

NATIONAL CAPACITY SELF-ASSESSMENT

TOWARDS IMPLEMENTING THE
ENVIRONMENTAL TREATIES OF
THE RIO CONVENTION

Final Report and Action Plan for Somalia



Federal Government
of Somalia



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of the Rio Convention
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Empowered lives.
Resilient nations.



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FOREWORD

In 1992, the international community reached a milestone in protecting the global environment when the United Nations Framework Convention on Climate Change and the Convention on Biodiversity were opened for signature, followed by the United Nations Convention to Combat Desertification in 1994. Also in 1992, world leaders and citizens came together at the United Nations Conference on Environment and Development to agree on a programme of action to pursue environmentally sound and sustainable development (Agenda 21) to meet these Rio conventions and other multilateral environmental agreements.

Somalia became a signatory to all three conventions (collectively known as ‘the Rio Convention’) by 2009; Somalia ratified the UN Convention to Combat Desertification in July 2002, the UN Framework Convention on Climate Change in December 2009, and the Convention on Biological Diversity in December 2009. Since becoming a signatory, Somalia has strived to meet these obligations. However, the challenges to reconcile the many national priorities and demands have proved difficult to meet, given the country’s limited resources. In recent years, the international development community has provided important support towards meeting these challenges.

In this context, the Government of Somalia has received important financial support from the Global Environment Facility through the United Nations Development Programme. This includes support to assess Somalia’s current challenges in meeting and sustaining commitments to the three Rio conventions. While the project resulted in the preparation of this *National Capacity Self-Assessment Final Report and Action Plan*, the project also brought together many stakeholders across government institutions, as well as from outside government, to discuss the challenges and opportunities that cut across the three thematic areas of biodiversity, climate change, and desertification/land degradation.

The National Capacity Self-Assessment process serves as an important milestone on Somalia’s path to the joint achievement of the Rio conventions as well as environmentally sound and sustainable development. Implementation of the National Capacity Self-Assessment Action Plan is also expected to strengthen the country’s underlying capacities to meet other international commitments, notably the 2015 Sustainable Development Goals, which are also important national socio-economic development priorities.

A handwritten signature in black ink, appearing to read 'George Conway'.

George Conway
Country Director
United Nations Development Programme Somalia



MESSAGE FROM THE PRIME MINISTER

Somalia has been making continuous and remarkable progress towards peace and development after two decades of protracted conflict. The country's environment was severely degraded during the civil strife due to the absence of governance and enforcement. The predominantly pastoralist and agro-pastoralist population hugely depends on natural resources for their livelihoods, but these resources face enormous environmental challenges: climate change, land degradation, loss of biodiversity, and environmental

pollution. These in turn are undermining the country's goals of achieving food security, poverty reduction, and sustainable development. In order to adapt to and mitigate the impacts of climate change, reduce the effects of droughts, and prevent loss of biodiversity, Somalia joined the international community in acceding to environmental conventions and protocols, including the UN Framework Convention on Climate Change, the UN Convention to Combat Desertification, and the Convention on Biological Diversity. The National Capacity Self-Assessment focused on the effective implementation of these multilateral environmental agreements.

I am very pleased that the assessment identified gaps and priority capacity needs at individual, organizational, and systemic levels, to help the implementation of global environmental conventions, with particular focus on the above three conventions. It has also identified cross-cutting issues and overlaps among these conventions, proposals for synergies, and an action plan for environmental capacity building in Somalia. On behalf of the Federal Government of Somalia and the people of Somalia, I would like to congratulate all the stakeholders who participated in the consultations and contributed to the preparation of this report. In particular, I commend the efforts made by the United Nations Development Programme in partnership with the State Minister of Environment (Office of Environment in the Office of the Prime Minister) in achieving this substantial milestone. I would also like to sincerely thank the Global Environmental Facility for their financial support. The implementation of the recommendations contained in this report requires a stronger commitment and dedication from both donors and national counterparts. I believe the UN Development Programme, the Global Environment Facility, and other development partners will provide technical and financial support for the implementation of the action plan herein, as this will greatly contribute to the achievement of the Sustainable Development Goals.

H.E. Hassan Ali Khairé

Prime Minister of the Federal Government of Somalia

ACKNOWLEDGEMENTS

This report is a synthesis of findings undertaken at the national level by national consultants between May 2015 and March 2016. The National Capacity Self-Assessment served to ensure the validity of the information, perspectives, and expectations regarding the country's ability to meet both national and international environmental priorities and obligations. The information contained in this report is drawn largely from three thematic assessment reports and complemented by additional published reports. Unlike the thematic assessment reports, which are not cited, the additional published reports are cited to serve as additional supporting evidence of the analysis.

This National Capacity Self-Assessment report is dedicated to the late Minister of State for the Environment, Hon. Buri Hamza, who was a champion for the conservation of Somalia's environment for its people as well as the international community.



ACRONYMS

CBD	Convention on Biological Diversity
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
MEA	multilateral environmental agreement
NGO	non-governmental organization
UNCCD	United Nations Convention to Combat Desertification
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change



EXECUTIVE SUMMARY

SOMALIA'S NATIONAL CAPACITY SELF-ASSESSMENT

In 1992, the international community reached a milestone in protecting the global environment when the United Nations Framework Convention on Climate Change (UNFCCC) and the Convention on Biodiversity (CBD) were opened for signature, followed by the UN Convention to Combat Desertification (UNCCD) in 1994. Also in 1992, world leaders and citizens alike came together at the United Nations Conference on Environment and Development to agree on a programme of action to pursue environmentally sound and sustainable development (Agenda 21) to meet these Rio conventions and other multilateral environmental agreements.

Since becoming a signatory to these three conventions (collectively known as 'the Rio Convention'), Somalia has strived to meet their respective obligations. However, the challenges to reconcile the many national priorities and demands have proved difficult to meet, given the country's limited


resources. In recent years, the international development community has provided important support towards meeting these challenges.

In this context, the Government of Somalia has received important financial support from the Global Environment Facility (GEF) through the United Nations Development Programme (UNDP). This includes support to assess Somalia's current challenges in meeting and sustaining commitments to the three Rio conventions. While the project resulted in the preparation of this *National Capacity Self-Assessment Report and Action Plan*, the project also brought together many stakeholders across government institutions, as well as from outside government, to discuss the challenges and opportunities that cut across the three thematic areas of biodiversity, climate change, and desertification/land degradation.

The National Capacity Self-Assessment (NCSA) process served as an important

milestone on Somalia's path to the joint achievement of the Rio conventions as well as environmentally sound and sustainable development. Implementation of the NCSA Action Plan is also expected to strengthen the country's underlying capacities to meet other international commitments, notably the 2015 Sustainable Development Goals, which are also important national socio-economic development priorities. This is expected to begin with a follow-up project to strengthen national capacities for improved decision making and mainstreaming of global environmental obligations.

This National Capacity Self-Assessment report is a synthesis of findings undertaken at the national level by national consultants between May 2015 and March 2016. The NCSA served to ensure the validity of the information, perspectives, and expectations regarding the country's ability to meet both national and international environmental priorities

A close-up, profile view of a woman's face, smiling broadly. She is wearing a white headscarf with a purple patterned band. Her eyes are looking upwards and to the right, and her mouth is open, showing her teeth. The background is a soft, out-of-focus reddish-pink color.

and obligations. The information contained in the report was drawn largely from thematic assessment reports on the three Rio conventions and was complemented by additional published reports as well as a number of stakeholder consultations. This included a final validation workshop in March 2016 in Mogadishu.

KEY FINDINGS

Somalia faces a number of environmental challenges. Unsustainable exploitation and loss of natural resources and biodiversity is prevalent. Huge areas that were once tree-covered rangelands have been reduced to treeless plains; the result has been disappearing wildlife and soil erosion. Scarcity of fresh water, severe erosion such as gullyng, land degradation due to charcoal production, and siltation of water bodies are also major issues. Approximately 35,000 hectares of land are deforested each year for charcoal

production, in spite of a national ban against the damaging practice. Other unsustainable land use practices include uncontrolled hunting, tree cutting, and burning areas for grazing. Improper land use and deforestation have resulted in desertification, which is being aggravated by erosion caused by intense rainfall events.

Awareness on how to mitigate the impacts of climate change, sustainably manage natural resources, and use environmental and conservation best practices is very low. Awareness raising on climate change has begun thanks to efforts by donors and processes such as the National Adaptation Programme of Action. However, more campaigns are needed in order to spread an understanding of realistic sustainable development alternatives.

Biodiversity

Somalia is famous for its species diversity and endemism. There are more than 5,000 plant species and 1,332 animal species; of these, over 55 percent of the plants are endemic. Somalia is home to a number of endemic and threatened antelope, such as the beira, the dibatag (Clarke's gazelle), and Speke's gazelle. Other important endemic species include the Somali wild ass and the sacred baboon (hamadryas baboon). Somalia has more endemic reptiles than any other region in Africa. Somalia is also considered

a centre of floral endemism; of the 700 known species, 17 percent are endemic. With the longest coastline in Africa, Somalia also has well-developed coral reefs that are home to abundant biodiversity, including coral, fish, and dolphins.

This rich biodiversity provides fundamental ecosystems, goods, and services important to the social, economic, cultural, and human well-being of

the Somali population. Indeed, biodiversity is the backbone of the national economy, supporting over 80 percent of the population. However, the environment in Somalia has been severely degraded due to the unsustainable use of natural resources, climate change, lack of good governance, and prolonged civil conflict. Subsequently, the livelihoods of most Somalis have been heavily impacted. Among the major threats are overgrazing, tree





cutting for fuel and timber, hunting, and clearance for agriculture.

Overgrazing is a serious issue. Somalia's economy and livelihoods are predominantly driven by the livestock sector, wherein grazing of goats, sheep, camels, and cattle, rather than stall feeding, is the norm. Free grazing is practiced, following indigenous nomadic patterns and centred on the availability of forage and water. There

are limited rotation grazing or other management mechanisms to ensure the sustainable use of rangelands. This has led to habitat degradation and loss of biodiversity across Somalia.

Over the past few decades, the threats to biodiversity have increased, arising largely from unsustainable use. The root causes of the loss of biodiversity are low public awareness, insufficient information, and a lack of policies. Under the current conditions, the long-term survival of several species is uncertain. The 2015 IUCN Red List found that Somalia had 168 threatened species, including 13 species of mammals and 43 species of plants.

Land Degradation

The north-east and north-west regions are most impacted; steep topography and frequent flash floods lead to the formation of deep gullies. Land degradation is most advanced around the main ports and around waterholes and wells, where the diminished carrying capacity of the rangeland no longer supports the feeding requirements of the animal populations. Degraded rangelands due to the deforestation caused by the increasing charcoal demand are also a common sight across Somalia.

The Food and Agriculture Organization of the United Nations (FAO) has carried out land assessments, including

a land degradation assessment for the Somaliland region. It defines three main types of land degradation. These include *soil degradation* through water, wind, and chemical erosion; *water degradation*, resulting in increased aridity and a decline in surface water quality; and *biological degradation*, which includes the loss of biomass, vegetation cover, and biodiversity. It also identifies two key drivers of land degradation in Somaliland: the overuse of vegetation and agricultural intensification.

Since Somalia is a largely pastoralist society, the introduction of crop production without proper extension services for land management was also an incipient cause of some common types of land degradation (e.g. nutrient



Despite the severity of climate change impacts in Somalia, the country itself has contributed relatively little to climate change



decline, gully erosion, and loss of vegetation). Another historical factor that has contributed to the current state of land degradation is the invasive and non-palatable *Prosopis juliflora* plant species.

Climate Change

Somalia is among the countries most vulnerable to climate change and climate variability. A number of sources list Somalia as the most vulnerable country in the world. Poverty, environmental degradation, migration, and conflict are some of the root causes of this vulnerability. Additionally, because the Federal Government of Somalia has just come into power, there are not many programmes, plans, or policies in place for adaptation and mitigation.

The major hazards stemming from climate change in Somalia are droughts and extreme flooding events. Other climate-related hazards such as dust storms, heat waves, and cyclonic winds pose serious threats to local livelihoods and are predicted to intensify due to climate change. Though there are major limitations that hinder climate change projections for Somalia, models indicate a gradual increase in total rainfall, with an increase in seasonal variability and extreme rainfall events.

The Intergovernmental Panel on Climate Change's Fifth Assessment Report presents strong evidence that

surface temperatures across Africa have increased over the last 50 to 100 years. In recent years, Somalia has experienced changes in weather and climate that negatively affect its economic and social development. UNDP's *Somalia Human Development Report 2012* indicated that about 82 percent of Somalis (and 99 percent of the nomadic population) are poor across multiple dimensions. Climate change is likely to lead to increased uncertainty about seasonal and annual rainfall levels as well as sea level rise, rising surface temperatures, human death, and the loss of livelihoods that depend on natural resources.

There is a real concern that climate changes could exacerbate displacement in the region and intensify conflict over natural resources. Increasing degradation of rangelands, biodiversity, and watersheds as a result of the unsustainable use of resources, climate change, and low adaptive capacity threatens to intensify poverty and conflict in the country.

Despite the severity of climate change impacts in Somalia, the country itself has contributed relatively little to climate change. While there is no detailed climate change modelling for Somalia, predictions can be made based on similar land use systems in Africa. Estimates for Somalia's greenhouse gas emissions are low, at less than one ton per year per person.



Key Cross-cutting Capacity Development Challenges

In undertaking the assessment of the capacities needed to implement each of the Rio conventions, many of the same capacity constraints and opportunities were found to apply to all three. Over the last two and half decades, apart from security, capacity constraints due to weak institutions resulting from civil unrest have been increasingly recognized as a major obstacle to sustainable development in Somalia. As a UN-designated Least Developed Country, Somalia faces difficult challenges in strengthening the necessary institutional capacities; often the government's priorities are economic development and poverty reduction, and development of other capacities stretches the country's thin resources. This has meant that Somalia has not been able to capitalize on the economies of scale that can be achieved through upfront investments in research on the linkages between poverty and environmental degradation, and related development activities.

A complex process of state-building in Somalia is underway, with new institutions, laws, policies, and governance mechanisms being formulated throughout the country. Traditional methods of governance, in the form of councils of elders, have been instrumental in re-establishing political stability and are key mechanisms of

governance in many parts of Somalia. Accordingly, community elders are reported to be governing many settlements and are heavily involved in dispute resolution, particularly those related to resources. In a number of places, a combination of community elders and formal administration assist in maintaining peace and security in the region.

A recent development (February 2015) was the establishment of a new Cabinet of Ministers. This included the establishment of the Office of the Environment within the Office of the Prime Minister. Environmental concerns therefore have been assigned to the State Minister for Environment within the Office of the Prime Minister. This office is expected to oversee the formulation and implementation of the country's national environmental policy.

Notwithstanding such developments, Somalia still faces several issues that hinder effective and sustainable environmental governance. As a result of being recently formed, ministries have very limited experience and operational capacity. Additionally, the government has limited capacity to develop policies, enforce them, and manage the limited public budgets.

Another challenge that undermines environmental governance in Somalia is limited political will, which in large part stems from the competing demands of socio-economic and

security priorities. This is made worse by the relatively low level of cooperation between agencies and organizations at the federal and state levels. Political divisions, particularly the existence of distinct states, make the implementation of national programmes challenging. Adequate coordination mechanisms (both at the federal and regional levels) currently do not exist.

The absence of governance structures and systems has led civil society and the private sector to undertake the roles of government. A number of international non-governmental organizations and donor agencies are currently engaged in policy development, capacity building of government institutions, and environmental programming. These development partners form a very important part of the development community and can catalyse Somalia's (currently difficult) transition to a safe and stable economy.

Non-governmental Support

The Somali NGO Consortium is the most formalized long-term coordination structure encompassing both national and international non-governmental organizations (NGOs) working in Somalia. It was first established in 1999 to improve international aid coordination through sharing information and raising the profile of NGOs within the aid coordination structure

for Somalia. The consortium's primary objectives are to share information and analysis on key issues, facilitate closer coordination and joint advocacy, and improve representation with local authorities, the UN system, and donors. It also hosts the NGO Safety Programme. The consortium has approximately 90 members (and requires annual registration).

NGOs and civil society organizations are also providing educational awareness about the environment in Somalia. Notable efforts are being made by African Development Solutions, CARE International, Somali Agricultural and Development Organization, Candlelight, and others. Disaster agencies and environmental ministries are engaged in several mass awareness and education programmes on drought and sustainable land management. However, there is no institutionalized mechanism for ongoing education, training, and public awareness. Funding and knowledge on how to implement mass awareness campaigns on environmental issues are not well developed.

Research and academic institutions in Somalia are also important development partners. They include the Somali National University, Somali International University, Benadir University, Mogadishu University, and SIMAD University. Other academic institutions include the University of Hargeisa, Amoud University, and Gools University, all of which offer

environmental management degrees and also teach meteorology, conservation, and forestry.

International Development Partners

The international development partners are from both governmental and non-governmental sectors. Together, the GEF and UNDP play an important role in strengthening Somalia's capacities to meet obligations under the three Rio conventions. In addition to the NCSA, the GEF financed a number of projects with UNDP as the implementing partner. During the GEF-5 replenishment period, Somalia received US\$8.1 million in biodiversity, \$6.5 million in climate change, and \$4.2 million in land degradation funding. Recent GEF initiatives in Somalia include: support to Somalia for the development of its first National Biodiversity Strategy and Action Plan and Fifth National Report to the CBD, and preparations for the National Adaptation Programme of Action.

GEF also supports a project on enhancing the climate resilience of vulnerable communities and ecosystems. The \$9.5 million initiative will be used to support ministries, districts, non-profit organizations, and community-based organizations to integrate climate change risks into natural resource management and disaster preparedness.

The World Bank is another important development partner in Somalia. In aligning itself with the Somali Compact and working in areas of comparative advantage, the World Bank contributes to a well-coordinated international effort in Somalia, based on partnerships among agencies that engage across the interlinked areas of politics, security, and development. The most recent Somalia Interim Strategy (2014–2016) is clustered around two priorities: strengthening core economic institutions and expanding economic opportunities. These are being implemented through five projects with an estimated total of \$220 million.

FAO has taken a lead role in the coordination of humanitarian interventions in Somalia's agriculture and livestock sectors, in addition to collecting, analysing, and disseminating high-quality up-to-date information on food security, nutrition, and natural resources. In addition, FAO is the designated lead of the emergency-oriented Inter-Agency Standing Committee Agriculture and Livelihood Cluster and is responsible for ensuring well-coordinated and effective livelihood interventions. FAO's Somalia Water and Land Information Management programme (known as SWALIM) provides key information collection, resource monitoring, research, and other services.

With respect to disaster risk management, UNICEF has provided

NGOs and civil society organizations are also providing educational awareness about the environment in Somalia

important development support, having supported the preparation of the Puntland Disaster Preparedness Contingency Plan in 2012. With support from the United Nations Office for the Coordination of Humanitarian Affairs, Puntland subsequently developed a disaster risk reduction framework, which set the foundation for the development of a comprehensive Disaster Risk Reduction and Management Policy.

European Union assistance is helping to build governance, provide education, assist economic development, and boost food security. The European Union's total allocation for Somalia under the 10th European Development Fund is €422 million. This includes an additional €175 million pledge following an ad hoc review of cooperation in 2011. A further €25 million sum was allocated under the Millennium Development Goals initiative. All European Union cooperation activities in Somalia address cross-cutting issues in the areas of gender, environment, HIV/AIDS, and conflict prevention.

