent,

**REF: THE PARTICIPATION OF WOMEN IN PUBLIC ADMINISTRATION IN SOMALIA:  
THE CASE OF LOCAL GOVERNMENT OF MOGADISHU, 2002-2012**

I am a Masters Student at Kenyatta University currently carrying out a research on the role of women in public administration in Somalia: The case of local government of Mogadishu, 2002-2012. The research is part of requirement for my program in the University.

Kindly fill the questionnaire as honestly as possible to enable this research to be successful. The information you give is needed purely for academic research and will be treated as confidential.

Your assistance and cooperation is highly appreciated. Thank you.

Yours truly,

**FARDOWSA HASSAN MUSSE**

## Appendix II: Questionnaire

### PART A: BIOGRAPHICAL DATA (Please TICK (✓) appropriately)

1. Gender

Male  Female

2. What is your age bracket?

20-30 years  31-40 years

41-50 years  above 51 years

3. What is your highest level of educational qualification?

Secondary  College  University

4. Name of your district (Indicate) .....

5. What is your current level of employment?

Top management

Departmental head

Non-managerial staff

Other(s) specify.....

6. For how long have you worked for local government of Mogadishu?

2 years & below

3 -5 years

6- 8 years

9 years and above

7. Number of employees in your department. Please tick one.

Less than 50  50 – 100

101 – 150  More than 150

**PART B. Women Recruitment**

8. Does the public administration sector promote equal opportunity in terms of sex during public recruitment of workers?

Yes  No

9. Are there gender differences in salaries payment in the public administration?

Yes  No

10. Are there implications brought about by recruiting women in the public administration?

Yes  No

11. To what extent do you agree with the following statements? 5 Very great extent, 4 Great extent, 3 Moderate extent, 2 little extent and 1 No extent

Statement	1	2	3	4	5
There is increased output in the public administration due to increased recruitment of women					
Documenting women labour in large-scale is difficult and impossible					
Women labour can be documented only by observing interactions between one person and another					
Women are the preponderant suppliers of emotional labour					
Emotional labour is gauged by the proportion of women in the public administration					

There has been increased recruitment of women in the public administration					
The public administration encourages women to apply for recruitment					
There is transparency in the recruitment process in the public administration					
There is a positive correlation between the public administration performance and women recruitment					
There are countrywide campaigns conducted by public sectors calling for recruitment of more women in public jobs					

**Part C: Women Responsibilities**

12. Does the public administration allocate equal responsibilities to women?

Yes  No

13. Are women discriminated in responsibility sharing in the public administration?

Yes  No

14. Do you agree with the statement that establishing sustainable development in the public administration requires transforming power relationships, including achieving more equitable gender relations?

Yes  No

15. To what extent do you agree with the following statements in relation to women responsibilities? 5 Very great extent, 4 Great extent, 3 Moderate extent, 2 little extent and 1 No extent

Statement	1	2	3	4	5
In local government women are empowered as leaders					
Women are always deeply committed to organizational development					
There is exclusion of women workers from the formal meetings in the public administration sectors					
Women workers have played an active role in mobilizing for positive developments and growth of public administration sector.					
As women worker I am comfortable and satisfied with my current position in public administration					
Women workers are engaged in official decision-making in the public administration					
There are women workers in the top management of in the public administration					
In terms of management women workers perform better than men workers					
Women workers possess a greater responsibility in the growth and wellbeing of public administration					

**Part D: Challenges Encountered by Women**

16. Do women encounter challenges in public administration?

Yes  No

(b) If yes, outline some of the major challenges encountered by women in public administration.

.....  
 .....

17. Do you agree with the statement that in public administration, women’s lower economic status, relative poverty and discriminatory legal frameworks are substantial hurdles to overcome?

Yes  No

18. To what extent do you agree with the following statements in relation to challenges encountered by women in public administration? 5 Very great extent, 4 Great extent, 3 Moderate extent, 2 little extent and 1 No extent

Statement	1	2	3	4	5
Considerable challenges remain to women’s meaningful participation in public administration					
Holding a formal position as a woman, even in elected position, does not necessarily lead to greater influence, as the real leaders do not always hold formal titles					
Lack of knowledge is a reason for women’s absence in government as they are not aware of what is their right and at what level they are allowed to hold					
Women are considered as unfit to perform political and community affairs					
There is lack of clarity in the constitution on the role of					

women in local government					
Woman and women's groups often have contentious relationships because of different perspectives that result from a competition for resources or judgments about commitment to gender equality					
Not every woman in leadership will place women's issues or rights at the forefront of her agenda					

### Appendix III: Budget for Project Writing and Preparation

ITEM	ESTIMATE (KSHS)
Developing proposal	6,000
Transport	60,000
Information and data gathering/collection	27,000
Data analysis and copy preparation of final work	23,000
Editing	5,000
Printing and binding	24,000
Labour	20,000
Miscellaneous	15,000
<b>Total</b>	<b>180,000</b>

### Appendix IV: Time Frame/Schedule

ACTIVITIES	MONTHS/2013							
	May	June	July	Aug	Sep	Oct	Nov	Dec
Collecting information and developing a research topic								
Writing and developing research proposal								
Correcting and typing research proposal								
Collecting and analyzing data								
Writing the research report, typing, corrections and editing								
Binding report for submission								

## Appendix V: Images of Mogadishu the Capital city of Somalia

### Daljirka Dahson



Source: Somali National Tv website, 2013

### HamarWeyne Beach



Source:allbanaadir.com, 1995

**Km4 round about**



**Source: Radio Mogadishu Website, 2013**

## Appendix VI: Map of Somalia



Source: Jowhar.com, 2009

## Appendix VII: RESEARCH PERMIT

JAMHUURIYADA FEDERALKA SOOMAALIYA  
Wasaarada Hidaha Iyo Tacliinta Sare



جمهورية الصومال الفيدرالية  
وزارة الثقافة والتعليم العالي

Ministry of Culture & Higher Education

REF: WHTS/XAG/0080/2014

Date: July 19, 2014

FARDOWSA HASSAN MUSSE

REG.No. C153F/CTY/PT/26972/2011

Kenyatta University

P.O Box 43844-00100


Nairobi,

**RE: RESEARCH AUTHORIZATION**

Following your application for authority to carry out research on 'Participation of women in public administration in Somalia: The case of women in local government of Mogadishu, 2002-2012' we are pleased to inform you that you have been authorized to undertake the research for the period ending December 31, 2014.

On completion the research, you are expected two hard copies and soft copy in pdf of the research report/thesis tour office.

Best Regards

  
Ismail Yusuf Osman

Director General

