

City Enabling Environment on Environmental and Climate Governance (CEE-ECG) in India

Executive Summary





About the Urban-Act Project

The Integrated Urban Climate Action for Low-Carbon and Resilient Cities (Urban-Act) is a regional project funded by the International Climate Initiative (IKI) of the German Federal Ministry for Economic Affairs and Climate Action (BMWK) over the period April 2022 to December 2027. This regional project aims to support the transformation towards low-carbon and resilient urban development in Asia and the Pacific while contributing to countries' Nationally Determined Contributions (NDCs) and advancing the Sustainable Development Goals (SDGs). Urban-Act is implemented in five pilot countries (China, India, Indonesia, the Philippines, and Thailand). Regional partners of Urban-Act Project are the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), the United Cities and Local Governments Asia-Pacific (UCLG ASPAC), the TU Dortmund and the University of Stuttgart, as well as national consortium partners in each of the five (5) partner countries.

What is the CEE-ECG?

The City Enabling Environment on Environmental and Climate Governance (CEE-ECG) is an attempt to understand which “enablers” and “actors” underpin the transformation of 21st-century cities and thereby attenuate, drive, or shape challenges to implement climate action in cities today. The ‘enablers’ that the assessment examines are ‘core enablers’ – policies, law, institutions, governance systems, fiscal autonomy, and levels of public engagement that hamper or unleash urbanisation’s potential for climate action. It assesses the “de jure” – national legislation and policies – that allow local governments to benchmark themselves against the minimum standards required for cities and local governments to contribute significantly to global climate action efforts. This assessment uses a country perspective of analysis to deliver a significant contextual review of the function of local governments. However, a national-wide overview is needed because their performance depends mainly on the country’s nature. This document serves as both a benchmark and a guide for improving urban climate governance, ensuring that cities are better equipped to contribute to national and global climate goals at five Urban-Act pilot countries.

© 2024 United Cities and Local Governments Asia-Pacific (UCLG ASPAC). All rights reserved.

DISCLAIMERS

This CEE-ECG is a preliminary result used as the baseline for the Urban-Act project that highlights key areas of focus including legal and regulatory frameworks, governance and policy support, bureaucratic capacity, climate financing, and public participation. The final assessment will be finalised by the end of the Urban-Act project implementation, and it is open to receive/gather feedback from various stakeholders.

Environmental and Climate Change Governance

India's environmental and climate change governance is rooted in a complex multi-level structure involving national, state, and local governments. At the national level, key ministries such as the Ministry of Environment, Forest and Climate Change (MoEFCC) and the Ministry of Housing and Urban Development (MoHUA) spearhead the country's climate action efforts. The National Action Plan for Climate Change (NAPCC) serves as the central framework, encompassing eight National Missions that address various aspects of climate change, from energy efficiency to sustainable agriculture. State governments, through State Action Plans on Climate Change (SAPCCs), adapt these national strategies to local contexts, focusing on sectors critical to their economies. At the city level, development authorities and municipal corporations implement climate resilience plans guided by policies such as City Development Plans and Master Plans. This layered governance approach allows India to address climate change through a mix of top-down mandates and bottom-up initiatives, reflecting the country's diverse socio-economic landscape.

Political Structure and Organisation

India operates as a sovereign, socialist, secular democratic republic with a parliamentary system of government. The country's political structure is federal, characterised by a strong central government and 28 subnational states along with eight union territories. The President, as the constitutional head, is advised by the Council of Ministers, headed by the Prime Minister, while at the state level, Governors are similarly advised by state Councils of Ministers, headed by Chief Ministers. India's political system is often described as quasi-federal, with significant centralisation of powers, particularly in areas such as climate change governance. National, state, and local governments each have defined roles in climate resilience planning, with the Union Government leading the efforts and states and cities implementing localised strategies within this broader national framework.

Local Government and Decentralisation System

India's federal structure grants significant autonomy to state governments, particularly in sectors such as public health, agriculture, and local governance, as outlined in the 7th Schedule of the Constitution. This decentralised approach extends to climate change governance, where states are responsible for developing and implementing State Action Plans on Climate Change (SAPCCs). These plans are tailored to address the unique vulnerabilities and needs of each state, guided by the overarching framework of the National Action Plan for Climate Change (NAPCC). Local governments, including municipal corporations and development authorities, play a critical role in executing these plans at the city level, focusing on adaptation and, to a lesser extent, mitigation strategies. This decentralisation ensures that climate policies are responsive to local contexts while aligning with national objectives.

