



National Adaptation Plans in focus: Lessons from Somalia

Somalia is recovering from the aftermath of a 20-year civil war and the process of establishing government institutions is underway, following the formation of the Federal Government of Somalia (FGS) in 2012.¹ A new government, formed in 2017, has committed to prioritise development and poverty alleviation.² Despite civil unrest, Somalia has maintained a healthy informal economy mainly comprised of remittance and money transfer companies, livestock, and telecommunications.³

In 2014 the population of Somalia was estimated at 12.3 million, with 42 percent living in urban areas, 23 percent in rural areas, 26 percent in nomadic areas, and nine percent considered to be internally displaced.⁴ Poverty is widespread with half of the population living below the international poverty line.⁵ The population is growing rapidly with 60 percent under the age of 25.⁶ In addition to the challenges posed by the internal conflict, a 2015-2016 drought and a series of poor harvests had devastating effects and still threaten food security in 2018.⁷

The terrain in Somalia is mostly flat with a small mountainous region along the northern coast. Approximately ten percent of the country is forested⁸, over 80 percent is considered arid or semi-desert, and less than two percent is considered arable.⁹ Nomadic pastoralism is the prevailing livelihood and approximately 65 percent of the population depend on pastoralism and agriculture to maintain their livelihoods.¹⁰

“Climate change remains a matter of life and death for Somalia. We urge for greater cooperation and support in tackling the menace of climate change and desertification.”

H.E. Abdullahi Hamud Mohamed,
State Minister of Somalia
National Statement of Somalia at the fourth session of
the United Nations Environment Assembly

Climate change risks

Projections under a low-mitigation climate change scenario for Somalia suggest temperatures may increase between 3°C and 4°C by 2080.¹¹ The sea level along the coast is rising at approximately 1.3 mm/year.¹² Since the 1980s, total precipitation has been declining.¹³ However, global climate models for the region predict overall precipitation to increase in future decades.¹⁴

Eight of the last ten years have seen chronic droughts in East Africa, including Somalia, and persistent droughts are likely to continue.¹⁵ This will further threaten livelihoods and food security. Climate change

could lead to loss of biodiversity and soil fertility, and increase the prevalence of pests and disease, threatening agriculture and human health. These impacts in turn could lead to increasing rates of urban migration and exacerbate conflict in Somalia.¹⁶

Due to population growth, increased water demands and land degradation are predicted, compounding the adverse impacts of climate change. The country has a relatively low adaptive capacity, and women and youth are especially vulnerable to the effects of climate change.



Groundwork for supporting the NAP process



Policy, planning and budgeting

Somalia's government is in flux, with roles and responsibilities still being defined. The country has no formal mandate for action on climate change.

Despite this, the FGS has been proactive in taking strides towards climate action and resilience. The National Development Plan 2017-19 provides overall development and poverty alleviation targets, with resilience included as a key pillar. At the subnational level, the Wadajir Framework, adopted in 2015, outlines the country's focus on decentralisation. It provides a mandate for district governments to carry out planning and development functions.

Somalia formulated its National Adaptation Programme of Action (NAPA) in 2013. This plan mainly addressed land management, water resources and disaster risk reduction and outlined pilot climate adaptation strategies in these sectors.¹⁷ Following the NAPA, the FGS developed an Intended Nationally Determined Contribution (INDC) under the 2015 Paris Agreement. This document details projects at the intersection of climate mitigation and adaptation, such as creating alternatives for cooking fuel beyond charcoal, with a focus on reducing vulnerability.¹⁸ However, there has been no systematic planning for long-term climate adaptation in Somalia, nor has it been mainstreamed into national, sectoral, or subnational budgeting or planning policies.

Somalia has an active NGO and international donor community helping to facilitate investment in resilience and climate change. Relevant programmes include the Somali Infrastructure Fund and a fund administered by the African Development Bank that consists of over US\$60 million and seeks to support and accelerate Somalia's inclusive and sustainable economic recovery, peace, and state building.¹⁹

Preparing for adaptation planning

Somalia has not yet developed or submitted a National Communication to the UNFCCC.²⁰ However, amidst the landscape of shifting government ministries and responsibilities, the FGS has taken strides to understand the risks posed by climate change and prepare for adaptation planning and the National Adaptation Plan (NAP) process. Comprehensive stakeholder mapping was performed as part of the NAPA process, outlining all the relevant parties

needed for collaboration in climate change adaptation planning. The NAPA gives an overview of the climate vulnerability of key sectors at the national level. At the subnational level, Somali NGO Candlelight worked together with partners to map climate hazards and vulnerabilities at the village level as part of a 2017 climate adaptation training programme. However, subnational vulnerabilities at the district level have not yet been well assessed.