The African Development Bank has recently approved the \$133 million Drought Resilience and Sustainable Livelihoods Programme, which will help countries in the Horn of Africa region break free from cycles of

drought and famine. The programme is aimed at building resilience and sustainable livelihoods for pastoral and agro-pastoral communities in drought-prone areas in all zones of Somalia. It will be implemented by the Ministry of Environment in Puntland.

The Intergovernmental Authority on Development (known as IGAD) was established to promote peace, security, prosperity, and economic integration in eastern Africa. Since 2004, it has been active in supporting the re-establishment of a sovereign government in Somalia. The authority is a principal supporter of the Federal Government of Somalia through the African Union Mission in Somalia initiative. It is also heavily involved in climate and environmental issues in the country, particularly through its Climate Prediction and Applications Centre. This centre has a mission of fostering subregional and national capacity for climate information, prediction products and services, early warning, and related applications for sustainable development in the Intergovernmental Authority on Development subregion.

The IGAD Climate Prediction and Applications Centre monitors droughts and floods indirectly through seasonal forecast/outlook forums. The authority is also implementing the Hydrological

Cycle Observing System project under its Inland Water Resource Management Programme. Through the Hydrological Cycle Observing System, the Intergovernmental Authority on Development is maintaining a river gauge network in Somalia to increase flood preparedness. These institutions will provide important insights into information management, science, and technology with respect to environmental monitoring and management.

CARE has been providing emergency relief and lifesaving assistance to the Somali people since 1981. Its main programme activities since then have included projects in water and sanitation, sustainable pastoralist activities, civil society and media development, small-scale enterprise development, primary school education, teacher training, adult literacy, and vocational training. CARE Somalia is currently operational in the northern regions of Puntland and Somaliland. CARE has implemented a number of environment-related projects. A recent one titled Towards Sustainable Pastoralism in Sool and Sanaag is a research project aimed at identifying ways to ensure that pastoralism survives and thrives in the face of more frequent droughts, degradation of natural resources, and resource-based conflicts.

A. INTRODUCTION

1. Somalia is located in the Horn of Africa and covers an area of approximately 640,000 square kilometres. The Horn of Africa is a biodiversity hotspot with plants and animals found nowhere else (Prezi, 2014). The terrain and biodiversity are unique in the arid and semi-arid lands, which cover over 60 percent of the country (FAO, 2011). Other unique ecology can be found along the Shebelle and Juba riparian zones, whose rivers provide water to the south of the country. Somalia has the longest shoreline of all African countries and thus has significant marine biodiversity. Unfortunately, all of Somalia's richness is being jeopardized.

2. Somalia's environment was severely degraded during two decades of civil strife due to the absence of government and enforcement. Irresponsible natural resource exploitation by powerful groups and individuals has been rampant ever since (United Nations, World Bank, 2006). The first permanent central government since the start of the civil war in 1991 was formed and officially recognized in August 2012 as the Federal Government of Somalia. The Federal Republic of Somalia currently includes the semi-autonomous Jubaland State, Galmudug State, and South West State

of Somalia, the autonomous state of Puntland, and the autonomous region of Somaliland (which declared itself an independent republic in 1991).

3. In the absence of an effective government, many traditional forms of natural resource management and enforcement mechanisms have been abandoned or are currently ignored. Unsustainable exploitation and loss of natural resources and biodiversity is prevalent. Huge areas that were once tree-covered rangelands have been reduced to treeless plains; the result is disappearing wildlife and soil erosion. Scarcity of fresh water, severe erosion such as gulying, land degradation due to charcoal production, and siltation of water bodies are also major issues. In fact, approximately 35,000 hectares of land are deforested each year for charcoal production in spite of a national ban against the damaging practice (UNEP, 2006). Other unsustainable land use practices include uncontrolled hunting, tree cutting, and burning areas for grazing. Improper land use and deforestation have resulted in desertification, which is being aggravated by erosion caused during intense rainfall events (Unrepresented Nations and Peoples Organization, 2012). Similarly, damaging agriculture practices along

the Shebelle and Juba Rivers threaten the biodiversity of riparian habitat. Finally, marine resources have been weakened due to illegal overfishing and other damage to marine habitat.

4. These adverse environmental impacts and the mismanagement of natural resources are severely jeopardizing Somalia's economy; agriculture is the principle livelihood in the river basins, while livestock rearing is the mainstay in the arid and semi-arid lands – over 70 percent of the population are pastoralists (United Nations, World Bank, 2006; International Livestock Research Institute, 2011). Both agricultural and pastoral livelihoods have been shown to be highly vulnerable to the impacts of climate change. One recent example is the drought of 2011, when humanitarian aid was requested. Wet and dry season grazing patterns have changed, impacting the availability of fodder and negatively affecting livestock production and health (Hatmann, Sugulle, and Awale, 2009). Extreme weather events such as floods and droughts are also becoming more frequent, with rainfall less than 100 millimetres per year in some places, while annual evapotranspiration rates can be as much as six times greater (Somalia Water and Land Information Management, 2007).

Many traditional forms of natural resource management and enforcement mechanisms have been abandoned or are currently ignored... unsustainable exploitation and loss of natural resources and biodiversity is prevalent

5. Women in rural areas are identified as one of the most vulnerable groups in Somalia due to the adverse impact of climate change and environmental degradation. Also contributing to their vulnerability is the sexual division of labour, unequal access to both material and non-material resources, and diminished participation in decision making in both political and private domains. Women suffer the most from food insecurity due to drought/floods, as they often feed their children before themselves, leading to malnutrition. Lactating mothers suffer significantly because of lack of protein intake when livestock are lost due to droughts/floods. The impact of droughts/floods is greater on rural women in nomadic regions given that their livelihoods are generally dependent upon livestock and other natural resources.

6. Awareness on how to mitigate the impacts of climate change, sustainably manage natural resources, and use environmental and conservation best practices is very low (African Research Initiative for Somalia, 2013). Awareness raising on climate change has begun through efforts by donors and processes such as the National Adaptation Programme of Action (Somalia Ministry of National Resources, 2013). However, significant campaigns are required to increase understanding at both national and local levels.

7. Given the myriad issues, there is a strong need for a comprehensive assessment of institutional capacities, including all traditional and new legal instruments concerned with the management of natural resources. A





National Capacity Self-Assessment will enable Somalia to determine the degree of support required to build institutional capacity.

A.1 CONFLICT AND SECURITY

8. Many donors agree that security is the first condition for development (European Union, 2010; International Peace Academy, 2004). While Somalia has made great strides in the past decade, the security situation remains volatile. The extent of Somalia's security concerns was made apparent in a speech given by the President of Somalia in which he asserted that

his top three priorities were security related. Security concerns are particularly acute in southern regions. One group responsible for conflict is al-Shabab, who initially gained support by promising security. Although al-Shabab has lost control of most towns and cities it once dominated, it still controls many rural areas and carries out numerous attacks throughout the country, including in the capital. This ongoing insecurity detracts from Somalia's development. Not only does continued insecurity divert resources from other development priorities, but conflict wastes resources and limits the effectiveness of programmes. Aside from undermining the effectiveness of donor resources, conflict has additional negative consequences for civilians,

including displacement, human rights abuses, and casualties.

9. Conflict in Somalia is driven by a complex set of interacting factors. One major factor is *clan identities*. In fact, nearly all armed conflicts in modern Somalia break out along clan lines (World Bank, 2005). However, this does not mean that clans are inherently violent. Clans have served as both destructive and constructive forces. Rather, other factors and the manipulation of clan lines can intensify divisions and lead to conflict.

10. Somalia has four major clans and a fifth group that consists of several clans. The four major clans are the Dir, Daarood, Hawiye, and Rahanweyn

*Competition over
access to and control
of natural resources
leads to conflict*



(Federal Government of Somalia, 2013). These clans play an important role in the government, which is based on a clan power-sharing deal in which these four are given the most power. As Somalia refines its government structure, respect for smaller clans will be critical, as the current power-sharing arrangement deepens smaller clans' grievances, creating continued opportunities for conflict (Mosley, 2015).

11. *Competition over access to and control of natural resources* leads to conflict. Somalia's economy and livelihoods are predominantly driven by the livestock sector. Clashes over resources arise from sheer economic necessity and power struggles. Limited rainfall and water scarcity have resulted

in an increase in clashes within pastoral groups. In Somaliland, an ongoing water crisis is threatening the stability of the region. Increasing drought has had similar negative effects in Puntland. The conflict over natural resources is exacerbated by *economic performance*. Rampant poverty in Somalia fuels conflict and makes it significantly easier for militant groups like al-Shabab to recruit members.

12. Another driver of conflict is *international influences*. Somalia is often the battleground for disunions between its African and Arab neighbours who are competing to exert their influence in Somalia. These actors often support clan groups in Somalia to extend their influence. An important feature

of the past 20 years is the emergence of various Islamist groups seeking to establish an Islamic state in Somalia. Interference by external actors is further complicated by cross-boundary clan relations. Because the borders of Somalia were imposed externally with little consideration for clan configurations, kindred clans were divided. The resulting cross-border relationships among clans drive conflict.

13. Related to these cross-border conflicts are *conflicts among regions* (states) in Somalia. Areas within Somalia are currently contested, as clan settlements overlap with regional/political borders that were defined by state formation as stipulated in the constitution.

14. There are several initiatives to address the drivers of conflict in Somalia. These include: a) economic development, b) decreasing unemployment, especially among young men, c) developing systems for fair natural resource management, d) demobilizing and reintegrating combatants, and e) negotiating the return of property and land.

15. Numerous initiatives have already been undertaken to combat violence and address the underlying drivers. For example, the African Union Mission in Somalia (known as AMISOM and established in 2007) assists in creating a secure environment for the delivery of humanitarian aid (along with its other mandates). The mission also supports the federal government's forces in fighting al-Shabaab militants. The government is also addressing security internally through its national priorities and plans. The Somali Compact (or the New Deal), for example, is structured around security considerations (The Federal Republic of Somalia, 2013).

16. The Somali Compact provides a strategic framework that builds on existing plans and strategies for coordinating political, security, and development efforts for peace- and state-building. More specifically, the compact defines aid policy and principles. One aim of the compact is to strengthen the mutual commitments between the Federal Government of Somalia and international partners. The compact is made up of five

strategic objectives: a) Inclusive Politics, b) Security, c) Justice, d) Economic Foundations, and e) Revenue and Services. Many of the priorities under these objectives directly respond to the drivers of conflict and insecurity.

17. As demonstrated by the compact, security concerns strongly influence Somalia's approach to development, donor resource management, and implementation of programmes. Although many challenges remain for Somalia, the financing and support from the international community has aided the federal government to maintain (relative) security and has allowed for development.

A.2 BIODIVERSITY

18. Somalia lies in the Horn of Africa, a biodiversity hotspot. This arid biome has been a renowned source of biological resources for thousands of years. In fact, at one time Somalia had a reputation for being one of the best wildlife havens in Africa. Unfortunately, the Horn of Africa is one of the most degraded hotspots in the world, with only about 5 percent of its original habitat remaining. Despite the habitat loss, Somalia still has considerable biodiversity.

19. Somalia is famous for its species diversity and endemism. There are more than 5,000 plant species and 1,332 animal species; of these, more

Somalia lies in the Horn of Africa, a biodiversity hotspot; this arid biome has been a renowned source of biological resources for thousands of years...over the past few decades, the threats to biodiversity have increased, arising largely from unsustainable use

than 55 percent of the plants are endemic. Somalia is home to a number of endemic and threatened antelope, such as the beira, the dibatag (Clarke's gazelle), and Speke's gazelle. Other important endemic species include the Somali wild ass and the sacred baboon (*hamadryas baboon*). Somalia has more endemic reptiles than any other region in Africa (Federal Republic of Somalia, 2015). Somalia is also considered a centre of floral endemism; of the 700 known species, 17 percent are endemic (UNEP, 2005). With the longest coastline in Africa, Somalia also has well-developed coral reefs that are home to abundant biodiversity, including coral, fish, and dolphins (Federal Republic of Somalia, 2015).

20. This rich biodiversity provides fundamental ecosystems, goods, and services important to the social, economic, cultural, and human well-being of the Somali population. In fact, biodiversity is the backbone of the national economy, supporting over 80 percent of the population. However, the environment in Somalia has been severely degraded due to unsustainable natural resource use, climate change, lack of good governance, and prolonged civil conflict. Subsequently, the livelihoods of most Somalis have been heavily impacted. Among the major threats are overgrazing, tree cutting for fuel and timber, hunting, and clearance for agriculture.

21. Overgrazing is a serious issue. Somalia's economy and livelihoods

are predominantly driven by the livestock sector, wherein grazing of goats, sheep, camels, and cattle, rather than stall feeding, is the norm. Free grazing is practiced, following indigenous nomadic patterns and the availability of forage and water. There are limited rotation grazing or other management mechanisms to ensure the sustainable use of rangelands. This has led to habitat degradation and loss of biodiversity across Somalia.

22. Over the past few decades, the threats to biodiversity have increased, arising largely from unsustainable use. The root causes of the loss of biodiversity are low public awareness, insufficient information, and a lack of policies. Under the current conditions, the long-term survival of several species is uncertain. The 2015 IUCN Red List found that Somalia had 168 threatened species, including 13 species of mammals and 43 species of plants (International Union for Conservation of Nature, 2015).

A.3 LAND DEGRADATION

23. Land degradation is a major ecological issue in Somalia. The north-east and north-west regions are most impacted due to steep topography and frequent flash floods, which lead to the formation of deep gullies. Land degradation is most advanced around the main ports, waterholes, and wells,

where the diminished carrying capacity of the rangeland no longer supports the feeding requirements of the animal populations. Degraded rangeland due to deforestation from increased charcoal manufacture is also a common sight across Somalia.

24. FAO has carried out land assessments, including a land degradation assessment for the Somaliland region. It defines three main types of land degradation: *soil degradation* through water, wind, and chemical erosion; *water degradation* resulting in increased aridity and a decline in surface water quality; and *biological degradation*, which includes the loss of biomass, vegetation cover, and biodiversity. It also identifies two key drivers that directly cause land degradation in Somaliland: the overuse of vegetation and agricultural intensification.

25. The history of land use changes that have contributed to the present degradation problems in Somaliland can be traced back to the 1890s, when the colonial government introduced legislation to demarcate some parts of western Somaliland for crop cultivation and later altered land ownership rights in these areas from communal to individual. Since Somalia is a largely pastoralist society, the introduction of crop production without proper extension services for land management was also an incipient cause of some common types of land degradation (e.g. nutrient decline, gully erosion, and loss of vegetation). Another historical factor that contributed to



the current state of land degradation was the introduction of the invasive and non-palatable *Prosopis juliflora* plant species. Humanitarian agencies introduced it into western Somaliland around refugee camps after the war in 1977 between Somalia and Ethiopia (FAO Somalia Water and Land Information Management, 2007).

26. Socio-political disruptions in Somalia have also led to land degradation. Since the commencement of civil unrest in the 1990s, Somalia has faced problems with the development and implementation of land management policy.

A.4 CLIMATE CHANGE

27. Somalia is among the countries most vulnerable to climate change and climate variability. In fact, some sources list Somalia as the most vulnerable country in the world. Poverty, environmental degradation, migration, and conflict are some of the root causes of this vulnerability. Additionally, because the federal government has just come into power, there are not many programmes, plans, or policies in place for adaptation and mitigation.

28. The existing major hazards stemming from climate change in Somalia

are droughts and extreme flooding events. Other climate-related hazards such as dust storms, heat waves, and cyclonic winds pose serious threats to local livelihoods and are predicted to intensify due to climate change. Though there are major limitations that hinder climate projections for Somalia, models indicate a gradual increase in total rainfall, with an increase in seasonal variability and extreme rainfall events.

29. The Intergovernmental Panel on Climate Change's Fifth Assessment Report presents strong evidence that surface temperatures across Africa have increased over the last 50 to 100 years (Intergovernmental Panel on



Climate Change, 2014). In recent years, Somalia has experienced changes in weather and climate that negatively affect its economic and social development. The *Somalia Human Development Report 2012* indicated that about 82 percent of Somalis (and 99 percent of the nomadic population) are poor across multiple dimensions. Climate change is likely to lead to increasingly uncertain seasonal and annual rainfall, sea level rise, rising surface temperatures, human death, and the loss of livelihoods that depend on natural resources. There is a real concern that climate change could exacerbate displacement in the region and intensify conflict over natural resources. Increasing degradation of

rangelands, biodiversity, and watersheds as a result of the unsustainable use of resources, climate change, and low adaptive capacity threatens to intensify poverty and conflict in the country.

30. Despite the severity of climate change impacts in Somalia, the country itself has contributed relatively little to climate change. While there is no detailed climate change modelling for Somalia, predictions can be made based on similar land use systems in Africa. Estimates for Somalia's carbon dioxide emissions are low, at less than one ton per year per person (Ministry of Fisheries and Marine Resources, 2014).

A.5 REPORT STRUCTURE

31. The structure of this report is informed by the guidance provided under the National Capacity Self-Assessment Resource Kit and the lessons learned from a review of past NCSAs in the *NCSA Synthesis Report*. While details on each of the Rio conventions are contained in their respective stocktaking reports and thematic assessments, this NCSA Final Report serves the purpose of assessing the cross-cutting capacity development issues, in particular their shared priorities, synergies, and areas of divergence.

32. In addition to being informed by the NCSA thematic assessments, the policy and institutional analysis in

this report is informed by a number of other published reports and studies. Consultations with stakeholders and a number of development partners in Somalia also reaffirmed that meeting obligations under the three Rio conventions remains a high priority. This report includes a strategy for implementing the capacity development priorities. The strategy outlines the process by which Somalia could approach the implementation of the capacity development priorities that were recommended through both the thematic and cross-cutting capacity assessments.

33. A third component of the NCSA Final Report is a three-page concept paper on a proposed cross-cutting capacity development project, which was developed into a GEF medium-sized project proposal (using the Project Identification Form). During the finalization of the NCSA, bilateral consultations were undertaken to identify preliminary sources of co-financing for this project.

34. The final section of the NCSA Final Report comprises the annexes. In addition to providing supplemental information related to project implementation, such as the stakeholders consulted, selected guidance material is provided. This includes an overview of adaptive collaborative management by which all development projects should be structured, summaries of cross-cutting capacity development projects, and the Capacity Development Scorecard, which serves to introduce planners to the types of indicators to be measured to assess the achievement and sustainability of capacity development outcomes.

B. ASSESSING SOMALIA'S PRIORITY CAPACITIES

35. The GEF Secretariat and UNDP launched the Capacity Development Initiative in 2000 as an 18-month consultative process to identify countries' priority issues and capacity development needs in support of implementing the Rio conventions. The result was the Strategic Approach to Enhance Capacity Building approved by the GEF in November 2003, which outlined a set of operational principles for building capacities towards the effective management of global environmental issues. Of the four pathways proposed in the strategic approach, Pathway 1 was the National Capacity Self-Assessments, which have been the focus of GEF capacity-building support since October 2005. Also in 2005, the GEF Secretariat established the Global Support Programme, with UNDP and UNEP providing management support to countries undertaking NCSAs.

