



INSTITUTE OF  
CLIMATE AND  
ENVIRONMENT

Why Governance  
Matters? Combatting  
**Climate Change** Crisis  
through improved  
**governance** in  
**Somalia**



Abdiwahab Ali

July 2023

# Table of Contact

EXECUTIVE SUMMARY	01
ACRONYMS	02
1. INTRODUCTION	03
1.1. CONTEXT	03
1.2. PURPOSE	04
1.3. AUDIENCE AND STRUCTURE OF THE PAPER	04
2. LITERATURE REVIEW: CLIMATE CHANGE AS GOVERNANCE CHALLENGE	05
2.1. CLIMATE GOVERNANCE	05
2.2. CLIMATE CHANGE AND FEDERALISM	06
3. METHODS AND MATERIALS	07
4. FINDINGS AND ANALYSIS	07
4.1. LEGISLATIVE AND POLICY FRAMEWORKS	08
4.2. INSTITUTIONAL MANDATE AND ARRANGEMENTS	10
4.3. INTER-GOVERNMENTAL RELATION AND COORDINATION	12
5. CONCLUSION AND POLICY CONSIDERATIONS	13
CONCLUSION	13
POLICY CONSIDERATIONS	14
BIBLIOGRAPHY	15

**Key words:** *Governance, Federalism, Climate change Adaptation and Mitigation*

**Author: Abdiwahab Mohamed Ali** is Governance and Policy Specialist with 12 years hands-on experience in designing, implementing & evaluating complex governance related-policy processes & programs with a variety of partners across the Horn of Africa, with special focus in Somalia. He is currently engaged research and analytical consulting services, exploring intersect between Governance and emerging issues such as climate change, digitalization, and urbanization.

**Reviewer: Dr. Ulrike Dingreiter** is a Lawyer and Environmental Scientist specializing in disaster control and environmental law. Her scientific goals revolve around addressing the challenges posed by climate change, environmental degradation, and social transformation in Somalia. With a focus on effective civil protection, she formulates requirements, develops viable approaches, and evaluates implementation. Her research projects include examining legal and organizational instruments for civil protection in Somalia, factors of production in agriculture, and the role of volunteering in disaster response. Dr. Ulrike is climate change fellow at ICE Institute of SIMAD University.

**Reviewer: Mohamed Okash** is researcher, environmentalist, and ecosystem builder. Currently serving as the Director of the ICE Institute at SIMAD University, he is also a member of the Climate Expert Network of the Global Shapers Community and a Climate Reality Leader. Mr. Okash's research explores the intersection of climate adaptation, social innovation, and sustainable development.

**Reviewer: Abdikafi Hassan** is a researcher and academic. He serves as the Head of Research at the ICE Institute and as a lecturer at SIMAD University, where his research focuses on sustainability, economic growth, and climate change.

# Executive Summary

Somalia has taken slow but steady steps towards recovery and revival of state, after a decade of protracted conflict. Climate change has become one of the major global challenges of this century with its adverse impact mostly affecting developing nations including Somalia.

Since the Provisional Constitution (2012) Somalia has made some progress in formalizing a federalization agenda, building new institutions and new ways of working between the Federal Government of Somalia (FGS) and Federal Member States (FMS). Developing National Development planning as well as National Climate Change Policy and most recently, establishing dedicated Ministry of Environment and Climate Change at Federal level.

This Policy paper takes a closer look at links between “climate change” and “governance” in Somalia’s complex context. It is within this fragile state-building reality that the Climate change governance is to be viewed and understood in the context of Somalia. As the country moves to implement its National Climate Change Policy (NCCP) goals and meet Paris Agreement ambitions, this paper identified important climate change governance challenges that need to be addressed.

Some of these challenges arising from limited institutional capacities and capabilities, i.e., inadequate of expertise and employees in environmental institutions towards climate

change issues; poor alignment and harmonization of existing state level policies and regulations with the those of Federal level; weak decentralization and limited involvement of the local governments; absence of local revenue and fiscal allocation creating resource competition within and among the climate institutions; continues changes in the institutional setups, weak monitoring, data analysis and implementation capacities and finally, lack of a proper coordination structure among climate change actors both nationally and internationally.

Other challenges are political and structural issues, such as historical tensions between FGS and FMS in the absence of nationally agreed political and legal framework on Inter-governmental Relations (IGR), lack of clarity in the assignment of responsibilities of key Ministries, lack of ownership, multiple ministries dealing with issues concurrently without sufficient coordination, and ineffective communication mechanisms.