Implementation of adaptation actions

As part of the NAPA implementation and other projects, Somalia has already begun to address climate risk in the water and land management sectors, amongst others. Key projects include:

- **Somalia Water and Land Information Management** (ongoing since 2001): This project is administered by the UN Food and Agriculture Organization (FAO) and funded by the European Union, with contributions from the World Bank, the UK Department for International Development, and the US Agency for International Development. The project focuses on monitoring and preservation of water and land resources to support livelihoods throughout Somalia.
- **Enhancing Climate Resilience of Vulnerable Communities and Ecosystems in Somalia** (2014-2019): This project, funded by the Global Environment Facility (GEF) and administered by the UN Development Programme (UNDP), focuses on enhancing institutional frameworks for climate change adaptation, increasing the adaptive capacity of vulnerable farmers, and piloting ecosystem-based adaptation strategies.²¹
- **Reducing Vulnerability and Building Community Resilience to Climate Change Effects in Somaliland** (2015-2017): Funded by the German Federal Ministry of Economic Cooperation and Development and Kindernothilfe, this project focuses on training farmers and pastoralists in soil and water conservation practices.²²

Various other climate adaptation capacity building initiatives to increase community knowledge on climate change and local climate hazard management are ongoing, facilitated by national NGO Candlelight and funded by the GEF.²³



The process to formulate and implement NAPs in Somalia

Institutional arrangements

The Director General (DG) of the Environment within the Prime Minister's office serves as the focal point for climate change coordination. The DG's mandate is to formulate national environmental policies and coordinate with federal agencies, local governments, international partners, and relevant stakeholders, including serving as the national designated authority for the NAP process.

Additionally, the Ministry of Planning and International Coordination and the Ministry of Humanitarian Affairs and Disaster Management play key roles in facilitating the NAP process at the national level. At the sub-national level, there is currently no standard method for organising government, but moving forwards state governments will likely exercise a high level of discretion with respect to NAP formation and implementation.²⁴ Somaliland and Puntland have designated agencies responsible for environmental issues and the proposed NAP support project will work through them.

Support programmes

In addition to FGS stakeholders and the Global Environment Facility (GEF)-funded joint UNDP-UN Environment National Adaptation Plan Global Support Programme (NAP-GSP), the key supporters of Somalia's NAP are multilateral, bilateral and regional organisations, including FAO, African Development Solutions (ADESO), and the Horn of Africa Organization for the Protection of Environment

and Improvement of Livelihoods. Somalia also has a well-developed landscape of NGOs and civil society organisations who will be key partners.

Challenges

Whilst Somalia has made progress since the formation of the FGS in 2012, the country faces a number of challenges related to climate change adaptation planning. Specifically, federal-state arrangements have yet to be determined, a national mandate for climate change adaptation is still absent, and technical capacities across all levels of the government need strengthening.

Many policymakers lack awareness of the climate risks. As a result, environmental programmes have received comparatively low levels of funding.

Successes and lessons learnt

Important lessons are drawn from NAPA projects, which have proved very useful as the NAP process is formulated and implemented. Capacity to implement adaptation projects has increased steadily over the years. The formation of the Somalia National Climate Change (SNCC) Policy and the country's plan to strengthen the National Climate Change (NCC) Policy testify to the political will to address climate change comprehensively, by integrating adaptation into development planning processes.



What is the process to formulate and implement NAPs?

The Conference of Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) established the National Adaptation Plan (NAP) process in 2010, to enhance country-led planning and preparedness for climate change adaptation (CCA) in the medium and long-term. The objectives of the NAPs are to reduce vulnerability to the impacts of climate change and to facilitate the integration of adaptation into all levels of development planning. The NAP process is multi-sectoral, involving Ministries of Environment as well as Planning and Finance, in addition to other key ministries. By bringing greater institutional integration and coordination to adaptation planning, NAPs can enhance ongoing national development planning processes, safeguard development gains, and build resilience.



Opportunities

Somalia intends to strengthen coordination and institutional arrangements at national and state levels of government by establishing a legal and institutional framework for climate change adaptation. There are considerable opportunities to build the technical capacities necessary to support climate change adaptation planning. Other prioritised NAP activities include; carrying out sectoral, regional and ecosystem level vulnerability assessments; establishing a comprehensive monitoring and evaluation framework; enhancing the use of climate data for planning purposes, and; developing an operational framework to fulfil gender-inclusion targets through the NAP process.

