



# Assessment Study On Female Police Officers In Police Forces In Somalia

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# List of Abbreviations

**CEDAW** Convention on the Elimination of all Forms of Discrimination Against Women

**EUMS** European Union Member States

**EU** European Union

**FGD** Focus Group Discussion

**FGS** Federal Government of Somalia

**GA** Gender Analysis

**GBV** Gender Based Violence

**INGO** International Non-Governmental Organization

**KII** Key Informant Interview

**NGO** Non-Governmental Organization

**SIDRA** The Somali Institute for Development and Research Analysis

**Survey Monkey** An online research tool that is used by researchers for surveys, etc.

*The information and views set out in this report are those of the author(s) and do not necessarily reflect the official opinion of UN Women. Neither UN Women nor any person acting on its behalf may be held responsible for the use, which may be made of the information contained therein.*

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# Executive Summary

This study on female police officers was commissioned by UN Women and it aimed to provide data, information and analysis that would contribute to the police component of the UN Rule of Law Joint Programme and, subsequently, the police force's capacity to respond to Sexual and Gender Based Violence (SGBV), improve access to judicial remedies for girls and women including increasing women's full participation in the police force throughout Somalia. The study will present the current situation of female police officers and highlight the need for specific initiatives within the Somali police forces to address specific and unique security needs of men, women, girls and boys.

The study was carried out between September and November 2016 in close consultation with Somali police forces (Somali Police Force, Puntland Police Force and Somaliland Police Force), and addressed research questions that relate to female police officers. It covered demographics, strategic targets and initiatives, literacy levels and training, roles and functions, obstacles and perceptions, facilities, and staff development policies.

The study benefited from SIDRA's extensive social enquiry experience across Somalia. Data was collected from 9 locations across the country, including Mogadishu, Kismayo, Baidoa, Borama, Hargeisa, Burao, Garowe, Bosaaso and Qardho through a public survey, a focus group discussion and key informant interviews. The public survey of the Somali police force was carried out at both federal and state levels using elaborate questionnaires administered to 360 participants. 51 key informants drawn from the police force, civil society, community leaders and government informed this study, and nine focus group discussions were organized at the nine locations, which brought together 161 participants to discuss various issues relating to female police officers in Somalia.

The study analysis was organized along seven result areas: (i) Baseline information, (ii) Strategic and operational niches for deployment of female police officers across Somalia, (iii) Strategic approaches to gender-responsive human resource policies in police forces, (iv) Areas of support and the training needs for female officers, (v) Challenges and obstacles to female officers performing their functions, (vi)

Development of security plans and operations to prevent and respond to SGBV, and (vii) Women's participation and representation in the justice and security sector. The key results of the study are summarized as follows:

i. Somali police officers are young, with most of them being less than 40 years of age. Most have a basic level of education (primary, intermediate and secondary school), but few officers have diplomas and degrees. The length of service is evenly spread, with officers that have been in the service for a long time and others that have been in the service for few years.

ii. Female police officers are few across the country, and there is a call to increase the number. Special niches for the deployment of female officers include gathering criminal intelligence, investigating SGBV cases and screening girls and women entering public places, although there is a tendency to assign female officers lower level task on the claim of women having lower qualifications and skills. Key informants feel that the police force is not gender sensitive and that the roles assigned to female officers do not consider the specific rights and needs of women and girls. Interaction between female police officers and the community is limited, but their work is widely appreciated by the community.

iii. The police force has equitable and family friendly human resources, strategies and policies, including the provision of maternity and paternity leave, flexible working hours and equal salary and pension schemes for both male and female officers. Though there are formal policies in place to encourage gender equality within the police force, these policies have not substantively promoted this equality. For example, women are not aware of these policies.

iv. Majority of police officers feel that primary and intermediate level of education is enough to perform effectively in the police force but key informants feel that the performance of female officers is negatively affected by their lower education level compared to that of male officers. Some female officers are illiterate and some can only read and write in Somali language. This compromises their chances for getting additional training, which is conducted in

the English language. The training offered to police officers focuses on community policing, SGBV, child protection and forensic investigations.

v. The challenge and obstacles faced by female officers and the perceptions and stereotypes extended to female officers revolve around three issues: (a) Female officers are considered physically and emotionally weak, (b) Female officers are seen to be unfit for the hostile, risky and tough environment under which police work is done, and (c) Religion, culture and tradition are seen to be against women and girls joining and working in the police force. Women and girls are, therefore, discriminated against in the police force, and members of the society reportedly prevent women and girls from their families from joining the police force. There is, however a growing positive attitude towards female police officers, and people are starting to appreciate the work of female officers, especially work that cannot be done by male officers.

vi. Police gender units are new and have limited capacity to respond fully to SGBV both at federal and state levels. Few female officers possess appropriate interrogation and criminal investigation skills required to deal with SGBV cases. SGBV has associated stigma and victims prefer not to report violation or support police investigating SGBV. Furthermore, Somali elders preferred to address SGBV cases outside the judicial system. Even when there is sufficient evidence, cases remain in the judicial systems for long periods, and most victims never get justice. Facilities for the response and prevention of SGBV are few and they only exist at higher levels, leaving victims of SGBV to be supported by activists and NGOs. Limited coordination between Gender Units, Police Stations and development partners involved in SGBV affect the work. The federal government is putting in place initiatives to improve the situation, including increasing the number of female officers, supporting the police Gender Units, recruiting highly qualified staff for security agencies and sensitizing male officers and community members on SGBV.

vii. A national action plan has been drafted by the Federal Ministry of Women and Human Rights Development in collaboration with the Ministries of Defence and Justice to align all relevant policy and strategies to UN Security Council Resolution 1325 on women's participation and representation in the peace and security sectors. The federal

government is creating awareness among women and girls to motivate them to participate in security and justice matters. Female investigators available to investigate SGBV are very few, but the federal government and other government agencies have plans to recruit more officers. The leadership of the Somali police force has the potential to improve the status of female police officers, make the police force gender responsive and increase participation and representation of women in the justice and security sectors.

This study has made recommendations directed towards the different stakeholders including the government, development agencies and the Somali people. These are listed below:

### **Federal Government of Somalia should:**

- i. Review and amend existing institutional and legal frameworks and policies that impact on gender equality while addressing specific needs or rights of girls and women and to make the recruitment more woman friendly. These include provision of trainings to police officers on SGBV and gender related crimes. This should be guided by the principles of non-discrimination as outlined in the FGS the constitution. Although the Federal has not yet ratified CEDAW, it is in the process of doing so and a number of trainings and discussion have already taken place. <sup>1</sup> To enhance understanding and hasten operationalization of CEDAW, its provisions should be translated into the Somali language and international standards on gender equality and women's empowerment in the police force should be localized as well as launch campaigns to fight discrimination against women in the police force in all parts of the country.
- ii. Increase government budget allocation for capacity building of the Somali Police Force (SPF) and increase the number of trainings and courses given to the police and judicial officers especially on how to handle SGBV cases at the police station and in the judiciary. The government should encourage women and girls to pursue and attain at least secondary school certificates to improve female police officers' literacy levels to enable them perform their duties effectively. Also, it should consider opening separate police academies for women and girls to provide them with proper training away from the challenges inherent in training men and women together

in Somalia owing to social cultural norms. In addition, it should offer specific training in the local languages for women who do not have the educational qualifications and/or language competency for the regular trainings to provide them with the proper training to effectively perform their duties as police officers in the fields to which they have been assigned.

- iii. Organize public awareness campaigns to change people's perception of women in the police force.

There should be public forums where local community leaders, including religious leaders, will advocate for the rights of the female police officer. It should also, encourage female police officers to become role models for girls and young women and make them interested in joining the force. In addition to this female officers can mentor young girls and women to encourage them to join/advance in the police force.

- iv. Strengthen incentive schemes for female officers and promote female police officers to higher ranks to address gender inequality in the police force and motivate new recruits to work harder.

- v. Ensure effective participation and representation of women in peace and security sectors as specified in the UNSCR 1325 (2000) by, among other things, women be included in all security sector institutions, and provided with relevant training to participate at management level. Also to strengthen women's participation (both female police and women's groups at community level) in community policing so that services at the community level are responsive to women's needs.

### **Somali Member States should:**

- i. Create public trust on the state government security services by creating community support structures and networks that can collaborate with the female police officers in every district to detect SGBV as soon as it happens. They should integrate SGBV initiatives by the civil society

into police security plans to avoid duplication of efforts and create a collaboration network with private networks, community leaders and informal justice/traditional justice structures to enhance justice for survivors and promote the rights of women and girls. Also, they should encourage constant coordination among female police officers across Somalia and Somaliland.

- ii. Accept, approve and implement the laws, initiatives and provisions put in place by the Federal Parliament of Somalia to improve the state of female police officers in Somalia.

- iii. Strengthen and improve the relationship and communication between the State Police Force and the gender unit in the federal Somali Police Force (SPF).

- iv. Improve political arrangements between member states and Federal government to allow development and advancement of gender units in the State Police Force.

- v. Encourage women to participate and be adequately represented in peace and security sector in line with UNSCR 1325 (2000) and increase recruitment, training, retention and advancement of female police at state level and promote qualified female police officers to higher ranks.

*There should be public forums where local community leaders, including religious leaders, will advocate for the rights of the female police officer.*

### **Somali Police Force (SPF), Gender Units and female police officers should:**

- i. SPF should mobilize, sensitize and create awareness among male police officers to change their negative perceptions towards female police officers.

- ii. SPF should encourage women to join the police force and work together with the police gender units (capacitate the gender units with relevant trainings and logistics) to address the problem of SGBV at household, community and national level and to change through sensitization the

negative cultural stance on women in the Police force.

- iii. Female police officers should form a network to advance women's rights in the SPF, promote peer support and mentoring for junior and incoming officers.

iv. Female officers to interact more with the community to create visibility as well as make female officers a norm in the community. Additionally, female officers should be offered a wide variety of roles within the police force to ensure that they are actively engaged in all police work.

v. The police force need to ensure that all women who come to the police station get equal treatment without discrimination with regard to the social status.

#### **Development organizations (UN agencies, NGOs, etc) should:**

- i. Adapt campaigns on gender equality and women's empowerment and efforts to promote participation of women in the police force to the local situation and tailor initiatives to the cultural and religious situation in Somalia.
- ii. Support and encourage existing gender units to coordinate the efforts to fight SGBV across the country.
- iii. Urge the Federal Government of Somalia to develop and approve women quota within the police force as a strategy to quickly increase the number of female police officers in the Somali Police force.

including the translation of existing and future training materials into the local language to enhance their access to training.

- v. Support the development and roll out of a Police Women's Network at national and state levels.
- vi. Support the Federal and State governments in Somalia to provide the necessary equipment, infrastructure and training to female police officers to enable them to perform their police duties effectively.
- vii. Support the Federal and State governments to include and implement gender equality and women's empowerment strategies within the national development plans.

#### **Somali women, girls and families should:**

- i. Support women and girls (daughters, sisters and wives) interested in becoming police officers to join the police force and pursue their interest. Somali families including fathers, mothers, brothers, and husbands should not take women and girls who join the police force as having broken their moral and religious obligations.
- ii. Encourage girls to pursue higher education to enable them qualify for technical positions within the Somali Police force.
- iii. In the case of clan connections, it is important to understand the social structure in the country. Women from rich and powerful tribes have easier access to fair justice while women from minor clans lack similar access to justice and it is therefore important for policy makers and practitioners to keep this in mind.

***"Female police officers should form a network to advance women's rights in the SPF, promote peer support and mentoring for junior and incoming officers."***

# Chapter 1: RATIONALE, OBJECTIVE AND PURPOSE

## 1.1 RATIONALE FOR THE STUDY ON POLICE OFFICERS IN SOMALIA

This study endeavoured-, among others, to identify progress made by the milestones set in the Somali Compact and the Rule of Law Joint Program with its goals of Peace and State building through the federal government of Somalia and the member states. The program aimed at improving the security and justice sector through the strengthening of the capacity and accountability of state security institutions to respond to gender-based violence (particularly sexual violence and exploitation) and other forms of discrimination against women. The program also aimed at the establishment of a well-resourced unit within the Federal Ministry of Justice (MoJ) that would review all existing legal frameworks and ensure their coherence with the Constitution and international standards.

In this respect, this study aimed at gaining a deeper understanding of the situation of female police officers across Somalia. It contributed to the Police Component of the UN Rule of Law Joint Programme (2015-2016), and was based on consecutive consultations with the UN Women ROLS Project Manager, the Somali Police Force (SPF) Gender Unit and Technical Team, police forces from all the regions in Somalia and other stakeholders. Priorities and comments identified by those stakeholders were major inputs into the study from pre-assessment to the finalization.

Police officers are the first state officers to respond to the occurrence of sexual and gender-based violence, human trafficking and other forms of violence against women and girls. Increased number of female police officers in the police forces would positively encourage survivors to report their experiences of violence and receive relevant services and referrals to medical, psychosocial, legal and economic assistance. More specifically, this study on female police officers in the police force in Somalia highlighted the need to understand gender issues within Somali society to address the particular needs of women, men, boys or girls within the policy for security programmes.

This study was commissioned by UN Women in cooperation with the Gender Unit of the Somalia Police Forces. The expected results of the study include:

- i. **Result 1:** Provide an overview of the status and situation of female police officers at the federal and state levels through the collection of baseline data;
- ii. **Result 2:** Identify strategic and operational niches for deployment of female police officers across Somalia, taking into account the diversified security levels and contexts;
- iii. **Result 3:** Inform strategic approaches to gender-responsive human resource policies in police forces;
- iv. **Result 4:** Identify the areas of support and the training needs for female officers to undertake their mandated role and functions;
- v. **Result 5:** Address challenges and obstacles faced by female officers as they perform their functions;
- vi. **Result 6:** Support the development of security plans and operations to prevent and respond to SGBV;
- vii. **Result 7:** Help to meet government targets in UN Security Council Resolution 1325 on women's participation and representation in the justice and security sector.

