

Clarifying and formalizing the Roles of Federal, State, and District Governments to Improve Federal-State Coordination in the Formulation and Implementation of Policies, Strategies, Plans, and Projects Related to Climate Change Adaptation (CCA)

Final Report

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List of Acronyms

ASALs	Arid and demi-desert Lands
CSOs	Community Society Organizations
CBOs	Community Based Organization
CSCCC	Cross-Sectoral Committee on Climate Change
CCA	Climate Change Adaptation
COP	Conference of the Parties
CO ₂	Carbon dioxide
CH ₄	Methane
GHGs	Greenhouse Gases DG Director General
DoECC	Directorate of Environment and Climate Change
FGS	Federal Government of Somalia
FMS	Federal Member States
FCDO	Foreign, Commonwealth and Development Office
GEF	Global Environment Facility
GCF	Global Climate Fund
GDP	Gross Domestic Product
NO ₂	Nitrous Oxide
INDC	Intended Nationally Determined Contributions
IPCC	Inter-governmental Panel on Climate Change
IDPs	Internal Displaced Persons
KII	Key Informant Interviews
MoEWR	Ministry of Energy and Water Resources
MoAI	Ministry of Agriculture and Irrigation
MoLFR	Ministry of Livestock, Forest, and Range
MoPWR	Ministry of Public Works and Reconstruction
MoPIED	Ministry of Planning, Investment, and Economic Development
MoHADM	Ministry of Humanitarian Affairs and Disaster Management
MoWHRD	Ministry of Women and Human Rights Development
MoF	Ministry of Finance
MoFMR	Ministry of Fisheries and Marine Resources
MoECCRD	Ministry of Environment Climate Change and Rural Development
MoET	Ministry of Environment and Tourism.
MDG	Millennium Development Goals
MoECC	Ministry of Environment and Climate Change
NDP III	National Development Plan III
NAPA	National Adaptation Plan of Action
NADFOR	The Somaliland National Disaster Preparedness and Food Reserve Authority
NDC	Nationally Determined Contributions
NAP	National Adaptation Plan
NGOs	Non-Governmental Organizations
NDA	National Designated Authority
ToR	Terms of references
UNFCCC	United Nations Framework Convention on Climate Change
UNDP	United Nations Development Programme

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Executive summary

Somalia is one of the most vulnerable countries in the world to the adverse impacts of climate change, facing frequent threats of extreme weather events, floods, and droughts of unprecedented magnitude. The Somali government considers climate change a major challenge to its socio-economic development. It is committed to playing its part in mitigating climate change while actively adapting to its impacts. To improve climate change adaptability, protect livelihoods, and secure the country's overall development trajectory, the country has integrated climate change adaptation with its development plans and programs. Given that climate change will affect all geographical regions of the country, its solution requires the participation of all government levels and development partners. The overall objective of this study was to detail the roles and responsibilities of federal, state, and district governments concerning the adaptation of climate change effects. Other specific objectives include assessing the capacity of climate change institutions across the country. The study employed several data collection approaches, including an in-depth desk review and key informant interviews (KII), to acquire primary information from the government institution relevant to climate change adaptation (CCA). They found that the overall capacity of climate change institutions is limited and fragmented. Multiple capacity gaps hamper the efforts to deal with climate change challenges, holding institutions back from fulfilling their roles and responsibilities—the roles and responsibilities of the three tiers of the government. The study also recommended how collaboration among the various government institutions can be improved and formalized.

PART ONE: SETTING AND BACKGROUND

1.1: Introduction

Global climate change is unquestionable and has become one of the major global challenges of this century, with its adverse impact mostly affecting developing nations. Considerable warming of the atmosphere and ocean has occurred, world snow and ice storage have decreased, and the average global sea level has increased. The main reason for climate change is the anthropogenic increase in greenhouse gases (GHGs) concentration in the Earth's surface layer of the atmosphere¹. The analysis of observation data collected under the World Meteorological Organization's Global Atmospheric Watch Program shows that the atmospheric average carbon dioxide and other greenhouse gas concentrations reach their new maximum each year².

Like other countries in the Horn of Africa, Somalia is viciously affected by climate change and extreme climate shocks. The country is highly prone to natural disasters, and it is anticipated that the incidence of extreme weather events, including heatwaves, floods, and droughts, will likely increase³. The consequences of these events have been devastating, affecting the majority of Somalia's population, whose livelihoods rely directly or indirectly on the available natural resources. With increasing climatic changes, the foundation of the country's economy, stability, and food security are under serious threat. The country has contributed least (0.12 percent of total global emissions in 2015) to the potentially catastrophic build-up of human-derived greenhouse gases (GHGs) in the atmosphere. Yet it is one of the most vulnerable countries to global warming and climate change⁴.

The country has become drier and hotter as there has been a significant increase in temperature since the 1990s. Across the country, severe droughts with devastating effects are happening more frequently than in the past, with increased episodes of torrential rainfall with heavy runoff and flooding. According to reports by the Intergovernmental Panel on Climate Change (IPCC), Somalia will continue to warm throughout the 21st century with an increase in temperature by 3.1 degrees Celsius by 2100⁵. IPCC climate projections also suggest that by 2050, the temperature in the Horn of Africa will increase by between 0.4C° to 3.2C°. Furthermore, rainfall is expected to become more variable, and extreme events increase in frequency and intensity. These changes will impact the agricultural and pastoral sectors the hardest, which will have dire implications for associated sectors such as water, sanitation, energy, and health services and compromise the region's development trajectory.

The projected rainfall and temperature change scenarios in 2030-2050 show that Somalia's future development and livelihoods will face increased threats of climate extremes unless effective climate-smart adaptation systems form integral components of the national and sub-national development plans and strategies⁶.

¹ Thomas J Crowley (2000). Causes of Climate Change Over the Past 1000 Years. *Science*, Vol 289, Issue 5477.

² F. Joos et al (2013) Carbon dioxide and climate impulse response functions for the computation of greenhouse gas metrics: a multi-model analysis.

³ Linda Ajuang Ogallo et.al. (2018) Climate Change Projections and the Associated Potential Impacts for Somalia. *American Journal of Climate Change*, 2018, 7, 153-170.

⁴ Somalia Updated Nationally Determined Contributions (2020).

⁵ The Intergovernmental Panel on Climate Change (IPCC) Fifth Assessment (2014)

⁶ Linda Ajuang Ogallo et.al. (2018) Climate Change Projections and the Associated Potential Impacts for Somalia. *American Journal of Climate Change*, 2018, 7, 153-170

1.1: National Circumstances

Somalia (officially the Federal Republic of Somalia) is one of the most vulnerable countries to climate change. This vulnerability stems from socioeconomic, political, and geographic conditions. The country's terrain is mostly flat, dominated by arid and semi-desert lands (ASALs), making it both relatively unproductive for agriculture and highly sensitive to changes in climatic conditions. In these areas, nomadic pastoralism is the prevailing livelihood among rural communities. Arable land (rain-fed and irrigated) is estimated at 18% of potential land use⁷ and forests cover approximately 10% of the country⁸.

It is estimated that 65% of the population depends on natural resources through pastoralism and agriculture to maintain their livelihoods⁹. In 2014 the population of Somalia was estimated at 12.3 million, with 42% of the population living in urban areas, 23% living in rural areas, 26% living in nomadic areas, and 9% considered to be internally displaced¹⁰. Poverty is widespread in the country with half of the population (51%) living below the international poverty line and 1 in 3 Somali people facing extreme poverty⁵. The country is prone to extreme weather conditions, including periods of extended drought, followed by devastating floods.

1.2: Political and Development Context

Since the late 1980s, Somalia has been an arena for endless armed conflict and natural disasters, which resulted in a comprehensive state collapse. The conflict has damaged the entire fabric of Somali society, and the nation sank into an unimaginable human and material disaster. Consequently, Somalia ranks at the bottom among the least developed nations, with most of its population living below the poverty line. With the collapse of the state and governance structures, its natural resources have faced massive environmental degradation due to a lack of environmental protection, conservation, and enforcement mechanisms leading to the emergence of unsustainable activities such as the illegal charcoal trade and illegal fishing, among others. These, coupled with climate change, political instability, persistent conflict, poor governance, and corruption, continue to undermine efforts toward rebuilding sustainable management of Somalia's natural resources. Currently, the country is officially divided into six states (Somaliland, Puntland, Southwest, Hirshabelle, Jubbaland, and Galmudug) and the Banadir region. Puntland and Somaliland are older and more firmly established regarding institutions and governance.

1.3: Climate Change Trends, Impacts and Vulnerabilities

Somalia has been ranked as one of the most vulnerable countries to, and least prepared to deal with, the effects climate change¹¹. Adverse impacts of climate change include recurrent droughts, floods, increased biodiversity loss, species migration and encroachment of invasive plants, increased rural-urban migration, changes in the vegetation types, soil fertility loss, increased infestation of crop by pests and diseases, increased interpersonal and group conflict, and increased human health risks. Somalia is highly vulnerable to the impacts of anthropogenic induced climate change due to the strong projected signals of observed

⁷ Iman, A. M. & Osman, M. M. Fifth national report on the implementation of the convention on biological diversity of Somalia. (2014).

⁸ World Bank. Forest Area in 2015 (% of land area). Available at: <http://data.worldbank.org/indicator/AG.LND.FRST.ZS>. (Accessed: 27th November 2017)

⁹ ICPAC. NAPA Report for Somalia - Climate Variability and Projections (2013).

¹⁰ UNFPA. The Population Estimation Survey 2014 Somalia Federal Republic of Somalia (2014).

¹¹ ND-GAIN. Country Index. Notre Dame Global Adaptation Initiative (2016). Available at: <http://gain.nd.edu/our-work/country-index/>. (Accessed 30th April 2022)

change (increased temperature and decreased precipitation) and a relatively low adaptive capacity to handle this change¹². The combined net effect has resulted in food insecurity, depletion of ground water, widespread land degradation, and emergence of climate sensitive diseases. The country is highly prone to natural disasters, and it is anticipated that the incidence of extreme weather events, including heat waves, floods, and droughts will likely increase. The consequences of these events have been devastating, affecting the majority of Somalia's population whose livelihoods rely directly or indirectly on the available natural resources. With increasing climatic changes, the foundation of the country's economy, stability, and food security are under threat. The country is among the nations that have contributed least to the potentially catastrophic build-up of the human-derived greenhouse gases (GHGs) in the atmosphere. Yet it is one of the most vulnerable countries to global warming and climate change impacts¹³.

1.3.1: Impacts of Climate Change on Key Sectors

The level of vulnerability to climate change varies across states and regions, depending on geographical and socio-economic conditions. The exposure is exceptionally very high in the north-eastern and central regions due to droughts and water shortages, leading to extensive desertification. The impacts on the riverine regions too are high due to flash floods and landslides. Overall, climate change impacts all sectors, and as a result, communities and infrastructure face increased risks and potential impacts of climate change. The sectors of water resources, agriculture and food security, environment, public health, and coastal, marine environment and fisheries have high risks due to their high exposure and sensitivity to natural disasters and climate extremes¹⁴.

1.3.2: Water Resources

Water scarcity is one of the major barriers facing sustainable development in Somalia, and it will be further magnified by climate change which brings a decrease in precipitation, particularly in the northern and central regions, with devastating consequences. Expected reduced precipitation, temperature increase, drought periods, and evaporation are the main determinants of climate change hazards. The increased evaporation and decreased rainfall have resulted in less recharge and thus less replenishment of surface water and groundwater reserves. In the long term, this impact will cause serious soil degradation that could lead to desertification, exacerbating future conditions, and worsening the situation of the agricultural sector due to the lack of sufficient water will affect the income of the agriculture sector.

Despite the climate change conundrum, Somalia has limited technical and operational capacities on national and local levels to support an efficient, equitable, and integrated approach to water resources management. There are inadequate water governance frameworks, fragmented water resources management and planning, unsustainable water management practices, inadequate technical capacities for decentralized operation and maintenance of water infrastructure, and limited hydrological, geological, and meteorological monitoring. Notwithstanding, recent studies on the water sector in Somalia show reduced surface water availability, reduced groundwater reserves, and increased occurrences of drought and flood events threatening the population's life and hindering the country's economic and social development. National access to piped water and basic water supply is estimated at 19% and 40% respectively. Monitoring data in recent years show that water flows at hydrological stations in Somalia have been below the average for

¹² Engelbrecht, F. et al. Projections of rapidly rising surface temperatures over Africa under low mitigation. *Environ. Res. Lett.* (2015)

¹³ Somalia Updated Nationally Determined Contributions (2021)

¹⁴ Ibid

several years. In many parts, underground water levels have reached historic lows, causing water shortages for people's daily use and agricultural (including livestock) production. It is also causing deeper saline intrusion into estuaries. Under climate change scenarios, in Juba and Shabelle river basins, flows during flood season tend to increase, and high and extreme floods occur with higher frequency and severity. Water flows in the dry season decrease, and droughts and water shortages happen more frequently¹⁵.

1.3.3: Agriculture and Food Security

Climate change causes changes in the living conditions of species, leading to the extinction of some species while likely giving rise to new strains, pests, and diseases. According to a study jointly conducted by the Food and Agriculture Organization of the United Nations (FAO) and the World Bank Group, Somalia's agriculture is faced with tremendous challenges as its livestock and crop subsectors have been buffeted by the increasingly fragile and degraded natural environment by more frequent and extreme cycles of drought and floods related to an intensifying climate change, and by the lack of research and extension services. Crop production has been particularly severely affected by these factors and the continuing insecurity, weak government institutions, and consequent deterioration of the southern regions' flood control, irrigation, and transport infrastructure. Somalia is a chronic food crop deficit country, as the local production meets only 22% of per capita food needs. Even in the best agricultural seasons, domestic production provides only about 40–50 % of per capita cereal needs. The collapse of most irrigation and flood-control infrastructure, a consequence of the lingering civil conflict in many parts of the country, is the root cause of this extreme food insecurity. Other contributing factors are poverty, high population growth; limited access to water, sanitation, and health services, and more frequent, severe, and protracted droughts¹⁶.