Once funding from the GCF Readiness and Preparatory Support Programme is secured, national stakeholders will develop a mandate and an oversight body, which will coordinate the NAP process and articulate a NAP roadmap framework.

Key documents

- National Adaptation Programme of Action (NAPA), 2013 <http://unfccc.int/resource/docs/napa/som01.pdf>
- 2015 Intended Nationally Determined Contribution, 2015 <http://www4.unfccc.int/ndcregistry/PublishedDocuments/Somalia%20First/Somalia%27s%20INDCs.pdf>
- 2012 Constitution <http://hrlibrary.umn.edu/research/Somalia-Constitution2012.pdf>

Notes

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- ² NAP GCF proposal
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- ⁵ World Bank, Somalia Overview, 2018. <http://www.worldbank.org/en/country/somalia/overview>.
- ⁶ UNDP, About Somalia, 2018. <http://www.so.undp.org/content/somalia/en/home/countryinfo.html>.
- ⁷ UNDP, About Somalia, 2018. <http://www.so.undp.org/content/somalia/en/home/countryinfo.html>.
- ⁸ World Bank, 2015: Forest Area (% of land area). <http://data.worldbank.org/indicator/AG.LND.FRST.ZS>
- ⁹ CIA, World Factbook: Somalia, 2011 data. <https://www.cia.gov/library/publications/the-world-factbook/fields/2097.html>; Federal Republic of Somalia: Ministry of Natural Resources, Somalia National Adaptation Programme of Action to Climate Change, 2013. <http://unfccc.int/resource/docs/napa/som01.pdf>.
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- ¹¹ World Bank, http://sdwebx.worldbank.org/climateportal/index.cfm?page=country_future_climate@ThisRegion=Africa@ThisCode=SOM
- ¹² 16 21 23 24 26 Stocktaking Report
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- ¹⁴ IPCC 2013; World Bank: http://sdwebx.worldbank.org/climateportal/index.cfm?page=country_future_climate@ThisRegion=Africa@ThisCode=SOM
- ¹⁵ Carty, T., and Oxfam, 2017: A Climate in Crisis: How climate change is making drought and humanitarian disaster worse in East Africa. https://www.oxfam.org/sites/www.oxfam.org/files/file_attachments/mb-climate-crisis-east-africa-drought-270417-en.pdf
- ¹⁶ Federal Republic of Somalia: Ministry of Natural Resources, Somalia National Adaptation Programme of Action to Climate Change, 2013. <http://unfccc.int/resource/docs/napa/som01.pdf>.
- ¹⁷ Federal Republic of Somalia: State Minister for Environment, Somalia's Intended Nationally Determined Contributions, 2015. <http://www4.unfccc.int/ndcregistry/PublishedDocuments/Somalia%20First/Somalia%27s%20INDCs.pdf>
- ¹⁸ Stocktaking Report; Somali Infrastructure Fund, AFDB, 2018. <https://www.afdb.org/en/topics-and-sectors/initiatives-partnerships/multi-partner-somalia-infrastructure-fund-sif/>
- ¹⁹ <https://unfccc.int/process/transparency-and-reporting/reporting-and-review-under-convention/national-communications-0>
- ²⁰ Stocktaking Report
- ²¹ <http://www.candlelightsomal.org/?p=2048> 23 Stocktaking report
- ²² Stocktaking report
- ²³ World Food Programme, Somalia, 2018. <http://www1.wfp.org/countries/somalia>
- ²⁴ National Adaptation Programme of Action (NAPA), 2013 <http://unfccc.int/resource/docs/napa/som01.pdf>

Over 80%
of the country is
arid or semi-desert

6.2 million
people in Somalia
are food insecure²⁵

3.3 million
people in Somalia
affected by the
2008 drought

65%
of population
relies on natural
resources for
livelihoods

7
sectors identified
as priorities in the
2013 NAPA²⁶

About the NAP-GSP

The joint UNDP-UN Environment National Adaptation Plan Global Support Programme (NAP-GSP), funded by the Global Environment Facility (GEF), assists least developed and developing countries to identify technical, institutional and financial needs to integrate climate change adaptation into medium and long-term national planning and financing. The programme supports the process to formulate and implement National Adaptation Plans (NAPs) under the UN Framework Convention on Climate Change (UNFCCC). In doing so, the NAP-GSP works with development partners to implement the Nationally Determined Contributions and promotes ambitious climate action in alignment with the Sustainable Development Goals.



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