The activities that were carried out by SIDRA through this study covered the above expected results with the overall aim of contributing to the improvement of the capacity of female police officers in the police force in Somalia. In this way, the police force can effectively respond to the needs of women and girls as relates to sexual assault and intelligence gathering from the victims of sexual violence.

The outcome of this study will increase credibility, trust and legitimacy of the public services and deliver tangible solutions to the patterns and prevalence of Sexual Gender Based Violence (SGBV) against women and children in Somalia. This study included initial consultations with the UN Women ROLS Project Manager, the SPF Gender Unit Technical Team members, the South-Central Police Force, the Puntland Police Force, UNPOL, UNSOM and WPU.

## 1.2 STUDY OBJECTIVES

This study was carried out at both Federal and State levels, and was based on the following objectives:

- i. Provide basic demographic data on the women police officers.
- ii. Provide comprehensive, accurate and up to date situation analysis for women police officers--their aspirations, their roles and responsibilities, skills levels, capacities, challenges and obstacles they face when joining with the police forces.
- iii. Support the police force to contribute to improve accessibility to judicial remedies and process for women and girls.

## 1.3 RESEARCH ISSUES AND QUESTIONS

The study addressed the following research issues and questions which related to the purpose and objectives of the study:

- i. Collect baseline data on age, education, location of origin, location of service, number of years in service, role and functions, rank, type of tasks performed during service and training received, among others.
- ii. The number and respective positions of male and female personnel within police forces.
- iii. Strategic targets and other initiatives to increase the recruitment, retention and advancement of women (including those from marginalized groups).
- iv. Basic and specialized trainings that female police officers receive before and during service, including type of training, the information received, frequency of training and post-training support.
- v. Equal access to education and training for women and girls to help them qualify for positions within the police and armed forces both at entry and senior levels.
- vi. Functions carried out by female police officers as part of their duties and if these functions take into account the specific needs and requirements of women and girls. Also, assessment if these are sensitive to the specific needs of women and girls.
- vii. To understand whether women are prevented or discouraged from serving in police institutions due to discrimination.
- viii. The societal perception of women police personnel and whether this perception constitutes a barrier or challenge for their deployment and performance.
- ix. Challenges to increasing training, recruitment, retention and advancement of women police officers.
- x. The stereotypes that exist regarding women's roles as they relate to participation in police and security forces.
- xi. How female police and security personnel are perceived by their peers and their immediate community.
- xii. If equitable and family-friendly human resource policies and practices (adequate maternity/paternity leave, flexible work hours, child care facilities and equal pay, benefits and pension) are in place in the police force.
- xiii. Access to separate facilities, well-fitting uniforms, appropriate equipment, training, and other resources.
- xiv. Awareness of female personnel about existence of female staff association as well as formal and informal mentoring programme for female staff.
- xv. Data are collected and analyzed on staff turnover and retention and if these data disaggregated by sex, rank, ethnicity and reasons for leaving the service.
- xvi. Literacy levels of each female officer suitable for trainings and tasks assigned to them.
- xvii. Functioning of the Women and Children's Protection Desks and SPF Gender Unit as they relate to the female police officers.

## 1.4 LIMITATIONS OF THE STUDY

This study faced the following limitations:

- i. Lack of research information, knowledge and previous studies on female police officers.
- ii. Security constraints, which inhibited the team from going to places like Galkayo. There were security issues for both the researchers and respondents, as some women feared that discussing such issues could make them a target, especially in south central Somalia.
- iii. Distance between the identified locations for the surveys and availability of flights and alternative transportation means to places like Dhusamareeb.
- iv. People's negative perception of women in the police force, and that this study was a western driven activity.
- v. Inability to reach rural areas or pastoralist communities due to limited time and resources for the survey. It is estimated that about 60% of the Somali population is composed of nomadic people; therefore, knowing their views is crucial to getting a better picture about female police officers in Somalia.
- vi. Due to the ongoing elections at the time, it was not easy to conduct KII's as some were taking part in the elections. It was also difficult to make appointments in the short time that was available
- vii. Lack of coordination of the work of female police officers and their efforts and contributions in society at federal and regional levels.
- viii. People asking for payment to take part in the study.

*"It is estimated that about 60% of the Somali population is composed of nomadic people; therefore, knowing their views is crucial to getting a better picture about female police officers in Somalia."*

## Chapter 2: RESEARCH METHODOLOGY

### 2.1 DATA COLLECTION METHODS & SAMPLING FRAMEWORK

This study was carried out at both Federal and State levels in Somalia; it sought to provide basic demographic data on female police officers, as well as a comprehensive, accurate and upto date situation analysis of female police officers in terms of their aspirations, roles and responsibilities, skills levels, capacities as well as challenges and obstacles they face when performing their functions.

This study was conducted in 9 locations in Somalia and it explored how best to support the police force in Somalia to improve the accessibility to judicial remedies and processes for women and girls in Somalia. The 9 districts that were selected for the study were Mogadishu, Hargeisa, Baydhabo, Kismayo, Borama, Garowe, Qardho, Bosaaso and Burao. Stratified random sampling techniques were employed in the selection process. These cities were selected because they are the most populated and because most female police officers are currently working in these major towns.

Although Dhusamareeb, Galkayo, Mandera and Erigavo were included in the initial proposal and in the research plan, they were not visited during the study. Dhusamareeb and Galkayo could not be accessed due to security reasons, while Mandera and Erigavo were excluded to give equal opportunity to all regions. Finally, 3 districts were visited in each region of Puntland, Somaliland and South Central Somalia, resulting in a total of 9 districts across the country. The study relied extensively on feedback from senior members of staff of the different missions, who provided invaluable inputs on the overall accuracy of the information obtained.

*This study was conducted in 9 locations in Somalia: Mogadishu, Hargeisa, Baydhabo, Kismayo, Borama, Garowe, Qardho, Bosaaso and Burao*

### 2.2 INCEPTION MEETINGS AND REPORT

Inception meetings were held between the research team and stakeholders, key informants and respondents who were crucial for this study, including UN Women and the Somali Police Forces. The purpose of the Inception meetings and inception report was to establish a common understanding between the consultant and the client on the Terms of Reference (ToR) and the Scope of Work, the target beneficiaries, planned activities and areas where activities were to be implemented. The comments from the stakeholders provided inputs into the study from the inception period up to the finalization of the study.

### 2.3 TRAINING OF ENUMERATORS

A 2-day training was conducted for the research enumerators in Garowe. The objective of the training was to familiarize the team with the methodology and tools and to build the capacity of team members to successfully carry out the research study in Somalia. As part of the training, a testing of the methodology and tools was also accomplished in Garowe, which led to further refinement of the tools and methodology based on feedback obtained from the testing.

### 2.4 DATA COLLECTION AND DATA ANALYSIS TOOLS

The research data was collected at both Federal and State levels through questionnaires distributed to 52 police stations across Somalia. 51 key informants were interviewed and 9 focus group discussions held in 9 target districts including Mogadishu, Hargeisa, Baydhabo, Kismayo, Borama, Garowe, Qardho, Bosaaso and Burao. This study mainly employed qualitative and quantitative methods for data collection as explained in the following sections

## 2.5 LITERATURE REVIEW

A desk review of relevant studies and available secondary data related to female police officers on the one hand and Sexual and Gender Based Violence (SGBV) in a Somali context on the other were conducted. SIDRA team met with a number of Somali female police officers in the regions in their respective areas and special focus was put on female police staff within the Somali Police Force (SPF). They were specifically interviewed and primary information collected while taking to account the below research principles:

- Reliability: SIDRA took every possible step to make sure that information sources are valid and appropriate, and that suitable data collection methods were applied.
- Transparency: The purpose of the face to face interviews was explained to all interviewees

prior to conducting the interview.

- Broad Participation: This assessment study was designed to include into the research framework as comprehensive as possible taking all relevant stakeholders into account.

This report reveals the comments and opinions of Somali female police staff specifically and the Somali police force in general who were interviewed for the study and were engaged in this research as respondents or participants in the focus group discussions held in the target districts. The SPF Gender Unit and the UN Women ROLS team should agree on the primary findings of the research from both secondary data and primary data presentations. SIDRA will arrange workshops and meetings to present this semi-final report and discuss with the various primary stakeholders.

## 2.6 KEY INFORMANT INTERVIEWS (KII)

51 one-on-one KI interviews were conducted in the 9 districts of Mogadishu, Baydhabo, Kismayo, Garowe, Qardho, Bosaaso, Borama, Hargeisa and Burao. The 51 respondents included female police officers, male police officers, senior government advisors, members from the civil society active in each district, members from women's groups, Somali intellectuals, traditional elders and youth activists. Attached to this report is a complete list of stakeholders, service providers and community leaders who were interviewed during this study. The purpose of interviewing these key informants was to solicit information on policing dynamics in Somalia through a gender lens and their implications on access issues, participation in decision making and leadership, among others.

## 2.7 FOCUS GROUP DISCUSSIONS (FGD)

9 Focus Group Discussion were held in the 9 districts of Mogadishu, Baydhabo, Kismayo, Garowe, Qardho, Bosaaso, Borama, Hargeisa and Burao. Each FGD had a total number of between 20 to 25 participants consisting of both male and female participants. A total number of 162 men and women took part in the FGDs. The participants included female police officers, male police officers, gender equality and women's empowerment activists, police force leadership, religious/traditional elders as well as youth.

## 2.8 PUBLIC QUESTIONNAIRE SURVEY

A public survey was conducted in 9 locations in Somalia and 360 questionnaires were filled in by 360 respondents in 36 police stations. Both men and women police officers took part in filling in the forms. The number of male respondents surpassed the number of female respondents due to the shortage of female police officers in the police stations and in the police force in general. The full English and Somali versions of the questionnaires are attached in the Annexes. As a test, the survey questionnaires were tested on 40 people in Garowe and feedback collected incorporated into the forms and adjusted accordingly

**Table 1: List of Surveyed Police Stations in Somalia:**

s/n	District	# of police stations	Gender Units
1	Garowe	4, including the Central Police station	No Gender Unit, rather there is community policing
2	Bosaaso	4, Bartamaha, Airport and Sea port, and others	No Gender Unit, rather there is community policing.
3	Qardho 4,	Central police station and other police stations	No Gender Unit, rather there is community policing
4	Mogadishu	5, Waberi, Hamar Jajab, Hodan, and Wadajir and Gender Unit	Gender Unit exists and functions with full capacity
5	Hargeisa	4, New Hargeisa, Central and Jigjiga Police Stations and others	Gender Unit exists and functions with full capacity
6	Burao 4,	Burao Police Stations	Gender Unit exists and functions with full capacity-Baahi Koob
7	Borama	3, Borama Police Stations	Gender Unit exists and functions with full capacity-Baahi Koob
8	Baydhabo	4, Baydhabo Police stations	Gender Unit exists and functions with full capacity
9	Kismayo	4, Baydhabo Police stations	Gender Unit exists and functions with full capacity

## 2.9 SAMPLING

9 districts were selected for this research and these were Mogadishu, Baydhabo, Kismayo, Garowe, Qardho, Bosaaso, Borama, Hargeisa and Burao. These cities were selected because they are the most populated in the respective regions and have the highest concentration of female police officers in employment. From these districts, a stratified random sampling technique was used for the determination of the number of police officers to be taken as respondents to fill in the questionnaires in the target police stations in Somalia.

Mogadishu being one of the most populated cities in Somalia has over 18 police stations currently in operation. The police stations where female police officers were employed were taken into account and

were specifically targeted for the questionnaires. In Puntland, Garowe and Bosaaso are the cities where more than 40% of the population live.

The sample for the Focus Group Discussions (FGDs) and the Key Informants Interviews consisted of SGBV stakeholders in Somalia, including national Ministries of Justice and Security of the FGS, the regional states, CSOs, top police commanders in the police forces, female police officers, Gender Unit personnel, and International Institutions including AMISOM and the UN Women ROLS Project Manager in Somalia. The FGD questions, the Key Informant Questions and the questionnaire are attached to this report.

## Chapter 3: LITERATURE REVIEW

### 3.1 THE GLOBAL AND REGIONAL CONTEXT OF THE SITUATION OF FEMALE POLICE OFFICERS

Shortly after resolution 1325 was implemented, a woman by the name of Lyn Holland became the first American woman to serve in a policing capacity in an international peacekeeping mission when she joined the mission in Kosovo to assist victims of rape. In the same mission was Shahzadi Gulfam, a Pakistani policewoman who was also deployed to the peacekeeping mission, was helping to recruit more women to the Kosovo Police Service. In India an all-female formed Police Unit has been celebrated as contributing to better outreach to women in communities. This best practice was emulated in Liberia and Bangladesh and has been credited with inspiring more women to join the police force.

Across the globe, women make up only a tiny segment of the security sector (Hayes and Prenzler, 2012). In 2009, the UN launched a universal effort to amplify the number of women in police forces, with the goal of reaching 20 per cent in peace operations. Reports reveal that as of 2015, 97 per cent of military peacekeepers and 90 per cent of police officers are men.<sup>2</sup> More women in policing has been seen to cause increased reporting of violence against women, improved intelligence-gathering, better treatment of female witnesses, victims and suspects, as well as fewer complaints of misconduct and improper use of force.

However, it has largely been documented in reports and academic literature that female police officers face challenges in training and in the workplace. For example, in the US and elsewhere in the world, female police officers were historically subject to dismissal if they married. Also female police officers were subjected to challenges which male police officers did not face such as not being sworn, or were appointed on lower pay rates, without any rank structure and without a pension scheme.