Maximizing opportunities to strength climate governance is important. This includes building on previous efforts made and capitalizing the positive momentum new Ministry of Environment and Climate Change (MoECC). A ‘whole-of-governance approach’ is needed to push climate agenda forward. Most immediate policy priorities should be review of existing the legislative and institutional arrangements that govern climate change at national and subnational, linking Climate governance issues and ongoing reforms as well as effective coordination and Inter-governmental trust and relationship-building.



# Acronyms

<b>CSO</b>	Civil Society Organizations
<b>DoECC</b>	Directorate of Environment and Climate Change
<b>FGS</b>	Federal Government of Somalia
<b>FMS</b>	Federal Member State
<b>HIPS</b>	Heritage Institute for Policy Studies
<b>IGR</b>	Inter-Governmental Relations
<b>KII</b>	Key Informant Interviews (KII)
<b>MoECC</b>	Ministry of Environment and Climate change
<b>NAPA</b>	National Adaptation Plan of Action, for Somalia
<b>NCCP</b>	National climate change Policy (NCCP)
<b>NDP-9</b>	National Development Plan Nine(2020-2024)
<b>NDC</b>	Nationally Determined Contribution (2021)
<b>NGOs</b>	Non-Governmental Organizations
<b>OECD</b>	Organization for Economic Co-operation and Development
<b>UNCCD</b>	UN Convention to Combat Desertification
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change

# 1. Introduction

## 1.1. Context

After decades of conflict, Somalia has taken slow but steady steps towards recovery and development.

Climate change has become one of the major global challenges of this century with its impact affecting most vulnerable countries including Somalia. The country is facing severe climate change crisis -through rapid-cycle event like floods, drought, deforestation and many more. Because of Somalia's economy reliance on natural resources and man-made degradation of natural resources such as charcoal production and overgrazing, climate change could make the country more vulnerable to poverty and food insecurity<sup>1</sup>.

The level of vulnerability to climate change varies across states and regions, depending on geographical and socio-economic conditions. The exposure is exceptionally 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 extremes<sup>2</sup>.

With the endorsement of the provisional constitution by Somalia's National Constituent Assembly in 2012, the country formally embarked on the implementation of a federalization agenda. Articles 25 & 45 of the Provisional Constitution of Somalia specifically deals with matters related to the environment and the management of natural resources.

Moreover, the country has crafted second post 1991 National Development Plan (NDP) 2020-2025, to serve as a basis for long term priorities and policy developments. Under the NDP 2020-2024, the economic development goal is "to transform the economy by improving the resilience of traditional livestock and crop production industries to better meet the growing challenges from climate change, while at the same time inducing growth elsewhere in the private sector to broaden and sustain the growth base and provide greater employment opportunities."<sup>3</sup>

A policy response to climate change in Somalia is important for adapting and mitigating the country's vulnerability for climate-related shocks. The Federal Government of Somalia, recognizing the importance of addressing climate change related issues formulated Somalia National Climate Change Policy (NCCP), August 2020. The vision outlined in NCCP is "to attain a prosperous and climate resilient economy through the adoption and successful implementation of appropriate and effective climate change adaptation and mitigation

1.<https://blogs.worldbank.org/africacan/mapping-climate-change-and-drought-somalia>

2.<https://unfccc.int/sites/default/files/NDC/2022-06/Final%20Updated%20NDC%20for%20Somalia%202021.pdf>

3.<https://mop.gov.so/somali-national-development-plan-9-2020-2024/>

measures”. Realizing the vision requires collective responsibility and leadership. However, the absence of agreed political settlement around nature of federalism is making it difficult to achieve collective vision and actions which has implications on prevention and response to climate change crisis facing fragile Somalia.

## 1.2. Purpose

This Policy paper takes a closer look at links between “climate change” and “governance” in Somalia’s complex context.

The paper presents some of the emerging challenges in climate governance in federal Somalia and potential solutions, drawing out lessons from other countries facing similar challenges. It’s aimed to contribute to the ongoing discussion around efforts to promote mitigation of, and adaptation to, climate change crisis through improved governance mechanisms at national and subnational level. At the outset two points should be emphasized about the scope of the analysis presented here. First, the focus is on country-level/national governance and domestic action, and not on the architecture of the global climate governance.

Second, while there are many dimensions to climate governance that are important, this paper primarily focuses on the central question of how formal governance (as opposed to informal or non-state actors) governs climate change, and on the associated institutional arrangements and governance processes, in the case of Somalia’s federal, state, and local level.

## 1.3. Audience and structure of the paper

The primary target audience for this Policy Paper is people of Somalia and policy makers interested in efforts to combat climate change related crisis in Somalia. This includes Federal, State, and local governments, Civil society organizations, Academia and thinktanks as well climate activists. The audience also includes international and regional organizations who are supporting Somalia’s efforts to promote mitigation of, and adaptation of climate change crisis.