36. In addition to the NCSAs, the GEF supports capacity-building efforts through three other pathways. Pathway 2 is through regular GEF projects; Pathway 3 is for targeted, free-standing cross-cutting capacity development projects; and Pathway 4 is for

strengthening cross-cutting capacities for Least Developed Countries and Small Island Developing States. As a direct follow-up to the NCSA process, the GEF provides additional financing through their corporate programme on capacity development for Pathway 2 projects that demonstrate their strategic value through the GEF-6 Cross-Cutting Capacity Development Strategy. These projects are intended to capitalize on opportunities and create cost-effective synergies to meet the dual objectives of national and international priorities and obligations.

37. The overall goal of the National Capacity Self-Assessment was to catalyse national action to implement the Convention on Biodiversity, the United Nations Convention to Combat Desertification, and the United Nations Framework Convention on Climate Change through an integrated and sustainable programme of capacity development. Strategically, the NCSA was developed as a programme of broad national stakeholder consultations to critically discuss the underlying deficiencies of capacities, as well as the opportunities for meeting national and global

The goal of the NCSA was to catalyse national action to implement obligations under the three Rio conventions

environmental objectives. In addition to focusing on the three Rio conventions, the NCSA also paid particular attention to those capacity constraints and opportunities that cut across the three conventions, as well as the synergies that can be created through joint implementation of multilateral environmental agreements.

38. The legitimacy and sustainability of the capacity assessment and recommendations are dependent on being an integral part of the country's broader national development policies, plans, and programmes. For this reason, the NCSA approach was specifically designed as a bottom-up and broad-based consultative process. The resulting findings are intended to identify a more effective approach to incorporating environmental issues into national development processes and sectoral planning and decision making. Importantly, the NCSA set out to raise awareness about and identify the particular capacity needs of key constituency groups and decision makers during the consultation and assessment processes, and to focus on the capacities needed to help Somalia meet its global environmental obligations and national sustainable development goals. The process is intended to catalyse a more effective implementation of existing environmental laws and policies by exploring their global environmental dimension, encouraging dialogue across thematic areas, and strengthening information sharing and collaboration.

39. The objectives of the NCSA were as follows:

- To identify, confirm, or review priority issues for action within the thematic areas of biodiversity, climate change, and land degradation (desertification and drought)
- To explore related capacity needs within and across the three thematic areas
- To catalyse targeted and coordinated action and requests for future external funding and assistance
- To link country action to the broader national environmental management and sustainable development framework

40. To this end, the NCSA consultative and analytical process called for the following:

- Taking stock of past and ongoing activities to conserve biodiversity, address climate change issues, and combat land degradation
- Assessing and analysing capacity strengths, weaknesses, and gaps to address the global environmental issues
- Analysing capacity development constraints that cut across the three thematic areas;
- Formulating a strategy and action plan to address prioritized thematic and cross-cutting capacity development needs
- Developing a monitoring and evaluation plan to promote the implementation of the action plan

- Applying an adaptive collaborative management approach to the implementation of the NCSA, wherein broad-based consultations include representatives of a diverse set of stakeholders

The NCSA was designed as a bottom-up and broad-based consultative process

C. NATIONAL CAPACITY SELF-ASSESSMENT METHODOLOGY

41. The National Capacity Needs Self-Assessment for Global Environmental Management was a GEF global programme designed for countries to analyse their capacity strengths, constraints, and needs, and to recommend capacity development actions to address them, with a special focus on the three international environmental conventions developed and negotiated in Rio de Janeiro, Brazil, in 1992: the CBD, the UNFCCC, and the UNCCD.

42. The GEF designed the NCSA process as a country-driven approach that enables countries to integrate their plans for capacity development in improved management of the global environment within broader national sustainable development goals and programmes. This integration is intended to secure follow-up to the NCSA, and ensure that the NCSA leads to measurable improvements in environmental management at both global and national scales. A UNDP/GEF study of NCSA projects identified three key principles underlying the success of the NCSA: political leadership, using champions, and having good communications. These were

The NCSA approach is to catalyse a country-driven approach to integrate capacity development for improved management of the global environment within national sustainable development frameworks

found to be catalytic in the successful implementation of the NCSAs, and sustainability was more likely to be achieved through high-level political commitment.

43. The strategy of the NCSA is guided by a key set of principles and approaches to strengthen the sustainability of project outcomes:

- Building on existing consultative and coordination mechanisms
- Multi-stakeholder participation
- Coordination with other projects
- Building on past and ongoing activities
- Adopting a long-term approach
- Employing a holistic approach

C.1 INSTITUTIONAL ARRANGEMENTS

44. The NCSA project was implemented by the United Nations Development Programme on behalf of the Federal Government of Somalia. The NCSA began its work with the preparation of three stocktaking reports, one for each of the three Rio conventions. This stocktaking exercise was carried out in July and August of 2015. The purpose of the exercise was to inventory all convention-related activities and collect all national documents relevant to the convention thematic areas of biodiversity, climate change, and land degradation. This included laws, regulations, policies, plans, strategies, programmes, and project documents that could be useful for the next steps of the NCSA process. The stocktaking was carried out primarily through a review of literature carried out by an international consultant with prior experience in the environment sector in Somalia. The review included a comprehensive list of research reports, project documents, websites, and interviews undertaken for previous projects.

Moreover, the previous experience of the stocktaking team was an important resource for identifying key initiatives and stakeholders and reviewing and commenting on the report. This team was made up of staff members from each region and the consultants who led the development of the three major initiatives undertaken as part of the country's obligations to the Rio conventions – namely, the National Adaptation Programme of Action for the FCCC, the National Biodiversity Strategy and Action Plan for the CBD, and the National Action Programme for the UNCCD.

45. The next step was to prepare a thematic assessment report that used the information collected during stocktaking to develop a more in-depth analysis

of the needs, gaps, and priorities for the NCSA. The main objective of the thematic assessment was to analyse the country's obligations and opportunities from each of the three Rio conventions, as well as to assess the country's performance and achievements to date. This report aimed to provide a succinct picture of the strengths and constraints in implementing the Rio conventions, as well as priority capacity needs.

46. Using the thematic reports, a cross-cutting analysis report was prepared. This identified common needs and possible synergies that could be achieved in the country by addressing requirements across two or more themes. The objective of the cross-cutting analysis was to assess capacity issues, needs, and

opportunities that cut across the Rio conventions. This step resulted in a list of priority national capacity needs and opportunities for synergies. It also identified possible capacity development actions that can be refined in the NCSA Action Plan.

C.2 THE CONSULTATIVE PROCESS

47. Preparation of this NCSA Report was based on consultations with a number of Somali stakeholders, which included the late Minister of State for the Environment, Hon. Buri Hamza, among other key government



representatives. A survey was also conducted in Somali through face-to-face and telephone interviews in order to better gauge recent capacity development challenges and opportunities for improving environmental governance in keeping with the three Rio conventions.

48. Environmental governance in the central and southern states of Somalia, in particular the autonomous Galmudug State, Jubaland State, and South West State of Somalia, is relatively new and undeveloped. As a result, consultations with these stakeholders were relatively few; this report largely reflects a national perspective

from areas directly under the Federal Government of Somalia and regional perspectives from Somaliland and Puntland.

49. Drafts of the project document were circulated for peer review, and a validation workshop was held in March 2016 that was well represented by many local and state government representatives. Consultations with representatives from the international donor community were held in July and September 2016 to discuss the draft NCSA Report and its recommendations, as well as a concept paper for a follow-up project on cross-cutting capacity development.

The thematic report provided an overview assessment of the key challenges and opportunities for meeting international environmental obligations

D. KEY CROSS-CUTTING CAPACITY DEVELOPMENT CHALLENGES

50. This section summarizes the NCSA project's key findings on Somalia's strengths, weaknesses, opportunities, threats, and gaps related to meeting the national obligations under each of the three Rio conventions¹. These findings are the result of extensive consultation at both national and subnational levels and discussions among a cross-section of national experts to reconcile differing opinions on the country's environmental management efforts. Details of these findings can be found in the individual thematic reports that both inform and complement this report.

51. In undertaking the assessment of the capacities needed to implement each of the Rio conventions, many of the same capacity constraints and opportunities were found to apply to all three. Over the last two and half decades, apart from security, capacity constraints because of weak institutions due to long-lasting civil unrest have been increasingly recognized as a major obstacle to sustainable development in Somalia. As a UN-designated Least

¹ These findings are largely attributed to Somaliland and Puntland due to the relatively nascent emergence of environmental governance in the other regions of Galmudug State, Jubaland State, and South West State of Somalia.

Developed Country, Somalia faces difficult challenges in strengthening the necessary institutional capacities; often the government's priorities are economic development and poverty reduction, and development of other capacities stretches the country's limited resources. This has meant that Somalia has not been able to capitalize on the economies of scale that can be achieved through upfront investments in research on the linkages between poverty and environmental degradation, and other development activities.

52. Climate change, land degradation, and the loss of biodiversity are multifaceted and interconnected environmental phenomena, both spatially and temporally. Each threat is a complex dynamic system that arises from human–ecological interaction. Managing this relationship to reduce the negative impacts on the environment not only requires targeted action to change resource consumption and management, but also requires a more broad-based approach to modifying underlying perceptions, values, and attitudes that frame our relationship with our environment. As our environment transcends the bounded construct of

the three Rio conventions, many of the management responses will also help Somalia meet obligations under other multilateral environmental agreements.

53. Thus, in addition to the targeted capacity actions identified to address each of the Rio conventions, there are a number of actions that are cross-cutting and provide a unique opportunity to create synergies and economies of scale. This is especially critical in a context of high poverty and dependence on natural resources for everyday needs and economic growth.

D.1 ENVIRONMENTAL GOVERNANCE

54. Somalia marked a milestone in 2012 with the establishment of a new federal government that received strong support and recognition from the international community. Somalia was without a formal parliament for more than two decades after the overthrow of President Siad Barre in 1991. A provisional national

constitution was passed in June 2012, whereby the country was defined as a federation with the official name of Federal Republic of Somalia. With the endorsement of the provisional constitution by Somalia's National Constituent Assembly, the country formally embarked on the implementation of a federal formula. Local state governments, officially recognized as federal member states, have a degree of autonomy over regional affairs and maintain their own police and security forces. However, they are constitutionally subject to the authority of the Government of the Federal Republic of Somalia. The national parliament is tasked with selecting the ultimate number and boundaries of the federal member states within the Federal Republic of Somalia. To this end, the legislature in December 2014 passed a law establishing the Boundary and Federalization Commission. The body is mandated with determining the boundaries of the country's constituent federal member states, as well as arbitrating between these regional states on their respective jurisdiction.

55. The Federal Republic of Somalia includes the autonomous Puntland State of Somalia, the semi-autonomous Jubaland State and South West State of Somalia, and the autonomous region of Somaliland, which unilaterally declared itself an independent republic in 1991. In central Somalia, Galmudug State is another regional administration that emerged just south of Puntland.

In April 2015, a formation conference was launched for a new Central Regions State.

56. Across Somalia, a complex state-building process is underway, and new institutions, laws, policies, and governance mechanisms are being formulated throughout the country. Traditional methods of governance, in the form of councils of elders, have been instrumental in re-establishing political stability and are key mechanisms of governance in many parts of Somalia. Accordingly, community elders are reported to be governing many settlements and are heavily involved in dispute resolution, particularly those related to resources. In some places, a combination of community elders and administrators assist in maintaining peace and security in the region.

57. A recent development (February 2015) was the establishment of a new Cabinet of Ministers. This included the establishment of the Office of the Environment within the Office of the Prime Minister. Environmental concerns therefore have been assigned to the State Minister for Environment within the Office of the Prime Minister. It is expected that this office will be responsible for the national environmental policy.

58. Despite all the positive change, Somalia still faces several issues that hinder its governance. As a result of

Somalia marked a milestone in 2012 with the establishment of a new federal government that received strong support and recognition from the international community



being recently formed, ministries have very limited experience and operational capacity. For example, the Office of the Environment in the Office of the Prime Minister at the federal level was established in 2014. Additionally, the government has limited capacity to develop and enforce policies and manage public expenditure.

59. Another challenge that undermines environmental governance in Somalia is limited political will. This is made worse by the relatively low level of cooperation between agencies and organizations at the federal level and those at the state level. Political divisions, particularly the existence of

the distinct states, make the implementation of national programmes challenging. Adequate coordination mechanisms (at both federal and regional levels) currently do not exist.

60. Overall, environmental governance is very limited. The absence of governance structures and systems has led civil society and the private sector to undertake the roles of government, particularly in areas directly under the federal government. A number of international NGOs and donor agencies are engaged in policy development, capacity building of government institutions, and environmental programming.

Policies and Legislative Frameworks

61. Somalia had sound environmental policies before the fall of the central government in 1991. Following the collapse, environmental issues were largely neglected until the previous Transitional Federal Government brought Somalia back into global efforts to address environmental issues by becoming a signatory to several conventions, including the Rio conventions (see Table 1 for a list of multilateral environmental agreements).

Table 1: Selected Multilateral Environmental Agreements to Which Somalia Is Party

Multilateral Environmental Agreements	Year
1. Convention on the International Trade in Endangered Species of Wild Flora and Fauna (CITES)	1986
2. Convention on the Conservation of Migratory Species of Wild Animals	1986
3. United Nations Convention on the Law of the Sea	1989
4. Vienna Convention for the Protection of the Ozone Layer	2001
5. Montreal Protocol on Substances that Deplete the Ozone Layer	2001
6. Amendment to the Montreal Protocol on Substances that Deplete the Ozone Layer	2001
7. United Nations Convention to Combat Desertification	2002
8. United Nations Framework Convention on Climate Change	2009
9. United Nations Convention on Biological Diversity	2009
10. Basel Convention on the Control of Transboundary Movements of Hazardous Waste and Their Disposal	2010
11. Cartagena Protocol of the CBD	2010
12. Kyoto Protocol to the UNFCCC	2010
13. Stockholm Convention on Persistent Organic Pollutants	2010
14. Nagoya Protocol to the UNFCCC	2012

62. More recently, Somalia has acknowledged the environmental threats it faces and has demonstrated a desire to address them through the preparation of various programmes, policies, plans, and strategies.

63. Since the new federal constitution (2012) and the New Deal (2013), environmental issues have been given a prominent place in the government's development agenda. For example, environment issues were a strong component of the President of Somalia's Six Pillar Policy. Under Pillar Four, the policy calls for the enactment

of laws that protect the environment, the incorporation of the environment into formal and informal education, and the rectification of past environmental damages such as deforestation and coastal pollution.

64. The new Provisional Constitution of the Federal Republic of Somalia (2012) places strong emphasis on the environment, land rights, and natural resources. For example, Article 25 and 45 relate directly to the environment and its protection. Somaliland also enshrined matters that relate to the environment and natural resource

The most significant mention of climate change is within the disaster frameworks of Somaliland and Puntland

management in Article 18 of its constitution as a responsibility of the state (Somaliland Law, 2007) by stating that “the state shall give a special priority to the protection and safeguarding of the environment, which is essential for the well-being of the society, and to the care of the natural resources”.

65. The overall objective of Somaliland’s National Development Plan (2012–2016) is to address and overcome the structural and institutional development constraints that Somaliland faces, and to achieve social and economic transformation towards the attainment of national prosperity (Republic of Somaliland, Ministry of Planning and Development, 2011). The five main pillars are: Economic, Infrastructure, Governance, Social, and Environment. The Somaliland Vision 2030 sets out a road map to enable Somaliland to take ownership of its development agenda. The long-term goal of the Puntland Five-Year Development Plan (2014–2018) is the conservation of nature and the protection of the environment for present and future generations, as well as the promotion of sustainable environmental and natural resource management to reduce poverty and enhance livelihoods.

66. The Federal Government of Somalia has also developed, or is the process of developing, numerous environmental policies. See Table 2 for a selection of legislative instruments

governing the environment and natural resources. Despite the existence of these policies, many gaps remain. The previous Ministry of Natural Resources, which was responsible for environmental management, drafted a National Environmental Policy that was never finalized. The policy specifically addressed climate change as a major challenge, and referred to the National Adaptation Programme of Action as the guiding document for taking further action. In addition to this draft policy, a draft National Environmental Action Plan has also been developed. Finalizing these documents would help close the policy gap, which is further compounded by the absence of a climate change policy.

67. Although many existing federal- and state-level strategies and policies address environmental issues, climate change is not a focus in any of them. The most significant mention of climate change is within the disaster frameworks of Somaliland and Puntland. The National Adaptation Programme of Action represents the first and only national-level framework for addressing climate change. It provides a process for Somalia to identify priority activities that respond to urgent and immediate needs to adapt to climate change – those for which further delay would increase vulnerability and/or cost at a later stage. Somalia developed and submitted its National Adaptation Programme of Action in 2013

according to the UNFCCC guidelines (Federal Government of Somalia, 2013). Currently, climate policy is being developed with GEF support, but regulatory frameworks and legislative actions are necessary for the implementation of future policies.

68. Policy on land degradation is also limited. While Somaliland has its Law on Prevention of Deforestation and Desertification (1998) and the Constitution of Puntland in Article 96 specifically mentions deforestation, erosion, biodiversity, urbanization, and pollution, Somalia also has no land use policies, environmental impact assessment procedures, or water quality guidelines at the federal level. Land tenure and water rights, if they exist, are based on a traditional system (xeer) that marginalizes nomadic pastoralists’ water rights (Burman, Gole, and Bowden, 2014). Due to a misappropriation of resources, land issues and natural resource conflicts between sedentary farmers and nomadic pastoralists are common.

69. There is also no single specific law or government regulation addressing biodiversity issues. However, biodiversity is directly or indirectly mentioned in several policies. The most significant mention is within the fisheries and forestry laws of Somaliland and Puntland. The environmental policies at the federal level also address biodiversity matters.

Table 2: Select Environmental Policies and Legislation*

Sector	Selected Legislative Instruments
<i>General Instruments</i>	Draft National Environmental Policy Six Pillar Policy Article 25 and 45 of the Provisional Constitution of the Federal Republic of Somalia Article 18 of the Constitution of Somaliland
<i>Energy</i>	Somaliland Energy Policy No. 01/419/08/03/2010
<i>Environmental Impact Assessments</i>	The Somaliland policy refers to the conducting of environmental impact assessments for soil and water conservation projects and industrial and mining activities. The Puntland policy calls for the creation of environmental impact assessment laws and processes and regulatory authority provided to the Ministry of Environment, Wildlife and Tourism.
<i>Protected Areas</i>	Puntland Five-Year Development Plan: The plan targets the creation of protected areas for wildlife and the conservation of marine ecosystems.
<i>Forestry</i>	Law on Prevention of Deforestation and Desertification
<i>Mining Sector</i>	Puntland Environmental Policy (2014): The key policy focus areas include protection of rangelands and forest resources; conservation of wildlife and biodiversity; alternative energy development; mining; industry and petroleum; climate change; waste management and water conservation; environmental education; research; and environmental inspectorate. Somaliland Environmental Policy: The policy has a specific section on land with several objectives and strategies listed, including the adoption of good land management and sound management practices for all forms of land use, especially agriculture, pastoralism, mining, urbanization, forestry, wildlife, and protected areas.
<i>Fisheries and Coastal Resources</i>	Puntland Fisheries and Marine Policy and Strategy (2004) Coastal and Marine Resource Policy of Somaliland (2000)
<i>Industrial Pollution</i>	The Constitution of Puntland in Article 96 specifically mentions deforestation, erosion, biodiversity, urbanization, and pollution as key areas for legislation. Six Pillar Policy: Under Pillar Four, the policy calls for the enactment of laws that protect the environment, the incorporation of environmental issues into formal and informal education, and the rectification of past environmental damages such as deforestation and coastal pollution. The Somaliland policy directly addresses climate change and aims to minimize the adverse impact of climate change and to reduce air pollution and greenhouse gas emissions. It lays emphasis on mitigation and reducing air pollution over adaptation. Some of the key policy recommendations are the establishment of air pollution monitoring and control through legislation, research and investment into alternative energy, greater monitoring of climatic variables, assessment of climate impacts, and use of climate information for decision making and environmental conservation.
<i>Water Resources</i>	Puntland Fisheries and Marine Policy and Strategy

* Environmental governance in states other than Puntland and Somaliland is relatively nascent.