*It has largely been documented in reports and academic literature that female police officers face challenges in training and in the workplace.*

The entry and expansion of women police was, in general, fiercely opposed by police managers and police union leaders. On the job, women were often undermined by colleagues' lack of support, by sexual harassment, and by discrimination in deployment and promotion. The male domination on police work was supported by powerful stereotypes about the nature of police work and intrinsic gendered traits. Policing was seen as requiring symbolic authority and physical force that only males could exercise. These myths were perpetrated despite research in the 1970s and '80s indicating that women police were as effective as men on most performance measures, and generally better at diffusing conflict, and that there was strong public support for women police. (Hayes and Prenzler, 2012)

The benefits of strengthening the role of women in the police are often seen as a catalyst in the fight against corruption and crime. The line of reasoning is that women are more trustworthy, competent, pro-social and respectful. The employment of female police involves a variety of benefits, which have frequently been denied or underestimated. Equity in policing supports the global mission to create genuine equality and independence for women, including through employment and better delivery of social services (United Nations, 2014). Policing can offer secure and stimulating work for women, with diverse career opportunities, and with increasing opportunities for flexible employment.

The presence of women police also provides an alternative contact point for victims of crime confronted by the well-documented insensitivity of many male police. Female victims of crime, in particular, should have access to female officers. The research evidence is also fairly strong in showing that increased female participation in policing will

<sup>2</sup>UN Security Council (2015). Report of the Secretary-General on women, peace and security; and UN Security Council (2014). Report of the Secretary-General on women, peace and security. p.27.

lead to reduced complaints and reduced misconduct including less reliance on the use of force. There is also potential for women police to make a major contribution to improving security and prosperity in developing nations through participation in peacekeeping missions (National Center for Women and Policing, 2015).

The societal conceptualisation regarding the role of gender and the fictional understanding that the police work needs strength is one of the major reasons why men perceive the job of the police as a men's role and that women are excluded from applying for jobs. There have been remarkable changes due to the dramatic efforts by intergovernmental organizations around the world and an increase in women's empowerment efforts across the globe. Today, more women are being hired in the police force, regardless of the many challenges that exist.

According to various research reports,<sup>3</sup> the role of women in law enforcement is remarkable and in practice, people tend to trust more in women police officers especially when it comes to matters of

Sexual and Gender Based Violence. Female victims tend to trust female officers more when it comes to investigating gender-based violence cases, which eases and speeds the process of delivering justice. Evidence shows that women police officers utilize a different policing style and rely less on physical force and more on communications skills and potentially violent confrontations are less likely to occur, or escalate into excessive force situations.

Similarly, world leaders approved and adopted the 2030 Agenda in 2015 which is composed of 17 Sustainable Development Goals (SDGs) aimed at eliminating poverty, combating inequality and injustice, promoting gender balance, etc. More specifically, SDG number 5 which was created to achieve gender equality and women's empowerment and pinpoints that elimination of all forms of discrimination against women is not only a human rights issue but also an aspect that influences all other development indicators in the other areas.

### 3.2 THE CONTEXT OF FEMALE OFFICERS IN SOMALIA.

The collapse of the central government in Somalia in the 1990s and more than two decades of civil conflict have resulted in a fragile security situation. There were very few women in the police force and it came as a great surprise when in 1979, Somali's first female police officer, Mrs Asha Hassan Hussein, appeared on the streets of Mogadishu driving a police motorbike. Captain Asha is today the Head of the SGBV department within the Somali Police Force. Only 750 out of the estimated 50,000 police staff across Somalia and Somaliland are women, which means that only 1.5 percent of the police staff in Somalia and Somaliland are female police staff. Very few women are in the high ranks of the Somali Police Force; for instance, the current Head of Bari region Community Policing is female while the Head of the Public Relations at the Somali Police Force in Mogadishu is also female.

There is also a small number of other senior female officers having the rank of captain working in the different units. Overall, there are very few female police officers in higher ranks of leadership such as captains or higher. During the focus group discussion in Mogadishu, the Deputy Chief of the Gender Unit

in the Somali Police Force mentioned that the senior police officers were approximately 7 in number out of a total of an estimated over twenty thousand in Mogadishu. But a lack of reliable data on the exact number of police officers - whether female or male - in Somalia still exists.

However, with the help of the international community, the Somali nation has stood again on its feet to restore peace and order. In 2012, federal institutions were built to restore peace and order. The focus of the federal government of Somalia was security and rule of law. Nevertheless, there has been some progress in the field of security, although killings, terrorism bombings, and violations of human rights, including against women and children. Sexual and gender based violence is an obstacle to the general security of the female population in Somalia and the responses from the existing security systems regarding women protection is very weak. However, there is new momentum in the police force in Somalia with more and more women participating to combat gender violence as can be seen in this BBC video<sup>4</sup>.

<sup>3</sup>See for example SIDRA study on Gender Analysis in Somalia conducted for the European Union, 2016 and reports by the National Center for Women and Policing.

<sup>4</sup><http://www.bbc.com/news/av/world-africa-39804653/the-women-trying-to-keep-somalia-safe>

### 3.3 LOCALS RESPONSES TO SGBV IN SOMALIA

The Gender Units of the police stations tackle rape and sexual gender based violations which occur in large scales in Somalia. Recently, much effort has been made by local stakeholders to respond to the call for the fight against SGBV by the inter-governmental organizations and Gender Units were formed within the Somali Police Forces. According to a police lieutenant at Garowe Police station and Community Policing Centre, female police officers at the centre are not yet fully capable of handling the sexual and gender based violence cases due to the traditional Heer practices, which protects perpetrators and promotes victimization. The security systems existing in both Somalia and Somaliland were designed to supplement the traditional conflict resolution systems in the country, and that excludes any fair and legal prosecutions against culprits of the sexual and gender based violence in Somalia. In Baidabo, there is an existing and functioning gender unit with 3 female police officers.

In Somaliland, there are several initiatives coming from different angles to address SGBV. For example, the Baahi Koob desk was established to respond to the local need to fight SGBV cases. These desks were introduced in Hargeisa, Burao and Borama and the services are relevantly covering all urban areas in Somaliland. The desk was initially established to provide medical support service to victims of sexual and gender based violence and from there investigate the cases as well as bring perpetrators to justice. Eight police officers were recruited to work in this program, 4 of whom were female. This desk works closely with the criminal investigations department of the Somaliland Police Force, which further investigates cases and issues arrest warrants as well as forwards the cases to the courts. Somaliland has a Sexual Offences draft Law which is meant to guide the penal code concerning sexual perpetrators in the eyes of the law but it has not yet been passed and approved for implementation. At the Hargeisa Police station, UNDP supported the building of a women and children's desk and the Danish Demining Group also built an office in 2012 to serve as a reception centre to address GBV cases, but it is no longer operational.

In South Central, a Sexual Offences Bill was submitted to the federal parliament and is awaiting

endorsement. Major challenges rest on the rape and sexual gender based violence reporting and responding mechanisms. The reporting of SGBV cases is very poor in terms of recording the occurrence, patterns and prevalence of such cases.

In Puntland, the Puntland Sexual Offences Law was passed in September of 2016<sup>5</sup> and its implementation is foreseen in the near future. Yet, many challenges exist, including poor tracking and data analysis, ineffective women and Children's desks, absence of a 24/7 hotline and poor public sensitization to discourage violence against women all over the State. The Gender Units within the Somali police forces in both South Central and Puntland are cooperating with the local communities and Civil Society organizations within the member states.

<sup>iv</sup> The recruitment of female police officers is increasingly seen as motivating the establishment of new and balanced Model Police Stations. Female police officers have an important role to play in the justice system in Somalia. However the Somali Police Force (SPF) and the Somali National Army (SNA) are seen by the public to work in sponsorship arrangements with favoritism and inequality and not everyone can access it. Therefore, if someone needs to find compensation for their complaint they must use some form payment, social and clan connections, favouritism, and normative beliefs to get apposite response. In the case of clan connections, it is important to understand the social structure in the country. Women from rich and powerful tribes have easier access to fair justice while women from minor clans lack similar access to justice<sup>vi</sup>.

*The recruitment of female police officers is increasingly seen as motivating the establishment of new and balanced Model Police Stations.*

<sup>5</sup><http://somalia.unfpa.org/news/puntland-passes-law-against-sexual-offences>

More specifically, a local NGO working in Dhobley reported that they receive more than twenty SGBV cases per month. They also reported that many more remain hidden and unreported due to the stigma and public stereotypes relating to rape of women in the Somali culture. Appropriate SGBV reporting systems that enable reporting of the accurate number of SGBV cases do not exist. Reporting is subject to the belief that sexual perpetrators will not be corporally punished and that the victims will only suffer public stigmatization. Customary practices give immunity to the sexual perpetrators when compensation is given to the clan of the raped women. In addition, when a Somali woman is beaten or abused by her husband, people do not view it as a crime; rather, some clans encourage men to beat their wives and some condone it<sup>vii</sup>.

The UN advocates that the participation of women in the justice and security sector is mandatory to all member governments and states. In 2014, the Somali police force ordered all active female police officers to leave the offices of work and go home. This crippled the mission of Somali women's inclusion into the security sector participation. As a result, a group of female law enforcement officials organized a protest against the Somali police force and demanded change. The Somali National Development Plan (NDP) 2017-2019, also highlights the importance of addressing gender difference and the need for gender equality and women's empowerment as a key to enhancing overall development needs of the country<sup>viii</sup>.

### 3.4 THE POLICE STATIONS IN SOMALIA

The establishment of the model Police Station and Community Policing Centres has been widespread in Somalia and Somaliland. UNDP- ROLS project, Strengthening Governance and Rule of Law in Somalia 2012-2015, concentrated on the reconstruction of the community policing centres. According to the preliminary plans and operations design of the model police stations under the supervision of UNDP Somalia, there was need for close

collaboration between the governors, the regional police commanders and the community groupsix. This model police station is a tactical response to enhance the policing needs of the community as it promotes cooperation and partnership among local communities, local authorities and the police force to strengthen information sharing and collecting SGBV cases accurately and timely as well as reporting to the police station for remedial actions.

**Table 2: Cities showing number of model police stations operational in Somalia**

Town	Number of police stations
Garowe	1 Model Police Station operating
Galkayo	2 Model Police Stations
Qardho	1 Model Police Station
Mogadishu	18 Model Police Stations operating
Baidoa	1 recently opened Model Police Station
Kismayo	1 Model Police Station
Hargeisa	1 Model Police Station
Burao	1 Model Police Station
Erigavo	1 Model Police Station

All these Model Police Stations employ some female police staff although statistics regarding the number of female police officers are not accurately calculated. There are rough estimates that some several hundred female police staff are employed in

the Somalia and Somaliland.

The gender inequality index for Somalia remains 0.776<sup>x</sup>, making the country the fourth in the list of the countries with the lowest gender equality rate.

Somali women and girls continue to face rape and extreme violence, although it is very difficult to display statistically. Traditional/customary law is overwhelmingly being preferred over the formal

***The gender inequality index for Somalia remains 0.77, making the country the fourth in the list of the countries with the lowest gender equality rate.***

justice systems, as people consider the customary justice systems more efficient than the formal justice systems due to their accessibility. 9,500 GBV cases were reported during 2016 alone in Somalia, and 1,805 of rape cases, which account for 19 percent of the total GBV cases<sup>xi</sup>.

Between 2012 and 2013, more than 1700 rape and 800 GBV cases were recorded in Mogadishu alone in 500 camps. <sup>xii</sup> In Somaliland, around 239 rape cases were reported to the Gender Unit, most of them being IDP women and

girls<sup>xiii</sup>. In 2015, statistics displayed that 94 percent of the victims of sexual or gender-based violence were women and 74% of these victims were residents of the IDP camps. More specifically, the report prevails that victims of rape and GBV are women from marginalized clans.

In addition, women raped by their tribemates are in many cases married off to the perpetrators because per the Somali culture, once a woman is sexually violated it will be hard to get suitors for marriage. In order for women and girls to access and report cases of rape and GBV to the police stations, there must be female police staff in abundant numbers working at all police stations in Somalia and Somaliland in any village and district across the country. In light of this, female police officers are needed to promote gender equality and women's empowerment as part of the ongoing national police structure throughout Somalia.

The Gender Units were established as a response to the realisation of effective policy instruments for Gender Equality and Women's Empowerment after the Beijing Declaration and Platform for Action as well

as the African Charter protocol on Gender Equality which both include such policy instruments as the foundation of the Gender Units within the police force of Somalia. The Gender Units serve to address issues that may affect women officers given their apparent disadvantage from a cultural perspective, addressing any obstacles to their ability to deliver optimum service while serving as police officers. Moreover, the gender units are also meant to ensure that women and girls are equally involved in decision-making processes within the police force and do not face any discrimination at the workplace<sup>xiv</sup>. Possible achievements on the equality between women and men is said to be a matter of human rights and accessibility to justice to everybody. In other words, gender equality and women's empowerment is a basic requirement for political, social, cultural, and security accomplishment of people<sup>xv</sup>.

The Gender Unit in Mogadishu is planning to conduct awareness campaigns in the existing Model Police Stations in Mogadishu city to respond to the need to elevate the level of awareness on the SGBV incidents by the Somali Police Force in the Model Police Stations (Focus Group Discussion, Head of Gender Unit, SPF, Mogadishu, 2016). The main awareness targets will be the police stations. On the other hand, the Ministry of Women Development and Family Affairs (MOWDAFA) in Puntland state recently launched a public sensitization forum urging women and girls to join the police force. As a result, more than 300 female volunteers accepted to enlist with the police force in Puntland state (MOWDAFA, Garowe, interview with the Gender Director, October, 2016).

After twenty years of conflict and continued wars, the police and the courts are not equipped to support and help the victims of sexual and gender based violence as mentioned above. The customary justice system's handling of rape and GBV cases contributes to a lack of proper punishment mechanism against the perpetrators. When a victim is traumatized and in a critical health condition, elders from the victim's side negotiate with those from the perpetrator's side to resolve the case in a very informal way, which does not involve compensation to the victim but apology to the tribal elders. The customary Heer system is based on local norms of not punishing the alleged offenders but settling the case and leaving the past behind.

