

Linking Across Scales: National and State Adaptation Planning Process in India and the State of West Bengal



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Lessons Learned and Policy Recommendations

- The Ministry of Environment, Forest and Climate Change (MOEFCC) provided The Common Framework for a State Action Plan. This facilitated state level planning by providing a methodology, resulting in the establishment of state action plans by all the states in India.
- There are multiple funding opportunities available for implementing adaptation actions. State budget, National Adaptation Fund, and international funding are available.
- In the National Action Plan on Climate Change (NAPCC), quantitative goals in key sectors are identified as Eight National Missions. This has helped achieve a clear and common understanding in such a large, diverse country as India. It also helped achieve focused budgeting for key vulnerabilities.

Background

Geographical characteristics

[National] Climate change is a major challenge for India, which faces large-scale climate variability and is exposed to enhanced risks from climate change. India accounts for 2.4% of the world's surface area, but supports around 17.5% of the world's population. It houses the largest proportion of the global poor (30%), around 24% of the global population without access to electricity (304 million), about 30% of the global population relying on solid biomass for cooking and 92 million people without access to safe drinking water.^[1]

[West Bengal State] West Bengal is a state in eastern India. Its geographical position extends from the Himalayas in the north to the Bay of Bengal in the south (See Figure 1-1-1). The region has alpine and subtropical climates. It has more than 91 million inhabitants, about 70% of whom reside in rural areas. Their livelihoods rely on natural resources, by agriculture, horticulture, animal husbandry, fishery and forestry.^[2]



Figure 1-1-1
The State of
West Bengal

Basic policies

[National] A broad policy framework on environment and climate change is laid down in the National Environment Policy (NEP, 2006), which promotes sustainable development along with respect for ecological constraints and the imperatives of social justice.

[National] In its national development policy, the Government of India has approved the Twelfth Five Year Plan (2012-2017) in 2012. The plan has the theme of "Faster,

More Inclusive and Sustainable Growth” and sets out a target for economic growth, as well as priorities among policies.^[3]

[West Bengal State] To decentralize national climate policies into a local context, it is important for the states to prepare

their own action plans in order to address their specific climate change concerns. The State Action Plan on Climate Change (SAPCC) has been developed under the aegis of the Department of Environment, which is the focal point for climate change of the West Bengal Government.