Stakeholders highlighted the need to develop a national system for environmental management, increase awareness, recruit professional staff, and undertake training

70. Overall, the policy and legislative framework in Somalia is weak. While Somaliland and Puntland have made much greater progress due to a longer period of stability, in central and southern Somalia development is hindered by continued insecurity.

71. Analysis of the overall policy framework of Somalia and the assorted regulatory frameworks suggests that there is no clear mandate for the governance of the environment in Somalia. Several ministers dispute environmental issues in Somalia, and there is uncertainty regarding mandates. There are limited policies and regulatory frameworks in place; most are in their infancy and need to be supported to their completion and implementation.

72. The situation is exacerbated by poor knowledge and awareness among policymakers and key decision makers regarding Rio Convention obligations and potential synergies that are aligned with national sustainable development priorities. Many decision makers do not fully understand the long-term linkages between human activities and the global environment, and consequently environmental initiatives receive inadequate funding and support.

73. The provisional federal constitution provides the policy direction for the development of environmental laws. The Constitution of Puntland, in

congruence with the federal constitution, elaborates on environment-related clauses by holding the state and its people responsible for the restoration and protection of the environment. The Constitution of Somaliland emphasizes the sustainable use of the environment and the protection of elements of biodiversity. All three constitutions pronounce the formulation of special laws to regulate the protection of the environment.

74. Another important constraint is the limited technical and analytical capabilities of the government ministries and departments, which lead to weak enforcement of laws, rules, and regulations. During consultations, stakeholders highlighted the need to develop a national system for environmental management, increase awareness, recruit professional staff, and undertake training. A key development need is thus a strong capacity-building programme to strengthen the country's absorptive capacities for improved environmental governance.

Consultative Mechanisms and Programmes

75. There are a number of formal and informal mechanisms that are vital for addressing cross-cutting linkages among the three thematic areas. At the federal level, a national focal point has been established to provide leadership and coordinate efforts to

facilitate the implementation of the Rio conventions. Also at the federal level, the Office of the Environment under the Office of the Prime Minister coordinates environment-related policy, strategy, and medium-term plans. Besides coordinating the broader institutional aspect of environment, this office also serves as the focal point for various multilateral environmental agreements, including the three Rio conventions. It also performs the function of a GEF coordinating body.

76. Another important coordination mechanism is the Somali NGO Consortium. This is the most formalized long-term coordination structure for both national and international NGOs. It was first established in 1999 to improve international aid coordination through sharing information and raising the profile of NGOs. The consortium's primary objectives are to share information and analysis on key issues, facilitate closer coordination and joint advocacy, and improve representation with local authorities, the UN system, and donors. It also hosts the NGO Safety Programme. The consortium has approximately 90 members (and requires annual registration).

77. FAO has a lead role in the coordination of humanitarian interventions in Somalia's agriculture and livestock sectors, in addition to collecting, analysing, and disseminating high-quality, up-to-date information on



food security, nutrition, and natural resources. In addition, FAO is the designated lead of the emergency-oriented Inter-Agency Standing Committee Agriculture and Livelihood Cluster and is responsible for ensuring well-coordinated and effective livelihood interventions. FAO's Somalia Water and Land Information Management programme provides key information collection, monitoring of resources, research, and other services.

78. Through the Somalia Water and Land Information Management initiative, FAO acts as a data centre supporting each ministry's mandate. This programme is also ensuring that capacities are transferred to the national ministries; it has a letter of understanding with the pertinent line ministries to provide a capacity development programme over five years.

79. Despite the presence of some mechanisms for consultations, important gaps remain. In fact, during NCSA consultations, stakeholders noted the limited collaboration and coordination mechanisms among government institutions, and the inherent tendencies for ministries not to cooperate or coordinate in the absence of some mediating mechanism or individual. There is potential to capture many synergies between the three Rio conventions, but current practices limit such an achievement.

80. In recognition of the need for better coordination, the establishment of a National Environmental Steering Committee has been under discussion at the federal level. The committee would not only be responsible for supporting the preparation of the initial national communication, but would also serve as the project steering committee for any projects that fall under the three Rio conventions and other environment-related programmes being implemented in the country. Current discussions indicate that the National Environmental Steering Committee will be comprised of the Ministers of Environment from the Federal Government of Somalia, Puntland, and Somaliland.

81. In addition, the National Environmental Steering Committee will include the Directors General from the federal government's Ministry of Planning and International

Cooperation, Ministry of Livestock, Forestry, and Range, and Ministry of Water and Electricity. This set-up is recommended to ensure that the committee is representative, yet not too large to inhibit decision making. It will be housed within the Office of the Environment and will be chaired by the GEF focal point. The National Environmental Steering Committee will also be responsible for sharing information across zones and federal states regarding environmental programming.

D.2 ORGANIZATIONAL CAPACITIES

82. The primary organizational capacity challenges for addressing the cross-cutting needs of the Rio conventions are: a) inadequate communication among government actors, b) limited technical know-how and awareness of the conventions, and c) a lack of experts who can implement the obligations of the conventions. During the NCSA consultations, numerous stakeholders confirmed the significance of these challenges. Inadequate sharing of information and communication between administrative levels risks poor implementation of projects and engenders dependency on partner organizations rather than the appropriate administrative agency. Inadequate

communication also compounds the problem of weakened or absent institutional and individual capacity stemming from years of conflict, non-existent formal government, and brain drain.

Environment

83. At the federal level, the **Office of the Environment** in the Office of the Prime Minister has been established. Its mandate is still being clarified, but its functions are likely to include the following: a) formulation of national environmental policies; b) finalization of recommendations for setting the environmental quality standards; c) finalization of environmental laws; d) circulation of procedures for conducting sectoral environmental assessments, environmental impact assessments, and environmental audits; e) coordination with federal institutions, federal member states, local governments, international partners, civil society, academia, the private sector, the media, etc.; and f) acting as the focal institution for the multilateral environmental agreements (linked to the UN conventions and protocols). The office will require significant capacity development in the future to fulfil its mandate and facilitate the obligations under the Rio conventions.

84. In Somaliland, the **Ministry of Environment and Rural Development** is best positioned to be



the lead agency for taking action on climate change, desertification, and biodiversity protection in Somaliland. The mandate of this ministry is to develop the pastoral sector and to protect and conserve the environment through sustainable development aimed at the eradication of poverty. The ministry has a National Policy on Environment, which recognizes the requirements set out in Somaliland's constitution and provides a framework for the management of Somaliland's environment and natural resources. Other policies

and plans that support the work of the Ministry of Environment and Rural Development include the National Environmental Action Plan, the Strategy to Combat Desertification, and the Rangeland Management Policy. This emerging ministry has been operating in an environment characterized by inadequate financial, technical, and managerial capacities and a weak legal framework.

85. The **Ministry of Environment, Wildlife and Tourism** in Puntland was

established in 2009 to undertake the huge task of bringing environmental issues under one umbrella for better coordination of policies, strategies, and programmes. However, since its creation, serious technical and human resource gaps and problems with the administrative organization at all levels (particularly regional and district levels) have not been resolved. The ministry remains ill equipped and understaffed, and it lacks the technical expertise to implement the policies and objectives required to fulfil its



mandate. Recently, a new minister was appointed, and the ministry has accelerated its activities significantly, including the development of the Puntland Environmental Policy (October 2014), a capacity needs assessment, and a human resource system for improved performance.

86. Additionally, there are **Parliamentary Committees for Environment and Natural Resources** in Somaliland, Puntland, and federal government areas respectively. These

are formed by members of parliament within the state's legislature to deliberate on relevant legislation. The committees in Somaliland and Puntland specialize in reviewing and passing laws relevant to the environment and natural resources.

Planning

87. The **Ministry of Planning and International Cooperation** within the Federal Government of Somalia

is responsible for coordinating all aid to Somalia and has a specialized Aid Coordination Unit. The ministry has a permanent secretary and three departments: Planning, Statistics, and International Cooperation. All departments are operational, but they are very weak in terms of data collection and production of reports. The Ministry of Planning, along with other key ministries, is seeing significant capacity boosts through the Federal Government of Somalia's cross-cutting capacity injection mechanism, a World Bank project that is designed to strengthen the institutional capacity of selected line ministries. The project support focuses on core government functions, including the ability to a) formulate strategies, policies, and regulations; b) manage and execute flagship programmes and projects that deliver visible benefits to the Somali people; and c) perform public financial management, procurement, and human resource management in a standardized, rules-based manner.

88. In Somaliland, the **Ministry of National Planning and Development** has the overarching role of coordinating development in the region. Its mission is to achieve rapid sustainable development in order to improve the quality of life for the people of Somaliland. The key functions are to a) provide accurate, relevant, and timely information about the people and economy; b) prepare national and regional development plans; c)

formulate policy guidelines; d) mobilize domestic and external resources; e) register local and international NGOs; f) coordinate development activities, and g) ensure the efficient allocation of resources. The ministry has developed a National Development Plan for 2012 to 2016, the implementation of which will employ both government-allocated funds and development assistance from donors. The ministry has five departments: Administration, Planning, Statistics, Development, and Coordination. It is not clear whether any of these departments have a capacity-building function.

89. The **Ministry of Planning and International Cooperation** in Puntland plays a pivotal role in striving to attain and sustain high socio-economic development through enhancing partnerships and promoting the effective use of international and national resources. One of its key roles is to maximize the benefits from foreign assistance to finance programmes and projects in an efficient way. The ministry plays a key role in ensuring that activities are in line with government development plans and are not duplicated by other development partners.

Energy

90. At the federal level, the **Ministry of Energy and Water** is mandated to develop capacities to experiment with

new and renewable sources of energy, as well as to set policies and strategies for reaching ambitious energy supply and access goals. The immediate needs of the ministry are support for training, capacity building, and technical assistance to ameliorate the staff shortage problem. The Ministry of Energy and Water also assists local governments (the federal units) to design energy sector development policies and projects. In Somaliland, the task falls to the **Ministry of Energy and Minerals**, which is mandated to establish, direct, and promote the sustainable development and utilization of Somaliland's energy and mineral resources to support the country's social and economic development. The **Puntland State Agency for Water, Energy and Natural Resources** is mandated to develop state-level energy policies and action plans. However, the agency has serious capacity constraints for long-term planning and policy implementation in the energy sector.

Agriculture

91. In Somaliland, the **Ministry of Agriculture** is at an advanced stage of developing the following policies and frameworks: the Somaliland Agricultural Policy, the Agriculture Master Plan, Draft Agricultural Rules and Regulations, Agricultural Land Registration Action and Agricultural Land Ownership Law, and the Food Security Act. In Puntland, the



Ministry of Agriculture is responsible for agricultural issues such as alternative livelihoods to charcoal production, the promotion of agroforestry, and food security. The new federal member states have also announced Ministries of Agriculture within their state structures.

Water

92. The **Ministry of Energy and Water** of the Federal Government of Somalia develops policies on energy and water. The ministry maps out Somalia's resources, infrastructure, and facilities to ensure they are well used. The ministry also collaborates with FAO's Somalia Water and Land Information Management programme towards improved data management.

93. The **Ministry of Water** in Somaliland is responsible for managing water resources, developing sector policy, implementing regulatory functions, coordinating sector activities, and implementing an integrated water resource management plan. It also has the responsibility for service delivery, either directly or by contracting private companies or NGOs. The ministry has the mandate to act as a mediator in dispute resolution. It has established a framework for the management of water resources, which includes a Water Policy, Water Strategy, Water Act, and Water Regulations.

94. The **Puntland State Agency for Water, Energy and Natural Resources** was created in December 2000 and became fully operational in 2001 as the sole institution responsible for water, energy, and minerals. The agency is mandated to report on the water supply status and to plan locations for service delivery. Additionally, the agency implements project funding from external resources and monitors water quality standards. Due to its monitoring role, the agency has the responsibilities of a regulatory body, but in practice it engages in direct service delivery through technical assistance and minor repair of systems in rural areas owned by local governments. It has had serious financial constraints and has not played an active role in service delivery or regulation, and requires major capacity development. As a decentralized body, the Puntland State Agency for Water, Energy and Natural Resources is extended up to the regional level through the regional water authorities. The authorities and their staff are administratively responsible to the governor or the region; they are professionally responsible to the agency and are under its technical guidance.

Livestock

95. The **Ministry of Livestock, Forestry and Range** within the federal government manages livestock in Somalia. The ministry has a policy

for rangeland management, and every district has a range officer responsible for monitoring the range conditions and range reserves. In Somaliland, the **Ministry of Livestock** also has a National Livestock Policy, but agricultural and veterinary extension services are extremely limited, as is the maintenance of water infrastructure. In Puntland, the **Ministry of Livestock and Animal Husbandry** is responsible for the provision of livestock-related services. In spite of its mandate, the ministry's lack of technical and operational capacity has prevented the creation of the necessary husbandry-related policies and regulations.

Marine Resources

96. The **Ministry of Fisheries and Marine Resources** of the federal government is responsible for the management, protection, and sustainability of Somalia's extensive marine resources, fisheries, and maritime environment. The ministry has a mission to introduce sustainable fisheries and protection plans. A special Marine Environment Department is included in the set-up to oversee the ministry's actions.

97. Somaliland and Puntland each have a **Ministry of Fisheries and Marine Resources** responsible for managing coastal resources. Some of their key functions include the provision of cold storage of fish,

registration of fishing companies, issuance of fishing licenses, advisory services on seasonal rotation of fish catches, monitoring of illegal fishing, monitoring and protection of endangered marine species, and protection of sea resources from degradation.

98. Another relevant ministry is the federal government's **Ministry of Ports and Marine Transportation**, which manages the ports along the coast. Though they have less to do with biodiversity management, their role in sanitation and pollution control at the ports is crucial for maintaining marine biodiversity.

Disaster Preparedness

99. In Somaliland, the **National Environment Research and Disaster Preparedness and Management Authority** received its mandate through a disaster management law/policy passed in 2007. It is supported by the National Disaster Council and the Disaster Management Steering Committee. Regional and District Disaster Management Committees will form part of the disaster risk management system. The authority's aim is to prevent the frequent occurrence of disasters and to reduce the vulnerability of communities by improving sustainable coping capacities that decrease the overall impact of disasters on the lives and livelihoods of Somaliland communities. However, the

authority suffers from serious capacity gaps, including inadequately qualified staff; inadequate staff recruitment; a low level of staff skills and knowledge on disaster management; limited access to information due to inadequate information and computing technology skills; a lack of adequate physical assets/infrastructure and transport; and non-existent capacity building for the Disaster Management Committees at all levels.

100. In Puntland, the **Humanitarian Assistance and Disaster Management Authority** is the focal agency for disaster risk management. It is an autonomous organization under the auspices of the Office of the President, supporting Puntland communities in disaster management and in time of humanitarian need. Line ministries are required to work closely with the Humanitarian Assistance and Disaster Management Authority to ensure the effectiveness of all humanitarian assistance provided by different stakeholders during the occurrence of disasters. With assistance from UNICEF, in September 2012 a Puntland Disaster Preparedness Contingency Plan was developed. This contingency plan makes several references to climate change and its impact on disasters, and the Puntland government and the international community support the plan's recommendations. With support from the United Nations Office for the Coordination of Humanitarian Affairs, Puntland developed a Disaster



Table 3: Government Bodies as of June 2016

Sector	Administration	Government Stakeholder
<i>Environment</i>	Federal	Office of the Environment, Office of the Prime Minister
	Somaliland	Ministry of Environment and Rural Development; Parliamentary Committee for Environment and Natural Resources
	Puntland	Ministry of Environment, Wildlife and Tourism; Parliamentary Committee on Environment and Natural Resources
	Other federal states (Galmudug, Jubaland, South West State)	Ministries of Environment
<i>Planning</i>	Federal	Ministry of Planning and International Cooperation
	Somaliland	Ministry of Planning and Development
	Puntland	Ministry of Planning and International Cooperation
	Other federal states (Galmudug, Jubaland, South West State)	Ministries of Planning
<i>Energy</i>	Federal	Ministry of Energy and Water
	Somaliland	Ministry of Energy and Minerals
	Puntland	Puntland State Agency for Water, Energy and Natural Resources
<i>Agriculture</i>	Federal	Ministry of Agriculture
	Somaliland	Ministry of Agriculture
	Puntland	Ministry of Agriculture and Irrigation
	Other federal states (Galmudug, Jubaland, South West State)	Ministries of Agriculture
<i>Livestock</i>	Federal	Ministry of Livestock, Forestry and Range
	Somaliland	Ministry of Livestock
	Puntland	Ministry of Livestock and Animal Husbandry
	Other federal states (Galmudug, Jubaland, South West State)	Ministries of Livestock
<i>Water</i>	Federal	Ministry of Energy and Water, Ministry of Ports and Marine Transportation
	Somaliland	Ministry of Water
	Puntland	Puntland State Agency for Water, Energy and Natural Resources
<i>Marine Biodiversity</i>	Federal	Ministry of Fisheries
	Somaliland	Ministry of Fisheries and Marine Resources
	Puntland	Ministry of Fisheries and Marine Resources
<i>Gender</i>	Federal	Ministry of Women and Human Rights Development; Directorate for Women, Children and Social Affairs
	Somaliland	Ministry of Labour and Social Affairs
	Puntland	Ministry of Women's Development and Family Affairs
	Other federal states (Galmudug, Jubaland, South West State)	Ministry of Labour and Social Affairs
<i>Disaster Management</i>	Federal	Somali Disaster Management Agency
	Somaliland	National Environment Research and Disaster Preparedness and Management Authority
	Puntland	Humanitarian Disaster Management Authority

Risk Reduction Framework that laid the foundation for the development of the Puntland Disaster Risk Reduction and Management Policy. Legislation to implement key provisions of the policy, including contingency funding for disaster response, funding for preparedness, and the formalization of disaster response structures, still needs to be drafted and enacted.

D.3 INFORMATION MANAGEMENT AND KNOWLEDGE

101. Somalia's systems for information management are deficient. There are no formal or institutionalized platforms for information exchange on biodiversity or climate change. Additionally, there are limited examples of Somalia engaging in international or regional information exchange or cooperation on desertification. The problem extends to government institutions at the federal and state level since they do not have regularized mechanisms to exchange information and learning with local actors and authorities.

Moreover, regional agreements on information sharing are not integrated at the national level and are not assigned as responsibilities to focal persons and institutions.

102. Several limitations contribute to the deficit in information management:

- A lack of documentation
- Limited appreciation of local knowledge
- Outdated or non-existent infrastructure for managing information and knowledge, such as specific websites for Somalia activities, public libraries, and archives
- Limited sharing and dissemination of existing data
- Limited funding
- Technology gaps
- Lack of technical know-how and equipment

103. Combined, these factors result in a lack of reliable data and information on environmental issues. Somalia's development is also hindered by limited knowledge. There is a lack of technical and scientific data at the national level. Regarding climate change, there is a deficit of knowledge and expertise within environmental ministries and disaster agencies. Technical capacity and knowledge on in situ conservation techniques is very limited within the country. The majority of decision makers also lack knowledge on sustainable ways to mitigate desertification.