On December 2015, the Gender Unit of the SPF in Mogadishu was formed at the federal level to respond to the need to improve police services for

women and girls<sup>xvi</sup>. Conversely, in Somaliland, the government of Somaliland successfully acquired the National Gender Policy which is a strategic document on Policing and SGBV by the Ministry of Interior in 2013. An action plan towards a Gender-Responsive Police was formulated.<sup>xvii</sup> At the setup phase of the Gender Units, a SGBV Investigations Training of Trainees (ToT) was completed in the federal government of Somalia in 2013 and 2014. In Puntland, the introduction of the Model Police Stations in Garowe was the start to achieving the police endeavour to report crimes and detect criminals through community oriented policing. In Somaliland, the University of Hargeisa launched a scholarship programme where 30 police officers were engaged, of whom 9 female police officers were specializing in criminal justice<sup>xviii</sup>.

In addition, the African Union Mission in Somalia (AMISOM) has been at the frontline supporting the Somali Police Force's fight against SGBV, through support for the Gender Units and children desks within the Somali Police Force (SPF). There has been a growing number of street children who have lost their parents in the political and religious wars in Somalia; the Children's desks within the police stations help to provide disadvantaged children who

are often unaccompanied by parents with referral advices. This protection services have been widely implemented in Somaliland Model Police stations, mainly in Hargeisa.

As a part of the AMISOM mandate, a police component was created to conduct trainings, provide mentoring and monitoring as well as advice services to the Somali Police Force on a number of topics, such as building local police capacity according to the African Union's Post-Conflict Reconstruction and Development Policy Framework. To understand the existing structures of the AU, there are individual police officers, police units, and senior leadership teams. In line with this, 10 police officers (5 men and 5 women) were trained on SGBV investigation by AMISOM in cooperation with the Somali Police Force. Similarly, 40 Somali Police officers were given SGBV awareness trainings in Kaahi Police Academy in Mogadishu. The 2-week training workshop was organized by the Somali Police Force but conducted by AMISOM police unit. There is no female representation at the senior leadership level of the Police Component of AMISOM currently, while there is no gender mainstreaming strategy in place<sup>xix</sup>.

# Chapter 4: STUDY RESULTS

## 4.1 INTRODUCTION

This chapter presents the results of the female police officers study carried out at nine locations (Mogadishu, Kismayo, Baidoa, Borama, Hargeisa, Buroa, Garowe, Bosaaso and Qardho) across Somalia between September and November 2016. At the nine locations, elaborate Public Survey, Focus Group Discussions (FGDs) and Key Informants Interviews (KIIs) were carried out to assess various issues relating to female police office in line with the objectives of the study.

The public survey consisted of a total of 360 respondents randomly selected at each of the nine

locations. Interviews with key informants at the nine locations involved 51 informants drawn from different organizations including police force (61%), civil society organizations (18%), community elders (4%) and legal and government institutions (6%). FGDs at the nine locations engaged 161 participants and varied in size from 8 at Qardho to 34 at Mogadishu. Group participants discussed issues that related to female police officers as guided by a list of discussion questions. The questions that guided the public survey, the KIIs and the FGDs are presented in annexes 4, 5 and 6 respectively.

## 4.2 STATUS AND SITUATION OF FEMALE POLICE OFFICERS AT THE FEDERAL AND STATE LEVEL

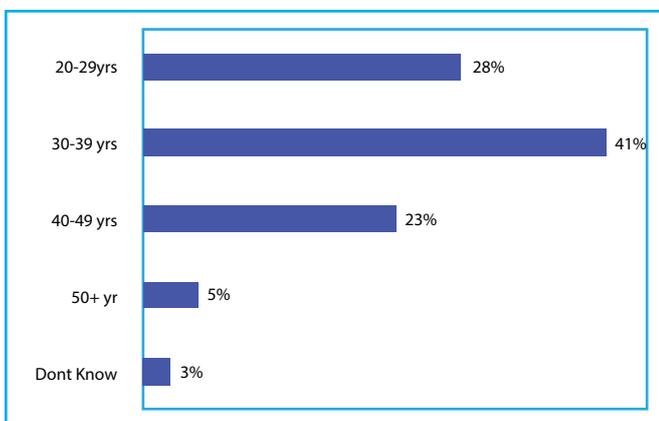
The status of the female police officers was captured through the public survey interviews and the focus group discussions. The public survey interviewed slightly more men (59%) than women (41%). The respondents were mostly young with 69% being under 40 years of age and only 5% being over 50 years (Figure 1a).

Looking at all the respondents interviewed, majority had a basic education i.e. primary, intermediate and secondary school, this cluster accounting for 92% of the respondents (Figure 1b) of which 53% were male and 39% were female, hence 14% more male than women. Few of the respondents had education

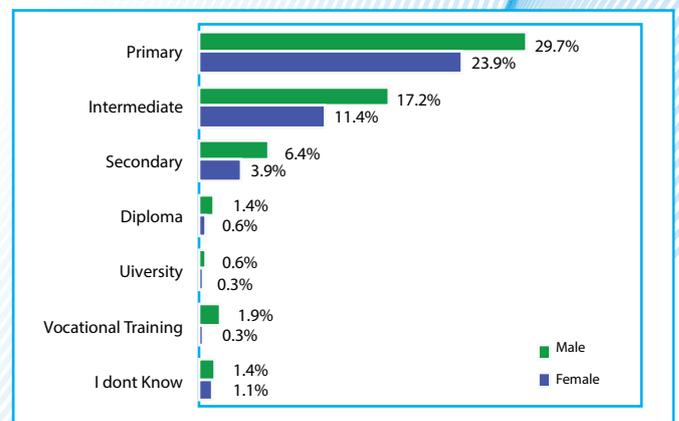
beyond secondary school with only 2% with diploma certificates, 0.9% with degree certificates and 2.2% with vocational training. At all levels, the number of men qualifying was higher than that of women and the number of female officer with higher education was only 1% of the total number of respondents.

The survey reported an even distribution in the number of years in service (Figure 1c). Of the respondents that completed the survey, 57% had served for between 1 and 5 years while 43% had served for more than 5 years. The cluster of officers that had served for 2 to 5 years constituted 26% of the respondents.

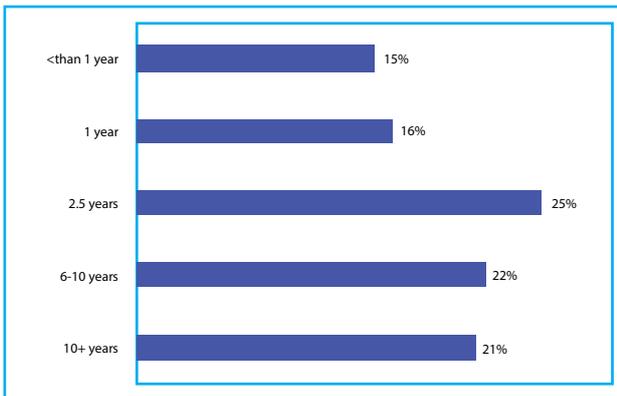
(a) Age Distribution



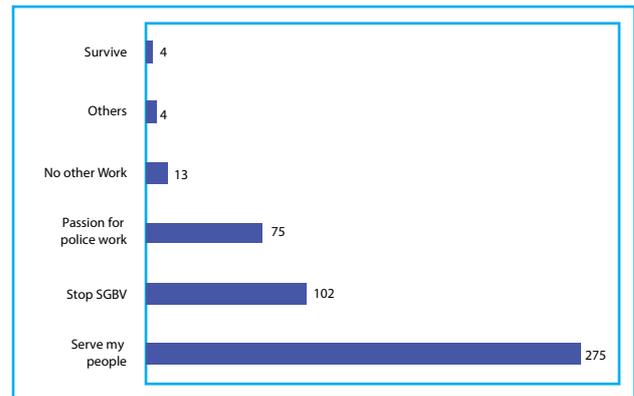
(b) Level of education



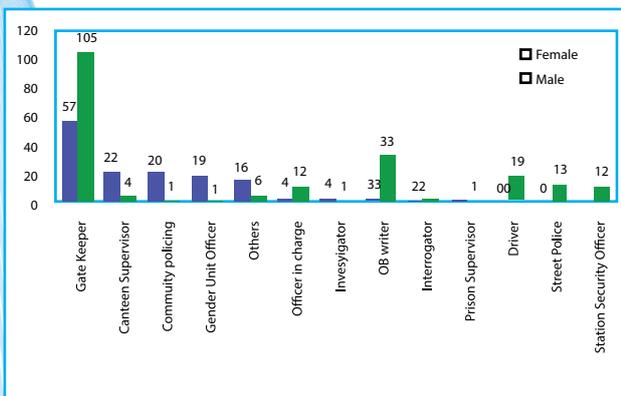
(c) Years of service



(d) Reasons for joining



(e) Functions and roles



(f) Ranks

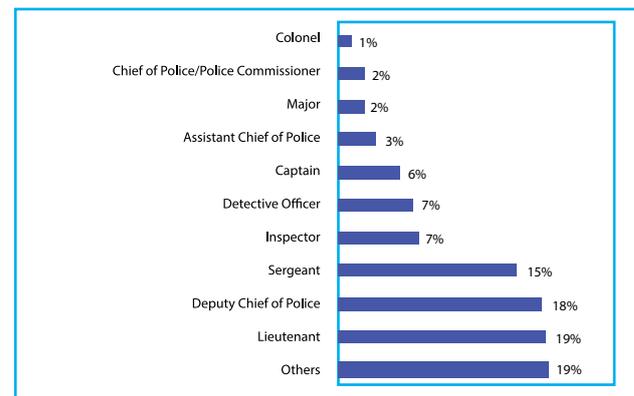


Figure 1: Respondents age distribution; level of education; years of service; reasons for joining the police force; roles and functions and ranks

The respondents interviewed cited various reasons for joining the police force (Figure 1d). Those cited the most were: (i) To serve the Somali people (cited 275 times); (ii) To stop sex and gender based violence against Somali women and girls (cited 102 times); and (iii) To fulfil passion for police work (cited 73 times).

Respondents reported the roles that they played in the police force (Figure 1e). There were areas where female officers were involved in more. These include gate keeping, canteen supervision, community policing and working in the gender unit. On the other hand, there were areas where female officers were rarely involved. These included driving, street policing and station security. Additionally, more female officers were involved in work categorized as "other" which may include general work.

A number of police officers in various ranks were involved in the survey, from lieutenants to chief of police (Figure 1f). The ranks with most respondents included lieutenants, sergeants and deputy chiefs of police, with these three ranks accounting for 53% of the respondents. Nearly one fifth of the respondents (19%) did not indicate their ranks.

### 4.3 STRATEGIC AND OPERATIONAL NICHEs FOR DEPLOYMENT OF FEMALE POLICE OFFICERS

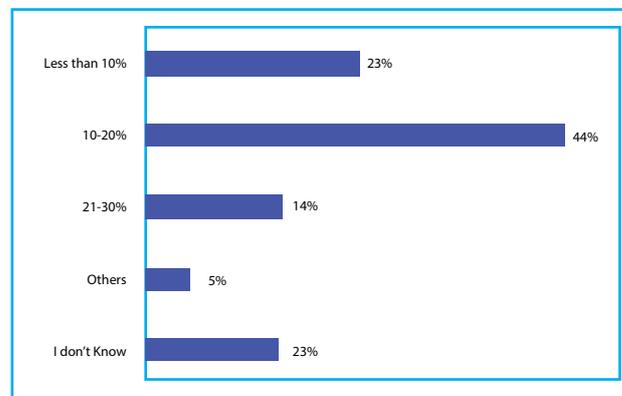
Survey respondents provided their estimates of the percentage number of female officers in the police force (Figure 2a). The number was perceived to be low with one quarter of the respondents (23%) estimating the number to be 10% or below and two thirds of the respondents (67%) estimating the number to be 20% or below. Similarly, the FGDs reported the number of female officer in the force to be very low in all locations. In most cases, this number was reported to be less than 10%. Except for two areas, Boroma and Buroa, all the other FGDs brought out the need to increase the number of female officers urging that this would improve the work of the police force. In the two locations, some of the members argued that there is no need to increase the number of female officers. At Kismayo, it was pointed out that although female officers were few, their work was of high quality.

Respondents were asked to select 5 most important duties that they thought should be performed by female officers from a list of 11 predetermined duties

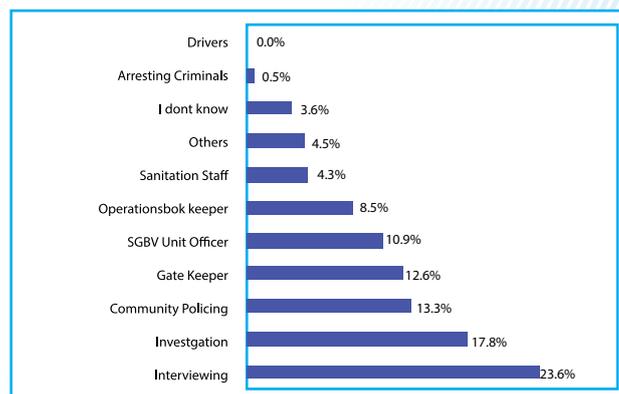
(Figure 2b). The five duties that were cited the most (in order of the number of times they were cited) included interviewing, investigating, community policing, gate keeping, and SGBV related work. Compared to these preferred roles, respondents also identified the roles that female police officers were actually assigned (Figure 2c). The assigned roles that were cited the most (in order of the number of times cited) included officer-in-charge, prison supervisor, interviewer, station security officer, gender unit worker, and community policing.

Nearly half of the respondents (49%) indicated that the functions and duties carried out by female officers did not take into account the special needs of women and girls as compared to 31% of the respondents that reported that the functions took into account the special needs of women and girls (Figure 2d). On the other hand, slightly over half of the respondents (52%) reported that the functions were sensitive to the needs of women and girls.