NAP Process

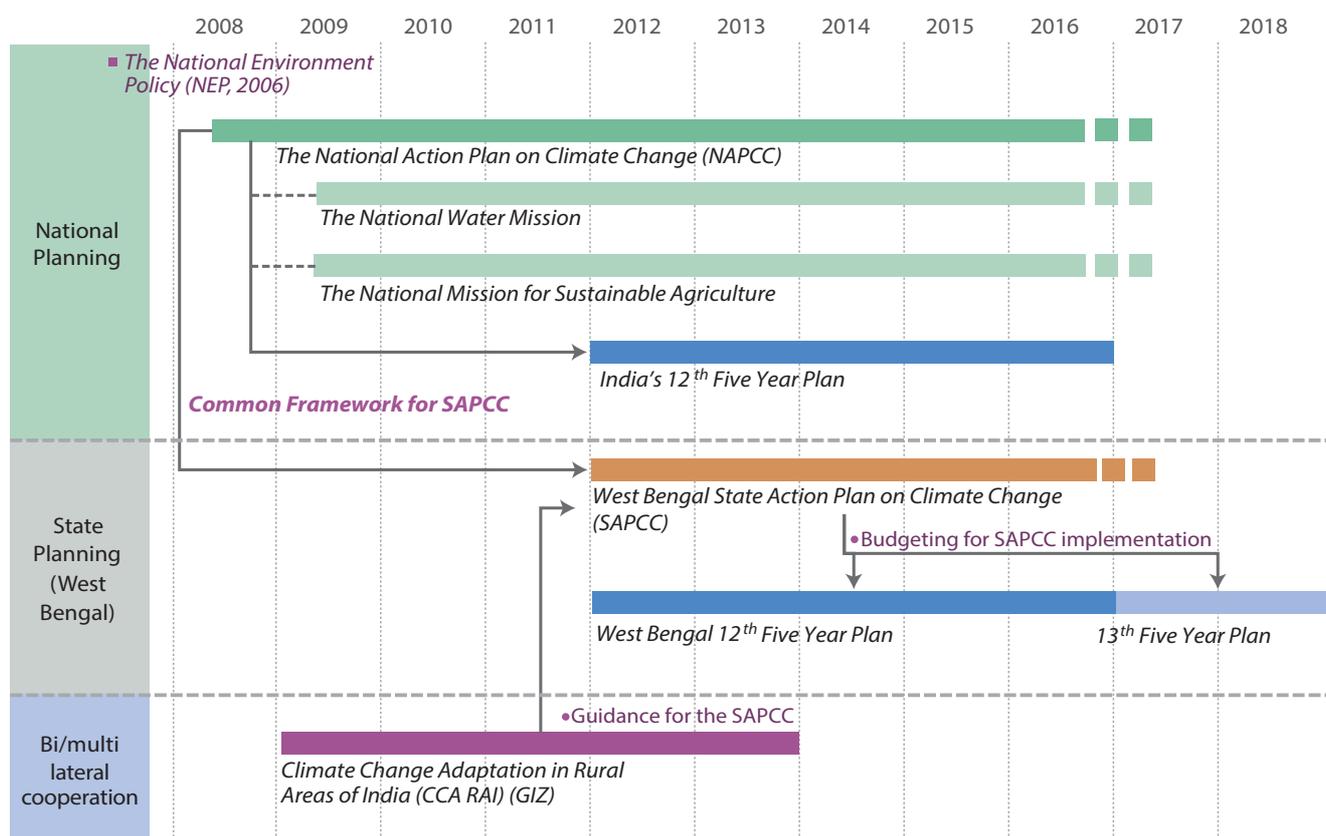


Figure 1-1-2 Timetable of NAP process in India and the State of West Bengal

● Outline

[National] The National Action Plan on Climate Change (NAPCC, 2008) provides a focus on required interventions, including both adaptation and mitigation aspects. Currently, NAPCC is being implemented through eight National Missions, outlining priorities for mitigation and adaptation to combat climate change.^[4]

[National] In India's 12th Five-year Plan, for the first time there is a description of the NAPCC and its eight missions. This serves as the basis for prioritizing and budgeting adaptation actions.

[National] To facilitate state level planning, MOEFCC developed a Common Framework for the preparation of state-level action plans. As of October 2016, all of the States and Union Territories have put in place the State Action Plan on Climate Change (SAPCC).

[West Bengal State] The SAPCC was launched by the Government of West Bengal in 2012. Its planning process was guided by the Common Framework as well as consultation with GIZ.

[West Bengal State] In the SAPCC, the Government of West Bengal describes a budget for the 12th and 13th state plans, which will be necessary for implementing adaptation actions.

● Institutional arrangements

[National] Ministry of Environment, Forest and Climate Change (MOEFCC) has led the process for creating the NAPCC, coordinating other ministries for sectoral missions and drafting documents. Prime Minister's Council on Climate Change was created to oversee the process.

[National] In 2015, India has set up the National Adaptation Fund for Climate Change with an initial allocation of INR 3,500 million (USD 55.6 million). The objective of the fund is to financially support areas that are most vulnerable to climate change.

[West Bengal State] The Department of Environment, West Bengal has led work towards developing the SAPCC. At the top level, a steering committee was organized, headed by the chief secretary of the state, with additional secretaries of nine line departments as members. Simultaneously, a drafting

committee was formulated, with members from these departments. Simultaneously a drafting committee was formulated as well, with members from these departments.

[West Bengal State] Ten committee's/working groups were formulated, headed by members of the drafting committee to develop background papers on each vulnerable sector and region. The working group members included representatives of line departments, academia, researchers, and NGOs.