104. Much of Somalia's information management and knowledge development stem from external actors. The Somali NGO Consortium was established to improve international aid coordination through sharing information and raising the profile of NGOs. The consortium's primary

objectives are to share information and analysis on key issues, facilitate closer coordination and joint advocacy, and improve representation with local authorities, the UN system, and donors.

105. In Somalia, the FAO has a lead role in collecting, analysing, and disseminating high-quality, up-to-date information on food security, nutrition, and natural resources. The data is used by partners in formulating both long-term and short-term interventions. The FAO's Somalia Water and Land Information Management programme provides key information collection, monitoring of resources, research, and other services. It gathers significant weather and climate data as well as data on land and water resources, to support donor interventions (FAO, 2015). The programme includes 80 manual rain gauges, six automatic weather stations, and synoptic stations in Somaliland and Puntland. Data is collected every month, or every five days if there is urgency such as an impending flood event. Data is sent to the headquarters in Nairobi to be treated and analysed. Through the Somalia Water and Land Information Management initiative, FAO therefore acts as a data centre supporting each ministry's mandate. After treatment, the data is transferred back to the ministries in the form of monthly bulletins, five-day forecasts, and crop forecasts for Somaliland and Puntland. The programme is also ensuring

Much of Somalia's information management and knowledge development stem from external actors

that capacities are transferred to the national ministries. The Ministries of Agriculture, Environment, and Water in all zones are currently relying on FAO for training and access to data treatment/analysis equipment. Two representatives from each ministry are being trained. Every six months there is an inter-ministerial coordination committee meeting to discuss monitoring needs/issues.

Public Awareness and Environmental Education

106. An important cross-cutting gap hindering the synergistic implementation of the Rio conventions is inadequate awareness of critical environmental issues, and in particular the linkages among poverty, pollution, and people's attitudes and behaviours concerning their immediate environment. Local communities and indigenous peoples tend to have a greater understanding of the relationship between the environment and their own well-being, but their high dependence on the natural resource base places them and their immediate environment at exceptional risk.

107. While rural and urban populations are often directly affected by the country's management of the environment and natural resources, there is limited knowledge of the conventions and their benefits; in the case of climate change, the level of knowledge is especially low.

108. Awareness on how to mitigate the impacts of climate change, sustainably manage natural resources, and use environmental and conservation best practices is also very low (African Research Initiative for Somalia, 2013). Awareness raising on climate change has begun due to efforts by donors and processes such as the National Adaptation Programme of Action (Somalia Ministry of National Resources, 2013). However, significant campaigns are required to spread understanding from the national level down to local levels. While awareness of land degradation is widespread, education on how to curb its impacts is limited. Awareness about the importance of biodiversity exists implicitly among populations, but it lacks more formal and structured knowledge, which often leads to inaction.

109. NGOs and civil society organizations are providing educational awareness about the environment in Somalia. Notable efforts are being undertaken by African Development Solutions, CARE International, Somali Agricultural and Development Organization, Candlelight, and others. Disaster agencies and ministries of environment are engaged in several mass awareness and education programmes on drought and sustainable land management. Currently, however, there is no institutionalized mechanism for ongoing education, training, and public awareness; funding and knowledge on how to implement mass

awareness campaigns on environmental issues are not well developed.

Technology Development and Transfer

110. Somalia looks to the international community to support the transfer of technology and make new investments. Such transfers are supported in the Rio conventions; for example, Principle 4.8 of the UNFCCC calls for countries to pay particular attention to the needs of developing countries that have low-lying coastal areas. The Clean Development Mechanism is a mechanism that helps the country adapt to and mitigate the impacts of climate change.

111. Somalia has no policy and legal framework for technology transfer on Rio Convention-related areas. A national strategy for science and technology that would help to integrate technology related to drought and desertification into national efforts is also lacking. Additionally, there are no specific plans in place for acquisition of, training in, or development of technology aimed at reducing desertification directly. Current efforts are piecemeal and lack an integrated approach to technology transfer.

112. Technology acquisition, transfer, and training are all done in an ad hoc way. Technologies that improve land management and reduce desertification

are not well known by community members. Regarding biodiversity management, there is a lack of technology during assessment, rehabilitation, protection/maintenance, harvesting, processing, utilization/marketing, and certification. The gap between technology availability and need is huge, and in several cases the required technology is totally absent.

113. There are efforts underway – for example, technologies for alternative livelihoods to reduce pressure on natural resources are promoted in the Charcoal Reduction Programme, a GEF–Least Developed Country Fund project. Technology to manage degradation through alternative livelihoods is also being introduced through various national programmes and is prioritized by disaster risk management policies.

Research and Innovation

114. All three Rio conventions emphasize the need for research and monitoring to improve the state of knowledge necessary to understand ecological perturbations and therefore develop management responses. One key lesson learned by the World Bank regarding policy development was that policy frameworks must be developed with a clear understanding of the existing capacity that is available to implement the resulting policies. However, capacity alone is not enough;



All three Rio conventions emphasize the need for research and monitoring to improve the state of knowledge

high-level government buy-in for policy development is essential to ensure that policies are formulated to meet government needs and priorities.

115. In Somalia, several research institutions and research-supporting partnerships exist, such as Somaliland's National Environment Research and Disaster Preparedness and Management Authority and Somali National University. Other universities in Mogadishu include private entities such as Benadir University, Somali International University, Mogadishu University, and SIMAD University. The University of Hargeisa, Amoud University, and Gools University all offer environmental management degrees and also teach meteorology, conservation, and forestry as subjects.

116. Despite the existence of these institutions, there are numerous capacity gaps limiting Somalia's ability to conduct and utilize research. At the academic level, students and researchers within academic institutions are not supported or encouraged to carry out biodiversity research that underlines the value of biodiversity to Somalia's economy and livelihoods. Additionally, due to security concerns, research in some areas of the country is limited or non-existent.

117. At the government level, the equipment, materials, and infrastructure necessary for research (including global positioning systems, geographic

information system equipment, high definition cameras, binoculars, and other survey apparatus) are insufficient. Additionally, ministry staff are either unaware of or unable to use informational and research products produced by various NGO initiatives, particularly FAO's Somalia Water and Land Information Management programme. The ministries also have limited finances to acquire the equipment needed for carrying out baseline assessments and research studies. Investment in monitoring and research equipment for land management is not prioritized in the national plans or strategies. Additionally, the ministries and the regional hubs are understaffed. For these reasons, there is minimal work by government in research and monitoring of climate change. Donors and NGOs conduct much of the environmental research in Somalia. For example, research on land degradation is currently carried out by the FAO Somalia Water and Land Information Management programme, not the Government of Somalia. FAO is also currently the main organization providing support for research on and systematic observation of climate change topics.

118. Although there are capacity constraints, important technical capacities and expertise exist in Somalia. Professionals working in various national and regional institutions can be mobilized to contribute to training exercises and other conservation

activities. In the higher education sector, raising the academic level of the university education system to produce degrees at the master's and doctorate levels is also an opportunity to further increase the number of specialists available for improved conservation efforts.

119. Recognizing the need for better research, the Government of Somalia is undertaking measures to improve capacities. In Puntland, the Ministry of Environment, Wildlife and Tourism plans to establish an environmental research fund to support research programmes and surveillance technologies in environmental management. Somaliland's Ministry of Environment and Rural Development is planning to provide the training needed to implement a national programme of environmental protection, conservation, and management to carry out the basic and applied research needed to support the sustainable management of the environment. Additionally, a Centre for Climate Change Research, Mitigation, and Communication is being planned for under the Initial National Communication on Climate Change.

Monitoring and Evaluation

120. Somalia has created some environmental monitoring and reporting systems to measure environmental

degradation and the results of conservation activities. However, there are important gaps in monitoring, technical capacity, and funding.

121. The political crisis has posed challenges for monitoring and evaluating programmes and activities in many organizations. Insecurity and conflict are the major barriers to the installation of expensive monitoring equipment in the field. For this reason, there is no meteorological agency in the country. Limited funding also undermines Somalia's monitoring. Organizations lack funding for the installation, management, and maintenance of monitoring infrastructure.

122. Minimum work is being done by the government to research and monitor climate change. There is no framework for the compilation of data, no mandatory requirement for reporting emissions, and no strategic plan for a climate change monitoring system. Additionally, Somalia does not have a sustainable financial mechanism for regularly monitoring emissions and managing an emissions database. However, there are plans to enhance monitoring through the Initial National Communication on Climate Change and the GEF Climate Project.

123. There is also no government programme for monitoring land degradation, and investment in monitoring and research equipment for land management is not prioritized in the national plans or strategies. As

mentioned above, FAO has a lead role in the monitoring of humanitarian interventions in Somalia's agriculture and livestock sectors. The FAO Somalia Water and Land Information Management programme also carries out some monitoring activities related to terrestrial ecosystems and land use, and is actively involved in training government ministries.

124. Monitoring for biodiversity is also inadequate. The Fifth National Report to the CBD relied primarily on secondary data and qualitative information. No systematic data collection was carried out, and there are no mechanisms for monitoring, collecting, and managing information on biodiversity for future reporting to the CBD.

125. These gaps in monitoring, technical capacity, and funding lead to several issues for Somalia. Not only do the gaps hinder the preparation of national communications, but the implementation and enforcement of policies and legislation is also hampered.

D.4 STAKEHOLDER ENGAGEMENT

126. A large number of NGOs are working across Somalia. Some key organizations working in Jubaland, South West, Mogadishu, and Galmudug include: a) Horn Development Solutions, b) Nomadic

Assistance for Peace and Development, c) Organization for Somalis Protection and Development, d) Social-life and Agricultural Development Organization, and e) Horn of Africa Organization for the Protection of Environment and Improvement of Livelihoods.

127. Established in 1995 in Somaliland, Candlelight is a key non-governmental organization striving to bring about positive changes in communities through environmental conservation, the provision of quality education, and awareness creation on health issues. Working on the ground close to communities, Candlelight is well placed to communicate the needs of communities and identify solutions that work. They also provide a range of trainings on climate adaptation, resource management, and other environmental topics that can help in increasing the awareness and capacity of government officials, particularly those working at the local levels.

128. African Development Solutions is a humanitarian and development organization working in Somalia for the past 20 years. They have worked hand in hand with African communities to prevent, manage, and overcome situations that adversely affect a community's well-being – whether environmental, social, financial, or otherwise. Their main activities are developing skills, providing humanitarian aid, reinvigorating the economy, and influencing policy.




NADAAAFADU
WAA HÖRUMAR

129. Puntland Non-State Actors Association works to harmonize, coordinate, and represent non-state actors in Puntland through an inclusive and participatory process. They engage in dialogue with the authorities and the international community in order to bring about a secure and peaceful future for Puntland. As an umbrella organization with members hailing from various community-based organizations, Puntland Non-State Actors Association is an excellent source of information regarding the needs of different groups within Puntland.

130. Several projects in Somalia are also supporting stakeholder engagement. With financing from GEF's Least Developed Countries Fund, the Government of Somalia, in partnership with UNDP, launched the project Enhancing Climate Resilience of Vulnerable Communities and Ecosystems in 2015 (UNDP, 2014). The \$9.5 million initiative will be used to support ministries, districts, non-profit organizations, and community-based organizations to integrate climate change risk management into natural resource management and disaster preparedness. Climate change risk management will be institutionalized from the national level to local levels, and community-based organizations are expected to take the lead in implementing community-based/ecosystem-based flood preparedness and other adaptation measures.

131. International and national NGOs have grown in capacity and importance in Somalia, and most focus on providing humanitarian services. However, there is a negative perception of NGOs in Somalia. During consultations, stakeholders suggested that while there are many NGOs undertaking important work relating to Somalia's development issues, the NGOs cannot be "controlled" because they receive funds directly from external donors. How the funds were being used is unknown, and the donors should take more responsibility for this lack of transparency.

D.5 FINANCING

132. Somalia's government structures are extremely handicapped by the lack of financial and human resources. Consequently, in spite of becoming party to the three Rio conventions, Somalia has participated little in the global multilateral environmental agreements that address environmental issues.

133. The funding limitations undermine progress under each of the conventions. Currently, there is no policy or legal framework for a financial mechanism on climate change. Fundraising strategies are vague and lack important information. For biodiversity conservation, neither

an accurate resource requirement is available nor is specific funding set aside through donors' assistance. Thus, financing for conservation is very limited, leaving even the UN programmes underfunded. There is no national funding mechanism (fund, tax, or other channel) for addressing land degradation.

134. On a more general level, all environmental policies are underfunded. Further complicating this issue is the limited awareness of the importance of environmental protection and limited funding to implement mass awareness campaigns on environmental issues.

135. Together, the GEF and UNDP play an important role in strengthening Somalia's capacities to meet obligations under the three Rio conventions. In addition to the NCSA, the GEF financed a number of projects with UNDP as the implementing partner. During the GEF-5 replenishment period, Somalia received \$8.1 million in biodiversity, \$6.5 million in climate change, and \$4.2 million in land degradation funding. Recent GEF initiatives in Somalia include Support to Somalia for the Development of its first National Biodiversity Strategy and Action Plan and Fifth National Report to the CBD, and Preparations for a National Adaptation Programme of Action.

All environmental policies are underfunded

136. Similarly, other bilateral development agencies working in Somalia programme their resources towards priority capacity development needs. Within a comprehensive exercise to assess the capacity needs under the three Rio conventions, these bilateral and other multilateral donor agencies represent important partners. This is especially important given that GEF resources are only eligible to finance capacity development activities that are designed to produce global environmental benefits. For the most part, these activities are indivisible from other sustainable development activities, the latter requiring leveraged co-financing per GEF guidelines. Examples of these initiatives are presented in the following section.

D.6 INTERNATIONAL DEVELOPMENT PARTNERS

137. The **World Bank Group** is an important development partner in Somalia. In aligning itself with the Somali Compact and working in areas of comparative advantage, the World Bank Group contributes to a well-coordinated international effort in Somalia, based on partnerships with agencies that engage across the interlinked areas of politics, security, and development. The most recent Somalia Interim Strategy Note FY2014–2016 (ISN) is clustered around two priorities: Strengthening Core Economic Institutions and

Table 4: Active World Bank Group Projects in Somalia

Project	Commitment Amount (US\$ Millions)
Somalia Capacity Injection	40
Somalia Recurrent Cost and Reform Financing Project – Phase 2	144
ICT Sector Support in Somalia – Phase 2	14
Water for Agro-pastoral Livelihoods Pilot Project	2
Second Public Financial Management Capacity Strengthening Project	20

Expanding Economic Opportunity. The World Bank Group has five active projects in Somalia, shown in Table 4.

138. The **United Nations** in Somalia comprises 22 agencies, funds, and programmes, as well as the UN Assistance Mission in Somalia, with their distinct mandates. The UN Country Team is guided by its Integrated Strategic Framework in Somalia, which defines the strategic management of the UN's political, development, human rights, and security activities, taking appropriate account of humanitarian needs and activities. It is also the basis for ongoing discussions at the leadership level on UN system-wide challenges and strategies. The overall vision of the Integrated Strategic Framework, in accordance with the Somali Compact, is to support the Somali process of establishing a sovereign, secure, democratic, united, and federal Somalia at peace with itself and the world. In Somaliland, the Integrated Strategic Framework's strategic objectives and priorities reflect those set out in the Somali Compact's Special Arrangement for Somaliland.

139. **European Union** assistance is helping to build governance, provide education, assist economic development, and boost food security. The European Union's total allocation for Somalia under the 10th European

Development Fund is €422 million. This includes an additional €175 million pledge following an ad hoc review of cooperation in 2011. A further €25 million sum was allocated under the Millennium Development Goals initiative. All European Union cooperation activities in Somalia address cross-cutting issues in the areas of gender, the environment, HIV/AIDS, and conflict prevention.

140. The **African Development Bank** recently approved a \$133 million programme called the Drought Resilience and Sustainable Livelihoods Programme, which will help countries in the region break free from cycles of drought and famine. The programme is aimed at building resilience and sustainable livelihoods for pastoral and agro-pastoral communities in drought-prone areas in all zones of Somalia. It will be implemented by the Ministry of Environment in Puntland.

141. The **Intergovernmental Authority on Development (known as IGAD)** was established to promote peace, security, prosperity, and economic integration in eastern Africa. Since 2004, it has been active in supporting the re-establishment of a sovereign government in Somalia. The authority is a principal supporter of the Federal Government of Somalia through the African Union Mission

in Somalia initiative. It is also heavily involved in climate and environmental issues in the country, particularly through its Climate Prediction and Applications Centre. The centre has a mission of fostering subregional and national capacity for climate information, prediction products and services, early warning, and related applications for sustainable development in the Intergovernmental Authority on Development subregion. The centre also monitors droughts and floods indirectly through seasonal forecast/outlook forums. The Intergovernmental Authority on Development is also implementing the Hydrological Cycle Observing System project under its Inland Water Resource Management Programme. Through the project, the authority is maintaining a river gauge network in Somalia to increase flood preparedness. These institutions will provide important insights into information management, science, and technology with respect to environmental monitoring and management.

142. As mentioned above, **FAO** has a lead role in the coordination and monitoring of humanitarian interventions in Somalia's agriculture and livestock sectors. In addition, FAO is the designated lead of the emergency-oriented Inter-Agency Standing Committee Agriculture and Livelihood Cluster and is responsible



for ensuring well-coordinated and effective livelihood interventions. FAO's Somalia Water and Land Information Management programme provides key information collection, monitoring of resources, research, and other services. FAO works with the government to build the capacity of various government departments so that they can one day take over the current role of FAO.

143. CARE has been providing emergency relief and lifesaving assistance to the Somali people since 1981. Its main programme activities have included projects in water and sanitation, sustainable pastoralist activities, civil society and media development, small-scale enterprise development, primary school education, teacher training, adult literacy, and

vocational training. CARE Somalia is currently operational in the northern regions of Puntland and Somaliland. CARE has implemented a number of environment-related projects. Towards Sustainable Pastoralism in Sool and Sanaag is a research project aimed at identifying ways to ensure that pastoralism survives and thrives in the face of more frequent droughts and increased degradation of natural resources and resource-based conflicts.

144. A donor round table was held in July 2016 to discuss the results of the NCSA and opportunities for future implementation of recommended capacity development actions. Representatives from the donor community and other development partners attended.

The African Development Bank recently approved a \$133 million drought resilience and sustainable livelihoods programme

Table 5: Internationally Funded Projects in Which Somalia Is a Beneficiary

Donor	Commitment Amount	Project
Intergovernmental Authority on Development		Hydrological Cycle Observing System project under IGAD's Inland Water Resource Management Programme
USAID		Famine Early Warning Systems Network
FAO		Somalia Water and Land Information Management
European Union and Oxfam	€5,000,000	Somali Artisanal Fisheries Production
UN	US\$23,671,610	UN Joint Programme for Sustainable Charcoal Production and Alternative Livelihoods
African Development Bank		Drought Resilience and Sustainable Livelihoods Programme in the Horn of Africa
GIZ (German Corporation for International Cooperation)		Economics of Land Degradation Initiative
UNDP		Strengthening Institutional Performance
UN		Joint Programme on Local Governance
UN		Multi-Partner Trust Fund
UNDP		UNDP Poverty Reduction and Environment Protection Programme
European Union		Support to Horn of Africa Resilience Initiative, which includes two baseline projects: 1) the Millennium Development Goal initiative and 2) the Economic Development Programme for Growth and Resilience
DANIDA, Department for International Development (UK Aid), Norway, the Netherlands		Somaliland Development Fund

E. CAPACITY DEVELOPMENT STRATEGY

E.1 CAPACITY DEVELOPMENT STRATEGY

145. The Somali New Deal/Compact, the Six Pillar Policy, the National Development Plan 2017–2019, and the Somaliland Vision are the three main policy instruments that set out the vision and priorities for good governance and management of Somalia's environment and natural resources. Recognizing the global importance of the country's biodiversity, the risks and threats arising from desertification and drought, as well as the impacts from climate change, Somalia is committed to managing its environment and natural resources in a way that meets national sustainable development priorities while at the same time meeting its obligations under the three Rio conventions.