This Briefing Paper is organized into five sections. Section 1 provides context overview, statement of purpose and target audience of the policy paper. Section 2 presents relevant literature on the climate governance, with particular focus on, climate governance in federalized arrangement, Section 3 presents Methodology and methods used to generate data and insights Section 4 presents evidence-based findings needed to inform policy options Section 5 proposes policy options both in short term and long-term recommendations.

## 2. Literature Review: Climate change as governance challenge

### 2.1. Climate governance

To enable and facilitate the discussion, a key question to be posed at the outset of this policy paper is: What is governance? In the present highly dynamic and complex global affairs, the term means different things in different contexts.

Many owe the concept to Plato who was the first to use the Greek word *kubernáo*, meaning to steer a ship, metaphorically, in the context of steering Men. Over the years, the word has been used generically and the concept has evolved to encompass relationships between stakeholders in a variety of set ups<sup>4</sup>.

Even though there is no universally accepted definition of governance, number of attempts have been made to establish collective definition, including:

- World Bank: “the manner in which power is exercised in the management of a country’s economic and social resources for development.”
- United Nation Development Program: “the exercise of economic, political, and administrative authority to manage a country’s affairs at all levels. It comprises mechanisms, processes, and institutions

through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations, and mediate their differences.”

- Worldwide Governance Indicators: “the traditions and institutions by which authority in a country is exercised. This includes the process by which governments are selected, monitored, and replaced; the capacity of the government to effectively formulate and implement sound policies; and the respect of citizens and the state for the institutions that govern economic and social interactions among them.”

- Institute on Governance: “what determines who has power, who makes decisions, how other players make their voice heard and how account is rendered.”

- Mo Ibrahim Foundation “the provision of the political, social and economic public goods and services that every citizen has the right to expect from his or her state, and that a state has the responsibility to deliver to its citizens”.

Climate change governance remains new, emerging concept. With respect to climate change, there is no rulebook or agreed ‘best practice’ manual on governance that can serve to transfer lessons from one country to another<sup>5</sup>.

In addition, the existing governance structures and processes are not ideally suited to manage climate change is hardly surprising. Modern governance institutions with their well-known constitutional mechanisms, representative institutions, federal structures, functional differentiation of ministries, professional bureaucracies, policy frameworks, and so on, emerged through

4.<https://www.parlicentre.org/about-us/area-expertise/governance>

5.<https://elibrary.worldbank.org/doi/abs/10.1596/1813-9450-4941>



complex and long-term processes of institutional evolution. Over the course of the twentieth century, government activities in the Organization for Economic Co-operation and Development (OECD) states focused largely on ‘security’ (the maintenance of order, the administration of justice), ‘economy’ (promoting economic growth, monetary stability, competition, and consumer protection), and ‘welfare’ (welfare state, public provision, ‘social safety net’).

In less developed regions the focus of government attention over the past six decades has been accelerating ‘development’ – a multi-dimensional process that involves economic, social, and political advance. From the late 1960s modern institutions of environmental governance came into being across the developed world, spreading later to developing countries. But they remain weak compared to more established areas of government competence<sup>6</sup>. The emergence of climate change now requires a further phase of innovation and adjustment to governance practices.

As countries around the world move forward with implementing the Paris Agreement, many are reviewing their domestic governance frameworks and developing mechanisms that seek to enable their domestic transition to low-carbon and climate-resilient development<sup>7</sup>. Strong national and subnational governance arrangements is also essential in the context of ratcheting up ambition on climate change under the Paris Agreement after 2020.

The World Resources Institute’s National Adaptive Capacity Framework (Dixit et al., 2012) identifies five key functions for government institutions for implementing adaptation plans and policies:

- The ability and willingness to assess available, relevant information iteratively to guide decision-making.
- A transparent and stakeholder-driven prioritisation process to identify issues, areas, sectors, and populations that deserve special attention (e.g., food security, social protection, coastal livelihoods, etc.).
- Coordination across governance scales and bodies and in collaboration with nongovernmental actors in a way that leads to better working relationships and information sharing and addresses power imbalances in decision-making where possible.
- Information management to ensure not only that information relevant to decision-making is collected and analysed but also that it is shared and used to inform decision-making; and
- Sector-specific assessments to ensure effective climate risk management.

## 2.2. Climate change and Federalism

Climate governance in the context of federalism has generated a burgeoning literature in the past fifteen years. Research suggests that federal structures and practices have the potential to enhance, as well as

---

6. Meadowcroft, J. (2011). Engaging with the politics of sustainability transitions. *Environmental Innovations and Societal Transitions*, 1, 70–5.

7. <http://eprints.lse.ac.uk/65670/1/Averchenkova-and-Bassi-2016.pdf>

hinder different types of efforts to address climate change under varied conditions<sup>8</sup>.