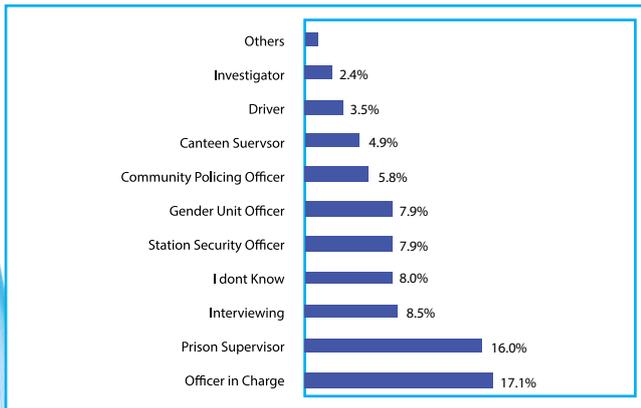
**a) Number of Female Officers in Police Force**



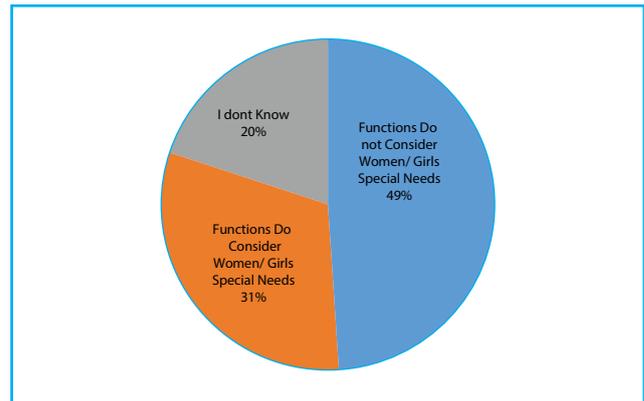
**b) Preferred duties for female officers**



**c) Actual duties for female officers**



**d) Duties consideration for women and girls needs**



*Figure 2: Estimated numbers of female police officers, preferred and actual duties and consideration of women and girls special needs in the duties performed by female officers*

From the inputs provided by key informants, female police officers are mostly assigned lower level tasks although by standard practice, they are supposed to carry out the same tasks as their male counterparts. According to the key informants, the tasks assigned to female officers included:

- i. Guarding of public places such as hotels, business malls and other meeting areas,
- ii. Undertaking clerical work at the police station,
- iii. Making records in the Occurrence Book,
- iv. Frisking and searching women entering public places,
- v. Investigating Sex and gender based violence and other crime against women, and
- vi. Other menial duties such as sweeping, clean and cooking. Among the reasons given for the women officer being assigned low level tasks was their lower level of education. In some cases, female police officers inherited positions in the police force from their deceased parent and therefore entered the service without proper screening and qualification. Such female officers ended up being assigned unskilled work.

Key informant observed that the police force was not gender sensitive and the tasks assigned to women officers did not take into account their special needs neither were they sensitive to women special needs. It was however reported that women officer were not involved in night patrols or long field missions.

In the FGDs, the role of female officers in community policing services was identified to include the

following tasks (in order of the number of times cited):

- i. Intelligence gathering especially because women can move without restriction,
- ii. Investigating crime and interviewing crime victims and suspects,
- iii. Investigating sex and gender based violence and supporting victims,
- iv. Cleaning and cooking, and
- v. Prison care especially for women and children prisoners.

Looking at the interaction between female police officers and the communities, most of the key informants reported that female officer rarely went out of the police stations unless when there were security alerts and where they were required to go for security checks in the community. When female police officer interacted with the community, it was for surveillance and intelligence gathering. Overall, interaction between female officers and the community to improve community policing was minimal.

Key informants however shared that community members were more open to discussing with female officers about problems other than those who the officer sought to investigate. These may be SGBV related issues that had not been reported because the victim feared that the criminal would hurt them if they know that they had reported the issue. Further, key informants reported that the public was satisfied when dealing with a female police officer on official capacity. Informants observed that the public were happy with the services provided by female officers.

Particularly, women were very happy with female officers and observed that they would not go to public places if the female officers were not there to check them at the entrance. A small number of informants however observed that the public had either negative or mixed feelings towards

female officers but the situation was changing and becoming better. The negative attitude was mostly associated with cultural and traditional beliefs in the Somali society that expects women to remain at home.

#### **4.4 STRATEGIC APPROACHES TO GENDER-RESPONSIVE HUMAN RESOURCE POLICIES IN POLICE FORCES**

The majority (70%) of the public survey respondents felt that there were equitable and family-friendly human resource policies and practices in place in the police force including maternity and paternity leave, flexible work hours, child care facilities, equal pay, and benefits and pension. Slightly over half of the respondents (53%) reported that female police officers had access to separate facilities, well-fitting uniforms, appropriate equipment and others such facilities. However, more than one third of the respondents (36%) were not aware of such facilities.

Half of the respondents (53%) indicated awareness of a formal mentoring program for the female police officers while slightly over one third of respondents (38%) were aware of female staff association. This

compared to one quarter of the respondents who were not aware of such programs. Less than one third of respondents (31%) were aware of informal mentoring program for female officers.

A large number (70%) of respondents reported that data was collected and analyzed on staff turnover and retention. Among other data, respondents were aware of monthly and annual reports and daily activity reports. 60% of the respondents reported that this data was disaggregated by sex, rank, ethnicity and reasons for leaving the service among others. Generally, a substantial number of female police officers were not informed about the available female officer staff development program

#### **4.5 AREAS OF SUPPORT AND TRAINING NEEDS FOR FEMALE OFFICERS**

A number of survey questions looked at the training that female police officers are offered (at entry and during the service) to enable them perform their duties. Before addressing training needs, the survey looked at the literacy level that female officers need to perform their duties and access training facilities (Figure 3a). Three quarters of the respondents (75%) indicated that primary and intermediate level of literacy was adequate to enable the officers perform their duties. Only a few respondents cited the need for secondary (6%) and university (6%) education.

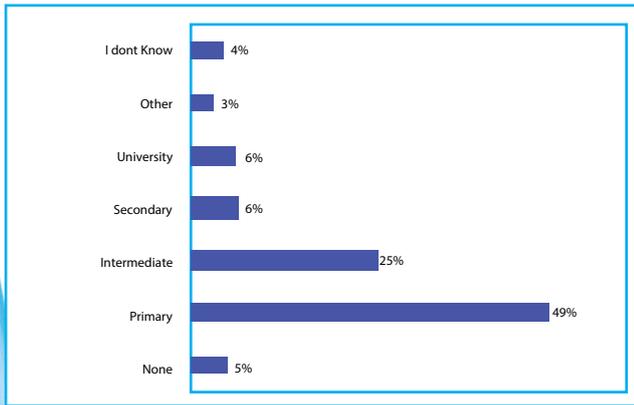
Over half of the respondents (54%) observed that women and girls had equal access to the education and training that they required to qualify for positions within the police both at entry and during service. On the other hand, more than one third of respondents (37%) were of the opinion that women and girls did not have equal access to education and training to qualify for positions in the police force.

Respondents gave information on the kind of training that was provided to female officers at the time of entering the police services (Figure 3b) and during their service (Figure 3c). From the responses, similar kind of training was provided both at entry and during service. Training topics included:

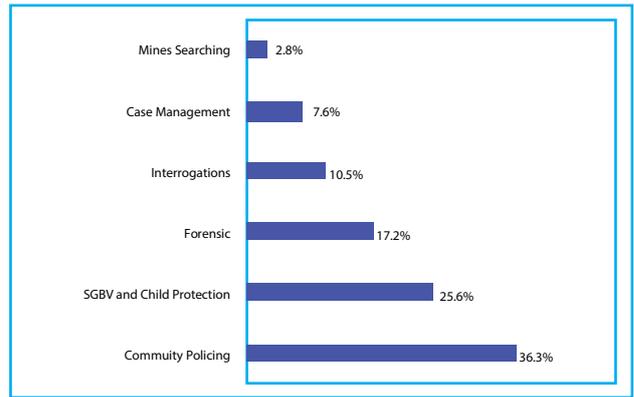
1. Community policing,
2. SGBV and child protection, and
3. Forensic investigation.

These three training themes accounted for 79% of the training provided at entry and 60% of the training provided during service. Nearly half of the respondents (49%) indicated they had received training on criminal investigations (killings, robbery, SGBV and child protection) two or more times (Figure 3d) while less than one third (27%) had received this training once. About one tenth of the respondents (12%) had never received this training.

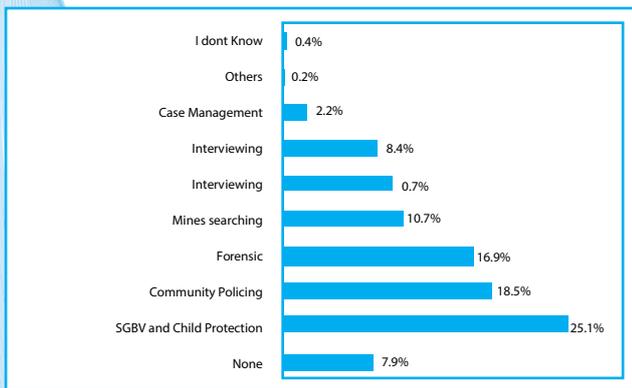
**a) Literacy levels**



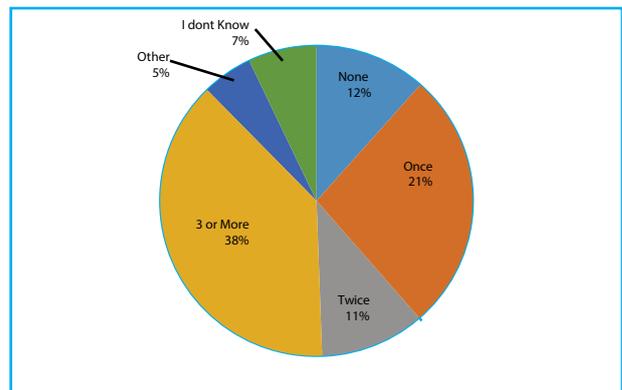
**b) Training received at entry**



**(a) Training received during service training**



**d) Frequency if criminal investigation training**



**Figure 3: Literacy level required by female officers to perform their duties, the training received at entry and during service and frequency of training on criminal investigation**

Respondents also identified training given to female police officers to develop their capacity to deal with SGBV. This included:

- i. Induction trainings,
- ii. Preventing and responding to SGBV, and
- iii. Rights of women and children.

Despite the assessment made by the survey respondents, more than half (55%) of the key informants noted that the education level of the female police officers was not adequate. The key informants observed that many of the female officers could only read and write in Somali language which reduced their chances for training since most of the trainings are offered in English language. The key informants observed that the older female police officers had lower education level compared

to younger female officers, who were more educated with some of them having university degrees. The low level of education among female officer was associated with lower literacy level of girls compared to boys in Somalia. Somali girls frequently drop out of school to take care of family matters leading to low level of literacy among female officers.

The informants observed that the low level of education among female police officer limited their capacity to take part in trainings. Key informants however observed that there were few highly qualified women officers who had the capacity to fully take advantage the training programs offered by the police force.

## 4.6 CHALLENGES AND OBSTACLES TO FEMALE OFFICERS PERFORMING THEIR FUNCTIONS

A number of survey questions addressed the challenges and obstacles that female police officers face when entering the police force and when in the service. When entering the police force, female officers face many obstacles (Figure 4a) with the ones most frequently cited by the respondents being:

- i. Women are biologically weak (40%);
- ii. Women cannot do police work (26%); and
- iii. Islam religion does not allow women in the police force (13%).

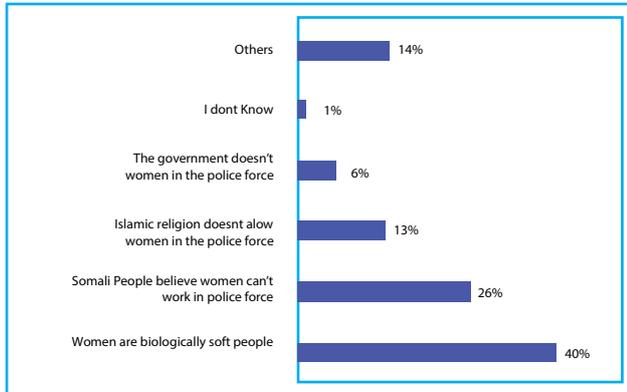
These three accounted for the bulk (79%) of the obstacles cited. The reasons cited for these obstacles were very similar to the obstacles themselves and included the argument that women are considered to be weak (49%); Somali people believe that women can't do police work (27%) and Islamic religion forbids women in the police force (9%).

Further, the study assessed the stereotypes that exist regarding women participation in police and security forces (Figure 4b). As with the obstacles placed on the way of the female officers, the stereotypes identified revolved around the same issues and include:

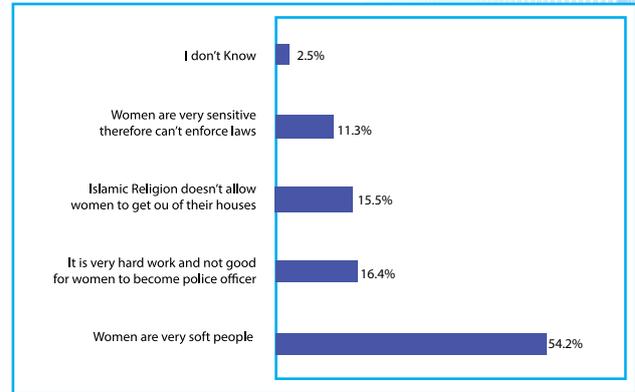
- i. Women are very soft naturally and therefore not fit for police work (54%),
- ii. Police work is very hard work and it is not good for women to become police officers (16%),
- iii. Islamic religion does not allow women to go out of their houses (16%), and
- iv. Women are very sensitive and therefore cannot enforce the law (11%).

Survey respondents were asked to respond to the perception that the community had on female police. Generally, there was a negative perception of female police and security officers by the community (Figure 4c).