146. There are a number of development activities currently underway in Somalia to meet these goals and objectives. One addition to this landscape was the NCSA, which served to identify and assess the priority capacity development needs that represent both constraints and opportunities regarding Somalia's

ability to meet its obligations under the three Rio conventions. Importantly, the NCSA assessment process involved local stakeholders: various government agencies at the local and central level, the private sector, academia, and civil society, among other partners.

147. These capacity development needs were also determined to be relevant for other multilateral environmental agreements such as the Convention on the International Trade in Endangered Species of Wild Flora and Fauna, and other important environmental issues such as natural disasters. Not only did the thematic assessments produce a framework of capacity development actions for each of the three Rio conventions, but they importantly laid out a framework of key capacity development actions that cut across the three conventions. This Capacity Development Strategy outlines an approach by which these actions could be undertaken.

148. The Capacity Development Strategy is complemented by an Action Plan that outlines the set of priority focal area and cross-cutting capacity development actions to be implemented. As its first commitment under the UNCCD, the Federal Government of Somalia and the administrations

The Capacity Development Action Plan would be implemented through an ongoing assessment of the overall environmental programme and current portfolio



in Somaliland, Puntland, Jubaland, and South West produced the Somali National Action Programme in 2015. The government also approved the National Adaptation Programme of Action under the UNFCCC. As of March 2016, the government is in the process of finalizing the National Biodiversity Strategy and Action Plan under the CBD.

E.2 IMPLEMENTATION STEPS

149. The Capacity Development Action Plan would be implemented

through an ongoing strategic assessment of the Federal Government of Somalia's overall environmental programme and current portfolio. Particular attention should be paid to issues of complementarity, synergies, partnerships, stakeholder involvement, resource mobilization, absorptive capacity, and, importantly, political commitment.

150. The first step towards implementing this action plan is the convening of key decision makers to organize and prioritize the programming of capacity development actions. The July 2016 donor round table was held to review the wider programming of development support in Somalia, one theme being environment. Following these

consultations, the Federal Government of Somalia would finalize and prepare other national action plans such as the National Action Plan to Combat Desertification and Drought.

151. The capacity development actions for each of the three thematic areas are intended to inform the ongoing consultations and development of the separate GEF enabling activities, as well as the capacity development recommendations in the Initial National Communication to the UNFCCC. Importantly, the recommended capacity development actions, both thematic and cross-cutting, are actions that should also find themselves within focal area projects, such as the full-size GEF projects on landscape-level conservation and climate resilience.



152. The capacity development actions should also be integrated into non-GEF projects being developed and implemented by other bilateral and multilateral development partners. These consultations have been an ongoing process with development partners in Somalia, and would continue to strengthen partnerships and synergies, reduce unnecessary overlap, and address any important capacity development gaps.

153. In addition to the implementation of the recommended capacity development action through existing and planned programmes and projects, the direct implementation of the capacity development actions recommended by the NCSA will begin with a cross-cutting capacity development project. This project was conceptualized on the basis of the cross-cutting capacity development recommendations.

154. The lead government institution envisaged to oversee these consultations and negotiations is the Office of the Environment, in close consultation and coordination with other key ministries, such as those covering issues of finance, land management, agriculture, rural development, and energy. The Project Steering Committee that was created under the NCSA could be used to give direction and facilitate this process, supported by the Directorate of Planning, Programming, Monitoring and Evaluation. The national thematic technical working groups that were

established under the NCSA could also be convened to provide to the Project Steering Committee ongoing technical inputs into the strategic programming of the thematic and cross-cutting capacity development actions.

E.3 MONITORING AND EVALUATION

155. Monitoring and evaluating the capacity development actions would first be carried out by the monitoring and evaluation processes of the individual projects. This includes using the Capacity Development Scorecard that is to be used for the cross-cutting capacity development project. This scorecard could also be used to evaluate the government's portfolio of environmental projects on an annual basis. Importantly, the monitoring and evaluation of capacity development actions should not be limited to projects, but should also extend to the regular activities undertaken by the various government directorates and departments.

156. The purpose of monitoring and evaluating these capacity development actions is to inform the strategic realignment of existing and planned interventions. This would ensure that the allocated resources (both financial and human) are being effectively used. While the monitoring and evaluation of the individual projects is guided by their respective plans, that of

Monitoring and evaluation of capacity development actions aim to inform the realignment of existing and planned interventions

the overall portfolio would serve to identify remaining capacity development gaps. This exercise would thus allow for more strategic programming. The principles of the monitoring and evaluation plan are therefore to:

- Secure follow-up to the action plan and measure its success over time
- Ensure that those responsible for the plan respond to new information and changing circumstances by updating the capacity assessment and action plan recommendations
- Take the necessary steps if actions recommended in the plan are not being implemented
- Document successes that can be built upon within the country and shared with other countries
- Provide information on the successes, failures, and lessons learned in undertaking capacity development efforts

157. Given its existing mandate, the Office of the Environment in the Office of the Prime Minister is expected to continue serving as the administrative agency to oversee the monitoring and evaluation of the multilateral environmental agreements (MEAs). The Office of the Environment would initiate the monitoring and evaluation process by developing detailed terms of reference that build upon existing and best practice frameworks, and would include roles, responsibilities, and accountability mechanisms for each

participating agency and directorate. Among the monitoring and evaluation procedures would be the convening of national technical working groups to discuss the progress being made and to make appropriate recommendations to the reconstituted NCSA Project Steering Committee. The monitoring and evaluation process would be aligned with those of the bilateral and multilateral development agencies, including UNDP.

158. The foundation of the GEF's Capacity Development Programme is to strengthen environmental sustainability, and specifically to institutionalize the key sets of individual, institutional, and systemic capacities necessary for global environmental outcomes to be sustained over the long-term. Indeed, this process began with the NCSA as an extensive national collaborative exercise. In addition to updating and highlighting the priority capacity development needs that underscore sustainability, the NCSA was a process that also served to strengthen the legitimacy of capacity development actions. However, in order for capacities for environmental sustainability to be realized, there are a number of other important criteria that must be incorporated into the strategic design of projects and their implementation arrangements (see Annex A).

159. To this end, projects should take an adaptive collaborative management approach, one that brings together

representatives from all key stakeholder groups early on in the design stage. Stakeholders should also be engaged throughout project implementation in order to appropriately adapt project activities in keeping the agreed project objectives and goal. Annex B is an overview of the principles and approach of adaptive collaborative management.

E.4 COMMUNICATION STRATEGY

160. The communication strategy is premised on the principle that the progress being made – as well as the ongoing challenges and barriers – must be communicated as broadly and widely as possible. The rationale for this approach is to facilitate the ongoing identification of opportunities for continued improvements, synergies, partnerships, and buy-in. The communication strategy is thus related to the consultative process for the adaptive collaborative management of the individual projects and the environmental portfolio as a whole.

161. Communicating the results and findings will be an activity that will be financed by the communication activities of existing programmes and projects. These should be broadened to include relevant lessons learned and best practices. The communication

products would make use of social media to have a wide reach among the public and civil society, but would also include short articles posted to the websites of the Office of the Environment and other organizations, as appropriate. National media outlets, such as newspapers and radio stations (e.g. for public service announcements), are options that are included in some of the projects. Awareness and understanding of environmental issues among journalists and producers in national media outlets need to be strengthened to help the messages reach the public. An important communication activity would be the convening of public dialogues on topical issues among groups of stakeholders. Such issues would include human–ecology linkages, how local activities impact the global environment, and how global environmental trends affect local development issues.

162. The private sector is a particularly important stakeholder for environmental issues. A high-value capacity development activity is mainstreaming global environmental obligations into development projects. Indeed, a central aim of GEF-6 is to promote and increase the engagement of the private sector in development activities that contribute to meeting global environmental outcomes. This requires significant efforts to engage private sector representatives in the consultative process of project design and implementation.



163. Other key stakeholders are those from rural areas, in that they have a major stake in the sustainable management of natural resources. For the most part, these stakeholders are most at risk from land degradation (which they also contribute to through poor and unsustainable land management practices). They are also contributing to the loss of important species through activities that degrade natural habitats and through hunting wild animals. However, for the communication strategy to be effective for rural stakeholders, it must be complemented

The communication strategy is premised on the need to facilitate a widely held and shared understanding of progress and ongoing challenges to achieve environmental sustainability



with activities that seek to address their real socio-economic needs. The communication strategy regarding these stakeholders should therefore be designed through local and regional consultations that identify these needs and develop sustainable alternative livelihood options.

164. Key to the implementation of capacity development actions is the upward communication of the recommendations to integrate and harmonize environmental legislation with other sectoral policies, and the

adaptive collaborative management of programmes and projects to create synergies and economies of scale. The communication strategy should therefore include national policy dialogues at least once a year, in order to raise awareness among policymakers and parliamentarians as a means to build their political support for integrating environmental considerations into national policy frameworks.

165. The communication strategy should also include bilateral and multilateral development partners (the

July 2016 donor round table is a recent example).

E.5 RESOURCE MOBILIZATION

166. Each recommended action in the Capacity Development Action Plan represents a programme of capacity development to be undertaken. Taking into account the bottom-up approach by which the recommended actions were identified, the action plan

represents a comprehensive set of capacity development activities that all development partners in Somalia can undertake. In addition to the Government of Somalia, development partners include donor agencies, NGOs, civil society, academia, and the private sector.

167. The first exercise to be undertaken to implement the Capacity Development Strategy and Action Plan is thus to facilitate an engagement with development partners in Somalia to exchange views on the prioritization of capacity development actions. This will begin with the process of reconciling the recommendation actions.

168. While the government is fully committed to implementing the capacity development actions, this requires significant financial resources, both in the short term and in the long term. The GEF's incremental approach is premised on the recognition and understanding that the development of capacities to meet and sustain global environmental benefits rests on the need to strengthen sustainable socio-economic development, an objective that Somalia must undertake in its own national interest, and for which GEF financing is ineligible.

169. In the short term, funding is required to bridge the good practice approaches that are carried out under a project. This continues the work of the NCSA Project Management Unit

as a service under the Office of the Environment, organizing policy and programme coordination to ensure that the capacity development actions are covered by the appropriate projects and/or corporate activities of the Office of the Environment. Indeed, the project management unit that was established under the NCSA should be institutionalized.

170. In the immediate term, GEF resources are being requested to finance a subset of the cross-cutting capacity development actions outlined in Section F.4. The concept paper for this project is outlined in this report.

171. The results of ongoing consultations with donors in Somalia between July and September 2016 informed resource mobilization to implement the capacity development actions. The financial resources that were made available by the GEF during the Fifth and Sixth Replenishments of GEF Resources (GEF-5 and GEF-6) require co-financing, which is why consultations and negotiations with the donor community in Somalia are critical to leverage the available GEF resources.

172. Importantly, the resource mobilization strategy must not be limited to securing international (bilateral and multilateral) donor resources, but should also leverage financial resources from government budgetary resources. While Somalia needs important external financing, this is not to be

Projects should take an adaptive collaborative management approach from the beginning, engaging stakeholders throughout the entire project life cycle

relied on over the long term. The GEF Capacity Development Programme's goal to strengthen countries' capacities to achieve environmental sustainability includes addressing the financial sustainability of capacity development actions to be undertaken within the limitations of available national resources. This will include not only financial resources from government budgetary resources, but also available finances and in-kind contributions from other national stakeholders, namely the private sector, NGOs, academia, and civil society.

173. Socio-economic priorities are clearly understood and valued given their direct relationship to health, prosperity, and survival, whereas global environmental issues as framed by the MEAs are generally seen as more of a post-materialistic ideology. Resource mobilization in the context of the NCSA, and more broadly the GEF, is not limited to finances targeted at environmental and natural resource management, but also financing that is allocated to other line ministries (such as agriculture, energy, water resources, and rural development) for policy and planning frameworks that reflect holistic and good practices for environmentally sound and sustainable development. While financial allocations are traditionally directed at meeting sectoral development objectives, the GEF Capacity Development Programme envisions the use of incremental GEF financing

to mainstream global environmental obligations into sectoral development policies, programmes, and plans.

174. The resource mobilization strategy is to be complemented by the monitoring and evaluation consultative process, with briefings and consultations with parliamentarians and other key policy-makers in order to develop champions who support financial allocations to environmental mainstreaming. This includes securing the commitment of the existing and future budgets of line ministries to allocate resources for environmental mainstreaming. Resource mobilization should also take into account the resources available for implementing capacity development actions at the subnational level.

175. In order to make resource mobilization effective and sustainable,

Significant financial resources are needed to improve Somalia's national capacities to meet the challenges of environmentally sound and sustainable development, while at the same time meeting MEA obligations

capacity development actions include the training of individuals on preparing multidisciplinary proposals and related resource mobilization skills. Specific measures should be taken to promote partnerships with a view to mobilizing resources from various actors: training in negotiation skills; development of guidelines for mainstreaming MEAs into national, regional, and local development and budgeting frameworks; organizing partnership forums; increased advocacy on MEA issues; and sensitization of the private sector on their role in implementing the MEAs and the possible sources of funds (e.g. carbon funds). These measures should enhance the integration of MEAs into national development plans and improve the capacity of key actors to mobilize donor financing for MEA implementation.

176. Donors have provided significant investments to strengthen Somalia's capacities to meet global environmental obligations. Table 6¹ identifies those projects that were financed through GEF grants and includes the estimated amount of co-financing. While this table does not specifically identify the sources of co-financing, these include bilateral and multilateral donor agencies, the national government (both in-kind and cash resources), and a wide range of non-state stakeholders. In addition to the national projects, Tables 6, 7, and 8 include GEF-financed

¹ Information for Tables 4–7 is based on information accessed from the GEF website, http://www.thegef.org/gef/gef_projects_funding, on 15 January 2016.

Table 6: GEF-Funded Climate Change, Biodiversity, Land Degradation, and Capacity Development Projects

Project Name	Focal Area	Agency	GEF Grant (\$)	Co-financing	Status
<i>Preparations of National Adaptation Programme of Action in response to Climate Change for Somalia</i>	Climate Change	UNDP	200,000	208,500	CEO Approved
<i>Support to Somalia for the Development of its first National Biodiversity Strategy and Action Plan and Fifth National Report to the CBD</i>	Biodiversity	FAO	332,500	470,000	CEO Endorsed
<i>Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia</i>	Climate Change	UNDP	8,000,000	37,121,000	CEO Approved
<i>National Capacity Self-Assessment for Global Environmental Management in Somalia</i>	Multiple Focal Areas	UNDP	200,000	70,000	CEO Approved

global and regional projects in which Somalia participated to benefit from capacity development.

177. With Somalia's ongoing security issues and developing government, the challenge is not the bilateral and

multilateral donor resources themselves, but rather the absence of infrastructure and absorptive capacity to access these funds and implement capacity development actions with cost-effective and timely delivery.

Resource mobilization must not be limited to the international donor community, but must include important investments from within Somalia

Table 7: GEF-funded Global Projects in Which Somalia Is a Beneficiary

Project Name	Focal Area	Agency	GEF Grant (\$)	Co-financing	Status
<i>Umbrella Programme for National Communication to the UNFCCC</i>	Climate Change	UNEP	7,210,000	1,281,000	CEO Endorsed
<i>Support to 20 GEF Eligible Parties for Alignment of National Action Programmes and Reporting Process under UNCCD (Add-on Umbrella 2)</i>	Land Degradation	UNEP	1,000,000	1,000,000	Implementing Agency Approved
<i>Umbrella Programme for Biennial Update Report to the United National Framework Convention on Climate Change</i>	Climate Change	UNEP	12,936,000	1,252,500	CEO Endorsed

Table 8: GEF-funded Regional Projects in Which Somalia Is a Beneficiary

Project Name	Focal Area	Agency	GEF Grant (\$)	Co-financing	Status
<i>Support to Preparation of the Second National Biosafety Reports to the Cartagena Protocol on Biosafety in Africa</i>	Biodiversity	UNEP	993,950	840,000	Implementing Agency Approved
<i>Implementation of the Strategic Action Programme for the Protection of the Western Indian Ocean from Land-based Sources and Activities</i>	International Waters	UNEP	10,867,000	66,710,185	Council Approved
<i>Western Indian Ocean Large Marine Ecosystems Strategic Action Programme Policy Harmonization and Institutional Reforms (SAPPHIRE)</i>	International Waters	UNDP	10,976,891	68,802,000	Council Approved
<i>Rural Livelihoods' Adaptation to Climate Change in the Horn of Africa – Phase II</i>	Climate Change	African Development Bank	17,067,592	30,000,000	Council Approved
<i>Support to Preparation of the Third National Biosafety Reports to the Cartagena Protocol on Biosafety in Africa</i>	Biodiversity	UNEP	1,368,550	1,368,550	CEO Approved

F. CAPACITY DEVELOPMENT ACTION PLAN

178. The Capacity Development Action Plan is effectively in two parts. The first involves focal area projects, whether they are funded by the GEF or by other donors, and the second involves a cross-cutting capacity development project. Planners and project proponents should consider the recommended priority actions, which are organized by the three typologies of capacities: systemic, institutional, and individual.

179. The Capacity Development Action Plan *does not rank* the actions. One action should not be seen as more of a priority than others, because the institutional contexts may be different. Second, due to a changing socio-economic and environmental landscape (not to mention political landscape), the priority of actions may change.

180. Developing *systemic capacities* calls for addressing the overarching policy and legislative frameworks that serve to legitimize, validate, and reinforce conservation efforts. In addition to facilitating the implementation of conservation efforts, strengthening systemic capacities will help ensure

the sustainability of the capacities developed and the outcomes that were produced. This includes ensuring the financial sustainability of project outcomes as well as broad-based awareness and valuing of global environmental conservation.

181. The *institutional capacities* relate to organizational structures and mechanisms that are needed to operationalize policies and legislations. These actions are largely strengthening procedures and processes, and could include updating technology requirements, techniques, and guidelines, as well as demonstrating applicable best practices. *Individual capacity development* calls for strengthening the technical capacities of stakeholders on better environmental conservation practices and associated activities. For the most part, these are carried out in conjunction with the institutional capacity-strengthening activities.

182. Environmental capacity development projects are to include a number of other specific capacity development needs. The NCSA identified a number of specific types of capacities that are currently inadequately developed.



These capacity development priorities are to be undertaken by focal area projects; they can also be organized within the construct of a cross-cutting capacity development project.

183. The thematic capacity development actions presented here are not a verbatim reporting of those identified in the respective NCSA thematic assessment reports, but rather a summary

and synthesis to convey the main essence of the priorities. As a result, some of the priority actions that were identified as one capacity typology have been included in another capacity typology. The thematic assessment reports should be consulted for further details on the recommended thematic capacity development actions, which include identifying the target stakeholders and suggested timeframes.