Climate governance in federal systems involves extensive horizontal and vertical interaction among federal, state, provincial, and municipal policymakers, private sector leaders, and civil society representations. The complex mosaic of climate actions adopted within many federations raises important questions regarding how different mechanisms and practices can foster climate governance.

A common federal feature, in many countries, is competition among subnational governments and between them and national or federated governments over climate change policy, which has been especially significant in the United States and in Canada in the relative absence of national action--although soberingly, the whole is yet nowhere near as great as the sum of the parts<sup>9</sup>.

Ann E Carlson (2009) argues that when it comes to climate change, an amalgamation of subnational and federal law-making systems, referred to as 'iterative federalism', strengthens the standards of environmental policy on an overall basis. Carlson also highlights that iterative federalism allows policymakers to not be limited to a polarized model of devolution or centralization as a federal scheme for dealing with climate change. Rather, it calls on both the federal and subnational governments to take responsibility and potentially form a nexus<sup>10</sup>.

## 3. Methods & Materials

The analysis done for this policy paper is based on collecting first-hand insights of selected Key Informant Interviews (KII) encompassing the views of Somali stakeholders at Federal Government Somalia (FGS) and Federal Member State (FMS) level as well leading Somali and non-Somali experts who have been actively engaged in Somalia's climate change debate and policy.

The interviews were conducted between October and December 2022. Inputs from these key informants were complemented by extensive a review of available literature and assessment of publicly available data.

## 4. Findings & analysis

This section captures analysis focusing 3 core competency areas related to effective climate change governance namely, Legislative and policy; Institutional mandate and arrangements as well Intergovernmental relationship and coordination.

8. [https://forumfed20.org/papers/Climate%20&%20Federalism\\_Forum%202020\\_Discussion%20Paper.pdf](https://forumfed20.org/papers/Climate%20&%20Federalism_Forum%202020_Discussion%20Paper.pdf)

9. [https://www.researchgate.net/publication/241753049\\_Comparative\\_Climate\\_Change\\_Policy\\_and\\_Federalism\\_An\\_Overview](https://www.researchgate.net/publication/241753049_Comparative_Climate_Change_Policy_and_Federalism_An_Overview)

10. <https://escholarship.org/content/qt7pc2n5qc/qt7pc2n5qc.pdf>

## 4.1. Legislative and Policy frameworks

The Provisional constitution is the foundation of the Federal Republic of Somalia. Articles 25 & 45 of the Provisional Constitution of Somalia specifically deals with matters related to the environment and the management of natural resources. According to the constitution, “Power is given to the level of government where it is likely to be most effectively exercised”.

Furthermore, the subsequent Constitutional oversight committees came-up with different proposals on environment related functions. The 2016 Oversight Committee proposed the expansion of federal powers and allocated policymaking and policy implementation in most of the important functions, such as environment etc. The 2020 Oversight Committee allocated substantive powers to the Federal Member States: including environment, humanitarian affairs, etc. (Heritage Institute for Policy Studies, 2022)<sup>11</sup>. Both committees failed to acknowledge the role of local government and municipalities in combatting climate related crisis.

The absence of constitutional clarity has left vacuum and led to different interpretation by different actors, therefore creating conflicts of power and rivalry.<sup>12</sup> Climate change and environmental protections agenda would be more impactful, and more cost-effective, were responsibility divided between the federal and state governments in a more justifiable manner.

The Federal Government of Somalia, considering climate change as national issues,

formulated Somalia National climate change Policy (NCCP), August 2020. The following policies that touch on climate change and the wider environment have been adopted or are being drafted<sup>13</sup>.

### A. Sectoral policies that touch on Climate Change:

- Climate change Policy, 2020
- Fisheries Policy, 2016
- National Petroleum and Mineral Policy, 2016
- Energy Policy 2016
- Wetlands Policy, 2016
- Forest Policy, 2016
- Biodiversity Policy, 2016
- Tourisms Policy, 2016

### B. National Cross Cutting Policies that support climate change policy include:

- Updated Nationally Determined Contribution (NDC), 2021
- National Environmental Act - FGS, 2023,
- Decentralization (Wadajir Framework) FGS, 2016a
- Statutory land policies FGS, 2016a
- Environmental Health / Public Health Policy - FGS, 2016a
- Population Policy - FGS, 2016a
- Information and Communication Technology (ICT) Policy, 2016
- Education Policy, 2016a
- Gender Policy, 2016
- National Housing policy
- Water, Sanitation and Hygiene Policy
- Transport Policy
- National Disaster Management Policy

11.<https://heritageinstitute.org/wp-content/uploads/2022/08/Constitution-Report-English.pdf>

12. KII Respondent

13. Somalia National climate change Policy (NCCP), August 2020

The Policy has been prepared in consultation with federal ministries, federal member states, Civil Society Organizations (CSOs), inter-governmental organizations, and the Somalia Parliamentary Select Committee on Environment<sup>14</sup>. The extent to which ‘policy-consultation’ involves real, meaningful participation not clear.