1.3.4: Environment

Already impoverished, rampant deforestation is exacerbating environmental conditions. The country is currently experiencing massive deforestation at an alarming rate. Mature trees have disappeared from the landscape, leading to a decline in livestock herds and affecting the general population by creating extensive poverty and famine. Unsustainable use of fuelwood and charcoal and poor agricultural practices result in a high rate of deforestation and forest degradation, reducing Somalia's sink capacity further. Environmental degradation has particularly threatened the livelihoods of rural and nomadic communities whose survival depends on the environment's wellbeing. Gully erosion has destroyed famous valleys creating deep gorges that often restrict the mobility of pastoralists and their animals¹⁷.

Furthermore, marine resources have been plundered by factors ranging from excessive illegal fishing and unreported fishing to aspects of unregulated and lack of enforcement. Chemical and toxic waste dumping cases in water resulting in contamination and marine life pollution have also been reported. The country lacks both human and financial resources and a political structure and stability enough to allow environmental problems to be addressed. The increasing loss of the natural resource base throughout Somalia causes negative trends in poverty, health, economy, and ecological and human resilience¹⁸.

¹⁵ Somalia National Water Policy (2019) Ministry of Energy and Water Resources

¹⁶ Rebuilding Resilient and Sustainable Agriculture in Somalia (2018); The World Bank Group and FOA

¹⁷ Ali A. Warsame (2022): Guidelines to Sustainable Rangeland Management in the Water for Agro-Pastoralist Productivity and Resilience “*Biyoole*” Project Sites, Somalia

¹⁸ Abdirahman J. Kulmiye (2020): State of Somalia's fisheries sector - Human Capital Mechanisms for Somalia.

A recent study conducted by the World Bank Group in 2020 revealed that Somalia's natural capital is heavily degraded and stressed. The country's land degradation rate is estimated at 22.7%, one of the highest among its neighbouring countries. The annual rate of deforestation is 1.03%, compared to Kenya's 0.3% and Africa's 0.62%. For 17 years (from 2000-2017, there was an annual loss of 40,000 ha of forestland, representing at least 6% of all trees lost in Africa, equivalent to 5 million tons of CO₂ of missions. 58% of Somali households using firewood for cooking with an estimated daily usage rate of 3 kg of wood per family cooking, a total of 1.5 million tons across Somalia, and this result in the emissions of 2.7 million tons of CO₂ and significant indoor air pollution and negative health impacts for the population¹⁹.

1.3.5: The Economic consequence

The economy of Somalia has always been based on its natural resources. Its rangelands, grass, trees, and shrubs feed the livestock that dominates exports, provide sustenance and cash income to its pastoralists and Agro-pastoralists, and underpin the food security of most Somalis, making the country vulnerable to the impacts of climate change. The country has been experiencing significant climate change impacts, including changing weather patterns, drops in water levels, and increased frequency of extreme weather events. The pastoralist and rural poor and those Internal Displaced Persons (IDPs) are especially vulnerable as they have a lower capacity to cope with and adapt to the impacts of climate change. Women, children, the elderly, and persons with disabilities are especially vulnerable to food insecurity and water and energy scarcity. Thus, climate change has threatened the existence of livestock and the livelihoods of nomadic and pastoralist communities due to the loss of pasture lands and reduced access to water resources. This situation has further resulted in deadly conflicts among the pastoralist communities that have claimed many lives. Needless to mention that the country is home to one of the largest livestock populations in Africa (40 million livestock in 2015).

Traditional subsistence livestock and crops dominate the Somali economy, with the majority of the population depending on and remaining the main sources of economic activity, employment, and exports in Somalia. Agriculture's share of Gross Domestic Product (GDP) is approximately 75% and represents 93% of total exports, they are mostly linked to robust livestock exports in the recent pre-drought years. Agricultural production in Somalia is jointly affected by many factors, including high rainfall variability, insecurity, recurrent drought periods, continuous soil degradation, frequent pest outbreaks, and a lack of effective research and extension services. Despite the country's rich fish stocks, coastal fishing has remained small-scale and artisanal, while foreign commercial vessels have enjoyed both legal and illegal harvesting offshore²⁰. The impacts of climate change have contributed to depleting community assets, causing displacement and rapid urbanization. Most Somalis live under the poverty level and are illiterate and food insecure, yet the country is highly vulnerable to climate change due to rising temperatures, erratic rainfall, and subsequent floods.

At the beginning of 2017, the country faced the risk of starvation, just six years after a famine killed hundreds of thousands of people, caused untold suffering, and endangered the lives of millions more. The risk of hunger remains, and cyclical droughts and increasingly unpredictable weather patterns continue to prevent achieving the long-term development goals necessary to lift Somalia out of poverty and insecurity.

¹⁹ Somalia Country Environmental Analysis (2020); Diagnostic study on trends and threats for environmental and natural resources challenges. The World Bank

²⁰ Somalia: Rebuilding Resilient and Sustainable Agriculture (2018): International Bank for Reconstruction and Development. The World Bank and the Food and Agriculture Organization of the United Nations

The drought caused damage and loss in several sectors totalling more than USD 3.25 billion, requiring remedial action estimated at USD 1.77 billion²¹.

1.3.6: Public Health

Increased temperatures, hot and prolonged heat waves, air pollution, and other climate extremes negatively affect human health, leading to increased vulnerability, especially among the elderly, women, children, and people with such chronic diseases as cardiovascular, neurological, musculoskeletal, respiratory, and allergic conditions. The findings of a recent study carried out by Queensland University of Technology, Australia, reveal that a 1 °C decrease in minimum temperature during the cold weather months was associated with a 2.2% increase in hospital admission for respiratory infection among children 3-5 years old. A 1oC increase in the diurnal temperature range (DTR) in cold weather was associated with an increase of 1.9% and 1.7% in hospitalization for all causes and respiratory infection, respectively, among children < 3 years old and an increase of 1.8%, and 3.4% in hospitalization for all causes and respiratory infection, respectively, among children of 3-5 years old²². Another study reveals that admissions increased by 4.5% for every increase of 1 °C above 29 °C due to respiratory infections²³.

Climate change facilitates the development of vector-borne diseases, increasing the likelihood of outbreaks and spreading such diseases²⁴. Climate change affects the social and environmental determinants of health – clean air, safe drinking water, sufficient food and secure shelter. It has a direct negative impact on the health of children, families, and communities; increase problems and risks in child protection; negatively affect families' livelihoods, which force parents to migrate to urban centres to look for work opportunities. As a result, many children may not receive proper care. In addition, family livelihood pressure increases the risk of domestic violence and violence towards children²⁵.

1.3.7: Coastal, Marine Environment and Fisheries

The Somali seacoast suffers from increased risks and the potential effects of climate change. Somalia is considered particularly vulnerable, given the unique characteristics of its marine ecosystems. Marine species are reaching their environmental limits because of extreme environmental conditions and the array of illegal fishing to which the Somali coast is exposed. All along the Somali coast, fishing communities report changes in fishing patterns and species caught, which may have something to do with rising ocean warming and the subsequent loss of glaciers and ice caps, change in currents, and ocean acidification. All of these factors contribute to rising sea levels, leading to coastal erosion and increasing shoreline declines, threatening coastal towns and settlements along with the Somali coastline. The sea surface temperature over the coast of Somalia bounded by 20S to 130N and 520E to 550E depicts a gradual rising trend in temperature of 0.4oC over 26 years (1981-2007). Currently, there is no tide gauge data available along the Somalia coast is used to support the expected sea level rise. However, a 15-year (1995-2010) record on

²¹Somalia Drought Impact and needs assessment (2018). Volume 1, the World Bank.

²² Ly M. T. Luong et al. (2019): Effects of temperature on hospitalisation amongst pre-school children in Hanoi, Vietnam

²³ Emily YY Chan et al. (2013): Hospital admissions as a function of temperature, other weather phenomena and pollution levels in an urban setting in China.

²⁴ Maya Nagev et al (2015): Impacts of Climate Change on Vector Borne Diseases in the Mediterranean Basin — Implications for Preparedness and Adaptation Policy.

²⁵ Climate change and health (who.int). www.who.int/news-room/fact-sheets

observations of monthly mean sea level from a tide gauge in Lamu, Kenya, within the East African coast and a rising trend of about 1.3 mm per year, which is aligned to the global pattern²⁶.

1.3.8: Waste Sector

A Somalia population estimation survey in 2014 shows that a little more than 42% of the population lived in urban areas²⁷. A recent study by the World Bank Group shows that a high urbanization rate and lack of designated plots have resulted in the expansion of informal settlements in its towns and cities, characterized by a lack of access to essential services, including waste collection and disposal. Moreover, the lack of proper waste collection, transportation, disposal, landfills, dumpsites, sanitation, and management is a key problem in Somalia. Only a fraction of solid garbage and rubbish collected from major cities and towns are collected through contracting local companies, transported, and dumped in landfills located in suburbs of major towns and cities without the separation process of hazardous and non-hazardous waste. There is no distinction between solid, liquid, or any other form; waste will be considered waste and dumped at the dumping sites²⁸. Furthermore, the country does not have a recycling industry; thus, two commonly used materials, plastic bags, and bottles, are dumped or sometimes burned. Households, agriculture, fisheries, and commerce are the main waste sources. Waste is a major environmental problem in Somalia, and it affects people and animal health, coastal and marine environments, and the people's socio-economic conditions. Despite existing rules and regulations forbidding, dumping hazardous waste material in coastal areas and near ports continues unchecked. Waste alters the atmosphere's chemical composition by a build-up of GHGs, primarily CO₂, nitrous oxide (NO₂), and methane (CH₄) emitted from the decomposition of organic wastes in landfills²⁹.

1.4: Policies and Legal Frameworks Related to Climate Change Adaptation

Somalia continues to undertake various efforts toward addressing the adverse impacts of climate change at the international, national, and sub-national levels. Efforts at the national level include the development of various policies and legal instruments, plans, guidelines, and communication documents that are crucial for enhancing the country's climate change adaptation agenda. The objective is to address climate change adequately, enhance participation in adaptation activities, and mobilize financial support to tackle climate; the key documents are the National Climate Change Policy and the National Adaptation Program of Action. The country has also recently updated its Nationally Determined Contributions (NDC). The existing policies and legal frameworks are insufficient; many are stand-alone documents. Where regulatory mechanisms, legislations, and sectoral policies directly linked to climate change exist, they suffer from important gaps that inhibit effective action that include clear implementation steps, time frames to achieve outputs, roles of implementers, and budget allocation for planned climate change actions.

Furthermore, significant gaps impede institutions from implementing existing climate change policies and legal frameworks. Effective implementation of climate change policies requires enhancing country-level institutional capacities to strengthen the process of tackling climate change issues. A lack of an effective national finance mechanism to direct climate funds, unclear institutional arrangements, limited qualified human resources across levels, and considerably overall low climate change knowledge slow the implementation of climate change policies and legal frameworks. For instance, almost all national climate

²⁶Draft Somalia National Climate Change Policy (2019)

²⁷ Somalia population estimation survey in 2014-UNFPA & MOPIC Somalia

²⁸ Somalia Urbanization Review Fostering Cities as Anchors of Development (2020): World Bank Group

²⁹ Somalia Intended Nationally Determined Contributions 2018

change policies and legal frameworks in Somalia lack financing plans that highlight budgeted costs and the expected source for funding to translate them into actions. Inadequate institutional coordination and information sharing amongst the climate change institutions at the national, sub-national, and local government levels also remain a major challenge; this further complicates the implementation of policies and legal frameworks³⁰.

1.4.1: National Climate Change Policy

Somalia's National Climate Change Policy (2020) serves as the pillar for comprehensive sectoral strategies and action plans. The policy offers a strategic direction, particularly on adaptation measures, social development, and mitigation of climate change impacts. The policy captures sectoral laws and strategies that form the legislative foundation for specific activities that need to be evaluated for potential improvements to enhance their ability to tackle climate change challenges and exploit emerging opportunities. The policy enables better coordination of climate change work in the country and provides opportunities for cooperation and collaboration between the national and sub-national levels of government, development partners, and international and regional institutions. Likewise, the policy stipulates the country's vision and strategies that recognize the importance of climate change, international agreements, and national commitments to climate change. The development of the National Climate Change Policy has paved the way for Somalia to meet its obligation under the UNFCCC, hence becoming an essential player in the fight against climate change.

1.4.2: National Adaptation Program of Action

The 2013 National Adaptation Program of Action on Climate Change (abbreviated hereafter a NAPA) is the first climate strategy for Somalia, and it was finalized in line with UNFCCC guidelines with the support of the United Nations Development Programme (UNDP) and Global Environment Facility (GEF). The NAPA was developed in response to the decision made at the seventh Conference of the Parties to the UNFCCC (COP7) in Marrakesh, Morocco, which aims to enhance quick responses to, and communication on urgent and immediate adaptation needs in the least developed countries. The primary objective of adaptation is to protect the population, enhance its adaptability and livelihoods, and protect the country's overall development as it advances towards economic progress and the population's well-being. Somalia's long-term objective is to ensure that climate change adaptation is integrated with development plans and programs, reduce vulnerability and contribute to resilient economic growth in the face of climate change and extreme events, including drought and floods. The NAPAs identified three priority areas for action, namely:

- 1) Sustainable land management
- 2) Water resources management
- 3) Disaster management

The NAPAs is also the first national-level document that identifies urgent and immediate climate change adaptation needs of the most vulnerable groups in Somalia. It provides the starting point from which climate change adaptation can be mainstreamed into development plans as a critical strategy for attaining sustainable development and poverty reduction (MDG, 2010).

³⁰ Somalia Updated Nationally Determined Contributions (2020)

1.5: Adaptation to Climate Change and NDC Priorities

Somalia has committed to establishing a national CCA planning framework to serve as a baseline and to guide future climate change adaptation policies and projects. To achieve its adaptation goals, the FGS and FMS must improve the institutional capacity for adaptation planning, financing, management, and implementation at the federal and FMS levels.