184. These cross-cutting capacity development actions, as mentioned above, are not ranked, since changing contexts could result in shifting rankings. Rather, the cross-cutting capacity development actions serve as a basis for legitimizing country-driven, bottom-up interventions.



F.1 ACTIONS TO CONSERVE BIODIVERSITY

Capacity Typology	Priority Action	Description
SYSTEMIC	1. Development and approval of national policy for biodiversity	Somalia's existing legislative framework governing biodiversity conservation should be updated as appropriate to address important gaps and weaknesses. This would include developing legislative arrangements for ex situ and in situ conservation.
	2. Enactment of legislation on access and benefit sharing, genetically modified organisms, and environmental impact assessments	Somalia's policy and legislative framework does not adequately incorporate all environmental considerations and MEA obligations. This action emphasizes the need to integrate MEA provisions into policies and programmes through their governing legislative frameworks, including the creation of regulations and by-laws that serve to enforce them.
	3. Development of new and improved data and information management tools, including innovative indicators, for improved decision making to meet MEA obligations	These tools are central to Somalia being able to monitor and track MEA implementation. Government staff and other stakeholders will learn how to use these critical tools through active involvement in their development.
	4. Establishment of cross-cutting environmental monitoring programme with biodiversity indicators	This action focuses on developing a programme for monitoring and enforcing MEA obligations at all levels – local, regional, and national.
	5. Funding and support for the enforcement of existing laws and regulations related to fishing, hunting, and forestry	This action refers to the need to provide the actors responsible for carrying out conservation efforts with the necessary resources to ensure effective and timely implementation and enforcement.
	6. Enhancing the media's understanding of biodiversity values	The media plays an important role in conveying sound information about environmental issues, helping to promote improved environmental awareness among the public.
	7. Including environmental and biodiversity concerns in official curricula of educational institutions, from primary school to secondary school	This action focuses on strengthening environmental education, specifically regarding biodiversity topics, at various levels of school. Learning modules should be designed to help students think critically about the complex social, economic, and environmental issues affecting Somalia, the surrounding region, and the global community as a whole.
	8. Development of a fund-raising strategy for the operationalization of the National Biodiversity Strategy and Action Plan	The National Biodiversity Strategy and Action Plan represents Somalia's first effort to holistically and systematically look at biodiversity. Implementation of the plan requires resource mobilization, which is currently lacking.

INSTITUTIONAL

Capacity Typology	Priority Action	Description
	1. Creation of a cross-sectoral working group for biodiversity management	This structure is not intended to replace the mandates of regional and local authorities, or even those of NGOs or civil society organizations currently undertaking conservation efforts, but rather to work with them to catalyse the much-needed increased conservation efforts.
	2. Identification and formalization of focal points within ministries to engage with the CBD process	This action includes selecting focal points and strengthening their capacities to more effectively carry out their functions.
	3. Defining the roles and responsibilities of each ministry vis-à-vis the CBD obligations and integrate them into existing policies	The roles and responsibilities of authorities and other stakeholders should be refined and strengthened. Roles and responsibilities of various actors need to be better reconciled in order to reduce unnecessary overlap, eliminate management gaps and weaknesses, and create synergies through improved collaboration and partnerships. This action also includes developing operational guidelines for managers and decision makers to more effectively carry out their roles and responsibilities.
	4. Promoting complementarity between ex situ and in situ conservation measures	This includes a broad range of activities that call for updating management practices based on best practices and lessons learned for the effective preservation and sustainable management of biodiversity. This action also emphasizes the need to strengthen the capacities of regional stakeholders to employ the best available management and conservation practices.
	5. Establishing seed banks/laboratories for indigenous seeds and research on genetically modified organisms	Academic research and applied research are sources of valuable knowledge that should be more available to inform planning and decision making on biodiversity.
	6. Establishing a regulatory authority for review and approval of environmental impact assessments	At the federal level, Somalia has no environmental impact assessment policy, legislation, procedures, or guidelines. Thus far, these assessments have been carried out on an ad hoc basis by external agencies that have not transferred capacity to the government. There is no regulatory body mandated with reviewing and approving environmental impact assessments, and they are not currently being implemented.
	7. Providing financial support to ministries and training on global environment-related funds to finance thorough baseline assessments on biodiversity	At the institutional level, more effective resource mobilization procedures and mechanisms are to be undertaken in order to secure sufficient levels of timely financing for biodiversity conservation efforts at both national and subnational levels.
	8. Promoting the integration of biodiversity management techniques within existing awareness programmes being implemented by NGOs across the country	Several NGOs and civil society organizations are providing environmental awareness education. This action focuses on the integration of biodiversity management techniques into these existing education programmes.

INDIVIDUAL

Capacity Typology	Priority Action	Description
	1. Training on biodiversity management and planning	Biodiversity issues can be more realistically addressed when integrated into regional development frameworks. Training for ministry staff will focus on how to mainstream biodiversity into sectoral plans.
	2. Technical training of government staff on biodiversity monitoring – including the use of specialized survey equipment, in situ conservation techniques, biosafety, and other relevant topics	This action focuses on developing significant technical capacities to research and monitor ecosystems' requirements for their preservation, as well as their potential value to sustainable development. While many of these skills currently exist in Somalia, there are an insufficient number of individuals who possess these skills.
	3. Building the capacity of university departments, professors, and students on ex situ conservation techniques and on developing courses/tracks within existing biodiversity conservation programmes	Ex situ conservation has not been practiced in Somalia due to conflict and instability, and it is not considered a priority in a post-conflict scenario. This action will focus on learning-by-doing trainings and the strengthening of capacities to develop educational courses. These technical skills complement the institutional capacities needed to create knowledge and apply research for more innovative conservation measures.
	4. Awareness-raising campaign on access and benefit sharing to sensitize communities on their rights vis-à-vis bio-resources	This action focuses on sensitizing communities on the value of biodiversity and their rights regarding the use of biodiversity.
	5. Support for the private sector to build capacity in carrying out environmental assessments, including biodiversity assessments	Opportunities to mobilize the private sector should be sought, particularly to minimize the potential negative impacts of development. This includes strengthening the quality of the environmental impact assessment process and its enforcement.
	6. Raising awareness of the value of biodiversity	Although some governmental officials and staff understand and appreciate the value of biodiversity conservation and the importance of national laws and regulations, the numbers are insufficient. Policymakers and decision makers are key stakeholders who need to support biodiversity conservation obligations. Those responsible for enforcing biodiversity conservation laws, regulations, and standards are equally important stakeholders for ensuring a sufficiently critical mass of behaviour that is consistent with the underlying principles of sustainable development. Additionally, public awareness of the value of biodiversity is low. This action includes carrying out a number of public dialogues to raise awareness among planners, decision makers, and other stakeholders about the importance of biodiversity to local socio-economic priorities.

F.2 ACTIONS TO COMBAT DESERTIFICATION AND DROUGHT (LAND DEGRADATION)

Capacity Typology	Priority Action	Description
SYSTEMIC	1. Development of land-use plans and zoning regulations	This priority action sets out to strengthen the legitimacy and innovativeness of meeting UNCCD obligations by developing land-use plans and zoning regulations. This action would include complementary capacity building to improve the awareness and understanding of roles and responsibilities to implement plans as well as to improve the associated monitoring and evaluation.
	2. Development of a policy and funding strategy for financing research and development of science and technology	More strategic and innovative resource mobilization is central to securing and sustaining adequate levels of financial resources to effectively address land degradation activities. This includes mobilization of finances from domestic sources and strengthening individual capacities to carry out financial analyses and negotiate resource mobilization. This also includes preparing feasibility studies and project proposals to mobilize financial resources to implement programme activities.
	3. Establishment of a desertification-combatting fund	There is no national funding mechanism for addressing land degradation. Consequently, Somalia does not have adequate financial resources to effectively combat desertification.
INDIVIDUAL	1. Training of local government officials and technical staff in land-use planning and their regulatory functions	Addressing land degradation and drought calls for very specific technical expertise, which this action will address. The majority (if not all) of the training would be undertaken through learning-by-doing exercises. Training should be as inclusive as possible, reducing, if not eliminating, the loss of institutional memory. Training is particularly important for improving the ability of government officials to make better decisions in the name of the global environment.
	2. Training of staff of environment-related ministries on how to carry out baseline assessments and land degradation studies	Engineering and technical staff are available within many institutions, but they lack training on how to carry out land assessments and baseline studies. This action will focus on learning-by-doing training to increase government officials' capacities.
	3. Community training on small-scale technologies to mitigate land degradation, with a special focus on women	Adaptive collaborative management and learning-by-doing training is particularly important for improving the ability of local communities to make better decisions in the name of the global environment.

INSTITUTIONAL

Capacity Typology	Priority Action	Description
	1. Establishing a coordination mechanism whereby local level authorities are able to learn and engage with zonal and national level authorities on new developments, policies, programmes, and issues related to land resources	This action calls for setting up or strengthening an existing structure to oversee the coordination of the UNCCD in a way that will reduce unnecessary duplication of efforts and create economies of scale through administrative and overhead costs. This action also includes strengthening coordination with regional and other subnational entities that have comparative advantages in addressing land degradation. This would be supported by complementary consultative processes, such as technical advisory committees.
	2. Establishing a mechanism to work with communities to identify how to use customary laws and procedures in conjunction with state laws and registration processes	Regional government and local actors play a key role in undertaking actions on the ground to address land degradation, and thus play an important role in informing better policy and planning decisions. This priority action sets out a creative mechanism to engage communities and strengthen their understanding of laws.
	3. Assignment of focal points to engage on desertification, drought, and land degradation issues along with a clear definition of roles and responsibilities of focal points	No focal points have been assigned within ministries and local institutions to engage on desertification, drought, and land degradation issues. This action includes selecting focal points and strengthening their capacities to more effectively carry out their functions.
	4. Institutionalization of departments or focal persons dealing with science and technology, and communications, awareness, annual plans, and strategies for these departments	No body or policy exists to manage science and technology in Somalia. Most ministries do not have departments that deal with science and technology. When these bodies do exist, they lack training and awareness on new developments in their fields. Additionally, a national strategy for science and technology is absent whereby financing of field equipment could be prioritized and technology related to drought and desertification could be integrated into national efforts.
	5. Provision of equipment and infrastructure for carrying out land assessments and baseline studies	Equipment is to be updated and strengthened in order to facilitate the development of more complex and accurate assessments.
	6. Promoting the development of fund-raising strategies within ministries	At the institutional level, more effective resource mobilization procedures and mechanisms are to be undertaken in order to secure sufficient levels of timely financing at both national and subnational levels.
	7. Integrating desertification, drought, and land degradation issues into terms of references of staff in government ministries and institutions	This action speaks specifically to internal procedures and processes deemed necessary improvements for more effective implementation of desertification, drought, and land degradation issues. Additionally, this priority action sets out to strengthen the legitimacy and innovativeness of meeting UNCCD obligations by mainstreaming the relevant global environmental obligations within ministries' mandates and actions. This action would include complementary capacity building to improve the awareness and understanding of roles and responsibilities to undertake improved action regarding UNCCD obligations.

F.3 ACTIONS TO ADDRESS CLIMATE CHANGE

Capacity Typology	Priority Action	Description
SYSTEMIC	1. Development of regulatory and legislative frameworks for climate change	This action emphasizes the need to integrate MEA provisions into sectoral policies and programmes through their governing legislative frameworks, including regulation and by-laws that serve to enforce them. In addition to mainstreaming the UNFCCC into national laws and regulation, this action includes developing the framework through new policies as needed, and reconciling subnational (regional and local) policies and by-laws with UNFCCC obligations, as appropriate. Monitoring the operationalization of these national laws will also reinforce their impact and legitimacy, and highlight important gaps and weaknesses.
	2. Aligning donor strategies with national development plans and including climate change actions	At the systemic level, more effective resource mobilization procedures and mechanisms are to be undertaken in order to secure sufficient levels of timely financing for climate change efforts at both the national and sub-national levels.
	3. Development of a legal mandate for inclusion of environmental and climate change issues into primary and secondary educational curricula	Educational institutions do not have curricula covering issues of climate change. Training is undertaken by NGOs, and the government lacks ownership of training programmes. Private sector educational institutions are providing some higher education on environmental issues.
INDIVIDUAL	1. Technical training of individuals in mitigation assessments, emissions calculations, climate data analysis, and climate technologies	Addressing climate change calls for very specific technical expertise, which this action will address. The majority (if not all) training would be undertaken through learning-by-doing exercises. This includes training on analytical skills and methodologies to develop climate models and calculate greenhouse gas emissions.
	2. Broader training of professional individuals on a range of climate change topics	This action focuses on training on a broad group of climate change topics, including climate law and legislation, climate financing, and climate communications. The trainings will adopt a gendered approach to ensure the equal participation of men and women.
	3. Community training on climate change policies, gendered impacts of climate, and climate-smart technologies and methods	This programme is targeted at the general public and includes convening public dialogues and conferences at the national and regional level.
	4. Raising awareness in the private sector	This action includes carrying out a number of dialogues to raise awareness among members of the private sector on the importance of climate change to local socio-economic priorities.

Capacity Typology	Priority Action	Description
INSTITUTIONAL	1. Developing a sustainability plan for the Centre for Climate Change Research, Mitigation, and Communication	A Centre for Climate Change Research, Mitigation, and Communication is being established under the Initial National Communication to the UNFCCC. However, there is no plan in place for sustaining such an institution.
	2. Establishing climate change units or focal points within the Environment Directorate and the environment ministries in Puntland and Somaliland	The structure for environmental governance is not sufficiently developed in all regions. Since certain regions have not made environmental governance a priority, this action will focus on Puntland and Somaliland only.
	3. Highlighting the linkages between climate change and the productive sectors	Under this action, processes and procedures to reconcile, mainstream, and integrate climate change considerations into the productive sector's planning and decision making will be developed. This will be pursued through the development of climate change vulnerability and impact assessments for each sector that include an estimation of the economic implications of climate change.
	4. Establishing a regular training mechanism within ministries to institutionalize skills for climate change within public sector institutions	This action includes developing and implementing a comprehensive training programme (including training modules, annual training events, and other techniques) tailored to national and regional needs, and mobilizing the necessary technical capabilities in existing institutions in Somalia. Materials would be produced to help institutionalize innovative and best practices.
	5. Investment in climate-monitoring equipment such as rain and stream gauges, weather stations, computers, etc.	This equipment is central to Somalia being able to monitor and track UNFCCC implementation. Government staff and other stakeholders will learn how to use these critical tools under learning-by-doing training.
	6. Establishing a forum for sharing information on environmental and climate research and technology	A data collection and management system will be established in order to strengthen implementation, planning, and decision making. This is a comprehensive action that calls for, among other things, updating database hardware and software, developing data and information management tools and methodologies, and developing protocols for accessing and sharing data and information, complemented by technical training (see individual capacities). More specific institutional arrangements, such as data-sharing protocols, are needed to catalyse the sharing of data and information among official government bodies and non-state stakeholders, in particular at the grass-roots level, with the private sector and NGOs, and across development sectors.
	7. Facilitating the allocation of financial resources to government agencies to address climate change issues	Efforts need to be undertaken to increase the political will for more appropriations to address climate change issues. More resources should also be directed to regional and local government authorities.
	8. Establishment of a climate change secretariat	There is no climate change secretariat or unit at the federal level, and coordination on climate change action is weak. A key capacity need is to sustain the preparation of national communications beyond GEF support for the Initial National Communication to the UNFCCC.
	9. Establishment of a meteorological agency	This agency will be responsible for climatic data collection, analysis, and dissemination. Currently, the government is conducting limited research on and monitoring of climate change. Organizations lack funding for the installation, management, and maintenance of climate-monitoring infrastructure.

F.4 ACTIONS TO STRENGTHEN CAPACITIES THAT CUT ACROSS THE THREE RIO CONVENTIONS

185. In addition to the need to strengthen capacities targeting the specific thematic needs outlined above, the NCSA identified capacity development needs that were shared by all three Rio conventions. The following capacity development recommendations speak to the need to strengthen the underlying capacities that will emphasize the sustainability of global environmental outcomes.

Capacity Typology	Priority Action	Description
SYSTEMIC	1. Infrastructure and investment	Somalia's limited infrastructure hinders its ability to meet MEA obligations. For example, Somalia lacks navigation aids, access roads in isolated coastal towns along the coast, global positioning systems, high definition cameras, weather stations, computers, binoculars, geographic information system equipment, and satellite data. There is a need to update Somalia's infrastructure, and a need for a funding strategy to support these updates.
	2. Formal education	There is some understanding of the linkages between the global environment and socio-economic priorities, but this is largely among the more educated population and less so among those who are more dependent on the environment and natural resources. The country's poverty is a particularly important barrier to the population's ability to alter current practices that degrade the global environment.
	3. Policy and legislation: improving the quality of legislative texts and policies to more effectively address MEA obligations	This action emphasizes the need to integrate MEA provisions into sectoral policies and programmes through their governing legislative frameworks, including regulations and by-laws that serve to enforce them.
	4. Financial mechanisms: improving resource allocation policies and strategies for MEA implementation at the subnational level, including reconciling and harmonizing national development strategies and action plans with MEA obligations	The limited financial resources at the national level are generally first allocated to socio-economic priorities, with inadequate or insufficient funding for environmental priorities. The sustainability of development outcomes is more likely achievable by putting in a place a more realistic and actionable approach to mobilizing financing for implementing integrated global environmental and sustainable development planning frameworks.
	5. Strengthening public awareness of environmental policies, legislation, rules, and standards, and their associated institutional arrangements, with particular attention to law enforcement	Somalia's policy and legislative framework is not adequately understood, in particular how to operationalize policy with any great effectiveness or efficiency.
	6. Raising public awareness at the national and subnational level on socio-economic linkages with the global environment, with particular attention to local communities, civil society, and subnational authorities	There is limited understanding of the link between the global environment and socio-economic priorities. This lack of awareness hinders Somalia's ability to meet MEA obligations.
	7. Undertaking targeted awareness-raising activities with decision makers and planners in socio-economic sectors to mainstream environmental dimensions, with particular attention to the global environment	Addressing and sustaining global environmental obligations will be better done by fully reconciling and integrating them within socio-economic planning frameworks. However, decision makers and planners are key actors that must better understand and value this mainstreaming approach.
	8. Strengthening the media's awareness of MEA issues	The media is an actor that plays an important role in catalysing appropriate awareness and understanding of the value of conserving the global environment, in particular to strengthen – as widely as possible – a consensus of views.