Public Policies, in Somalia, are mainly donor-driven and comes packages with international development program interest, drafted often in English (by external experts), translated into Somali and are, mostly, not disseminated/ available to the public. The effective implementation of policies is mostly hindered by the absence of initial buy-in from all concerned stakeholders, questions are also raised the effectiveness of enforcing/implementing climate change policy, with “policies forgotten into the office shelves”<sup>15</sup>.

There are number of climate-change related policies and acts at Federal Member States as well. Puntland for example, has specific policies on climate change and environment. Newer Federal Member States are also taking same path. “It seems that climate change is a new trend, and everyone is competing to get global climate fund thus coming up with its own subnational plans and policies that’s often not aligned with the national one”<sup>16</sup>. This is systemic issue that’s raised by respondents that could become a roadblock for the implementation of the National policy framework. The lack of alignment and policy coherence: in other words, the gap between climate change policies at national and

state-level and the objectives set in sectorial strategies and policy documents that determine the trajectory of development.

Policy coherence and harmonization, in the context of Somalia, is not only a challenge for the climate change. Much work is still to be done to reconcile what can be seen as potentially competing policies and find ways to balance them.

**List of climate change related treaties and agreements Somalia is a party and signatory member<sup>17</sup>:**

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. UN Convention on the Law of the Sea.
6. UN Convention to Combat Desertification (UNCCD).
7. UN Framework Convention on Climate Change (UNFCCC).
8. Kyoto Protocol.
9. Convention on Biological Diversity.
10. Protocol on Biosafety (Cartagena Protocol).
11. Basel, Stockholm, and Rotterdam Conventions.
12. Protocol concerning Protected Areas and Wild Fauna and Flora in the Eastern Africa region.

14. KII Respondent

15. KII respondent

16. KII respondent

17. Somalia National climate change Policy (NCCP), August 2020

13. Protocol concerning Co-operation on Combating Marine Pollution in cases of Emergency in the Eastern African region; and
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 (Viana Convention).

## 4.2. Institutional mandate and Arrangements

North (1991: 97) describes institutions as ‘humanly devised... informal constraints (sanctions, taboos, customs, traditions, and codes of conduct) and formal constraints (constitutions, laws, property rights) ...that structure political, economic, and social interaction’<sup>18</sup>.

The United Nations Framework Convention on Climate Change (UNFCCC) has described institutional arrangements about adaptation as the ‘structures, approaches, practices, or rules, set in place by stakeholders at all levels to steer adaptation action including for: assessing impacts, vulnerability and risks, planning for adaptation, implementation of adaptation measures, and monitoring and evaluation’ (UNFCCC Adaptation Committee, 2014)<sup>19</sup>.

Somalia National Climate Change Policy (NCCP 2022) acknowledges “its governance should be considered and mainstreamed at national, state, provincial, district and community levels in both urban and rural settings” the policy proposes the following institutional arrangement:

There are number of gaps in the proposed institutional arrangements. First, it doesn’t capture the new development; including the establishment of a new federal Ministry of Environment and Climate change (MoECC) that replaced Directorate of Environment and Climate Change (DoECC). Second, it doesn’t capture complex interaction of different strands of governance in relation to climate change, i.e., legislative and executive at Federal as well state; role of civil society/climate advocate groups etc. And finally, it doesn’t provide costed, realistic, and time-bound implementation plan.

Many experts interviewed noted that, while the establishment of a new federal Ministry of Environment and climate change is welcome step- an indication government’s commitment to climate change issues, the lack of establishment act is very concerning. This is not unique to the new Ministry of Environment and Climate change. Somalia must enact a new law or amend the previous Law on the Organization of the Government; such a law will help the parliament to create a new establishment act for each ministry or to revise existing one (HIPS May 2022)<sup>20</sup>.