Recently, the country updated its Nationally Determined Contributions (NDC 2020). The updated NDC provides a list of priority areas for climate change adaptation in Somalia from 2021 to 2030. These priorities are based on Somalia's national and sub-national adaptation plans and policies, including the National Adaptation Plan of Action (NAPA), which provides a climate change adaptation strategy and risk mitigation plan for drought and flooding. In all these sectors, the multi-sectoral collaboration will be necessary for implementing various projects and programs, as well as for capacity building, research, and the consideration for disaster risk management. While the actions apply to the whole of the country, it appears that the drier regions of northern and central Somalia are particularly vulnerable to the effects of climate change. Based on vulnerabilities, the Government has identified the following key sectors/sectors for adaptation to the adverse effects of climate change:

- Food security and livelihood
- Water resources management, including water supply services, water security, sewage and portable water systems
- Disaster preparedness and management
- Public health
- Coast, marine environment and fisheries
- Building climate resilient Infrastructure
- Increased rural electrification
- Enhanced urban resilience
- Human settlements, including housing, design of critical infrastructure, roads, bridges, air and sea ports
- Ecosystem-based adaptation
- Climate change communication, education, research and public awareness raising
- Gender and vulnerable groups
- Developing and improving policies and institutions
- Developing and improving policies and institutions
- Technological resources
- Efficient development and application of resources

Table 1: List of Climate Change Sectorial Policies

	Policy	Year
1	Climate Change Policy	2016
2	Fisheries Policy	2016
3	National Petroleum and Mineral Policy	2016
4	Energy Policy	2016
5	Wetlands policy	2016
6	Wildlife policy	2016
7	Forest Policy	2016
8	Biodiversity Policy	2016
9	Tourism Policy	2016

Tale 2: List of National Cross Cutting Policies that Support Climate Change Adaptation

	National Policy Document	Year
1	National Environmental Policy (FGS)	2020
2	Decentralization Framework (FGS)	2016
3	Statutory land policies (FGS)	2016
4	Environmental Health / Public Health Policy - FGS	2016
5	Population Policy - FGS	2016
6	Information and Communications Technologies (ICTs) Policy FGS	2016
7	Education policy FGS	2016
8	Gender Policy (FGS)	2014
9	National Housing Policy (FGS)	2016
10	Water, Sanitation and Hygiene Policy- FGS	2016
11	Transport Policy FGS,	2016
12	National Disaster Management Policy- FGS	2016
13	The Power Master Plan for Somalia	2019
14	The Ninth National Development Plan 2019-24	2019
15	The National Environment Policy	2019
16	National Capacity Assessment Towards Implementing the Environmental Treaties of the Rio Conventions	2017
17	Environmental, Social Impact Assessment	2021
18	Draft National Environmental Management Bill	2020
19	The National Drought Plan	2020
20	National Pesticide Policy	2019
21	The Somalia National Climate Change Policy	2020
22	The National Adaptation Program of Action	2013
23	Integrated Water Resources Management Strategic Plan 2019-2023	2019
24	Recovery and Resilience Framework	2018
25	The UN Strategic Framework Somalia 2017-2020	2017
26	The Initial National Communication	2018
27	Intended Nationally Determined Contributions	2015
28	The National Charcoal Policy-Draft	2019
29	The National Electricity Bill	2019
30	National Voluntary Land Degradation Neutrality Targets 2020	2020

31	The National Biodiversity Strategy and Action Plan	2015
32	The National Water Resource Strategy	2021
33	Somalia National Water Policy	2019

Although many efforts have been made concerning enacting climate change policies, there remain significant gaps in the availability of up-to-date data. The situation is particularly so when it comes to the abatement potential of the existing mitigation-related sectors such as Agroforestry, waste, transportation, and energy, among others in Somalia, thus making it difficult to quantify future abatement potentials of the priority mitigation actions. The absence of clear and systematic planning for long-term climate change actions and the lack of mainstreaming of climate change issues into the national and sub-national planning also represents a major gap in policy development, resource mobilization, and financing of adaptation and mitigation actions in the country.

1.6: International Obligations

The nature of climate change calls for extensive cooperation, coordination and international response. Thus, Somalia is committed to meet with the climate challenge head on through undertaking important steps to bring the country in line with global efforts to address climate issues by acceding/ ratifying a number of International Conventions and Protocols and agreements relating to Climate Change. Somalia has been a Party to the UNFCCC since December 2009, as a non-Annex I country. The country ratified the Kyoto Protocol in 2010. In response to the Warsaw proposal followed by the *Lima* call for climate action, the country submitted its Intended Nationally Determined Contributions (INDC) in 2015, and subsequently signed the landmark Paris Climate Agreement in April 2016. Pursuant to the provisions of Article 4 of that convention, the country developed the first national communication (INC), which it submitted to the UNFCCC in 2018. By ratifying the Paris Climate Agreement, the country further showed its dedication and obligation to the implementation of strategies to mitigate the effects of climate change and adapt to its impact. As per the writing of this report, Somalia is a party to the following international environmental/climate change agreements:

1. Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)
2. Convention on the Conservation of Migratory Species of Wild Animals
3. Regional Convention for the Conservation of the Red Sea and the Gulf of Aden Environment
4. Protocol concerning Regional Co-operation in Combating Pollution by Oil and other Harmful Substance in Cases of Emergency
5. United Nations Convention on the Law of the Sea
6. United Nations Convention to combat desertification (UNCCD)
7. United Nations Framework Convention on Climate Change (UNFCCC)
8. Kyoto Protocol
9. Convention on Biological Diversity
10. Protocol on Bio-Safety (Cartagena Protocol)
11. Basel, Stockholm and Rotterdam Conventions
12. Protocol concerning Protected Areas and Wild Fauna and Flora in the Eastern Africa region
13. Protocol concerning Co-operation in Combating Marine Pollution in cases of Emergency in the Eastern African region
14. Convention for the protection, Management and Development of the Marine and Coastal Environment of the Eastern Africa Region (Nairobi Convention)
15. Protocol on Substances that Deplete the Ozone layer (Montreal Protocol)

16. Convention on the protection of the Ozone Layer (Vienna Convention)
17. Somalia National Action Programme for the UN Convention to Combat Desertification

2.0: PART TWO: CLIMATE CHANGE ADAPTATION GOVERNANCE

2.1: Institutional Framework

The current political, economic and social situation of the Federal Republic of Somalia is a direct consequence of thirty years of civil war and the absence of functioning institutions. However, over the past decade, the country has begun a careful path to reconciliation, restoring public institutions, and resuming economic activity. Progress has been significant, but the situation remains challenging. Since the establishment of the internationally recognized Federal Government in 2012, a great deal of progress and improvements have occurred, particularly the rebirth of its essential institutions, including those related to climate change and the governance of natural resources. The country has reinstated environmental and climate change governance structures and institutions, renewed dialogue with development partners and the international community, and adopted policies and legal frameworks. The country presently has several national and sub-national institutions that (as lead and line institutions) have different mandates that may, directly and indirectly, impact climate governance and adaptation³¹.

The Federal Ministry of Environment and Climate Change³² (MoECC) is the Designated National Authority for environmental management including climate change. The ministry is charged with the responsibility to oversee actions to address the impacts of climate change, and more broadly to ensure the sustainable use, management and protection of the environment and its natural resources. The ministry has the overall mandates to formulate the legal and regulatory instruments and support services for the climate change sector. It is the lead national level institution responsible for managing, coordinating, and supervising matters relating to the climate change in Somalia.

The ministry initiates climate change policies and coordinates partnerships with FGS agencies/institutions and Federal Member States' climate institutions. The ministry is also the political and operational focal point for multilateral environmental agreements and funds such as the Global Environment Facility (GEF) and Green Climate Fund. Based on its mandate, the ministry fosters participatory partnerships and coordinates with other ministries and agencies to fully implement the National Climate Change Policy. There are also sectoral ministries that are contributing to CCA directly or indirectly.

2.2: Federal Member States Governments

Somaliland, Puntland, Galmudug, Jubbaland, Hirshabelle, and Southwest State have all their ministries of the environment. These institutions manage the environment and climate change action in their respective states. They are responsible for adopting policies and legislations that align with the national policies and legislations. The capacity of the FMS institutions varies greatly. For instance, both Somaliland and Puntland have a relatively developed institutions for managing climate change action and have enacted several sub-national legal frameworks, policies, strategies, and plans that contribute to climate change adaptation. It is,

³¹ Somalia Updated Nationally Determined Contributions (2020)

³² Formerly known as the Directorate of Environment and Climate Change (DoECC)

however, noteworthy that the newly formed FMS institutions provide limited services, and they need substantial support for these institutions to put basic structures in place.

2.3: Multi level Climate Change Governance

For the first time, the multilevel climate change governance model was introduced at the United Nations summit in Rio in 1992 as a new model to achieve a broad global mobilization of different actors in sustainable development. The model has become a global system with inherent logic, dynamics and stabilization mechanisms³³. The model aims at promoting opportunities and prompt action to address climate change at various levels; local, national, regional, and international³⁴. Countries have adopted different multilevel climate governance frameworks to suit their particular institutional, political, and legal contexts. These can loosely be divided into:

- a. Top-down multilevel climate change framework
- b. Bottom-up multilevel climate change framework
- c. Hybrid multilevel climate governance framework

In a top-down, multi-climate governance framework, incentives, resources, and obligations for local governments to engage in local climate action emanate from the national government. National governments develop policy frameworks that require local governments to develop climate action plans. They allocate concrete targets to them and provide incentives or they might also provide financial or technical support for local governments to help them implement these action plans³⁵. In a bottom-up multi-level climate governance framework, local governments have substantial autonomy to implement local mitigation and adaptation measures independently. They are usually implemented local mitigation and adaptation measures independently and are usually implemented without national-level policies and support measures³⁶. A hybrid multi-level climate governance framework combines elements of both top-down and bottom-up approaches. For example, the national government may implement policy guidelines to encourage coherence in the actions taken by different local governments. At the same time, local governments may also voluntarily implement ambitious and innovative climate actions beyond national policy guidelines. National and subnational governments could also collaborate with local governments to identify successful lessons and innovations in local climate action and diffuse them more broadly³⁷

A hybrid multi-level climate governance framework is often considered particularly promising, as a bidirectional exchange across different levels of government allows lessons learned to be “used to modify and fine tune enabling frameworks and disseminated horizontally, achieving more efficient local implementation of climate strategies”³⁸. However, top-down, bottom-up and hybrid are best understood as continuous rather than discrete categories. Within these different multi-level climate governance frameworks, national governments often combine different modes of governance to encourage local climate action. For example, governing by regulation occurs when higher levels of government implement binding

³³ Martin Jänicke (2017): The Multi-level System of Global Climate Governance—the Model and its Current State. *Environmental Policy and Governance* Env. Pol. Gov.27, 108–121 (2017).

³⁴ Biermann F, Pattberg P, Zelli F. 2010. Global climate governance beyond 2012: architecture, agency and adaptation. In *Making Climate Change Work for Us. European Perspectives on Adaptation and Mitigation*, M Hulme, H Neufeldt (eds). Cambridge University Press: Cambridge.

³⁵ OECD (2010) *Developing Adaptation Policy and Practice in Europe: Multi-level Governance of Climate Change*

³⁶ K. Kern, G. Albert (2009) *Governing Climate Change in Cities: Modes of Urban Climate Governance in Multi-Level Systems*

³⁷ OECD (2010) *Developing Adaptation Policy and Practice in Europe: Multi-level Governance of Climate Change*

³⁸ J Corfee-Morlot, et al., (2009): *Cities, climate change and multilevel governance*

requirements for lower levels of government. Governing by enabling entails the encouragement of local action by higher levels of government through guidelines, awards, benchmarking, etc. Governing by provision occurs where local governments receive incentives such as funding schemes and technical advice. Consultation and coordination are important complementary governance capacities to manage the mutual dependency between different levels of government. Top-down, bottom-up and hybrid multi-level climate governance are examples of vertical interactions across local, subnational, national and/or international.³⁹

2.4: Benefits of Multilevel CCA Governance

The multi-level climate governance ensures coherence between local, national, and international plans and policies. It promotes collaboration, innovation, and learning among actors and authorities at various levels. It integrates the knowledge, ideas, and perspectives of society's different levels and sections. Furthermore, it establishes objectives, mechanisms, policies, and solutions jointly, ensuring they maintain a certain level of harmony. The multilevel climate change governance also establishes tools or structures for information exchange, decision making, follow-up, monitoring, and reporting as it enables better collaboration between actors at different levels through the agreement of clear roles, relationships and responsibilities⁴⁰.

2.9: The Role of National and Subnational Institutions on CCA Governance

Many decision-making processes occur at the national or subnational level, especially in creating programs, public policies, and regulations. It is mainly at these levels that climate action is implemented. Institutional Arrangement Climate change is an issue that has impacted global, regional, national, and local levels. Actors from various levels and subject areas are involved in the dialogue and negotiation processes, regardless of the decision maker's level of authority. These national and subnational decision-making spaces are opportunities for public participation. Participation in environmental and climate decision-making processes is a human right. All people, including young people and the organizations that represent them, have the right to participate in climate decision-making processes, and the State has to ensure that this right is exercised.

2.9.1: National Level

Climate change governance generally starts at the national level and most climate policy regulations to be implemented at sub-national and local government levels are introduced by national governments. The national level of government has the highest level of legitimacy and is the main focus of public opinion. Compared to other political actors it has the greatest competencies and financial resources⁴¹. The national level also plays an important role as a competitor in international markets for clean energies. National governments are not only at the core of all kinds of domestic policy networks, they are also members of global networks. Specialized policies are made within such specialized policy networks, and policy learning also essentially takes place within such networks⁴².

2.9.2: Subnational Governments

The sub-national regions or states have specific responsibilities in implementing national policies. Subnational states may compete with national governments in terms of ambitious climate policies. They are no longer mere observers in international climate policies but also influential actors, and the UNFCCC

³⁹ Charbit, MV Michalun (2009): Mind the gaps: Managing mutual dependence in relations among levels of government

⁴⁰ A guide to understanding national climate governance and international climate negotiations.

Climate governance? <https://www.unicef.org/lac/media/19651/file/what-is-climate-governance>.