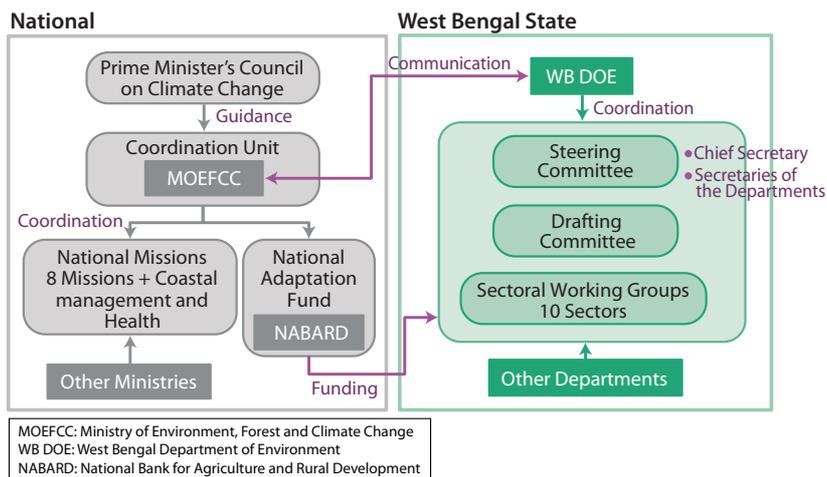


Figure 1-1-3 Institutional Arrangements in India and the State of West Bengal

Lessons Learned and Policy Recommendations

1 The Ministry of Environment, Forest and Climate Change (MOEFCC) provided The Common Framework for a State Action Plan. This facilitated state level planning by providing a methodology, resulting in the establishment of state action plans by all the states in India.

Preparation of common framework
When the NAPCC was finalized, MOEFCC recognized that state-level planning was the key to achieving effective implementation, especially in India with its varied climatic and socio-economic conditions. At the time, however, the capacity of the states was not sufficient for them to do their own planning. To facilitate the planning process, MOEFCC developed the common framework, in consultation with GIZ and UNDP (See Figure 1-1-4).

State-level planning with the help of the common framework
Guided by the common framework, the State of West Bengal started the process of drafting the SAPCC. Initially, all the key stakeholders were identified and involved, and institutional arrangements (steering committee, sectoral working groups) were made. These initial arrangements streamlined the overall planning process.

Impact assessment that supported the planning process
Along with the framework, MOEFCC provided a regional-scale climate change impact assessment—the 4×4 Assessment^[5]—to the states. The assessment was done in four regions (Himalayan region, North-Eastern region, Western Ghats and Coastal region), covering four key sectors (Agriculture, Water, Natural Ecosystems and Biodiversity and Human Health). This served as the basis for state-level vulnerability assessments.

2 There are multiple funding opportunities available for implementing adaptation actions. State budget, National Adaptation Fund, and international funding are available.

National adaptation funding
The National Adaptation Fund on Climate Change (NAFCC) provides an opportunity for funding adaptation activities at a local scale, particularly in vulnerable areas. The National Bank for Agriculture and Rural Development (NABARD) has been appointed as the National Implementing Entity (NIE) responsible for implementing adaptation projects under the NAFCC. Applications for the NAFCC project are submitted through state governments. This enables candidate projects to be coordinated with state adaptation policies.

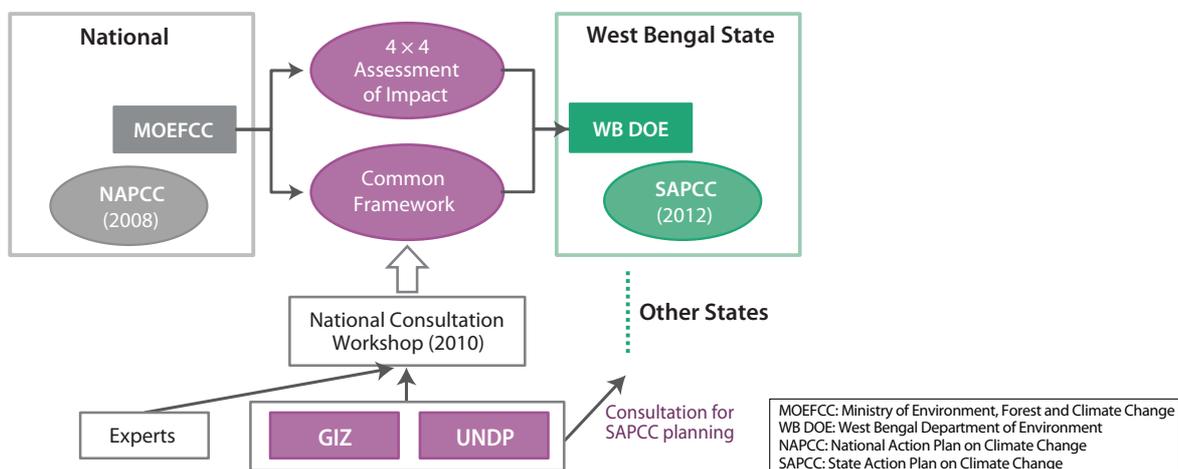


Figure 1-1-4 Establishment of Common Framework for SAPCC

- **State-level funding of adaptation activities**

States have three types of fund available for implementation: state budget, National Adaptation Fund, and international funds (such as Adaptation Fund by UNFCCC or Green Climate Fund). In the SAPCC of West Bengal, there is a description of the state budget, including figures, to be allocated for future adaptation activities, although the budget is not yet fixed. Funding from state budget is realized through mainstreaming of adaptation agenda into sectoral development policies. The national and international funds are competitive by nature, and competition is intense under current situation.