18. North, D. (1991). Institutions. *Journal of Economic Perspectives*, 5(1): 97-112.

19. <https://unfccc.int/documents/8446>

20. <https://8v90f1.p3cdn1.secureserver.net/wp-content/uploads/2022/05/Somalias-Council-of-Ministers.pdf>

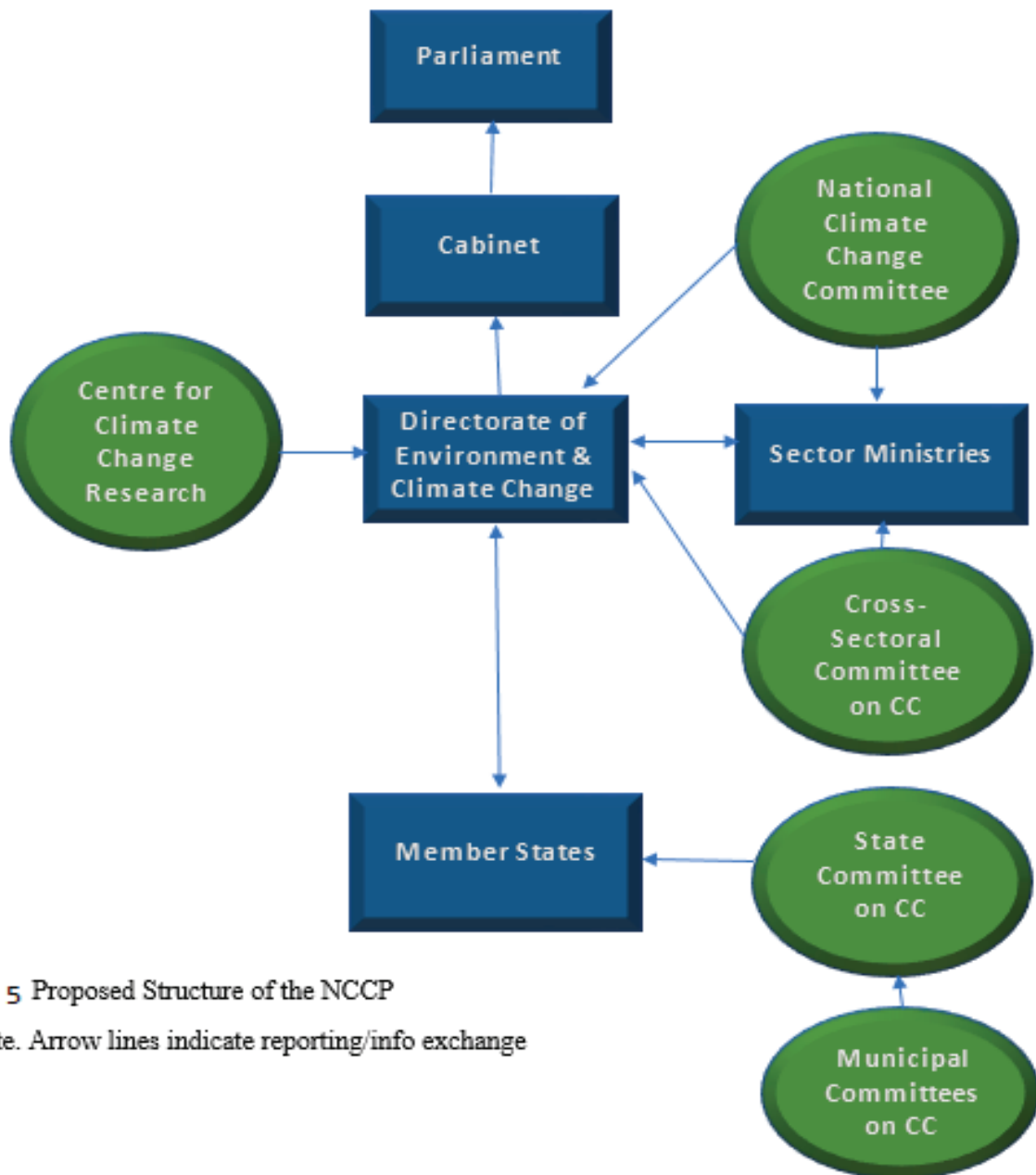


Fig 5 Proposed Structure of the NCCP

Note. Arrow lines indicate reporting/info exchange

Many of the respondents noted that the Federal Ministry of Environment and climate change is still in infant stage and weaker ministry in the political hierarchy compared

with, for example, the finance, Ministry of Planning, and lacks the necessary capacity and political influence for coordinating the delivery of climate action.

### 4.3. Inter-Governmental Relation and Coordination

According to Grave (1974), "IGR is synonymous with federalism" (pp.42) to evidence that Inter-Governmental Relations (IGR) is defining feature of a federal system, regardless of differences in history, geography, constitutional framework, legal culture, distribution of competences or resources, and federal design, because it assigns powers between the federal government and the states, which results in a complicated web of interactions between various actors<sup>21</sup>.

Despite a decade of effort to effectively implement formalized that Inter-governmental Relations (IGR), the FGS and FMS have not been able to come to a final agreement on matters of developing regulatory and legal frameworks for IGR, including allocation of revenues and expenditure responsibilities, finalization of the review process, harmonizing the federal and states constitutions, and establishing independent, competent judiciary system including the constitutional court.