⁴¹ Jänicke M. 2012a. Megatrend Umwelt innovation, 2nd edn: Oekom: München

⁴² Stone D. 2008. Global public policy, transnational policy communities, and their networks. *Policy Studies Journal* 36(1): 19– 38. DOI:10C

recognizes them. However, the local government's sphere of influence is constrained because they do not have a voice in the "one country, one vote" system of the UN negotiations and cannot directly shape outcomes.

2.9.3: Local Government Level

This level of public administration is closest to citizens. Their role is to make local implementable decisions that fit within climate action, including within the objectives of international agreements such as the Paris Agreement. Local governments are particularly important because this is the level where most national regulations have to be implemented. This level of government is also responsible for policy areas relevant to climate policy (for instance, housing, transport, infrastructure, land-use, waste, and often energy).

2.9.4: Public Sector

This sector includes public institutions, ministries, and other entities representing the national government or other State powers. These actors are responsible for developing public policies, regulations, and decision-making at the national or subnational level. In Somalia, despite the prolonged conflict, the private sector has flourished and implemented various environments and climate-related investments. As such, the government at its different levels should recognize the private sector's role, and thus, they should be engaged in climate change discussions, adaptations, and policy implementation.

2.9.5: Non-Governmental Actors/Civil Society Organizations.

This sector includes various organizations representing the people who have the right to participate in climate decision-making processes. These organizations contribute to decision-making processes with comments, opinions, and proposals based on their local, ancestral, traditional, technical, and scientific knowledge and experience. They can influence decision-making by contextualizing discussions within citizens' experiences, interests, rights, and opinions. Civil society also drives local-level action that helps improve the conditions for community adaptation. Organizations for children and young people are also part of civil society and have the same right to participate. In recognition of the important role that civil society plays in environmental and climate change adaptation, the Government should establish a mechanism for enhancing the role and participation of CSOs in climate change action.

2.9.6: The Private Sector

The private sector generates the most greenhouse gas (GHG) emissions, meaning that the action it takes to reduce these emissions is an important component of climate action. A priority action includes changing production patterns, modifying energy matrices, and developing more sustainable production cycles (distribution and marketing systems). Because of its responsibility for emissions and its potential to create mitigation and adaptation technologies, the private sector is an essential actor in climate action.

2.9.7: Academia

This sector provides knowledge and research that enables informed decisions based on scientific knowledge. It also makes essential resources and spaces to strengthen education by creating new opportunities, increasing capacities, and promoting understanding of the changes needed, making the process more effective and efficient.

2.11: Climate Change Federalism Model

The Climate Federalism Model provides a framework for federal, State, and local governments to best use their strengths and collaborates on climate action. The U.S. originated model focuses on coordination and collaboration issues and is important for managing the adverse impact of climate change. The central feature of the model is the decentralization of authority, with responsibility distributed among the various level authorities. Given the local nature of the climate change impacts, the National government, State and local governments, and communities all have a major role to play in implementing effective adaptation and resilience strategies. They collectively can reduce their vulnerability and increase resiliency.

2.12: Somalia as a Federal State and CCA Governance

Federalism is an ambiguous notion involving relationships between central and peripheral power structures that vary widely from country to country. It is a basic polity setup in which power is constitutionally divided between different authorities so that each authority exercises responsibility for a particular set of functions via its institutions. Thus, the federal polity is characterized by sharing power and dividing power' in a vertical fashion. In reality, this characterization can play out in many different types of Federalism, and these can be differentiated based on who has the right to decide" and the right to act on certain issues⁴³.

2.13: Federalism in Somalia: A Historical Glimpse

Federalism is not a new phenomenon in the history of Somalia. The first discussion of federalism started during the UN-backed Italian Trusteeship Administration (*Amministrazione Fiduciaria Italiana della Somalia–AFIS*) to prepare southern Somalia for independence over a ten-year period (1950–1960). Several prominent southern politicians from Hizbiya Digil Mirifle (HDM)—later *Xisbiga Dastuur Mustaqil Soomaaliya (HDMS)*, envisaged an independent federal Somalia. The HDMS party believed that the new country should be federal reflecting the Somali language dialects of *Maay and Maxaa tiri*⁴⁴. However, the Somali Youth League (SYL), the leading anti-colonial and pro-independence party viewed federalism as a plan to undermine the efforts to unify the Somali people while the country is still under colonization. There SYL, therefore, vehemently rejected the notion of federalism while also accusing the HDMS officials for instigating radicalization and racism among Somalis⁴⁵. Following independence and unification in 1960, the first constitution of the newly created Somali Republic admitted the decentralization of administration⁴⁶. During the civilian rule (1960–69), the decentralization of administration was realized through election of district and municipal councils⁴⁷. The military regime (1969-91) led by General Siad Barre brought an abrupt end to the country's multi-party democracy following the 1969 *Somali coup d'état*.

Presently Somalia is a Federal State with the official name of the "Federal Republic of Somalia." The federal governance system adopted in 2004 and became effective in 2012. Article 1 of Somalia's provisional

⁴³Keman, H. (2000). Federalism and policy performance: a conceptual and empirical inquiry. In U. Wachendorfer-Schmidt (Ed.), *Federalism and political performance* (pp. 196–227). London: Routledge.

⁴⁴ Mukhtar, Mohamed., H. 1989. "The Emergency and Role of Political Parties in the Inter-River Region of Somalia from 1947 to 1960." *Journal of The African Activist Association* XVII (II): 75–95.

⁴⁵ Abdinor Dahir & Ali Yasin Sheikh Ali (2021) Federalism in post-conflict Somalia: A critical review of its reception and governance challenges. Available at: www.tandafonline.org

⁴⁶ Article 86 (Administrative Decentralization): 'Whenever possible, administrative functions shall be decentralized and performed by the local organs of the State and by public bodies.'

⁴⁷ Mukhtar, M. (2003). *Historical Dictionary of Somalia*. Lanham: The Scarecrow Press.

constitution states, "Somalia is a federal state." *Article 3 (3)* stipulates that "the federal republic of Somalia is founded upon the fundamental principles of power-sharing in a federal system." In the spirit of collaborative Federalism, *Article 51 (2)* underscores that "every government shall respect and protect the limits of its powers and the powers of other governments."

In the Somali version of Federalism, as described in the Provisional Constitution, power is divided between a Federal Government and the FMS. The third level of government, namely local government, is under the responsibility of the FMS. The Provisional Federal Constitution, however, does not define the responsibilities of the Federal Government vis-à-vis the local governments. The Provisional Constitution specifically grants exclusive powers to the federal government and identifies a framework for the subsequent negotiations associated with other powers. The Provisional Constitution further identifies areas where the FGS and the FMS have concurrent powers, namely functions they are meant to share roles and responsibilities. However, given the growing complexity of government actions, concurrent power is difficult to manage, as each sector of government activity may have specific power-sharing modalities by the state.

Despite these worded constitutional guidelines, conflict is rife between the FGS and the FMS, and the rift is still widening. Over the past few years, the federalism discourse has been characterized by confrontation rather than collaboration. Failure to reach a consensus on a power-sharing model has hampered progress on all other issues of national importance, including security, stabilization, institution building, reconciliation, provision of services, peacebuilding, international relations, and resource mobilization⁴⁸. Federalism contributed to the dispersal of power between states, regions, and local governments, thereby reducing the concentration of power in central hands. However, the reality on the ground shows this is not always the case. Moreover, it is believed that the current government is skeptical of providing power to FMS and favors a strong central government. This has escalated tensions between the FGS and some of the FMS. Although it is normal in the world's federated countries for the relationship between national and state governments to run 'hot and cold', it seems to have reached a freezing point in Somalia. Somalia's federal governance structure currently faces many challenges, some of which include:

- Constitutional ambiguity and lack of consensus on federalism
- Difficulties in federal member states and their border demarcations
- The status of Mogadishu and questions concerning fiscal federalism, resource-sharing, power-sharing, and political representation.
- Regional politics and shifting alliances in the Horn of Africa and the Middle East that are also affecting Somalia's federal future thus enforcing the 'federalism is a foreign initiative' notion

The above-stated challenges and the general public's inadequate knowledge of Federalism have harmed climate change adaptation issues. As far as Somalia is concerned, despite the constitution clearly outlining the connections between the central government and federal member states, each level of government's precise roles and responsibilities are not specified. *Article 54* states: "The allocation of powers and resources, shall be negotiated and agreed upon by the Federal Government and the Federal Member States, except in the areas of foreign affairs, national defence, citizenship and immigration, and monetary policy, which are all under the purview of the Federal Government. Furthermore, Somalia's post-war reconstruction and recovery efforts call for an effective constitution and political stability to govern the country's the

⁴⁸Dysfunctional Federalism; How political division constitutional ambiguity, and a unitary mind-set, thwart power sharing in Somalia (2020): Heritage Institute for Policy Studies, Mogadishu Somalia

environment/climate change and natural endowments. The country's environmental status and climate change adaptation are greatly linked to the current good governance system.

The magnitude of the climate challenge in Somalia demands thoughtful consideration of the roles each level of government should play across the many areas where the action is needed. Given the broad health, environmental, social, and economic impacts of climate change, the federal government must take action to ensure that it effectively integrates climate change considerations into its programs, policies, and operations and facilitates action by others. On the other hand, it is not easy to imagine the federal government taking the primary implementation role, as it's the case in most of FMS.

Given the broad set of measures necessary for each sector of the economy to adopt climate change action and resilience and respond to the impacts of a changing climate, a collaborative approach that involves significant roles at the federal and subnational levels is the way out. In other words, no single government can solve the climate challenge alone. While federal, state, and local governments divide responsibility, there is significant collaboration and interplay between different levels of government and private and public actors.

For Somalia to address the climate challenge, ambitious federal action is necessary, and all levels of government—federal-state and local—must be part of the solution. Policies must be developed in a participatory approach to promote equitable and healthier outcomes. Likewise, policies developed at the Federal level should reflect knowledge of state-specific circumstances. Actions by the federal government should enable and not impede more ambitious actions by state and local governments that aim to adopt the negative adverts of climate change. On the other hand, state and local governments should play a key role in helping pioneer new solutions and spur market development in a manner that can help enable more ambitious federal policies over time. The federal government should learn from the FMS and local governments and replicate successful policies at the national level where appropriate.

The role of the Federal level climate change institution's mandate is clear and necessary but should not detract from the role and responsibilities of the state and local authorities. The FGS should fulfil its mandates establish national emission reduction targets consistent with science, engage the international community to ensure sufficient international support action to meet the climate change challenge, introduce technologies that underpin decarbonization, and provide and look for funding and technical support for the FMS efforts. The FGS should act as a catalyst to support state and local climate change adaptation actions in a manner that promotes equitable outcomes for all Somalis. The FMS's role is clearly defined in the provisional constitution. They should lead in implementing all climate change adaptation programs and projects and actively participate in the planning phases.

3.0: PART THREE: BACKGROUND TO THE CONSULTANCY

3.1: Introduction

Following the signing of the contract for the consultancy on 24th March 2022, the consultant embarked on the work as described in terms of Reference (ToR). This inception report, which is part of the contractual obligations, provides background and context of the consultancy, including overall objectives, assignment expected outcome, methodology, deliverables, a detailed work plan cum timelines, and a tentative list of institutions expected to participate in the Key Informant Interviews (KII) and the national consultation and validation workshop.

3.3 Overall Objective

The overall objective of this study was to establish a detailed framework of the roles and responsibilities of federal, state, and local governments. The framework should be consistent with the formalized division of powers in Somalia with the aim of federal-state coordination in formulating and implementing policies, strategies, plans, and projects/programs related to climate change adaptation plans in Somalia. Furthermore, the study sought to achieve the following specific tasks:

- Conduct/facilitate a validation workshop to obtain inputs/comments from stakeholders as per the agreed work schedule.
- Develop a detailed report with recommendations on clarifying roles and responsibilities at each level of the government

3.4: Methodology

The methodology used for this study is qualitative interpretative.⁴⁹ The consultant used a multi-method approach applying several techniques necessary for collecting and collating relevant data. The following approaches for collecting information were employed:

3.4.1: Desk review

The deskwork included a literature review to attain a general understanding of climate change and its impacts on the country and get an idea of the adaptation measures taken by the government and a range of stakeholders. The literature review further helped assess the existing gaps and barriers within the FGS and FMS climate change institutions. Furthermore, the literature review provided necessary insights, which helped construct questionnaires and interview guides.

3.4.2: Interviews

Key informant interviews were conducted with 21 officials from 18 FGS, FMS, and Somaliland climate change institutions. The objective was to understand the interviewees' knowledge and perceptions about the core questions that led to the study. The collection of the information was guided by a questionnaire to generate in-depth information. All interviewees received a questionnaire form containing a list of questions

⁴⁹ The qualitative research method uses the investigator's detailed close-up observation of the natural world.

and a letter of invitation. Participants were asked to confirm receipt and respect the submission deadline. Twenty-six questions guided the quest for information for this study. Seven of these were the central questions reflecting the objectives that led to this study. The first core question sought to gather general information about institutions, including institutional arrangements, gaps, barriers, mandates, and missions. In addition, whether or not an institution has a specific department or unit to handle climate change issues, areas of focus, the geographic scope of interventions, capacity, the technical and institutional managerial capacity of institutions, and available resources necessary for effective implementation of CCA projects or programs and challenges they face. Moreover, to explore the extent to which institutions are capacitated to developing and enforcing laws, policies, strategies, and plans. The second question addressed coordination mechanisms, the extent to which existing coordination is adequate, and ways to improve coordination and collaboration between climate change institutions. The third question dealt with functional assignments, roles and responsibilities taking into account CCA institutions, FGS and FMS, and local governments, taking into account exclusive competencies and simultaneous responsibilities. Besides, how could the relationship between the FGS and climate change institutions be improved and formalised. The fourth question explored the main factors holding institutions from benefiting from climate change adaptation projects and programs and how to improve the relationship between the FGS and Somaliland climate change institutions. The fifth core question addressed understanding the roles and responsibilities of local governments in climate change adaptation and what could be done to improve local governments' capabilities for adapting to climate change

3.5: Data analysis

Upon concluding the data collection exercise, the data has been cleaned and validated, following steps used mostly in qualitative research data analysis (data management, coding and storage, data reduction, categorization, preliminary analysis, further data analysis and in-depth interpretation). It is, however, worth noting that in the data analysis process, only those views considered essential and relevant to the central issues of this study were taken into consideration and presented.