- **Rural Employment Guarantee Act as an opportunity for adaptation activities**

In 2005, the Government of India approved the Mahatma Gandhi National Rural Employment Guarantee Act, aimed at reducing poverty in rural areas. It guarantees at least 100 days of employment in every year to any rural household. Many works provided under this act aim to strengthen land, soil, and water. This means the scheme can also be used as a mechanism for mainstreaming adaptation.

3 In the National Action Plan on Climate Change (NAPCC), quantitative goals in key sectors are identified as Eight National Missions. This has helped achieve a clear and common understanding in such a large, diverse country

as India. It also helped achieve focused budgeting for key vulnerabilities.

- **National missions in NAPCC**

Of the eight national missions (See Table 1-1-1), National Water Mission, National Mission for Sustainable Agriculture, and National Mission for Sustaining Himalayan Ecosystem are mainly related to adaptation. The National Water Mission sets the goal of a 20% improvement of water-use efficiency at a national level. The implementation of the mission is led by the Ministry of Water Resources. As a result, mainstreaming of adaptation into the water sector policy is being achieved. MOEFCC plans to add two more missions—Health and Coastal Regions missions—to the NAPCC. This will increase the coverage of sectoral adaptation actions.

- **National missions implemented at state level**

In West Bengal SAPCC, the selection of key sectors follows national missions (See Table 1-1-1). The key difference is that the state plan has greater emphasis on adaptation sectors, such as Water Resources and Agriculture. This reflects local nature of adaptation activities, and could be effective in the implementation of such activities. The state plan also identifies two particularly vulnerable areas, Darjeeling Himalayas and Sundarbans. This could lead to focused activities in such areas, increasing overall effectiveness of the plan.

Table 1-1-1 Comparison of key sectors in the national and West Bengal State action plans

8 Missions in NAPCC		Chapters in West Bengal SAPCC	
1	[M] National Solar Mission	[A] Water Resources	
2	[M] National Mission for Enhanced Energy Efficiency	[A] Agriculture	
3	[M/A] National Mission for Sustainable Habitat	[M] Forest and Biodiversity	
4	[A] National Water Mission	[A] Human Health	
5	[A] National Mission for Sustaining Himalayan Ecosystem	[M] Energy Efficiency and Renewable Energy	
6	[M] National Mission for "Green India"	[M/A] Towards Sustainable Habitats	
7	[A] National Mission for Sustainable Agriculture	Special Region: Darjeeling Himalayas	
8	[M/A] National Mission for Strategic Knowledge for Climate Change	Special Region: Sundarbans	

[M]: Mitigation, [A]: Adaptation, [M/A]: Both Mitigation and Adaptation

CONTACT INFORMATION

- Ministry of Environment, Forest and Climate Change
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- Department Of Environment, Government of West Bengal, India
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- Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, India
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SOURCES

- [1] "India's Intended Nationally Determined Contribution to UNFCCC" (Government of India, 2015) (<http://www4.unfccc.int/submissions/indc/Submission%20Pages/submissions.aspx>)
- [2] "West Bengal State Action Plan on Climate Change" (Government of West Bengal, 2012) (<http://www.moef.nic.in/ccd-sapcc>)
- [3] "Twelfth Five Year Plan (2012-2017)" (Government of India Planning Commission, 2012) <http://planningcommission.gov.in/plans/planrel/12thplan/welcome.html>
- [4] "National Action Plan on Climate Change" (Government of India, 2008) (<http://www.moef.nic.in/ccd-napcc>)
- [5] "Climate Change and India: A 4x4 Assessment: A sectoral and regional analysis for 2030s" (Ministry of Environment and Forests, Government of India, 2010) (www.moef.nic.in/downloads/public-information/fin-rpt-incca.pdf)