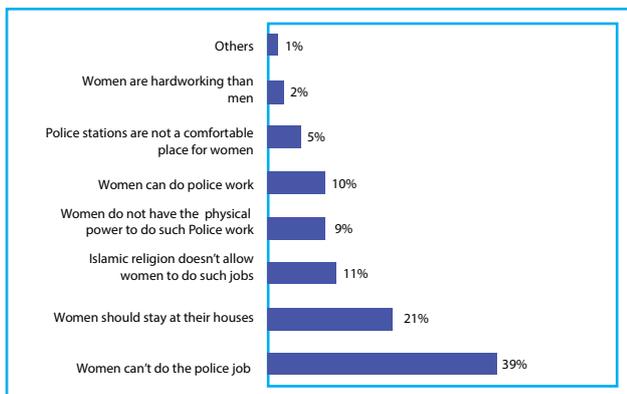
**a) Obstacles female officer face**



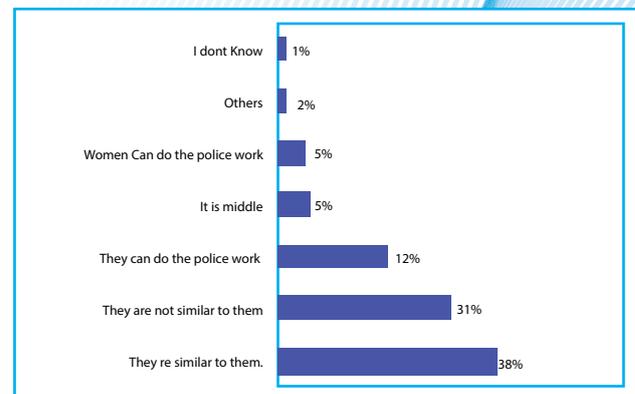
**b) Stereotypes regarding female role**



**c) Community perception of female officers**



**d) Peer perception of female officers**



**Figure 4:** Obstacles that female officer face when entering the police force, stereotypes regarding female role in the police force and community and peer perception of female officers.

The perceptions of the community on female police officer include:

- i. Woman cannot be able to do the police work (39%),
- ii. Women should remain and stay at home (21%),
- iii. Islamic religion does not allow women to do such work such as police work (11%),
- iv. Women do not have the physical power to do police work (9%), and
- v. Police stations are not comfortable for women (5%).

Few positive perceptions were cited by the community including the fact that women police officers are also fit for police work (10%) and that women work harder compared to men (2%). The perception of the immediate community towards male officers was more positive than that of females (Figure 4d). Despite some male police officers having some negative perceptions, a part of the community had a more positive perception that a female officer was the same as the male officer (38%) and were able to do the police work (19%).

Similar to the public survey, the key informants also brought out negative and positive stereotypes held by the society regarding women's roles in the police and security forces. On the negative side, the stereotypes identified included:

- i. Women who join the Police force had bad habits such as chewing khat and smoking,
- ii. Religion did not allow women to mix with men,
- iii. Women were supposed to stay at home and take care of their families, and
- iv. In the Somali culture, police work was only for men and women were not expected to join the police force.

On the positive side, the stereotypes identified included:

- i. Women were fair and could be trusted to make good decisions since they were not biased, and
- ii. Women were social and strong and able to do any job, including all jobs done by men.

Key informants were also asked to reflect on community perception on female police officers. Over two thirds (69%) of the key informants noted that the community had a negative perception of the female police officers, including the following:

- i. Women officers were weak emotionally and biologically and therefore were not fit for police work,

- ii. Islam did not allow women to mix with men therefore women should not be in the police force, and
- iii. Women should stay at home and take care of the family.

However, it should be observed that there was a big appreciation of some specific work that female police officers did that could not be done by male officers. Such work included searching women at entrance of public places which earned female police officers a lot of respect. Key informants noted that although the community had a negative perception, the situation was changing as people came to understand the work of female police officers. Key informants had experienced instances where female officers were receiving a lot of appreciation from the community. The challenges and obstacles faced by female police officers were further explored in the FGDs. The discussions presented a mixed of perceptions with arguments for and against female police officers. On the negative side, the following arguments were presented:

- i. Police work was hard and not fit for girls and women. It took long hours and involved difficult tasks like night patrol. This work was not good for girls and women who were seen by the community as physically and emotionally weak.
- ii. The community expected the police to use force to maintain peace and security. Therefore, police work was seen to be unfit for girls and women who are seen by the community to be weak.
- iii. Women who join the police are those that have lost their dignity and those who are badly behaved. They are women who have lost in life.
- iv. Somali culture and Islam religion did not allow men and women to be away from their families and to mix freely as in the police. Those women that joined crossed the culture and religion line.

*...there was a big appreciation of some specific work that female police officers did that could not be done by male officers.*

On this ground, many families were preventing their daughters to joining police force.

- v. Women should be wives and mothers and stay at home. Women that join the police force were therefore not fit to be married. It was not possible to combine the role of being a wife and mother with the one of being a police officer. Female police officers were therefore seen to be neglecting their family responsibility.

On the positive side, the following arguments were presented:

- i. Women had to be in the police force since there are tasks such as screening women at security checks that male officers could not perform.
- ii. Women had equal right as men to choose to become police officers.
- iii. Female officers were hard working and committed to serve the community. They did quality work and some of the work they did could not be done by male officers,
- iv. Female officers were honest, kind, fair and understanding. They were more balanced in their decisions and many people preferred them to male officers. Female police were able to create a positive image for the police force in the community, and
- v. Female officers could work just as well as the male officers and could contribute significantly to the police force by improving security,

FGDs identified different types of discrimination that prevented or discouraged women from serving in police force. Women were discriminated on the ground that police work was hard and was carried out under difficult conditions and therefore not fit for women. FGDs were informed that family members, parents and brothers prevented girls and women from joining the police force on the ground of culture, tradition and religion.

Further, the lack of awareness and information among girls and women about the police force and how to enroll meant that they did not take full opportunity to join the police force. The general negative perception about the police force by the community discouraged girls and women from serving in the force. In some cases, serving officers, both male and female, gave negative reports about the police force which discouraged girls and women from joining the police force. Further, arguments that female police officers would not get married also discouraged girls and women from joining the police force.

Similar to the community perception, the FGDs revealed very varied perception of female police officers by peers and close community. These perceptions varied from person to person and were both positive and negative. On the positive side, the following perceptions come out:

- i. Female officers were welcomed with both hands by their male colleagues who were happy to work together with them. Female police were doing an important national duty and brave service for good of the community. Female police were working hard and enduring difficulties and hardship for the good of the community.
- ii. Female officers were as good as male officers. Both had equal capacity and could do the same work. The police force was stronger when male and female officers work together. Without female officers, police force could function effectively.
- iii. Some issue in the society could not be addressed by male police and therefore it was important to have women in police force. Women police added value to the police and made it a better force.

On the negative side, the following perceptions come out:

- i. Women who joined the police were going against the Somali culture, tradition and religion. These women had trampled on culture and religion and had crossed the boundary. According to the Somali culture and religion, it is not right for women to mix with men. Women's mixing with men was a deviation from the norm.
- ii. The campaign to encourage girls and women to join the police force was had an external influence aimed at taking the Somali women away from their homes.
- iii. Female police could not do the difficult work of the police. Police work was a man's job and women should find other jobs.
- iv. Some male officers had gender bias and felt that they were better than female officers. Female officers were despised by male officers and were assigned tasks that male officers did not want to do.
- v. Women police were doing work that was not fit for them. They had missed to take care of family and household responsibilities. They had neglected their family role which was more important than serving in the police force.

## 4.7 SECURITY PLANS AND OPERATIONS TO PREVENT AND RESPOND TO SGBV

Information on security plans and operations to prevent and respond to Sex and Gender Based Violence (SGBV) was mostly obtained from key informants. The information provided by the key informants was analyzed along three key areas:

- a. The challenges that the police force, police gender unit and female police officers face in responding and preventing SGBV,
- b. Existing or planned human, institutional and legal initiatives to support the development of security plans and operations to prevent and respond to SGBV, and
- c. How female police officers and police gender units support the development of security plans and operations to prevent and to respond SGBV.

The key findings on the challenges that the police force, police gender unit and female police officers face in responding to and preventing SGBV as summarized as follows:

- i. Police gender units are relatively new and have limited capacity to fully address SGBV cases. The units do not have direct link to organizations dealing with SGBV in the country and are constrained by lack of resources. Except for few districts (Abdiasii, HamarJajab, Hodan), police stations do not have the financial resources required to address SGBV. Particularly, lack of office space, information systems and record keeping facilities hinder management of SGBV cases. This problem is both at federal and state level.
- ii. Investigating SGBV requires a different approach as standard criminal investigation leads to failure. However, female police officers with the appropriate interrogation and crime scene skills for SGBV are few. This is mainly because female officers are only approximately 10% of the total police force. The lack of qualified female police officers to gather evidence and report hinders police effort to prevent and respond to SGBV.
- iii. On the other hand, elders prefer to resolve SGBV in traditional ways outside of the judicial system. Lack of awareness of the rights for protection leads to the community not collaborating with police in investigating SGBV, leaving the perpetrators free to continue violating victims. Additionally, SGBV has an associated stigma and victims prefer not to report violation because if

the community gets to know about the case, it will compromise their chances for marriage.

- iv. When SGBV is reported, the gender unit and female police officers collect enough evidence including hospital confirmation of SGBV but the case has to be pursued through the police station. The police open case files and start the judicial process which takes a very long time and with most victims never getting justice.
- v. Limited coordination between police gender units, police force and other government and development partners dealing with SGBV limits the overall support provided to victims, sharing of experiences and lessons and optimal use of limited resources.

The key informants reflected on the existing or planned human, institutional and legal initiatives to support the development of security plans and operations to prevent and respond to SGBV. Their inputs can be summarized as follows:

- i. Overall, the facilities available to female police officers to support plans to respond and prevent SGBV in Somalia are limited and exists at higher levels. The health, financial and social help required by victims of SGBV is currently provided by activists NGOs in an uncoordinated way. Gender officer and female police officer roles are currently limited to investigation and reporting to court and follow up through the judicial process. The judicial process takes long and many victims never get justice.
- ii. The gender unit is developing capacity to develop and implement SMART plans to prevent and respond to SGBV by recruiting highly qualified staff. It is also continuously conducting awareness programs to educate male police officers about SGBV and how to prevent it and respond to the problem.
- iii. The federal government of Somalia has committed to increase the number of female police officers across the country. To reach this goal, it is organizing awareness campaigns among the public on the importance of female police officers and encouraging girls and women to join the police force. Further, the federal government is taking steps to improve gender equality in the police force by developing model police stations which will be more sensitive and responsive to the special and unique needs of female police officers.

*The federal government of Somalia has committed to increase the number of female police officers across the country.*

The key informants also suggested how the gender unit and the female police officers can be facilitated to support the development of security plans and operations to prevent and to respond to SGBV. The inputs can be summarized as follows:

i. Female police officers need to be trained continuously to develop and enhance their capacity on SGBV. Key areas of training should include: (a) Investigating SGBV and gathering quality evidence, (b) Supporting SGBV victims

appropriately and effectively, (c) Assessing SGBV security risks, and (d) Developing security plans that effectively address SGBV.

- ii. Federal and state level police gender units need to be facilitated with adequate resources to perform their mandates effectively. The support should go to acquiring office space and equipment to enable the units to better manage SGBV cases. Resources should also be provided to develop federal and state harmonized SGBV security plans that are also integrated into other security plans.
- iii. Gender units should be supported with adequate financial and human resources to enable them to fully support SGBV victims with legal representation, medical care, psychosocial care and financial support. A number of concentration and logistics centres should also be established to support implementation of SGBV security plans.

#### **4.8 WOMEN'S PARTICIPATION AND REPRESENTATION IN JUSTICE AND SECURITY**

Insight on government target on women participation and representation in justice and security was mainly provided by key informants. Their inputs are summarized as follows:

- i. Through the Ministry of Women and Human Rights Development, the federal government is seeking to align all policy, strategies and legislation with UN Security Council Resolution 1325 (2000). In line with this, a national action plan drafted by the Ministry in close collaboration with the Ministry of Defense and Ministry of Justice will support the federal government to increase participation and representation of women in justice and security.
- ii. The federal government is creating awareness to motivate women and girls to participate in justice and security sector. From this effort, the number of girls and women joining the police force has continued to increase in the recent years.
- iii. Currently, female investigators are available only in three districts (Abdiasiis, HamarJajab, and Hodan). Female investigators need to be posted in all districts to improve investigation and reporting on SGBV. More recently, the Attorney General's office has recruited 50 new staff to investigate and report on SGBV cases and also to advocate against SGBV. Federal and state governments have developed plans to recruit female lawyers to work within the justice department to improve representation of women in judicial process.
- iv. Overall, the current leadership within the Somali police force has the potential to improve the status of female police officers, make the police force gender responsive and increase participation and representation of women and girls in the justice and security sectors. However, the leadership will need to be supported with substantial financial resources especially to facilitate recruitment and retention of well qualified female police officer and civil servants in the police, justice and security sectors.

## 4.9 INCREASING TRAINING, RECRUITMENT, RETENTION AND ADVANCEMENT OF WOMEN OFFICERS

The FGDs brought out many challenges that hinder increment in training, recruitment, retention and advancement of women in the police force. The following list highlights the main challenges based on the number of times they were mentioned in the discussions:

- i. Lack of self-belief by girls and women that they are capable of doing well in the police force. This also stops female officers from making tangible progress in the police force.
- ii. Discrimination against female officers in terms of benefits and salaries. Female officers were being left out in the training and not being given the same opportunity and chances compared to male officers.
- iii. Lack of gender equality in the recruitment, working, training and retention programs. Also lack of quota during recruitment and programs to address special training needs of female officers.
- iv. Lack of gender sensitive police facilities such as separate resting area, equipment, uniform and arrangements to support female officers returning from maternity leave.
- v. Lack of understanding by government on the importance of female officers in the police force and lack of care and programs aimed at developing female police officers.

In addition to these, other challenges pointed out included restriction by relatives from joining the police force, culture and tradition that discourages women from joining the police force, time conflicts with family responsibility, religious belief that women should not mix with men and lack of role models that younger women in the police force can emulate.