3.6: Validation workshop

A national validation workshop was held in Mogadishu on 29-30 August 2022. Organized by UNDP in close collaboration with the federal MoECC, the workshop brought together thirty participants from the FGS and FMS level ministries, non-state actors, including civil society organizations, the media, the private sector, higher education, and research institutions (a complete list of participants and institutions they represented is available in the annexes). The workshop sought to achieve the following specific objectives:

- √ Share with workshop participants key findings of the study and recommendations made.
- √ Gather feedback from workshop participants on study findings and recommendations and collect recommendations provided.
- √ Demonstrate that climate change adaptation requires a collective effort and collaboration between all stakeholders to achieve a common goal.

During the two days' workshop, participants discussed the draft report, and the consultant incorporated all relevant ideas and inputs into the final report.

3.7: Challenges Encountered During the data collection

The commencement of the assignment coincided with a period the country was in an election mode, which led to unforeseen delays. The country experienced significant political and security challenges due to severe drought and economic hardship. That situation has affected the initial work plan and timelines. The national electoral process to complete the Lower House elections were delayed, and many deadlines elapsed. The country's overall situation deteriorated considerably, which negatively impacted the initial work plan and timelines for the study. Face-face meetings with interviewees at their base were not possible. Alternatively, interviewees were conducted electronically through zoom, email, and telephone. However, it is also worth noting that the number of completed questionnaires was less than expected, especially from FGS institutions.

3.8: Limitation

Many climate change institutions and actors exist across the country, ranging from governmental, development partners, NGOs, CBOs, and the private sector working. Each of these actors has taken the initiative to address the impacts of climate change. This study's ToR only focused on governmental climate change institutions at the FGS and FMS levels.

3.0: PART FOUR: KEY FINDINGS

3.1: Introduction

Part four presents the key findings of the study. However, before going deep into the presentation of the findings, the consultant found it reasonable to preface the presentation with the following remarks:

- a) The data collection process was difficult due to the country's overall political and security situation.
- b) The key findings are mainly drawn from the institution's own information and perceptions of officials interviewed and, to a lesser extent insight of the consultant into the topic under examination.
- c) The presentation only focuses on views considered important and relevant to this study's central questions.
- d) The presentation of the findings is organized under the core study questions.

The presentation starts with a brief overview of the climate change governance architecture at several levels of the country, highlighting the country's key institutions, including sectoral institutions. The presentation provides first-hand information about the current institutional arrangements, mandates, roles and responsibilities, regulatory and legal frameworks, financial capacity, scope of work, focus areas of their CCA activities, key challenges, and priority capacity needs. After that, the main challenges facing climate change institutions across the country and the recommendations are summarized. The last section sets out the proposed framework of roles and responsibilities for FGS and FMS. Roles and responsibilities are being organized into four subheadings, namely:

- 1) Exclusive competencies of the FGS
- 2) Exclusive competencies of FMS
- 3) Concurrent responsibility of the FGS and FMS
- 4) Exclusive competencies of local governments.

3.3: A Brief Overview of FGS Institutions Relevant to CCA

3.3.1: The Federal Ministry of Environment and Climate Change (MoECC)

The MoECC is the primary federal-level institution mandated to protect, conserve and restore the environment of Somalia to improve and maintain the quality of life of its citizens through sustainable development of the country's natural resources. The ministry's main interest includes developing strategic and long-term actions to avoid climate change risks, Climate adaptation governance, mainstreaming, legal frameworks, and institutional arrangement. The ministry has a department for climate change adaptation and has promulgated the country's climate change policy and the NAP in addition to the national determined contributions submitted to the UNFCCC.

The ministry is also responsible for formulating national environmental and climate policies and coordinating with federal institutions, Federal Member States, international partners, and other stakeholders on environmental issues. The ministry acts as the focal institution for the multi-lateral environmental agreements, global conventions, and protocols on the environment and climate change action, as well as the UN conventions. Furthermore, the ministry serves as UNFCCC's National Focal point and the National Designated Authority (NDA) for Green Climate Fund. Despite the remarkable achievements of recent years, the ministry lacks the necessary resources to lead key actions on the environment and climate change effectively and to effectively coordinate with the Federal Institutions, Institutions of the Federal Member States of Somalia, international partners, and other stakeholders including civil society, academia, and the private sector.

3.4: Federal Sectoral Ministries

The following are the federal-level sectoral ministries that contribute to the national climate change actions (including the national adaptation, mitigation, and disaster risk management). They also contribute to disseminating climate information, resource mobilization, and establishing the national-level climate priorities.

1. The Somalia Disaster Management Agency
2. Ministry of Agriculture and Irrigation
3. Ministry of Fishery and Marine Resources
4. Ministry of Public Works and Reconstruction
5. Ministry of Livestock, Forestry, and Range
6. Ministry of Energy and Water Resources
7. Ministry of Planning, Investment, and Economic Development
8. Ministry of Women and Human Rights Development
9. Ministry of Finance
10. Ministry of Natural Resources and Petroleum
11. Ministry of Interior
12. Ministry of Commerce and Industry
13. Ministry of Interior and Federal Affairs

Almost all CCA initiatives and interventions of these institutions are projects driven and funded by key donors to the climate change sector, which include the GEF, GCF, World Bank, European Union, and United Kingdom-Aid/ Foreign, Commonwealth and Development Office (FCDO), Canadian International

Aid Agency (CIDA). It should be however noted the significant support by UNDP in building government capacity to meet international obligations under the three Rio Conventions, and it is through this support that most of the climate change-related legal frameworks and climate reporting.

3.4.1: Ministry of Energy and Water Resources (MoEWR)

The MOEWR has two main Portfolio Energy and water sector, and is responsible for the formulation, direction and coordination of the national energy and water resources. MOEWR's mandate involves policy making, setting standard operation, national planning, regulation, monitoring, and technical support of regional states in relation to energy and water resources in order to promote social and economic development of the country. The ministry scope of work includes promoting the development of alternative energy sources (wind, solar, and hydropower and technologies) and providing accessible, sustainable, and safer water provision and energy sectors⁵⁰.

3.4.2: Ministry of Agriculture and Irrigation (MoAI)

The MOA is mandated to formulate, implement, and monitor agricultural policies, legislation, regulations to create enabling policy environment on crop farming agriculture. Also, the MoAI is responsible for developing, implementing, and coordinating initiatives in the crop agricultural sector at the National level. The vision of the ministry of agriculture is to create an enabling environment for Somalis and other investors to develop the agricultural industry that will improve rural households' livelihoods and ensure a reliable supply of quality and affordable food while sustaining the natural environment. The ministry key interest area climate smart agriculture, food security and livelihoods⁵¹.

3.4.3: Ministry of Livestock, Forest and Range (MoLFR)

The MoLFR's mandate is to create policies, regulations, and frameworks and provide oversight of livestock development, conservation of forests, and range management to promote sustainable economic growth and food security in the country. Key ministry interest areas include food security and nutrition and sustainable livestock production and management, resilience on pastoralist communities, sustainable livestock production and methane reduction initiatives⁵².

3.4.4: Ministry of Public Works and Reconstruction (MoPWR)

The MRWR is mandated to manage, build, and rehabilitate government buildings and infrastructures of the country effectively. relate on infrastructures, buildings, bridges, highways and roads, land plots and spaces etc. necessary, regulate any entity or individuals having a business-related private matter with the Ministry. The key ministry's interest includes resilient buildings and green infrastructure as well as to ccreate an infrastructure that enhances, employment, increases food security, builds up resilience to climate change and variability respect to somali cultural heritage, and is environmentally and economically sustainable⁵³.

3.4.5: Ministry of Planning, Investment, and Economic Development (MoPIED).

⁵⁰ Ministry of Energy and Water Resources website: <https://moewr.gov.so/about-us/mandate/>

⁵¹ Source: The Federal Republic of Somalia Ministry of Agriculture Strategic Plan (2016-2020)

⁵² Source: The Ministry of Livestock, Forestry and Range, World Bank / FAO (2019). Sector Strategy Paper Somalia Livestock Sector Development Strategy

⁵³ Source: Ministry Somali National Infrastructure Strategy (SNIS) For 2019-2063

The MoPIED is responsible for national planning and coordinating all development aid to Somalia and has a specialized Aid Coordination Unit, as well as departments for Planning, Statistics, and International Cooperation. The MoPIED is the coordinating ministry of planning at the national level. Because of its role in coordinating development assistance and donor engagement. The ministry is a key stakeholder in the implementation of the climate change strategies and interventions. Key areas of interest include population growth and socio-economic assessments, statistical data analysis, Resource's mobilization, planning and coordination, climate donor engagement, coordination, and climate integration into planning development process of the country.

3.4.6: The Somali Disaster Management Agency (SoDMA)

The SoDMA is the FGS agency responsible for disaster management. The agency, which the Ministry of Interior originally proposed, was established in 2011. The Agency is responsible for preparing for and managing disasters while coordinating with humanitarian organizations and donor agencies. Key interest area includes improving disaster preparation and response to reduce climate vulnerability and build resilience populations in the country, disaster risk reduction and recovery interventions, communication, and early warning systems.

3.4.7: Ministry of Women and Human Rights Development (MoWHRD)

The MoWHRD - This ministry is responsible for reversing inequality and protecting the rights of women, children, and other disadvantaged groups of people and for establishing social protection frameworks for vulnerable groups. The ministry plays an important role as an entry point for gender-sensitive climate change adaptation planning and implementation. The ministry key interest area includes gender equality and Gender-climate change mainstreaming and women empowerment of climate decision participation

3.4.8: Ministry of Finance (MoF)

The MoF oversees the alignment of financial resources behind national priorities and negotiates, signs, and reports on finance and loan agreements. With respect to climate change, MoF will serve as the coordinating body for international financial institutions and will be involved in activities aimed at incorporating climate change adaptation considerations into budgeting processes. The ministry is involved in activities geared towards putting in place the enabling conditions for increased international support for climate change adaptation projects and programs in the country. The ministry is responsible for the government budgets on climate change and engagement of donor for the investment of climate resilience programs.

3.4.9: Ministry of Fisheries and Marine Resources (MoFMR)

The MoFMR is mandated to create an enabling environment for a sustainable coastal fishing economy and food security while conserving the fishing ecosystems along the Somalia coastline and territorial waters protecting the coastal communities. The Ministry's vision is "Sustainable fisheries development for economic growth and food security in Somalia." Among other vital mandates are fishing sector management, enforcement, and authoring licensing of international boats involved in Somalia's territorial waters and coordinating information-related issues. The Ministry has been involved in sustainable fisheries development projects for Somalia's economic growth and food security. The

Ministry's main areas of interest are sustainable fisheries production and livelihood interventions in coastal communities⁵⁴.

3.5: FMS Institutions for Climate Change Action

The FMS of Galmudug, Hirshabelle, South-West, Jubbaland, and Puntland have Ministries of Environment and Climate Change to conserve the environment and effectively respond to the adverse impacts of climate change. It is important to note that the current capacity of these institutions (human capital, legislative and regulatory instruments, policy and institutional set-up, and overall capacity to plan and implement projects/programs and deliver services) considerably varies. Somaliland has established institution(s) for managing its environmental and climate change challenges. The FMS institutions for climate action are critically important for climate change projects implementation at the state level.

3.5.1: Puntland

Puntland has a state-level climate change institution named the Ministry of Environment and Climate Change. The Ministry, headquartered in Garowe, was formed in 2009, and since then, the Ministry has carried out remarkable environmental rehabilitation activities, including soil and water conservation; gully control; dune fixation; reforestation; rainwater harvesting through the development of water infrastructure (subsurface dams, improved earth dams); and an environmental protection program, through the establishment of rangers who report to the district environmental offices. The Ministry's vision is to work towards sustainable use of natural resources to mitigate climate change impacts, contribute to achieving poverty reduction, and improve the integrity of the environment and quality of life for present and future generations.

Concerning the mission, the Ministry strives to maintain effective performance in the development and implementation of overall policies and effective strategies, as well as promoting services by engaging the private sector, the relevant government institutions, and development partners to achieve prosperity and sustainability of the environment and livelihoods in combination with holistic climate change mitigation actions. The ministry functions are reported to be the following:

- Develop environmental and climate change adaptation plans, strategies, and policies as well as combating desertification, and preserving biodiversity.
- Contribute towards the sustainable socio-economic development of Puntland through judicious use and management of the natural resources and healthy biodiversity.
- Rainwater harvesting and watershed protection as precious resources that deserve investment, protection, and careful stewardship to enhance agricultural production and combat land degradation by working with other government sectors and development partners.
- Invest in disaster (e.g., drought, floods) mitigation and preparedness and build resilience against climate change.
- Facilitate and coordinate mainstreaming, analytical works, communication, and knowledge management related to climate change and disaster risk reduction.
- Explore access to climate funds (both domestic and global) and ensure their efficient utilization

⁵⁴ <http://mfmr.gov.so/en/ministry/>

- Enhance the protection of Puntland's endangered species (animals and plants) by responding quickly to the advice of the communities/scientists and completing robust species-at-risk recovery plans in a timely way.
- Establish laboratories and centers for research and applied studies to support the learning and extension of technologies that can boost environmental protection and slow down the rampant desertification in Puntland.