In the absence of nationally agreed political and legal framework on Inter-governmental Relations (IGR), number of Executive/sector-by-sector based IGR arrangement has been made including the new Federal Ministry of Environment and

Climate change Ministry bringing together Federal Member State Mandated Ministries on Climate Change and Environment in a consultative meeting on 1st September, 2022<sup>22</sup>.

These sectorial collaborations establish quick-win coordination mechanism but generally lack stable structures and binding inter-governmental agreements due to the full control of executive organs of the FGS and FMS, characterized by lack of legislative control and judicial review, as well as less commitment, high contestation, and distrust. The sustainability of these ad-hoc mechanisms is also in question because the international donors are involved in maintaining of these informal IGR arrangements to avoid conflict and address institutional fragility in key sectors.

Ineffective coordination on climate change horizontally among Federal Government Sector ministries and vertically between Federal, State, and municipal governments, as well as with non-state actors, was highlighted as another critical barrier by all experts interviewed.

Coordination challenges are shaped by a combination of factors. The following are key factors that hindered proper coordination:

- Lack of strategic direction and clear institutional mandates and continues changes in the institutional setups
- Resource competition within and among the climate institutions. These are donor-funded in the absence of national and local revenues

21. Graves, T. J. (1974). IGR and the executive branch: the new federalism. *The Annals of The American Academy of Political and Social Science*, 416(1), 40-51.

22. Official Communique on Joint consultation meeting between Federal Ministry of Environment and Climate Change and Federal Member States' Ministries of Environment and Climate Change (Puntland, Southwest, Jubbaland, Hirshable and Galmudug), 1, Sep, 2022. <https://www.facebook.com/MoECCSomalia/photos/pcb.2407187952914088/2407180556248161/>

23. KII Respondents

- Lack of data capability for evidence-based interventions and reporting
- Lack of dedicated resources and capacity shortages in Federal and state level
- Absence of co-coordination at district level (more focus is given Federal and state-level)

## 5. Conclusion & Policy considerations

### Conclusion

Climate change has become one of the major global challenges of this century with its adverse impact mostly affecting developing nations including Somalia. Globally, it is realized that existing governance structures and processes are not ideally suited to manage climate change is hardly. Climate change governance remains very new, emerging concept and less explored in the context of Somalia.

Since the Provisional Constitution (2012) Somalia has adopted a range of national and subnational policies, plans and strategies that aim at combatting climate change while meeting broad developmental objectives. This includes formalizing a federalization agenda, building new institutions and new ways of working between the Federal Government of Somalia (FGS) and its Member States.

Developing National Development planning as well as National Climate Change Policy and most recently, establishing dedicated Ministry of Environment and Climate Change at Federal level. These processes came as result of rapidly evolving political and security reality and extensive drought period, which demanded a response from the Somali Government for which it is not yet well prepared.

Overall roles and responsibilities as well as decision-making processes are currently being debated and the Federal Member States (FMS) have yet to be legalized. Given that roles and responsibilities, legislative powers, intergovernmental cooperation between various levels of administration, fiscal autonomy of the federal and FMS levels of government are part of the Somali's ongoing state-building process and are yet to be determined, the struggle for power between the federal and regional levels of government is an everyday reality, this has implications on efforts to promote mitigation of, and adaptation to, climate change crisis.

It is within this fragile state-building reality that the Climate change governance is to be viewed and understood in the context of Somalia. Deep-seated distrust of central authority, fomented in the antebellum period and entrenched during the civil war, permeates Somali society. Consequently, establishing a multi-layered governance response mechanism, in partnership with civil society, is only possible when a coalition of



the willing can drive the process. The poor economic recovery and weakening resilience of the Somali population is amplified by weak governance institutions, with a genuine risk to contribute to the ongoing fragility trap and undermining the capacity and legitimacy of the State.

## Policy considerations

Maximizing opportunities to strength climate governance is important. This includes building on previous efforts made and capitalizing the positive momentum new government brings.

### Short-term/Immediate priorities:

- A **'whole-of-governance approach'** is needed, the recognition that climate change efforts should be nationally owned and led and fully inclusive.
- **Review of the legislative and institutional arrangements** that govern actions related to climate change is desired, this includes horizontal(sectorial) and vertical (FGS, FMs) as well as local governance/municipality and community involvement.
- **Linking Climate change to other governance issues and reforms** i.e., Constitutional review and finalization; ongoing reforms including civil service reform, Public Management reform, security sector reform.
- **Effective coordination and Inter-governmental relationship** are essential, this includes establishing Inter-Ministerial committee on climate change at FGS and FMs as well as local government/ District coordination committees.