INSTITUTIONAL

Capacity Typology	Priority Action	Description
	1. Strengthening inter-ministerial collaboration and coordination on MEA implementation, in particular among MEA focal points, their technical staff, and associated stakeholder representatives at both the national and subnational level	Streamlined institutional arrangements and partnerships will be complemented by more official inter-ministerial mechanisms of collaboration and coordination, in particular among local, regional, and national levels, and will equally inform the revision of the appropriate institutional mandates. Particular attention is to be given to catalysing cross-sectoral development actions.
	2. Updating and improving institutional mandates to reflect best practices and innovative approaches for MEA implementation	Institutional mandates may require modification to more accurately reflect streamlined and innovative management practices to meet and sustain global environmental outcomes.
	3. Improving institutional arrangements for more equitable resource allocation for MEA implementation, including through partnerships with the private sector and streamlined government budgetary appropriation processes	The relatively low absorptive capacity for MEA implementation is due in part to unclear institutional arrangements and insufficient partnerships among social actors that have comparative advantages to implement MEAs. This action calls for clarifying and streamlining these arrangements, as well as estimating more accurate financial costs for their implementation, including opportunity costs. Costs can be reduced by improved institutional arrangements and partnerships that help reduce unnecessary redundancies and catalyse synergies.
	4. Strengthening institutional arrangements to facilitate and catalyse the exchange of data and information among all stakeholders	More specific institutional arrangements, such as data-sharing protocols, are needed to catalyse the sharing of data and information among official government bodies and non-state stakeholders, in particular at the grass-roots level, among private sector actors and NGOs, and across development sectors.
	5. Strengthening institutional and technical capacities of environmental directorates in each line ministry	To achieve environmental sustainability, it is necessary to strengthen the environmental directorates in each line ministry. Their mandates, and more specifically the technical and institutional arrangements, need to be strengthened with a view to their absorptive capacity to soundly use the latest datasets, information, and analytical methodologies to create and use knowledge.
	6. Strengthening human resource management, complemented by a recruitment and training programme tailored to national and subnational (regional and local) needs to implement and sustain MEA obligations	Processes for recruiting and maintaining technical staff are critical given the significant impact of staff turnover on the loss of institutional memory, which further limits absorptive capacities for MEA implementation.
	7. Developing new and improved data and information management tools – including innovative indicators – for improved decision making to meet MEA obligations	These tools are central to Somalia being able to monitor and track MEA implementation. Government staff and other stakeholders will learn how to use these critical tools by helping to develop them.
	8. Harmonizing data and information to improve planning and decision making on the global environment	While there is much data and information in Somalia, it is not easily accessible or in a form considered official for planning and decision making. High quality standards are either lacking or are not systematically applied.

INDIVIDUAL

Capacity Typology	Priority Action	Description
	1. Providing training on best practices and innovations to implement the Rio conventions and their associated protocols, including data and information management, knowledge creation, advocacy, monitoring and evaluation, and enforcement	The absorptive capacities in Somalia are significantly stretched with respect to advancing and sustaining development priorities. Training should be as inclusive as possible, reducing if not eliminating the loss of institutional memory and uniquely skilled experience. Particular attention should be given to training and awareness raising at the community level.
	2. Strengthening capacities to more effectively participate in international negotiations on MEAs and resource mobilization, in particular for MEA focal points and their potential alternatives	While Somalia does participate in international MEA negotiations, a relatively small number of governmental staff are engaged. Particular attention needs to be given to the resource mobilization that is needed to sustain action, taking into account the paucity of national financial resources.
	3. Providing learning-by-doing training to government officials, including parliamentarians, on targeted skills to improve policy and legislative text	Adaptive collaborative management and learning-by-doing training for government officials is particularly important in order to improve the ability of government officials to make better decisions in the name of the global environment. Training will include training on new equipment and tools.
	4. Strengthening managerial skills and related capabilities to create a workplace more conducive to efficient operations	Technical skills and capabilities must be complemented by managerial and administrative capacities to ensure smooth and sustainable management practices. This is intended to reduce the transaction costs of pursuing environmentally sound sustainable development.
	5. Enhancing the technical and research capabilities of planners, particularly government institutions and academia	These capabilities are intended to build on other trainings and learning-by-doing exercises to develop better analytical skills for planners and decision makers.
	6. Providing training on project proposal preparation and donor resource mobilization, including for subnational stakeholders	This includes training on the development of proposals to secure financial resources, both from within the country and from international sources.

G. CROSS-CUTTING CAPACITY DEVELOPMENT CONCEPT PAPER

186. Global environmental outcomes of cross-cutting capacity development projects are not measured in the same way that GEF focal areas are measured. For example, a climate change adaptation project would be measured by institutionalized best practice standards for timely responses to the impacts of climate change. An example of an indicator would be the enforcement of building codes that prohibit the construction of homes in flood plains. The outcomes of cross-cutting capacity development projects target the underlying capacities that are needed to strengthen the institutional sustainability of focal projects. For example, not only would a cross-cutting capacity development project integrate a set of best practice indicators for developing and enforcing best practice building codes to adapt to the impacts of climate change, they would also enforce the siting of new constructions that pose a risk to critically sensitive habitats as well as the restoring of landscapes at risk of anthropogenic causes of desertification and drought. The overall goal of the project is to achieve global environmental benefits through

improved national environmental management capacities (systemic, institutional, and individual). The specific expected project outcomes are as follows:

- Policy framework and associated consultative structures and mechanisms are strengthened
- Governance of the global environment at the subnational level is strengthened and catalysed by innovative economic and financial tools
- Improved environmental attitudes and values for the global environment

187. The immediate objective of the proposed cross-cutting capacity development project is to strengthen a targeted set of national capacities to deliver and sustain global environmental outcomes within the framework of sustainable development priorities. At the end of the project, the global environmental outcomes will be indicated by a set of three project components.

The immediate objective of the proposed cross-cutting capacity development project is to strengthen a targeted set of national capacities to deliver and sustain global environmental outcomes



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G.1 PROJECT COMPONENTS

188. The proposed project conforms to the GEF Cross-Cutting Capacity Development Strategy, specifically Operational Frameworks 2, 3, and 4. The project will take an adaptive collaborative management approach that engages stakeholders as collaborators in the design and implementation of project activities, taking into account unintended consequences that could arise from policy interventions. The project's strategy of pursuing socio-economic and environmental mainstreaming at the national and subnational level is in line with the post-2015 Sustainable Development Goals.

189. The proposed cross-cutting capacity development project will develop a targeted set of systemic, institutional, and individual capacities to strengthen the country's underlying capacities to meet and sustain global environmental obligations. By taking a learning-by-doing approach, the project will mainstream and integrate global environmental priorities within targeted existing monitoring, evaluation, and decision-making processes. The objective of this project is to strengthen targeted national capacities to better value and mainstream global environmental priorities within the framework of sustainable development priorities through improved

policy coordination at the national and sub-national levels. This project will be implemented through three linked components.

Component 1: Improved Environmental Governance through Strengthened Policy Coordination

190. Component 1 focuses on facilitating and catalysing policy coordination and stakeholder collaboration in order to reduce unnecessary duplication or redundancy of resources (human, institutional, and financial). The expected outcome of this component is improved institutional mandates, coordination, and collaboration that will result in more cost-effective implementation of the Rio Convention. This will be achieved through an in-depth analysis of key policies and institutional arrangements that will help inform the targeted reforms needed. While large-scale institutional reform is beyond the scope of this project, this component will focus on strengthening inter-ministerial and inter-directorate coordination for improved monitoring and compliance with environmental policies and best practices for delivering and sustaining global environmental outcomes.

The project will take an adaptive collaborative management approach that engages stakeholders as collaborators in the design and implementation of project activities

Component 2: Decentralization of Global Environmental Governance

191. Component 2 will take a learning-by-doing approach to demonstrate how global environmental benefits can be generated through best practice local and regional development plans. To this end, GEF resources will be used to integrate global environmental obligations and priorities into targeted local and regional development policies, programmes, and plans. This formulation process will be carried out by stakeholders who are already responsible for developing and implementing local and regional plans, with the active involvement of key national stakeholders to ensure legitimacy and political commitment. Additionally, under this component, activities will be carried out that will strengthen organizational and technical capacities for local actors to plan and manage their environment and natural resources in a way that meets both global environmental and sustainable development priorities.

192. This component will build on the analysis of Output 1.1, but will shift focus to decentralized environmental governance. This analysis will be further reinforced by updating selected planning frameworks (e.g. development or sector plans) and developing a road map to guide Rio Convention mainstreaming into the selected plan. A resource mobilization strategy will also be developed to support

the financial sustainability of project outcomes. Particular attention will be given to catalysing decentralized environmental and natural resource management. To this end, activities will include an in-depth analysis of the financing needs. Based on the recommendations of this analysis, a working group comprised of finance and economic experts will be created to discuss opportunities for piloting and implementing best practice and innovative financial and economic instruments.

Component 3: Improved Environmental Attitudes and Values for the Global Environment

193. The final component will focus on a set of activities designed to strengthen awareness and understanding among a wider population in Somalia. This component is central to ensuring the institutional sustainability of project outputs by raising overall understanding of and placing greater value on how addressing global environmental obligations under the Rio Convention contributes to addressing important and immediate socio-economic development priorities. As many stakeholders and other social actors as possible will be invited to participate in the workshops and dialogues. This is intended to increase the number of individuals who are more conscious of the inherent value of and need for more environmentally friendly and sustainable development, and

particularly the value of meeting Rio Convention obligations. Stakeholders will include a broad cross-section of media representatives, teachers, civil society leaders and champions, private sector actors, NGO representatives, academic and research institutions, and government representatives from all ministries, both at national and subnational levels.

G.2 FINANCING

194. The requested GEF financing of this proposed project would be \$1.5 million. Given the requirement of the GEF to leverage (at a minimum) an equal amount of co-financing, consultations during the latter days of the NCSA identified important opportunities for partnerships with development partners and other donors. Ongoing consultations are needed to identify additional development partners and structure meaningful and strategic capacity development activities.

195. The final amount of the proposed cross-cutting capacity development project will be determined by a four- to six-month project development process to design and detail a strategic and valid set of capacity development activities, as well as to negotiate the best appropriate implementation arrangements. The project development process will also ensure that the project design benefits from the kind of broad-based consultations that so informed the NCSA, both at national and subnational levels.

ANNEXES

1. CROSS-CUTTING CAPACITY DEVELOPMENT IN GEF-6

The Cross-Cutting Capacity Development Strategy for GEF-6 (2014–2018)¹ will facilitate the acquisition, exchange, and use of knowledge, skills, good practices, and behaviour necessary to shape and influence national planning and budgeting processes and implementation in support of global environmental benefits by doing the following:

1. **Promoting country ownership** and country-led programmes to ensure that the GEF supports embedded environmental objectives at the core of national decision making and development planning
2. **Fostering innovation** and replicable actions
3. **Catalysing** synergies, burden sharing, and the scale-up of capacities to support ongoing sustainable environmental management and growth
4. **Promoting knowledge sharing and improved information management** at all levels to enhance public awareness and promote behavioural change
5. **Ensuring consultations and involvement of the public and other stakeholders** in decision making from the earliest stages of planning
6. **Promoting partnerships** with different stakeholders and across different (development) sectors
7. **Strengthening environmental governance**, including improving political and institutional arrangements and fostering coordination between different sectors of government and the environmental sector

2. OVERVIEW OF ADAPTIVE COLLABORATIVE MANAGEMENT

The following is extracted from *National Capacity Self-Assessments: Results and Lessons Learned for Global Environmental Sustainability* by Jean-Joseph Bellamy and Kevin Hill (Global Support Programme, Bureau for Development Policy, United Nations Development Programme, New York, USA, 2010).

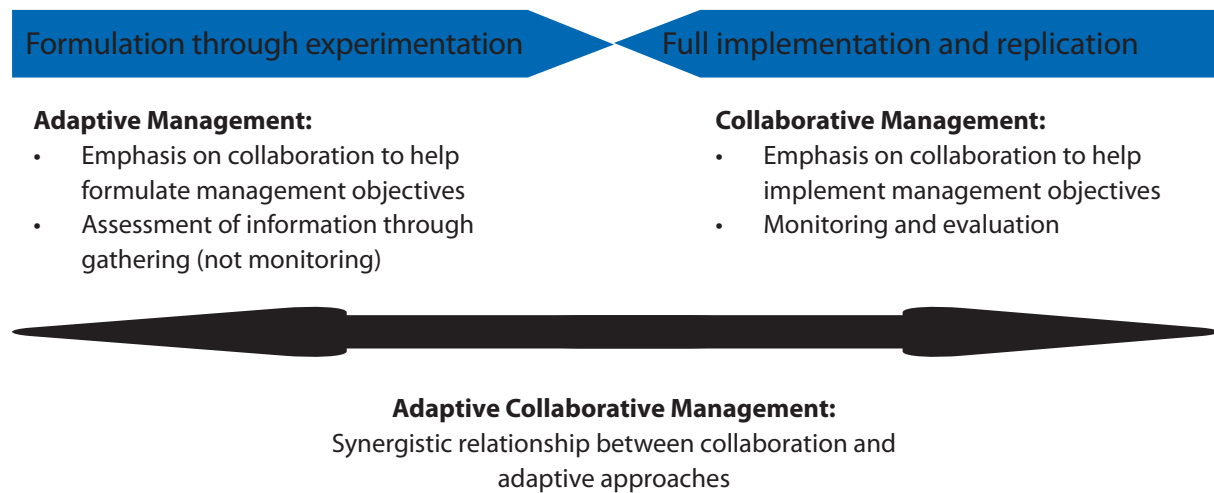
Adaptive collaborative management is the process of multidisciplinary group work that stimulates holistic processes and makes deeper connections and relationships. Adaptive collaborative management builds on the comparative strengths of both adaptive and collaborative management approaches, each of which serves to mitigate the other's deficiencies to some degree and to fill in certain gaps. The figure serves to make these distinctions clearer.

¹ This section is excerpted from the GEF-6 Programming Directions at the Fourth Meeting for the Sixth Replenishment of the GEF Trust Fund, April 16–17, 2014.

There is some degree of overlap between adaptive management and collaborative management. Adaptive management includes the early implementation of management objectives with a view to their modification, based on early lessons learned. Collaborative management on the other hand focuses on mobilizing key social actors to implement management objectives. With a heightened emphasis on participatory processes, collaboration is increasingly seen as invaluable to the decision-making process, as opposed to being limited to assigned responsibilities or raising expectations. An essential emphasis of collaboration is the strengthening of local

Cross-Cutting Capacity Development Programme	Objectives
CCCD-1: Integrating global environmental needs into management information systems and monitoring	<ul style="list-style-type: none"> • Carry out (or update) an in-depth analysis of the current management information systems related to the Rio conventions and other MEAs employed by line ministries and their agencies. • Negotiate an agreement among all key line ministries and agencies on a realignment of their management information system mandates to fill data gaps and reduce unnecessary duplication. • Provide training on the use of targeted advanced data collection methodologies. • Support monitoring systems to track progress in convention implementation.
CCCD-2: Strengthening consultative and management structures and mechanisms	<ul style="list-style-type: none"> • Undertake (or update) an in-depth evaluation of the current domestic decision-making processes related to the Rio conventions and other MEAs. • Negotiate an agreement among ministries and non-state stakeholders on the best practicable consultative process for improved decision making on the Rio conventions and other MEAs. • Provide training to decision makers on the critical linkages between the objectives of the Rio conventions and other MEAs and sectoral development priorities.
CCCD-3: Integrating MEA provisions within national policy, legislative, and regulatory frameworks	<ul style="list-style-type: none"> • Undertake (or update) an in-depth analysis of the country's environment and development policy framework. • Develop an analytical framework for the in-depth analysis of sectoral policies, plans, programmes, and associated legislative and regulatory instruments. • Pilot the negotiated realignment of a selected set of sectoral policies with the provisions of the Rio conventions and other MEAs.
CCCD-4: Piloting innovative economic and financial tools for convention implementation	<ul style="list-style-type: none"> • Undertake a detailed study on the applicability of innovative econometric indicators for the valuation of natural resources. • Undertake a detailed study on potentially applicable best practices on environmental fiscal reforms. • Test the applicability of targeted innovative tools for the review of a proposed development project.
CCCD-5: Updating NCSAs	Conduct a consultative process to update the capacity needs to implement the Rio conventions and the country's commitments under other MEAs.

Figure: Adaptive Collaborative Management – a Synergy of Adaptive Management and Collaborative Management



resident participation to redress their traditional marginalization in planning processes. Adaptive collaborative management combines these two separate approaches, emphasizing that the formulation of management objectives would be more sustainable (and legitimate) if stakeholders' (primarily local people) needs and objectives were fully taken into account at a very early stage. Adaptive collaborative management also strengthens the methodology during the stage of full implementation, while fully realizing the dynamic nature of complex systems.

Although adaptive management itself was not initially seen as a blueprint, its approach has been increasingly treated as such, with the result being that the subsequent implementation of management objectives was not as flexible. The reason for this is that adaptive management had led to agreed revisions of management objectives that should no longer be modified in the interests of their fulfilment. Although as a framework adaptive management has been useful, it does not fully help define local management needs. The learning that took place through adaptive management served the restricted nature of fixed management objectives and urgent timeframes (largely due to the accountability systems employed by donor agencies). What adaptive collaborative management suggests is that management objectives can continue to be modified beyond the time limits set by policymakers. However, the only way to do this is through the approaches espoused by collaborative management.

Adaptive collaborative management is thus important when scaling up pilot conservation projects, temporally and spatially. One of the challenges of conservation activities arises when attempts are made to look more comprehensively beyond conservation areas, and to address the broader socio-economic and policy forces that will influence the sustainability of conservation efforts. For this reason, monitoring and evaluation becomes a

critical component of implementation. By strengthening collaboration mechanisms in the formulation phase, adaptive collaborative management strengthens the value of information in the formulation of management objectives. However, since this is likely to translate into heightened conflict, which may catalyse participation, conflict resolution and management skills are considered invaluable for conservation practitioners.

Adaptive collaboration management is an attempt to address the deficiencies inherent in many conservation projects. The argument is that biodiversity conservation should not be seen as a symbol of post-modern values and authoritarian protectionism, but as a more complex set of social and political interactions coupled with concerns about poverty, land tenure, and justice. In theory, adaptive collaborative management's greater emphasis on the active participation of local stakeholders early in the formulation of management objectives should increase the legitimacy of policy interventions. Additionally, by bringing the adaptive approach to the process of scaling up and replication, through the institutionalization of monitoring and evaluation structures (as double-loop feedback mechanisms), learning is enhanced and incorporated into decisions concerning modifications to existing governance structures.

Adaptive collaborative management also focuses on the root mechanisms of decision making in complex systems by correcting the information-processing deficiencies inherent in adaptive management, emphasizing capacity building through a learning process (adaptive management). This is achieved by uncovering preferences through action, as opposed to relying on preferences alone (collaborative management).

Scholars agree that people do not have well-defined preferences, and that the actions they take are helped by subjectively subordinating certain preferences and expectations. The nature of participation is therefore central to the decision-making process. Since different stakeholders will emphasize certain preferences over others, the role of performance evaluation as a mechanism is to ensure that behaviour, preferences, and expectations are taken into account in the transformation of organizational processes.

The institutionalization of collaborative and adaptive mechanisms covering the full life cycle of policy/programme formulation and implementation translates into the institutionalization of mechanisms that bode well for enhancing effectiveness, performance, and sustainability. Adaptive collaborative management aims to do more than simply add to or strengthen collaboration/monitoring/evaluation structures, but rather aims to take a more holistic and inter-connected approach to the dynamic placement and nature of these structures within a management setting. The challenge of adaptive collaborative management is in its ability to effect these (performance evaluation) institutional changes.

One way adaptive collaborative management could be operationalized is through community-based participatory action research, which can be defined as "action research [that] aims to contribute both to the practical concerns of people in an immediate problematic situation and to the goals of social science by joint collaboration within a mutually acceptable ethical framework". Community-based participatory action research also aims to emphasize the legitimacy of resource distribution and authority in order that the action research strategies are used appropriately, as well as for the stakeholders to accept the project management team as credible. The approach also requires "thoughtful planning, specific expertise, careful data collection and analysis, and clear reports and recommendations".

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