In addition, the Ministry reported that it had developed several legal frameworks. These include the Puntland Environmental Law and Environmental Impact Assessment regulations and policies on the environment, rangeland, and waste management. The Ministry has also developed a climate change strategy, a drought management strategy, and a disaster risk management strategy. These legal frameworks have significantly contributed to protecting the environment and, in particular, to the fight against deforestation in Puntland. In 2016, a climate change department was established within the Ministry, making it the first institution in the country to have a department dedicated to CCA. The department is responsible for climate change mitigation, adaptation strategies, and disaster risk management. The department has the following sections:

- Climate adaptation and mitigation
- Climate technology and networks promotion
- State environmental management services
- Multilateral climate and environmental agreements

Currently, the CCA activities focus on managing water resources, energy, resilience (food security and livelihoods), coastal, marine and fisheries, and Research and Promotion of Environmental and Climate Change Education. According to the official records of the Ministry, over the past few years, the trend has favored greater decentralization. As a result, the geographical reach of the Ministry's operations has expanded to 7 regions and 15 districts. With the support of international partners, the Ministry has also decentralized certain functions to local governments and communities throughout Puntland. These include promoting awareness, training, reforestation, rangeland rehabilitation, and establishing District Pastoral Associations and Village Environmental Committees. The Ministry reported the following as key challenges:

- The Ministry is seriously underfunded. As a result, staff compensation and retention remain critical constraints. The current financial capacity of the Ministry does little to enforce legal frameworks and implement policies, strategies, plans, and projects on climate change adaptation.
- Technical staff are particularly short of what the Ministry needs to carry out its functions effectively and efficiently.
- There is limited technical staff at the regional and district level, and most of them are not on the government payroll, thus hampering the ability of the Ministry to discharge environmental protection duties and CCA across Puntland.

3.5.2: Galmudug

Galmudug has a state-level under the Ministry of Environment Climate Change and Rural Development (MoECCRD). The Ministry was formed in 2015 and had its building in Dhusamareb. The overall mission of the Ministry is to promote, protect, restore, conserve and manage the environment and natural resources

sustainably and combat the impact of climate change. The Ministry is mandated to protect the environment, manage natural resources, and develop rural communities. The Ministry has a department for climate change, and CCA's main focus is adaptation. The Ministry reported land/environment/natural resources management, energy, and water as areas of geographic intervention scope of the institution's operations; the Ministry is limited to the regional level. The following have been identified as key challenges currently faced by the Ministry:

- Lack of clear lines of mandate, a situation which results in overlapping of functional assignments between the Ministry and other line ministries, particularly the Ministry of Humanitarian and Disaster Management.
- Very limited technical staff and corresponding inadequate physical facilities and resources
- A limited number of technical staffs, technology, and logistics restrict the Ministry's work around the capital Dhusamareb.
- The Ministry is seriously underfunded by the government.
- Weak engagement and partnership between the Ministry and other line institutions in Galmudug and between the ministry and federal CCA institutions.
- The Ministry has yet to formulate legal and policy frameworks and no specific policy articulating CCA.
- Lack of decentralization at all levels as the local governments in Galmudug are not fully developed

To deliver the meaningful CCA services, the Ministry needs to have a full-functioning capacity in all of the following components:

- Policy and legislation formulation, enforcement, and monitoring
- Financial capacity– be sure of its funding
- Human resources
- Necessary logistics and technology resources
- Resource development/mobilization and institutional networking
- Extensive capacity building and training

3.5.3: Hirshabelle

Hirshabelle has a state-level institution named the Ministry of Environment Climate Change and Rural Development (MoECCRD), headquartered in Jowhar. The mission of the ministry is as follows:

- Achieve Environmental protection
- Make a significant reduction in Resource degradation
- Improve compliance with policies and regulations through promoting concepts of sustainable environmental solutions and climate resilience.

The mandates of the ministry are to:

- Developing strategic Environmental Impact Assessment (EIA)
- Developing state environmental laws, policies, guidelines, and national standards
- Riverbank rehabilitation
- Environmental protection

- Strengthen resilience of climate change adaption and mitigation
- Strengthen climate change adaptation and migration action
- Management of rangeland and forest
- Conservation of wildlife and biodiversity
- Rural development and livelihoods

The ministry reported that their ministry has a department for climate change action with a focus on adaptation, mitigation, and disaster risk management. Concerning areas of intervention, the ministry reported land/environment/natural resources management, resilience (food security and livelihoods), research/education/ knowledge, and coastal/marine/fisheries as the main intervention areas. The geographic scope of the institution's operations is limited to the regional level.

The following have been identified as key challenges of the ministry:

- Lack of clear lines of mandate, a situation which results in overlapping of functional assignments between the ministry and other line ministries.
- Inadequate physical facilities and resources
- Limited number of technical staffs, technology, and logistics, which restricts the presence of the ministry's work around the capital Jowhar
- Weak engagement and partnership between the ministry and other line institutions in Hirshabelle on the one hand and between the ministry and federal CCA institutions on the other.
- The ministry has yet to formulate legal and policy frameworks and no specific policy articulating CCA.

The ministry needs to be provided with capacity building in the following areas:

- Policy and legislation formulation, enforcement, and monitoring
- Financial capacity– be sure of its funding
- Human resources
- Necessary logistics and technology resources
- Resource development/mobilization and institutional networking
- Extensive capacity building and training

3.5.4: Jubbaland

Jubbaland has a state-level institution for state-level by the name of the Ministry of Environment and Tourism (MoET). The ministry, established in 2016, has a climate change adaptation department and currently operates with very limited staff. The ministry does not have an agreed functional assignment, and there is no clear-cut delineation between the ministry and other ministries involved in climate change adaptation. In general, the ministry does not have the resources nor the skilled and knowledgeable staff to operate the ministry and develop activities related to climate change adaptation.

Overall, the current climate change adaptation projects in Jubbaland are very limited, mostly focusing on land/environment/natural resources management. However, the ministry reported that collaboration with partner organizations has recently unveiled advanced early warning capabilities to prevent and prevent natural disasters. Despite being part of a national climate change coordination body at the federal level, the ministry reported there had been so far little meaningful coordination between the parties. They further

reported that the challenges they face at the federal level are politically motivated. The major challenges facing the Jubbaland MoET include:

- Lack of clear lines of mandate, a situation which results in overlapping of functional assignments between the ministry and other line ministries.
- Inadequate physical facilities and resources
- Very limited number of technical staffs, technology, and logistics
- Weak engagement and partnership between the ministry and other line institutions in Jubbaland and between the ministry and federal CCA institutions.
- The ministry has yet to formulate legal and policy frameworks and no specific policy articulating CCA.

Capacity priority needs of the ministry include:

- Provide the ministry with substantial financial, technical and logistic support
- Provide substantial support to be able to implement climate change adaptation projects. There is an urgent need to build the ministry
- Build the ministry's managerial capacity, coordination, planning, monitoring, supervision, and decentralization of the climate change adaptation work at regional and district levels.

3.5.5: Southwest State

Southwest state has a state-level institution named the Ministry of Environment and Tourism (MoEWT). The ministry was formed in 2015 and is responsible for overall environmental and climate change-related issues in the state. The ministry is housed in its building in Baydhabo city and has a unit for CAA. Like other new states, the overall capacity of the Southwest MoET is constrained, and the ministry faces many challenges. Among these:

- Lack of clear lines of mandate and functional assignments
- The ministry has yet to formulate legal and policy frameworks and no specific policy articulating CCA.
- No financial support from the government
- Lack of skilled human capital
- Lack of technological and logistics resources
- Overall weak managerial and implementation capacity

3.6: Somaliland

Somaliland has a ministry for environment and climate change. The ministry is the national body with overall responsibility in the management and protection of the environment. This includes, the development and implementation of sound policies and procedures aimed at lessening the environmental problems, including, the impact of climate change induced disasters, both in the rural and in the urban setting. The mission of the ministry is to promote, develop the climate change economy, preserve, protect and sustainably manage the environment and natural resources for national development. The ministry has established a department for climate change action with focus on both adaptation and mitigation interventions. The department has the following roles and responsibility:

- Reducing climate change vulnerability and strengthen coping mechanisms of vulnerable communities and the ecosystems and improve adaptation and resilience.
- Proposing possible “*Adaptation Interventions*” to reduce the impacts of climate change, equally, improving resilience, minimize susceptibility and recovery capacity of vulnerable economic, environment and social sectors.
- Improving institutional coordination and mainstream climate change response across all key economic, environment and social sectors, to better manage future challenges and risks posed by climate change.
- Providing summary or guide for resource deployment (financial and technical) required to realize objectives of the ministry of environment and climate change through participatory process to address the most immediate effects of climate change and climate related risks across the country.
- Providing framework for capacity-building that addresses the needs, conditions and priorities relating to climate change responses of the national and local institutions (governmental and non-governmental) to strength skills and knowledge and provide opportunities of shared experience among stakeholders.
- Promoting public participation and awareness of the effects of climate change and inform citizens possible climate change “response actions” that reduces or lessens potential adverse impacts, whilst, improving the recovery capacity of vulnerable communities, including women and children.
- Promoting use of research, science, and technology in development policy decisions

The ministry's CCAs interventions focus on resilience (food security and livelihoods), adaptation to urban climate change, land, environment, and natural resource management, research, education, knowledge, and coastal and marine fishing. The ministry has developed a climate change policy and is also developing legislation regarding climate change. Also developed a five-year 2021-2025 strategic plan to overcome climate change's effects. In addition, the ministry reported that it currently plans to include outputs and outcomes related to climate change adaptation and resilience in the Somaliland *National Development Plan III (NDPIII)*. According to the ministry officials interviewed during the data collection of this study, the ministry has considerable experience and adequate technical and managerial capacity in implementing projects, programs, policies, and strategies toward both sustainable natural resource management and climate change adaptation and resilience with experienced and technical staff that are committed to implementing CCA interventions successfully.

In addition, much work has been done concerning the decentralization of CCA governance. The ministry currently has a presence in all regions of Somaliland. District Pastoral Associations and Village Environmental Committees are also operational. The main challenges to the ministry's efforts toward CCA have been reported as follows:

- Limited funds and skills on CCA projects/programs: the national annual budget allocation is limited and cannot cover all related to CCA and resilience and other tasks assigned to the ministry. As a result, the Ministry heavily depends on financial support from the international community.
- A limited number of qualified technical experts capable of implementing climate change-related programs and projects. Due to financial constraints, the ministry is not in a position to train more technical staff experts to fill the gap.

- Functional assignments are unclear. There is duplication and overlapping roles and responsibilities between the key CAC institutions in Somaliland.
- Projects supporting the CCA by international donors are not reaching Somaliland on time for political reasons.

The priority capacity needs of the ministry include:

- Strengthen the financial, technical, and human capability of the ministry
- Improve research and education on climate change impacts
- Strengthen climate change coordination mechanisms

3.6.1: Other Somaliland sectoral institutions contributing to CCA

- Ministry of Agriculture
- Ministry of water
- Ministry of livestock and fishery
- The Somaliland National Disaster Preparedness and Food Reserve Authority (NADFOR)
- Ministry of Interior
- Ministry of Planning
- Ministry of Employment, Social Affairs and Family

3.6.2: Remarks

Somaliland broke away and declared independence from Somalia in 1991. However, neither Somalia nor the international community has recognized it as an independent state. Funding for development projects in the region has been mainly provided through the appropriate federal government institutions. The financing and allocation of resources for CCA activities are no exception. Based on the findings of this study, there are many challenges in how Somaliland could benefit from CCA projects and programs effectively and efficiently. These challenges are mostly political but sometimes more to communication and lack of trust, leading to unnecessary delays in project/program implementations. Somaliland's environmental and climate change officials interviewed as part of this study denounced existing practices and demanded direct support rather than channelling support through the appropriate federal institutions. Given that the political situation in the region is different from the rest of Somalia, the population of Somaliland must, however, receive a fair share of international support for the CCA. In the current circumstances, while the resumption of negotiations between Somalia and Somaliland is expected to take off, the climate change-related support to Somaliland should be coordinated under an ad-hoc memorandum of understanding between the relevant FGS climate change and their counterparts in Somaliland.

3.7: Common Challenges and Recommendations for Strategic Planning

In general, the capacity of climate change institutions of all three levels of institutional are weak and, at best, can be described as limited and fragmented. Moreover, there are multiple capacity gaps, both specific and climate-relevant capacities, that hamper the efforts to deal with climate change challenges, holding institutions back from fulfilling their roles and responsibilities. The following presents the most common interdependent challenges and recommendations:

3.7.1: Institutional Set-ups

Poor institutional set-up and their poor structures are often cited as common challenges that impede the effectiveness and sustainability of climate institutions across the country. Consequently, the capacity of institutions to cope with the adverse effects of climate change is also very limited and as well their abilities to provide adequate climate actions in preparedness, response and enhancing climate resilience in the country. There is a deficiency in clear mandates, structures, and responsibilities for climate change institutions at the Federal and FMS levels. A further challenge is the continuation of changes in institutional structures across the country due to competition for resources and clan power sharing, among other reasons. Based on above stated, the following action is recommended:

Conduct a scoping and explanatory study assessing institutional setups, provisions, and constraints facing federal, state, and local government institutions. The assessment should spell out what needs to be done (short, medium- and long-term interventions) to improve current institutional setups to reflect capacities for service delivery and identify missing mandates.

3.7.2: Institutional Mandates, Roles, and Responsibilities

The absence of a clear delineation of functional roles and responsibilities for CCA institutions at federal and Member State levels constitutes among the greatest challenges. For most institutions, the mandate, mission, and vision are poorly defined and often not clear or consistent. With this in mind and in order to address this particular challenge, the following action is recommended:

- Provide technical and financial support to the CCA institutions, particularly the FMS, to clarify institutional mandates, roles, and responsibilities concerning CCA to avoid duplication and overlaps and to ensure enhanced collaboration for effective implementation.

3.7.3: Financial Allocations and Budgeting

The scarcity of financial resources is a major obstacle to all climate change institutions. Currently, almost all the available climate funds come from donors and international partners with no or very limited contributions from the government at all levels. In cases where government-allocated budgets exist, it is insufficient and often covers salaries of few administrative and support staff. Understanding the importance of climate action and the need for earmarked budgets by the government is limited. Even more so, there is no policy or legal framework for a financial mechanism for climate change action, neither federal nor FMS levels. Based on above-described financial constraints, the following measures are recommended to be undertaken:

- Government should allocate more budgets to the climate change response at all levels.
- In consultation with the FMS, the FGS should create multi-source funding for CCA through the relevant government authorities and development partners.
- The government should also encourage international and local partners to mobilize the necessary technical and financial resources to support CCA and make it a priority.
- The government should engage in the private sector and explore CCA investment.
- Donors and international development partners to put more resources into CCA projects and programs.