### Medium to long-time priorities:

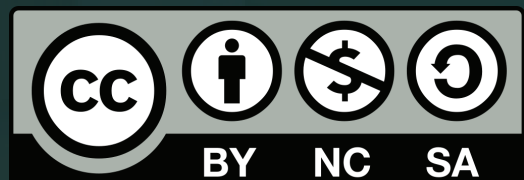
- **Develop comprehensive fiscal allocations** for implementing climate change policy: This includes domestic resources from government budget, private sector and contributions from companies, organizations, and individuals. Somalia also receives global climate funds; the effective and equitable use of these international aid is important.
- **Monitoring, data analysis and implementation capacities:** Developing and implementing climate change policies requires improving the data and information base. Data in Somalia is mostly managed by international organizations, creating institutionalized, in-house monitoring and evaluation capacity should be priority. Consideration should be given to improving ways of sharing expert information and research making it more accessible to the public.
- **Citizen engagement, empowering climate change champions and climate activism:** Continuing to strengthen public engagement to build awareness of climate change and related actions and policies, alongside the facilitation of climate activism, should form an essential part of the collective efforts to promote mitigation of, and adaptation to, climate change issues. For example, government can initiate climate change forum, climate change rewards for individuals who contribute meaningful and impactful change to the people and planet.

# Bibliography

- Andy, Masaki (2022). Mapping climate change and drought in Somalia. World Bank
- Averchenkova & Bassi (2016). Beyond the targets: assessing the political credibility of pledges for the Paris Agreement
- Brown, Douglas (2012). Comparative Climate Change Policy and Federalism: An Overview. Review of Policy Research
- Carlson, A. E. (2008). Iterative Federalism and Climate Change. *Journal of Scholarly Perspectives*, 4(01).
- Dr. Afyare & Abdirisak (2022). On reviving Somalia's Provisional constitution: background, challenges, and future prospects. Heritage Institute for Policy Studies (HIPS)
- Federal Government of Somalia (2020). National Climate change Policy
- Federal Government of Somalia (2020). National Development Plan-9 (2020-2024)
- Federal Government of Somalia (2021). Updated Nationally Determined Contribution
- Federal Government of Somalia (2022). Official Communique on Joint consultation meeting between Federal Ministry of Environment and Climate Change and Federal Member States' Ministries of Environment and Climate Change (Puntland, Southwest, Jubbaland, Hirshable and Galmudug), 1, Sep, 2022
- Fenna, A., Jodoin, S., & Setzer, J. (Eds.). (2023). *Climate Governance and Federalism: A Forum of Federations Comparative Policy Analysis*. Cambridge: Cambridge University Press.
- Graves, T. J. (1974). IGR and the executive branch: the new federalism. *The Annals of The American Academy of Political and Social Science*, 416(1), 40-51.
- Heritage Institute for Policy Studies (2022). Somalia's council of Ministries: A call for competent and rule-based cabinet.
- Meadowcroft, James (2009). Climate change governance. The World Bank, Policy Research Working Paper
- Meadowcroft, J. (2011). Engaging with the politics of sustainability transitions. *Environmental Innovations and Societal Transitions*
- North, D. (1991). Institutions. *Journal of Economic Perspectives*, 5(1): 97-112.
- United Nations. United Nations Framework Convention on Climate Change, Somalia signed 2009
- United Nations Framework Convention on Climate Change( UNFCCC) Report of the Adaptation Committee. Lima Climate Change Conference - December 2014



Institute of Climate and Environment -ICE institute is a leading policy and action research organization founded by SIMAD University to tackle climate, environment, and development challenges in Somalia and Beyond. The Institute pursues its mission by linking research, analysis, policy advocacy, capacity development, and climate innovation to build a sustainable and greener Somalia. ICE Institute works with governments, the private sector, communities, and civil societies to build local capacities and safeguard the environment and contribute towards climate resilience. Our work spans climate, environment, energy, water, ocean, food, governance, and equity. Our publications and findings are accessible to all stakeholders to empower people, inform decision-makers and apply knowledge.



---

ICE Institute publications may be shared and republished in accordance with the Creative Commons Attribution-NonCommercial-NoDerivatives 4.0 International Public License (CC BY-NC-ND 4.0). Get more information via [www.iied.org/about-publications](http://www.iied.org/about-publications)



## GET INVOLVED

Who we work with is just as important as the work we do. Collaborating with partners is critical to driving and delivering change. Through our partnerships, we develop local solutions that can work for lasting impact. *Want to contribute to our journey, Contact us.*



+252 618 866271  
+252 185 8511



ice@simad.edu.so  
ice.simad.edu.so



8th Floor, Town Campus,  
SIMAD University, KM5,  
Mogadishu, Somalia