- i. The FGDs in the nine locations did not identify specific strategic targets and initiatives to increase the recruitment, retention and

advancement of women within the police force. The FGDs revealed that both male and female officers were under the same kind of work environment and development strategies. However, the discussions identified a number of arrangements and plans to increase recruitment, retention and advancement of female police officers as enumerated below:

- ii. The Somali Police Force's (SPF) gender unit is planning to mobilize the community to increase the number of women joining the unit and the police force in general. The unit is also planning to create awareness on SGBV among male police officers at Mogadishu
- iii. In Puntland, the government has plans to recruit more female officers to build on the current female police force, which currently numbers approximately 500 out of a total force of 4000.
- iv. In Somaliland, a number of initiatives have been put in place to encourage girls and women to join the police force. These include simplifying the entry conditions and requirements, developing programs and special training for female officers and construction of gender sensitive police facilities. Plans are also in place to improve the uniform and equipment for female officers.

*Lack of self-belief by girls and women that they are capable of doing well in the police force stops female officers from making tangible progress in the police force*

The FGDs however observed that lack of resources hinders the implementation of these arrangements and constrain the development and advancement of the female police officers. Some of the examples given are lack of salaries and special facilities to effectively deal with SGBV. Such facilities would facilitate the work female police officers.

Looking forward, the discussions identified many initiatives that can be put in place to increase the recruitment, training and advancement of female officers. These are summarized below:

- i. The government should allocate adequate budget to cover both operational and development costs of the police force. More

important, the government should ensure police salaries are adequate and are paid in time.

- ii. The police force should be gender friendly with equal treatment and opportunity for both male and female police. The police stations should have facilities to cater for the special needs of female officers such as changing and rest rooms and uniform and equipment that meet the needs of female officers.
- iii. A police awareness and education program should be developed to create awareness within the public on the importance and role of female police. Both male and female police should be involved in community mobilization and awareness creation to increase recruitment of girls and women in the police force. The community, particularly girls and women, should be informed adequately on how to join police force.
- iv. Civil society organizations should educate girls and women on their rights to choose their career and also to be involved in decision making on their career.
- v. Elders and religious leaders should be educated to change cultural and traditional perception so that they can encourage parents to allow daughters to join police forces.
- vi. Campaigns should be organized within the police force to value, accept and support female police staffs.
- vii. Special training program targeting female police officers should be developed to improve their skills and enhance their capacity to perform their duties.
- viii. Strategies and policies should be developed to:
  - (a) Increase the numbers of girls and women joining the police force,
  - (b) Retain and advance women within the force,
  - (c) Develop a more gender friendly police force, and
  - (d) Encouraging parent to allow daughters to join the police force.
- ix. More research should be carried out to help understand the situation and condition of women in the police force and how to improve their environment.
- x. The public should be informed on the achievements of women in the police force and model police women should be honored to encourage girls and women to join the police force.
- xi. More female police officers should be promoted to leadership and senior management position to motivate serving female police. Also, high achieving female police should be honored and rewarded to encourage serving officers to do their best.
- xii. Female officers should interact more with the community to create visibility as well as make female officers a norm in the community. Additionally, female officers should be offered a wide variety of roles within the police force to ensure that they are actively engaged in all police work.

# Chapter 5: CONCLUSION AND RECOMMENDATIONS

## 5.1 CONCLUSION

The Somali Compact (2014 - 2016) and UN Rule of Law joint program (2015-2016) aimed to, among other results, promote state and peace building at federal and state level by strengthening the capacity and accountability of state security agencies to respond to SGBV and other forms of violence directed towards women and girls. The UN Rule of Law Program also aimed to review existing frameworks to ensure they are aligned to the Somali constitution and other international obligations protecting women and girls. In Somalia, Police officers are the first state responders to SGBV, human trafficking and other forms of violence. A well-functioning police force therefore will encourage victims of SGBV to report violation and will improve the quality of health, financial and social support provided to victims. It will also help understand the special security needs of women and girls as well as men and boys.

Building on this foundation, this study was commissioned by UN Women and the Somali police force gender unit to contribute to the police component of the UN Joint Program on Rule of Law and particularly to assess the situation of female police officers across Somalia. The study was formulated through consultations between UN Women, Somali police force gender unit and other stakeholders throughout Somalia. The priority identified in the consultations defined the focus for this study whose overall aim was to:

- i. Provide basic demographic data on female police officers,
- ii. Undertake a detailed, comprehensive, accurate and up to date situation analysis of female police officers including their aspirations, roles and responsibilities, skills, capacities, challenges and obstacles.
- iii. Support police force to contribute to improve access to judicial remedies and processes for women and girls.
- iv. To reach its goal, the study was organized along 7 result areas and the key findings of are summarized below.

### **Result 1: Overview of the status and situation of female police officers at the federal and state levels based on baseline data and information**

- i. Somalia Police officers are young with most of them being less than 40 years of age. Most have a basic level of education (primary, intermediate and secondary school) but few officers have diplomas and degrees. The length of service is evenly spread with officers that have been in the service for a long time and others that have been in the service for few years.

### **Result 2: Strategic and operational niches for deployment of female police officers across Somalia, taking into account the diversified security levels and contexts**

- i. Female police officers are few, estimated to be around 10% of the total police force. Across the country, there is a call to increase the number to improve the performance of the police force. Female officers undertake a wide range of tasks but there is a tendency to be assigned lower level task compared to male counterparts. This is attributed to lower qualification and lack of skills among female officers.
- ii. Opinions regarding consideration and sensitivity of the police force towards women and girls needs varies among those interviewed but stakeholders with more insight into the police force such as key informants feel that the police force is not gender sensitive and that the roles assigned to female officers do not consider the special needs of women and girls.
- iii. Interaction between female police officers and the community is limited although the work of female officers is appreciated by the community. Particularly Somali women appreciate female police officer for being available to screen them at security control desks. Without this service, Somali women observe that they would not be able to attend public events. Further, the community appreciates that there are policing tasks that can only be performed by female officers. Special niche for deployment of female officers in the police force include gathering criminal intelligence, investigating SGBV cases

and screening girls and women entering public places.

### **Result 3: Strategic approaches to gender-responsive human resource policies in police forces**

- i. The police force has equitable and family friendly human resources strategies and policies including providing maternity and paternity leave, flexible working hours and equal salary and pension scheme for both male and female officers. However, many police officers are not aware of special facilities provided to female officers such as well-fitting uniform and equipment or about specific programs such as staff association and mentoring programs.

### **Result 4: Areas of support and the training needs for female officers to support them to undertake their mandated, role and functions**

- i. Majority of police officers feel that primary and intermediate level of education was enough to perform effectively in the police force. Only a small number identify the need for secondary and university education. Also, majority feel that women and girls have equal education and training opportunity compared to male counterparts. Key informants however feel that the performance of female officers is negatively affected by their education level as most have lower education level compared to male officers. Some female officers illiterate or are only able to read and write in Somali language. This compromises their opportunity for training as most courses are conducted in the English language. However, a few young female officers have high level of education including university degrees.
- ii. The training offered to police officers focuses on community policing, SGBV, child protection and forensic investigations. For SGBV training, the topic covered included induction to SGBV, preventing and responding to SGBV and women and children rights.

### **Result 5: Challenges and obstacles faced by female officers as they perform their functions**

- i. The majority of the challenge and obstacles faced by female officers revolve around three issues:

(a) Female officers are seen to be physically and emotionally weak, (b) Female officers are seen to be unfit for the hostile, risky and hard environment in which police work is done, and (c) Religion, culture and tradition is seen to be against women and girls joining and working in the police force.

- ii. Female police officers are perceived and stereotyped as not strong for police work, emotionally weak to enforce the law, against the religion, culture and tradition by mixing with men and not staying at home to take care of the family. Women and girls interested in police work are therefore seen to be badly behaved and not having dignity. They were thought to be influenced by an external campaign aimed at taking Somali women away from their homes and family responsibilities.

- iii. Women and girls are discriminated against in the police force and family members are reported to prevent women and girls in their families from joining the police force. This discrimination is made worse by the negative report given to girls and women about the police force and the lack of awareness among women and girls on their right to select a career of their choice.

- iv. There was however a growing positive attitude towards female police officers. People are starting to appreciate the work done by female officers, especially the work they do that cannot be done by male officers. The community appreciates that women have less bias, are fair and are better decision makers compared to male officers. Female officers are also reported to be committed, hardworking and delivering quality work. Overall, female officers are seen to give a positive image to the police force.

*Police gender units are new and have limited capacity to fully respond to SGBV both at federal and state levels.*

## **Result 6: Support the development of security plans and operations to prevent and respond to SGBV**

- i. Police gender units are new and have limited capacity to fully respond to SGBV both at federal and state levels. Except for few districts, the gender units have limited human and financial resources and few female officers with appropriate interrogation and crime scene skills required to deal with SGBV cases. This hinders investigation and reporting on SGBV.
- ii. SGBV has associated stigma and victims prefer not to report violations because doing so will compromise their chances for marriage. Police therefore do not get full community support when dealing with SGBV. Furthermore, Somali elders preferred to address SGBV cases outside the judicial system.
- iii. SGBV cases are pursued through the police stations and gender units and responsible female officers only gathered evidence and reported cases. Even when there is sufficient evidence including a hospital assessment of the violation, cases remain in the judicial system for long periods and most victims never get justice.
- iv. Facilities to respond and prevent SGBV are few and exist at higher levels. In many cases, the health, financial and social support required by victims of SGBV is provided by activists NGOs. Limited coordination between gender units, police stations and other partners involved in SGBV limited the support provided to victims, sharing of experiences and efficient use of limited resources.
- v. The police gender units are building capacity to prevent and respond to SGBV by recruiting highly qualified staff and conducting awareness campaigns among male officers on SGBV and how to prevent and respond to it.
- vi. The federal government is committed to increase number of female officers and is

conducting public awareness campaigns on the importance of the work of female officers. The government is encouraging women and girls to join police force. To improve gender equality within the police force, it is establishing model police stations which will be more sensitive and responsive to the special needs of women and girls.

## **Result 7: Help to meet government targets in SC Res 1325 on women's participation and representation in the justice and security sector**

- i. A national action plan has been drafted by the Ministry of Women and Human Rights Development in collaboration with the Ministry of Defence and the Ministry of Justice to align all relevant policies and strategies to UN SC Resolution 1325 on women participation and representation in the justice and security sector. The action plan will help the federal and state governments increase women participation and representation in security and justice.
- ii. The federal government is creating awareness among women and girls to motivate them to participate in security and justice matters. From this effort, the number of women and girls joining police force has increased in recent years.
- iii. Female investigators available to investigate SGBV are very few and are available only in few districts. The federal government and other government agencies have developed plans to address this problem. For example, the office of Attorney General has recruited 50 female investigators to investigate and report on SGBV cases and also to advocate against SGBV.
- iv. The leadership of the Somali police force has the potential to improve the status of female police officers, make the police force gender responsive and increase participation and representation of women and girls in the justice and security sectors.

## 5.2 RECOMMENDATIONS

This study has made recommendations directed towards the different stakeholders including the government, development agencies and the Somali people. These are listed below:

### **Federal Government of Somalia should:**

- i. Review and amend existing institutional and legal frameworks and policies that impact on gender equality while addressing specific needs or rights of girls and women and to make the recruitment more woman friendly. These include provision of trainings to police officers on SGBV and gender related crimes. This should be guided by the principles of non-discrimination as outlined in the FGS the constitution. Although the Federal has not yet ratified CEDAW, it is in the process of doing so and a number of trainings and discussion have already taken place. <sup>1</sup> To enhance understanding and hasten operationalization of CEDAW, its provisions should be translated into the Somali language and international standards on gender equality and women's empowerment in the police force should be localized as well as launch campaigns to fight discrimination against women in the police force in all parts of the country.
- ii. Increase government budget allocation for capacity building of the Somali Police Force (SPF) and increase the number of trainings and courses given to the police and judicial officers especially on how to handle SGBV cases at the police station and in the judiciary. The government should encourage women and girls to pursue and attain at least secondary school certificates to improve female police officers' literacy levels to enable them perform their duties effectively. Also, it should consider opening separate police academies for women and girls to provide them with proper training away from the challenges inherent in training men and women together in Somalia owing to social cultural norms. In addition, it should offer specific training in the local languages for women who do not have the educational qualifications and/or language competency for the regular trainings to provide them with the proper training to effectively perform their duties as police officers in the fields

to which they have been assigned.

- iii. Organize public awareness campaigns to change people's perception of women in the police force. There should be public forums where local community leaders, including religious leaders, will advocate for the rights of the female police officer. It should also, encourage female police officers to become role models for girls and young women and make them interested in joining the force. In addition to this female officers can mentor young girls and women to encourage them to join/ advance in the police force.
- iv. Strengthen incentive schemes for female officers and promote female police officers to higher ranks to address gender inequality in the police force and motivate new recruits to work harder.
- v. Ensure effective participation and representation of women in peace and security sectors as specified in the UNSCR 1325 (2000) by, among other things, women be included in all security sector institutions, and provided with relevant training to participate at management level. Also to strengthen women's participation (both female police and women's groups at community level) in community policing so that services at the community level are responsive to women's needs.

### **Somali Member States should:**

- i. Create public trust on the state government security services by creating community support structures and networks that can collaborate with the female police officers in every district to detect SGBV as soon as it happens. They should integrate SGBV initiatives by the civil society into police security plans to avoid duplication of efforts and create a collaboration network with private networks, community leaders and informal justice/traditional justice structures to enhance justice for survivors and promote the rights of women and girls. Also, they should encourage constant coordination among female police officers across Somalia and Somaliland.