3.7.4: Human resources, technological and implementation capacity

Almost all climate change institutions suffer a shortage of human resources and technological capacity. As a result, climate change institutions are not capacitated to perform their roles and responsibilities effectively, efficiently, and sustainably. This situation is particularly so for the newly formed states that require substantial support for these institutions to put basic structures in place. In order to overcome the challenges caused by inadequate human and technological capacity, the following measures are recommended:

- Assess the capacity needs and implementation capacities of all FMS and other national-level CCA institutions
- Based on the assessment findings, provide CCA institutions with substantial tailor-made capacity enhancement in human capital, technological needs, and managerial capacity for adaptation, among others.

3.7.5: Political Divisions

Limited political will and as well the political division largely undermines climate governance and the implementation of programs and projects. Even more so, the scarcity of resources for CCA institutions has worsened the situation. To overcome this particular challenge, the following measures are recommended:

- Formalizing relations among the three levels of government climate change institutions through adopting the proposed framework presented in this study.
- Improving equity and equality in distributing funding among the FMS
- Establishing Integrating mechanisms and structures that facilitate participation
- Engaging in political decentralization from the federal to the state level
- Building accountability and transparency approaches for effective implementation of projects/programs.

3.7.6: Coordination and Partnerships Across the Federal and International Partners

Proper vertical and horizontal coordination is vital for enhancing climate change action. It reduces overlaps, duplications, and lack of appropriate technical and financial capacity across the federal system, amongst other factors. Officials interviewed during this study reported that the coordination between FGS and FMS and even that of FMS and local governments is very low. There are no regular coordination meetings taking place and, as a result, no opportunity for sharing information, experiencing challenges, and presenting progress. Based on those mentioned above, the following measures are recommended:

- Operationalize the existing *Cross-Sectoral Committee on Climate Change (CSCC)*⁵⁵.
- Strengthen coordination and collaboration between the FGS and FMS climate change institutions and other local relevant stakeholders through convening meetings on a quarterly based (virtual meetings preferred, but also physical should the financial and security situation allows).

⁵⁵ The federal MoECC reported the existence of a platform that brings together officials from CCA institutions by the name of CSCCC. The primary roles of the platform are reported to be as follows: a) Serve as a cross-sector forum for exchanging ideas, including providing updates on ongoing and planned climate change initiatives. b) Coordinate and advise sector-specific and cross-sector implementation of activities and advice on monitoring and evaluation outcomes.

- The federal MoECC should establish a national level database for CCA actors and stakeholders and keep it updated.
- Establishing an online platform of information sharing for partners and government institutions
- Increasing awareness and mobilization in climate change adaptation and mitigation.

3.7.7: Enabling Environment

An enabling environment comprises various interlinked soft and hard factors influencing functioning and sustainability. Enabling environment is not limited to the general physical conditions but also sound policies and legal frameworks that can set minimum standards, leadership, accountability, and transparency. This study's findings demonstrate a poor enabling environment for all climate change institutions across the country. The physical infrastructure of institutions generally differs from basic to non-existent, particularly for the newly established FMS. Regulatory frameworks addressing climate change are important at national and subnational levels. Most climate change institutions, particularly those in the FMS, still have to develop legal and regulatory instruments and a lack of enforcement undermines those that have already been developed due to weak and inadequate institutional strength. The alignment and harmonization of existing state-level policies and regulations with those at the federal level is non-existent. There are also considerable challenges in developing and adopting policies. For instance, getting Cabinet and Parliamentary approval is tedious, mainly due to conflicting institutional and sometimes personal interests. It is also worth noting that poor implementation and application of legal and regulatory frameworks have resulted in the centralization of powers and limited participation of all government levels, particularly local ones. Based on the above stated challenges, the following measures are recommended:

- Support CCA institutions' technical and financial capacity in implementation, decentralization, and compliance with existing regulatory frameworks.
- Let the FMS CCA institutions prioritize their needs to take suitable action and support institutions to develop state-level policy and legislation frameworks for CCA.
- Operationalize the country's national climate change policy, NDC, National Adaptation Plan (NAP), and other critical sectoral strategic plans, policies, legal frameworks, and commitments.

3.8: Framework of the Roles and Responsibilities for Federal, State and Local Governments

Decentralization of multilevel CCA governance arrangements have been accepted globally as an important commitment. A key issue for the effectiveness of decentralization is linked to how responsibilities are assigned across levels of government. For the FGS to effectively govern the climate change sector, institutional roles and responsibilities must be clarified and accepted by all levels of the government. The following framework proposes different levels of roles and responsibilities by the three levels of the government. The framework is intended to help decision-makers and support providers determine the role and responsibility of different levels of the government concerning CCA. The roles and responsibilities can be described as follows:

- Primary roles and responsibilities of the FGS
- Primary roles and responsibilities of the FMS
- Primary roles and responsibilities of local governments
- Shared roles and responsibilities by all government levels.

The framework is intended to help decision-makers and support providers determine the role and responsibility of different levels of the government concerning CCA.

3.8.1: Primary roles and responsibilities of the FGS

Tasks	
1	Developing national level climate change legal/regulatory frameworks for CCA. The federal government shall have the primary responsibility to enact national level CCA acts, policies, strategies, and standards in consultation with member states. Member states can also develop state-level legal/regulatory frameworks.
2	Representation of International platforms/arenas, engaging in and dealing with international partners and donor community relations in general.
3	Signatory of bilateral, multi-lateral international and regional agreements and treaties. FMS shall work with the Federal level on domestication of the treaties with their plans and strategies.
4	Coordination, oversight, partnerships across national and international partners.
5	National level planning and reporting/external communication. The primary responsibilities lie on the FGS through the federal MOECC. However, states are encouraged to develop own state-level plans as per federal guidelines.
7	National and external level resource mobilization and national budget allocations. Despite the FGS has the primary responsibility for resource mobilization, the State and local governments should also contribute generously by allocating a fair share of their budgets to the climate change institutions.
8	Leading climate change metrological related issues at national levels
9	Creation of a National Climate Change Fund
10	Dealing with trans-boundary issues related to climate change and environment
11	Aligning FMS needs and priorities with donor preference.
12	Developing an effective national response to challenges brought by climate change.

3.8.2: Primary roles and responsibilities of the FMS

1	Implementation and distribution of all state level CCA projects/programmes
2	Implementation and enforcement of CCA legal and regulatory frameworks at state level
3	State level decentralization
4	State level planning, resource mobilization and fundraising
5	State level mainstreaming climate change CCA legal and regulatory frameworks
6	Identification of state climate needs and priorities

3.8.3: Roles and responsibility shared concurrently among the different spheres of government

Tasks	
1	Budget allocations, financing climate-proofed investments
2	Joint planning. The FGS shall lead Joint planning between the federal and member states. Joint planning, should not violate either level's functions but should be a deliberate approach to address what each level needs to do so that issues do not fall through the gaps

3	Education, research, awareness creation, consultation and information dissemination
5	Data collection and monitoring. All levels of government are responsible for data collection and to monitor the effectiveness of CCA service delivery.
	Mainstreaming of CCA at national level plans/projects
6	Mainstreaming the principle of sustainable development into the planning and decision making on climate change response. All levels of government are responsible.
7	Mainstreaming and reinforcing climate change disaster risk reduction into strategies and actions of public and private entities. All levels of government are responsible
8	CCA capacity building, research, education and development. All levels of government have responsibility to promote actionable climate change research, education, and innovative approaches to capacity building.

3.8.4: Roles and responsibilities of Local Governments

Tasks	
1	Implementing resilient cities plans through promoting greening/tree planting programs and proper planning of cities
2	Implementation of waste management programmes and recycling
3	Implementation and enforcement of CCA regulatory and legal frameworks at local government levels
4	Awareness raising of the local communities
5	Introducing measures to reduce anthropogenic emissions including burning of fossil fuels, deforestation, land use and land-use changes, waste management and industrial processes.
6	Community engagement providing appropriate information on CCA
7	Communicating appropriate climate change institutions to assess climate change impacts, risks, vulnerabilities, and appropriate adaptation measures in their localities

3.9: Discussion

The overall objective of this consultancy was to clarify and formalize the roles of Federal, State, and District Governments to improve federal-state coordination in formulating and implementing policies, strategies, plans, and projects related to CCA. In addition to the findings of the interviews, the consultant also conducted an in-depth review of literature pertinent to the topic, and the review offered a great deal of examples whereby the federal governance structure in relation to CCA has proved successful. A brief discussion that forms a logical basis for a conclusion shall be made in what follows.

Somalia adopted Federalism governance structures in 2004 and embarked on its implementation in 2012. The country's federal structure is still nascent and faces major practical challenges. Constitutional ambiguity and lack of consensus on federalism continue to weaken the performance of all spheres of government. Federal, State, and Local Government roles and responsibilities must be differentiated by the constitution or by legislation to clarify the respective powers and guarantee access to the resources necessary for the decentralized institutions to carry out the functions allocated to them. Legislative provisions and legal texts should clearly articulate the roles and responsibilities of the Federal authorities vis-à-vis lower spheres of government. FGS should support FMS in developing their administrative, technical, and managerial capacities and structures, which should be responsive, transparent, and accountable. FMS' financial resources should be commensurate with their tasks and responsibilities and ensure financial sustainability and self-reliance. Furthermore, where state governments delegate roles and responsibilities to local governments, they should be guaranteed the adequate resources necessary to exercise these roles and responsibilities in executing their tasks to local conditions and priorities.

Worth noting, however, that federalism in Somalia was not adapted in response to cultural diversity of the people of Somalia. Conversely, federalism was embraced to prevent further chaos and fragmentation of the state after collapse. Moreover, federalism was born out of a desire for greater local control over the distribution of power and resources. The federal government is responsible for national environmental and climate change policy to contribute to sustainable economic development and the health and safety of people by maintaining and improving the quality of the environment. In carrying out these tasks and responsibilities, the federal climate change institutions led by the MoECC must work closely with FMS institutions.

3.10: Closing Remarks

The working relationship should be based on the spirit of *cooperative federal system*, whereby the Federal and FMS institutions regard themselves as partners in the national interest, sharing powers, roles and responsibilities for the common good. The states should have extensive involvement in the formulation of federal policies: on the one hand, while the federal government relies on the states for the implementation of its policies, on the other. In order to address the very many challenges brought by the climate change, the country needs cooperative federalism in practice rather than competitive federalism, and there must be a consensus in all aspects of the political culture of decision-making.

Annexes

Terms of Reference for the Consultancy



UNITED NATIONS DEVELOPMENT PROGRAMME
UNDP Somalia

Terms of Reference (TORs)

Individual Contractor (International) Clarify and formalize the roles of Federal, State, and District governments to improve federal-state coordination on the formulation and implementation of policies, strategies, plans, and projects/programs related to Climate Change Adaptation (CCA)

A. Project Title: RCC Portfolio

B. Project Description: National Adaptation Plan Support Programme (NAP SP)

Somalia is one of the most vulnerable countries in the world to the impacts of climate-induced disasters while underscoring key potential barriers including, limited institutional coordination and capacity for adaptation planning and implementation at the federal level; limited technical, institutional, and managerial capacity for climate change adaptation planning at the state level; and, lack of investment planning and enabling environment for financing climate change adaptation.

Since 2012, Somalia has taken important initiatives to adopt policies, regulations, and institutional structures that are essential in state-building process. Those linked to climate actions, include, National Adaptation Programme of Action (NAPA), Initial Nationally Determined Contributions (INDC) Report to UN Framework Convention on Climate Change (UNFCCC), the National Climate Change Policy, National Environment Policy, draft Environment Act, Initial National Communication (INC) and Nationally Determined Contributions (NDC) Report to UNFCCC.

The project consists of three primary outcomes, each of which addresses the barriers identified in the design of the project.

- Strengthening institutional coordination and capacity for adaptation planning and implementation at the federal level.
- To enhancing technical, institutional, and managerial capacity for adaptation planning at the state level.
- To mainstream climate change adaptation considerations in investment planning processes.

Outcome 1 focuses more at the Federal level with the Directorate of Environment and Climate Change being the lead. Outcome 2 focuses on the federal member states where the varying level of capacities do exist. Outcome 3 focuses on the formulation of a National Adaptation Financing Plan for CCA Strategy, identification of several projects for Climate Change Adaptation (CCA), the establishment of CCA fund, and setting climate-proofing guidelines for investment projects.

Each of which contains a set of sub-components with relevant detailed activities. Each of the three components will result in an outcome, including 1) Robust National institutional coordination and capacity

for Climate Change Adaptation (CCA) planning; 2) Enhanced State-level technical capacity for climate change adaptation planning; and, 3) Accelerated Financial planning for CCA at the national and sub-national levels.

The project will be implemented consistent with the UNDP's Direct Implementation Modality (DIM), and UNDP will be responsible for the overall project implementation in consultation with the Directorate of Environment and Climate Change under the guidance of the Project Board/steering committee. The project is part of the Resilience and Climate Change Portfolio of UNDP Somalia.

C. Scope of Work

United Nations Development Programme (UNDP) and Directorate of Environment and Climate Change (DOECC), Office of the Prime Minister are implementing Support for Strengthening Climate Change Adaptation Planning for the Federal Republic of Somalia funded by Green Climate Fund (GCF). The project provides an opportunity for Somalia to integrate climate change adaptation in its policies, plans, and budgetary systems. One of the project activities is to improve federal-state coordination on the formulation and implementation of policies, strategies, plans by clarifying and formalizing the roles of Federal, State, and District governments and align state processes through establishment a detailed framework of roles and responsibilities for federal, state, and district governments that is consistent with the formalized division of powers in Somalia.

To achieve this, UNDP and DOECC are hiring an international consultant, within the provision of approved project document, to undertake this assignment. The international consultant will establish and come up detailed framework of roles and responsibilities for federal, state, and district governments that is consistent with the formalized division of powers in Somalia in aim to federal-state coordination on the formulation and implementation of policies, strategies, plans, and projects/programs related to climate change adaptations plan in Somalia

The following are the key tasks of this assignment:

1. The consultant to conduct literature review of relevant available reports, most importantly Institutional review for Climate Change adaptation report emphasizing institutional roles and responsibilities for federal agencies with respect to CCA
2. The Consultant should hold interview sessions with relevant institutions/agencies to get relevant information including current capacities related to implementation of policies, strategies, plans, and projects on climate change adaptations in all levels
3. Identify and list the main institutions in different levels; federal, state and district involved in coordination, formulation and implementation of policies, strategies, plans, and projects on climate change adaptations all levels
4. Provide and collect the best available information relevant stakeholders/institutions about climate change works and climate change adaptations
5. To determine the current interaction, information sharing and working relation among the three levels of government institutions (federal, state and district) on climate change adaptation
6. In depth analysis, examine the current roles, responsibilities for each level on climate adaptation
7. Develop guidance for state-level governments to align of state -level priorities with those of the FGS.
8. Conduct National workshop including FGS and Federal Member States (FMSs) stakeholders where a draft framework for CCA/NAP coordination will be agreed.

9. Establish a detailed framework of roles and responsibilities for federal, state, and district governments.

EXPECTED OUTPUTS / DELIVERABLES, PAYMENT MILESTONES, AND AUTHORITY

The objective of this consultancy is to provide detailed recommendations for a framework of the roles and responsibilities for federal, state, and district governments. Closely work with DOECC and under the direct supervision of UNDP, the Consultant will undertake the following tasks with the corresponding deliverables.

The following are the expected outputs from this assignment:

- Develop guidelines for promoting consistency across states with respect to planning and coordination at the state level.
- Develop guidelines for state-level governments to encourage alignment of state-level priorities with those of the Federal Government of Somalia (FGS).
- Clarify and formalize the roles of Federal, State, and District governments and align state processes to improve federal-state coordination on the formulation and implementation of policies, strategies, plans, and projects/programs related to CCA
- Most importantly come up detailed report with recommendations on clarifying roles and responsibilities at each level of the government
- The consultant conduct/facilitate a validation workshop to obtain inputs/comments from stakeholders as per the agreed work schedule, the consultant should revise the report in respect comments and inputs received during the validation workshop share the revised with UNDP government counterparts

The deliverables under this assignment are:

- Comprehensive list of main/relevant stakeholders in relation works climate change adaptation
- Comprehensive report on clarifying roles and responsibilities of each government level and formalize the roles of Federal, State and district levels
- Develop guidance for state-level governments to align of state -level priorities with those of the FGS.
- Establish a detailed framework of the roles and responsibilities for federal, state, and district governments

The qualified international consultant shall receive his/her lump-sum service fees upon certification of the completed tasks satisfactorily, as per the following payment schedule:

D. Payment Schedule

The payment is expected to be processed on achievement of the above deliverables during the period of the contract. Payments will be made as per the payment schedule based on satisfactory progress of the implementation in line with the agreed work plan.

Activities	Estimated Duration to complete	Target Due Dates	Schedule of Payments
Prepare a detailed and concise action plan that reflects activities which be undertaken by the consultant during the entire contract period including the approach, methodology to be adopted, time frame and expected outputs	3 days	03 rd February, 2022	45%
Undertake a through Desk review of literature available in each area relating to the assignment and carry out field visits (when necessary and if situation allows) hold interviews with Government agencies, other relevant partners	8 days	15 th February, 2022	
Establish a detailed framework of the roles and responsibilities for federal, state, and district governments.	5 days	22 nd February, 2022	40%
Workshop for a draft Framework for processes technical report.	2 days	25 th February, 2022	
Revise the reports to incorporate comments received by UNDP, DOECC and other key stakeholders and share the revised report with UNDP and DOECC. Share final Report endorsing all the comments resulted from the inputs from UNDP	2 days	02 nd March, 2022	15%

E. The approach of the Work

The international Consultant will strictly follow the work plan and the schedule agreed with UNDP and DOECC in undertaking the contract assignment.

- The international Consultant will undertake the collection of all the required data/information from various sources. The DOECC will facilitate the collection of the data/information with required official letters and contact with the focal person(s) wherever required.
- The international Consultant will facilitate in presentations and coordination of the stakeholder workshops as per the agreed work schedule including keeping minutes of the meetings/workshops; and
- The approach used for this assignment should including details of the following:
 - i. Documents reviewed (internal and external analyses);
 - ii. Interviews and meetings were conducted.
 - iii. Consultations held with all key stakeholders; and
 - iv. Techniques and approaches used for data/information gathering, verification, and analysis.

F. Duration and Timeframe of the Work

- v. The duration of the contract shall be for 20 working days spread over from the first week of February, to the first week of March 2022: and,
- vi. Delay in submission of the report as per the agreed schedule may be liable for penalty as per the contract agreement.

G. Institutional Arrangement/Reporting relationships

The international Consultant shall work under the direct supervision of the Project Manager and Portfolio Manager for RCC of UNDP on day-to-day activities and submit reports as required and agreed in the work plan/ schedule.

H. Duty Station

The assignment will entail frequent consultations with relevant institutions and staff based in DOECC. The remaining tasks will be home-based. UNDP will not provide office space.

I. Competencies:

Corporate Competencies:

- Demonstrates commitment to UNDP's mission, vision, and values.
- Displays cultural, gender, religion, race, nationality, and age sensitivity and adaptability.
- Treats peers fairly by maintaining consistent values inspiring trust and confidence through personal credibility.

Functional Competencies

- Excellent verbal and writing skills, both in English and Somali.
- Ability to present coherent and convincing positions both in writing and orally.
- Strong ability to take the initiative to move complex processes forward to achieve articulated results, work at varying levels and on different initiatives simultaneously (personal organization and ability for multi-tasking).
- Demonstrable networking capability, interpersonal skills, and strong ability to promote teamwork.
- The high degree of integrity, discretion, and personal conduct.
- Flexible to changing working conditions and willing and able to travel for work purposes.
- Able to prioritize and meet deadlines.
- Excellent analytical thinking skills.
- Professional facilitation and presentation skills.
- Ability to coach, mentor, and influence people
- Required Skills and Experience

Client Orientation and Communication

- Excellent interpersonal and networking skills and the ability to establish and maintain effective working relations.
- Supports and encourages open communication and responds positively to critical feedback and differing points of view.
- Ability to work in a multi-cultural environment and to communicate sensitively across different constituencies and awareness of political sensitivities.

J. Qualification

The proposed assignment shall be carried out by an International Consultant as per the specific tasks outlined in section II of this ToR.

The international Consultant should have the following qualifications:

- Master's degree in climate change, climate finance, public policy, natural resource management,

economics, sustainable development, public finance, communications, management, or relevant fields.

Experience

- At least 9 years of relevant work experience in similar assignments.
- Should have professional experience in organizing and facilitating workshops with complex audiences.
- Should have professional experience in policy analysis, strategic communications, and stakeholder engagement/public relations.
- Good presentation and communication skills; and
- Good analytical and report writing skills.

Language:

Excellent oral and written communication skills in English


K. Scope of Price and Schedule of Payments.

- One lump sum payment for all deliverables based on an actual number of days worked and satisfactory performance of Deliverables as specified in Section D of these Terms of Reference. On completion of the assignment, the Contractor will submit an invoice (UNDP Certificate of Payment) specifying the number of days worked and deliverables achieved for certification by the Communication Specialist that the Contractor has satisfactorily delivered the Contract obligations.
- Payment will be made within 30 days of submission of invoice and certification of payment by UNDP.

This TOR is approved by:

Name and Designation: Abdul Qadir Rafiq, Portfolio Manager for Resilience and Climate Change

For
Sign:

DocuSigned by:

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17-Jan-2022

LETTER OF INVITATION & INTERVIEW GUIDE

My name is Dr. Ali Warsame, and the UNDP Somalia country office currently engages me as a consultant for a consultancy project titled “Clarifying and formalizing the roles of Federal, State, and District governments to improve federal-state coordination on the formulation and implementation of policies, strategies, plans, and projects/programs related to Climate Change Adaptation (CCA).” As a part of my Terms of Reference, I would like to conduct Key Informant Interviews (KII) with officials/representatives from national and sub-national climate change institutions /agencies to gauge relevant information, including current institutional arrangements, mandates, roles and responsibilities, coordination and partnerships across national and sub-national levels, policies and regulatory aspects, financial resource capacity, their geographical scope of work, focus areas of their activities, access to and uses of natural resources. Interviewees are purposely selected to represent the institutions involved in this study. I’m honored to invite you to participate in the interview by providing your personal opinion. Your help is greatly appreciated and will contribute to my understanding of the issue raised in this study. Kindly answer all questions as of your best understanding and return them to the consultant: warsame.alia@gmail.com.

N.B: All data generated during KIIs will be confidential and used solely for this consultancy. All information and responses will be completely anonymous and confidential. Individual identifiers, such as name or workplace, will not be associated with responses entered into a database, electronic or otherwise reproduced in the report. This study employs qualitative research methods to collect empirical data and evidence. Interviews will be conducted with selected participants representing government institutions across the country. In addition, the consultant shall collect more information during the national validation workshop.

INTERVIEW GUIDE

Section 1: Information about Institutions and Respondents (*to be completed by the interviewee*)

Name of Institution:	Level	
Type of Institution:	a) National	
	b) Regional State	
	c) Local government	
Office headquarter City:		
Respondent Name:		
Respondent’s Position		
Respondent’s contact:	Email:	Tel:
Date:		

1. What institutional arrangement does your ministry/department have to work in the areas of climate change adaptation?

2. What are the mandates, missions, and objectives of your institution in relation to climate change action? Please describe in brief.

3. Does your institution have specific department, unit or focal person to handle Climate Change issues?

	Yes	No
Department		
Unit		
Focal person		

Section 2: Areas of Focus, Interventions, Capacity and Resources

4. Which area does your organization prioritize or focus?

Mark the choices below that best reflects your understanding/experience

Adaptation	
Mitigation	
Disaster Risk Management	
Not sure	

5. Which main sector (s) of intervention is your Organization involved in?

Mark the choices that best reflect your understanding/experience

Land/Environment/Natural Resources Management	
Water	
Energy	
Agriculture	
Health	
Research/education/ knowledge	
Resilience (Food security and livelihoods)	
Coastal/marine/fisheries	

Others: please specify.....

6. What is the geographic scope of your institution's operations?

Mark the choices that best reflect your understanding/experience

	National Level	Regional State	Local government
1			
2			
3			

Others: please specify.....

7. Does your institution have adequate financial resources, necessary skills and technical expertise for effective implementation of the climate change adaptation?

a) Yes

b) No

If No, please explain why?

Section 3: Capacities related to implementation of policies, strategies, plans, and projects on climate change adaptations in all levels

8. Does your institution develop and enforce climate laws and policies? If yes, please name any legislation, policies or strategies?

9. Are the laws and policies developed by your institution accepted and applied by other relevant institutions at the national, regional and local levels? If not, why?

10. Can you tell us about your institution's current capacities of related to implementation of policies, strategies, plans and projects on climate change adaptations in all levels?

Section 4: Coordination, technical and institutional managerial capacity

11. To your knowledge, is there a national climate change coordination body in Somalia that your institution is part of?

If yes, please name who is involved and what role do they play, and who can join?

12. Are there climate change forums or coordination mechanisms where you can meet with partners and others to share experiences, challenges and report on the progress of your work?

- a. Yes
- b. No

If yes, can you please describe what kind of coordination forum or mechanism and who is involved?

13. Do you think that the existing coordination mechanism between your institution and other national or subnational level institutions is adequate to meet the needs of the climate change stakeholders including your institution?
- a. Yes
 - b. No, If No, please explain why?

14. What do you think should be done to strengthen institutional coordination and capacity for adaptation planning and implementation at the federal level?

15. Do you think that the existing coordination mechanism is adequate to meet the needs of the climate? Would your institution be willing and able to actively participate in a climate coordination platform on a regular basis to share information on climate change?
- Yes
- No

If No, please elaborate further?

16. Could you comment on your institution's technical and managerial capacity for adaptation planning at the state level can be enhanced?

Section 5: Roles and Responsibilities

17. What do you think about the existing functional assignments of the climate change institutions taking into account exclusive competences and concurrent responsibility?

18. In your opinion, what are the roles and responsibilities of the federal government climate change adaptation institutions?

19. What do you think would be the role of FMS institutions considering climate change adaptation?

20. According to your understanding, how can the relations between FGS climate change institutions and FMS climate change institutions be improved and formalized?

21. In your view, what are the specific roles and responsibilities of federal institutions in relation to climate change adaptation?

22. How do we improve the coordination of national and sub-national climate change institutions in the development and implementation of policies, strategies and plans?

23. What is the most effective way for Somaliland to benefit from climate change adaptation projects and programs?

24. What are the main factors holding back FMS institutions from fulfilling their role and how can they be improved?


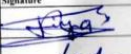

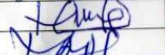

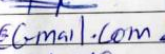
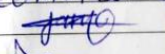
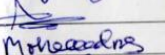
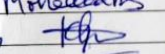


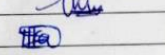
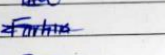
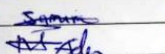
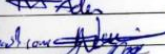
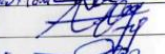






25. What roles and responsibilities do local governments have in climate change adaptation?

Thank you very much for your time and effort.

Your knowledge and insights will be very helpful to us.

END

List of National Validation Workshop Participants

United Nations Development Programme		Study on clarifying and formalizing roles of the Federal and State Government line Ministries on climate change adaptation Workshop: Attendance card			 Empowered lives. Resilient nations.	
Date: 29 - 30 August, 2023						
Serial	Organization	Participant Full Name and Designation	ID Number	Contact-Telephone	E-mail	Signature
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2	FGS	Aisha Haji Abutar / Zakia Abdullahi Ahmed Abowale		5702652 7973093	cayushaone@gmail ahowale zakia@gmail.com	
3	FGS	Hassan Khalid Dhagane		615926601	hdhaganet@gmail.com	
4	FGS	Mohamed Abd. J. Bluluh		0618073226	Mahaas22@gmail.com	
5	FGS	saadumo Abdullahi Hussein		615597854	MOWHRD	
6	FGS	Sahra Maxamed bile		618069483	saamiy095@gmail.com	
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Pictures Taken During the National Validation Workshop