- ii. Accept, approve and implement the laws, initiatives and provisions put in place by the Federal Parliament of Somalia to improve the state of female police officers in Somalia.
- iii. Strengthen and improve the relationship and communication between the State Police Force and the gender unit in the federal Somali Police Force (SPF).
- iv. Improve political arrangements between member states and Federal government to allow development and advancement of gender units in the State Police Force.
- v. Encourage women to participate and be adequately represented in peace and security sector in line with UNSCR 1325 (2000) and increase recruitment, training, retention and advancement of female police at state level and promote qualified female police officers to higher ranks.
- vi. Development organizations (UN agencies, NGOs, etc) should:
- vii. Adapt campaigns on gender equality and women's empowerment and efforts to promote participation of women in the police force to the local situation and tailor initiatives to the cultural and religious situation in Somalia.
- viii. Support and encourage existing gender units to coordinate the efforts to fight SGBV across the country.
- ix. Urge the Federal Government of Somalia to develop and approve women quota within the police force as a strategy to quickly increase the number of female police officers in the Somali Police force.
- x. Support the training of female police officers, including the translation of existing and future training materials into the local language to enhance their access to training.

**Somali Police Force (SPF), Gender Units and female police officers should:**

- i. SPF should mobilize, sensitize and create awareness among male police officers to change their negative perceptions towards female police officers.
- ii. SPF should encourage women to join the police force and work together with the police gender units (capacitate the gender units with relevant trainings and logistics) to address the problem of SGBV at household, community and national level and to change through sensitization the negative cultural stance on women in the Police force.
- iii. Female police officers should form a network to advance women's rights in the SPF, promote peer support and mentoring for junior and incoming officers.
- iv. Female officers to interact more with the community to create visibility as well as make female officers a norm in the community. Additionally, female officers should be offered a wide variety of roles within the police force to ensure that they are actively engaged in all police work.
- v. The police force need to ensure that all women who come to the police station get equal treatment without discrimination with regard to the social status.

- xi. Support the development and roll out of a Police Women's Network at national and state levels.
- xii. Support the Federal and State governments in Somalia to provide the necessary equipment, infrastructure and training to female police officers to enable them to perform their police duties effectively.
- xiii. Support the Federal and State governments to include and implement gender equality and women's empowerment strategies within the national development plans.

**Somali women, girls and families should:**

- i. Support women and girls (daughters, sisters and wives) interested in becoming police officers to join the police force and pursue their interest. Somali families including fathers, mothers, brothers, and husbands should not take women and girls who join the police force as having broken their moral and religious obligations.
- ii. Encourage girls to pursue higher education to enable them qualify for technical positions within the Somali Police force.
- iii. In the case of clan connections, it is important to understand the social structure in the country. Women from rich and powerful tribes have easier access to fair justice while women from minor clans lack similar access to justice and it is therefore important for policy makers and practitioners to keep this in mind.

## *ANNEXES*

The annexes presented here provide additional information and details for the study.

1. **Annex 1: List of Key Informants**
2. **Annex 2: Public Survey Questions**
3. **Annex 3: List of Focus Group Discussions (FGDs) Questions**
4. **Annex 4: Key Informant Interviews (KIIs) Questions**
5. **Annex 5: Definition of Terms**
6. **Annex 6: Surveyed Police Stations in Somalia and Somaliland**
7. **Annex 7: List of References**
8. **Pictures taken during research**

## Annex 1: List of key informants

S/n	Names	Location	Organization
<b>Nugaal Region</b>			
1	Shamso Cabdi Bile	Garowe	Somali Police Force
2	Faadumo Cabdulaahi Muumin	Garowe	Somali Police Force
3	Fowsiyo Cabdinuur Saalah	Garowe	Somali Police Force
4	Faadumo Siciid Nuur	Garowe	Puntland women lawyers Association
5	Shamso Jaamac Cabdi	Garowe	Puntland Women Lawyers Association
6	Maryan Maxamed Nuur	Garowe	Criminal Investigation Department
7	Faarax Warsame Cabdirahmaan	Garowe	Somali Police Force
<b>Banaadir Region</b>			
8	Duniyo Cabdulaahi Gaduur	Mogadishu	Civil Society
9	Cabdulqaadir Aamin Macalin	Mogadihsu	Civil society
10	Bile Xuble Maxamed	Mogadishu	Somali Police Force
11	Sahro Cabdi Xasan	Mogadishu	Somali Police Force
12	Suhama Maxamud Adam	Mogadishu	Federal Ministry of Interior
<b>Bari Region</b>			
13	Haawo Abdiweli Arab	Bosaaso	Civil Society
14	General ,Ayaan Abdulle Qarbe	Bosaaso	Somali Police Force
15	Saynab Cabdi Awad	Bosaaso	Civil society
16	Maryan Said Shire	Bosaaso	Somali Police Force
17	Yusus Maxamed Abdi	Bosaaso	Somali Police Force
18	Amran Ahmed Yusuf	Bosaaso	Women Activist
19	C/fataah Hasan Farah	Bosaaso	Women Activist
20	Ali Abdirisaaq Ali	Bosaaso	University
<b>Bay Region</b>			
21	Haawo Saakow	Baydhabo	Women activist
22	Mohammed Ibraahim Maxamed	Baydhabo	Somali Polce Force
23	Abdulaahi Sheikh Adam	Baydhabo	Somali Police Force
24	Abdulaahi Mohammed Duurgal	Baydhabo	Civil Society
25	Abdulahi Haji Nuur	Baydhabo	Civil Society
<b>Jubba Region</b>			
26	Hassan Khayre Gurraar	Kismayo	Somali Police Force
27	Aadan Mohammed Sharmarke	Kismayo	Somali Police Force
28	Mohammed Iisse Barre	Kismayo	Somali Police Force
29	Maxamed Cali	Kismayo	Local leaders
30	Muumino Yusuf	Kismayo	Local Leaders

### Waq ooyi Bari Region

31	Siraad Caddaani Mukhtaar	Hargeisa	Women activist
32	Caasha Maxamed Cumar	Hargeisa	Somaliland Police Force
33	Aamina Sheekh Yaasiin	Hargeisa	Somaliland Police Force
34	Hoodo Weli Yuusuf	Hargeisa	Somaliland Police Force
35	Khadra Wacays Muuse	Hargeisa	Civil society

### Togd heer Region

36	Rooda Maxamed Cabdi	Borama	Somaliland Police Force
37	Xamda Hoorri Xuseen	Borama	Somaliland Police Force
38	Sareedo lo'doon Waaberi	Borama	Somaliland Police Force
39	Farax Cali Cabdilaahi	Borama	Elders
40	Amina Abokor Maxamed	Borama	Civil society
41	Sareedo Saleeban Cali	Burao	Somaliland Police Force
42	Yurub Ismaaciil Shirdoon	Burao	Somaliland Police Force
43	Raxma Ibraahin Siyaad	Burao	Somaliland Police Force
44	Nimco Maxamed Faarax	Burao	Women activist
45	Nuura Ibraahim Siyaad	Burao	Civil society

### Bari region

46	Qalinle Siciid	Qardho	Somali Police Force
47	Qalowle Sowle	Qardho	Somali Police Force
48	Maryan Cali Maxamud	Qardho	Somali Police Force
49	Geele Cali Warsame	Qardho	Elders
50	Caasho Cilmi Mowliid	Qardho	Women activist
51	Faadumo Guuleed Barre	Qardho	Civil society

## *Annex 2: The Survey questions*

1. Basic information: what is your name, gender, age, education, duty station, years in Service, and role in the police force, trainings received and rank.
2. What are the literacy levels needed for the female officers to perform their functions?
3. Are strategic targets and other initiatives in place to increase the training, recruitment, retention and advancement of women (including those from marginalized groups)? If yes answer question 5
4. What Strategic targets and initiatives are in place for the female officers in the police force?
5. What are the trainings (basic and/or specialized that female police officers receive before the service?
6. What are the trainings (basic and/or specialized) that female police officers receive during service (including type of training, post-training support, etc.)?
7. What is the frequency of the training?
8. Do you believe it is easy for women to access the police?
9. Do you think it needs to be made easier for women to access the police?
10. Do you think it would be a good idea to have more female police officers in this police station?
11. Could you mention five important tasks you think women police officer should perform from this list?
12. Do women and girls have equal access to education and trainings so that they can qualify for positions within the police both at entry and senior levels?
13. What stereotypes exist regarding women's roles as they relate to participation in police/security forces?
14. What is the proportionate of the female/male personnel within the police forces?
15. What functions do female police officers carry out as part of their duties?
16. Do these functions take into account the specific needs/requirements of women and girls?
17. Are these functions sensitive to the women and girls' needs at work?
18. What obstacle or challenges women face from society when joining with the police forces?
19. What do you thing that the obstacles are caused?
20. Based on your experience and observations, what is the perception of female police by the community?
21. What are the challenges faced in increasing training, recruitment, retention and the advancement of women in the police forces?
22. What is the perception of female police/security personnel by their peers?
23. Are equitable and family-friendly human resource policies and practices in place – such as adequate maternity/paternity leave, flexible work hours, child care facilities and equal pay, benefits and pension?
24. Do female personnel have access to separate facilities, well-fitting uniforms, appropriate equipment, training, and other appropriate resources to perform their duties?
25. Have you ever seen or heard of a female police officer reporting a case of sexual or gender based violence in which she has been the victim/survivor?
26. If yes, to whom was the case of sexual or gender based violence reported to?
27. Is there a female staff association?
28. Is there a formal mentoring program for female staff in the police force?
29. Is there a female monitoring process for female staff in the police force?
30. What type of reporting process is there if a female officer is harassed or assaulted by another officers?
31. Is data collected and analyzed on staff turnover and retention?
32. What type of data is collected if the answer to the above question is yes?
33. Is collected data disaggregated? For example by sex, rank, ethnicity and reasons for leaving the service etc?
34. How often do you go outside of the police station with purpose of interacting with the community and to find out about what problems they have?
35. Does it happen that the communities that the community raises problems with you when you are outside of the police station other than those you are there to address?
36. What is the response from the public when you are dealing with them in an official capacity?

### *Annex 3: Focus Group Discussion Questions*

1. What is the societies' perception of women in the Police Force?
2. What are the challenges to increasing training, recruitment, retention and advancement of women?
3. How many female police officers work in your district? Do you need to increase of female police officer in your district police station?
4. What is the role of the female in the community policing services?
5. Are women prevented or discouraged from serving in police institutions due to discrimination?
6. Are strategic targets and other initiatives in place to increase the recruitment, retention, and advancement of women (Including those from
7. Based on your experience and observations, what is the perception of female police by the community?
8. How are female police/security personnel perceived by their peer and their community?
9. What is the solution to increase the recruitment, training, and advancement of the female officers in this region?
10. What is the plan to increase female recruitment, retention and advancement into the police forces?

### *Annex 4: Key Informants questions*

1. Are strategic targets and other initiatives in place to increase the recruitment, retention, and advancement of women (Including those from marginalized groups).
2. What stereotype exists regarding women's role as they relate to participation in police/security forces?
3. What functions do female police officers carry out as part of their duties? Do these functions take into account the specific needs/requirements of women and girls are sensitive to these needs?
4. What is the literacy rate of each female officer suitable for trainings and tasks assigned to them?
5. Based on your experience and observations, what is the perception of female police officers by the community?
6. Have you ever head of female police officer reporting a case of sexual or gender based violence in which she has been the victim/survivor?
7. How often do you go outside of the police station with the purpose of interacting with the community and to find out about what problems they have i.e. not with the aim of dealing with a crime or issue that has been reported to the police?
8. Does it happen that the community raises problems with you when you are outside of the police station, other than those that you are there to address?
9. What is the response from the public when you are
10. Why did you choose to become a police force?

## Annex 5: Definition of Terms

Terms	Definition
<b>Community Policing</b>	This term is used for the collaboration between the police and the community that gathers information which solves community problems. In this essence, the police are no longer the only guardians of law and order.
<b>Gender Unit</b>	Unit established in 2015, within the Somali Police Force, this unit is headed by female police officer. The mandate of the unit was to fight against Sexual and Gender Based Violence in Mogadishu and coordinate the state gender units in the entire country.
<b>Model Police Station</b>	Standard police stations where all criminal and civil issues are investigated and perpetrators captured. This model of the police station has tallies of community policing and gender units where both male and female staff are recruited.
<b>Somali Police Force</b>	The SPF is the police force of Somalia. This name was launched in 1948 when the police was modernized.
<b>Focus Group Discussion</b>	This is a research tool used for group discussions where people exchange their opinions regarding specific topic.
<b>Key informants</b>	This is qualitative interviews with people who are deemed important or who know more about what is going on or the progress of a specific situation.
<b>General, colonel, captain, lieutenant, and sergeant</b>	These terms are used for the highest rank used in the army

## Annex 6: Surveyed Police Stations in Somalia and Somaliland

s/n	District	# of police stations	Gender Unit and Community Policing?
1.	Garowe	2 Stations- Central Police	Yes
2.	Bosaaso	3 Stations- Bartahama, Airport and Sea port	Yes
3.	Qardho	1, Central police station	Yes
4.	Mogadishu	4 stations Waberi, Hamar Jajab, Hodan, and Wadajir	Yes
5.	Hargeisa	3 New Hargeisa, Central and Jiggiga Yarey Police stations	Yes
6.	Burao	1, Burao Police Station	Yes
7.	Borama	1, Borama Police Station	Yes
8.	Baydhabo	1, Baydhabo Police station	Yes
9.	Kismayo	1, Central Police station	Yes

## References

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Annex 8: Pictures taken during research



1.



2.



3.



4.



1. FGD Garowe Participants
2. FGD Garowe Participants
3. FGD Garowe Participants
4. FGD Garowe Participants
5. FGD Mogadishu Participants
6. FGD Mogadishu Participants



7.



8.



9.



10.



11.



12.

- 7. FGD Mogadishu Participants
- 8. FGD Mogadishu Participants
- 9. FGD Hargeisa Participants
- 10. FGD Hargeisa Participants
- 11. FGD Boroma Participants
- 12. FGD Burco Participants



13.

13. FGD Baidoa Participants



14.

14. FGD Baidoa Participants