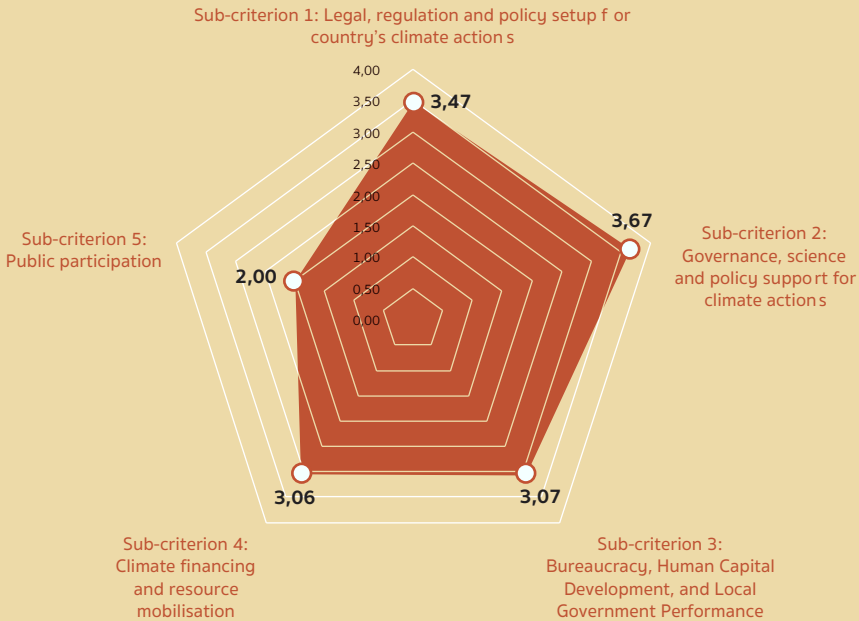
Coordination Mechanism between State and Non-Governmental Actors

India's approach to climate change governance involves extensive collaboration between the government and non-governmental actors, including academic institutions, think tanks, and NGOs. During the formulation of the Nationally Determined Contributions (NDCs), the government engaged these stakeholders to provide data, model emissions projections, and assess climate impacts. Ministries such as the Ministry of Power contributed sector-specific insights, which were integrated into national climate strategies. NGOs play a crucial role in capacity-building, offering training and support to enhance the implementation of climate action tools across various sectors. This collaborative mechanism ensures that India's climate policies are informed by a broad range of experts and grounded in robust data while also fostering a sense of shared responsibility among governmental and non-governmental actors.

The Results of CEE-ECG in India

The assessment of various sub-criteria in India’s CEE-ECG ranking provides a “de jure” evaluation of national legislation and policies, which set the minimum standards for local governments to contribute effectively to global climate action. The chart uses a radar format, where each spoke represents a different sub-criterion, and the length of the spokes reflects the corresponding scores. Longer spokes indicate higher scores, with the overall score for India calculated as an average across all five sub-criteria. India achieved an overall score of 3.05 out of 4, demonstrating strong performance in sub-criteria 1, 2, 3, and 4. However, sub-criterion 5, which pertains to public participation, scored the lowest at 2, highlighting a relative weakness in this area.

CEE-ECG Score of India by Sub-Criteria



Sub-criterion 1: Legal, regulation and policy setup for country’s climate actions

India has established a comprehensive legal, regulatory, and policy framework to support its climate actions, aligning with its international commitments such as the Paris Agreement, the Sendai Framework for Disaster Risk Reduction, and the Convention on Biological Diversity (CBD). India ratified the Paris Agreement in 2016, underscoring the principle of Common but Differentiated Responsibility (CBDR), which advocates for equity in global climate efforts. The country’s progress in biodiversity conservation is evidenced by its Sixth National Report to the CBD, where India has exceeded or is on track

to achieve most of its National Biodiversity Targets. The India Disaster Management Plan, aligned with the Sendai Framework, integrates climate change risk into disaster risk reduction strategies. At the national level, India has submitted its Nationally Determined Contribution (NDC) to the UNFCCC, developed Nationally Appropriate Mitigation Actions (NAMAs), and incorporated climate considerations into urban planning frameworks. However, there is still a need to strengthen the role of local governments in climate action and improve the monitoring and evaluation of these efforts.

<p>1.1</p> <p>India reatified as the Paris Agreement, Sendai Framework for Disaster Risk Reduction, and Convention Biological Diversity.</p>	<p>1.2</p> <ul style="list-style-type: none">India has met indicator 1.2 by submitting its NDC to the UNFCCC.The country has established a national strategy that mentions the importance of city/urban areas in climate actions as outlined in the NAPCC. India has also developed Nationally Appropriate Mitigation Actions (NAMAs).	<p>1.3</p> <p>The role of local government in climate action and GHG reporting was still lacking.</p>
<p>1.4</p> <p>India has yet to establish a national database on climate adaptation and disaster risk mapping accessible to the public.</p>	<p>1.5</p> <p>India’s National Disaster Management Plan, 2019, emphasizes preparing for climate-exacerbated natural hazards, prioritizing urban disaster risk reduction, and assigning state governments and local bodies key roles in response, preparedness, and community engagement.</p>	<p>1.6</p> <p>India’s NBSAP, adopted in 2008 and aligned with the CBD, addresses climate change as a major threat and involves local governments in education and capacity-building for biodiversity conservation and sustainable use.</p>

Sub-criterion 2: Governance, science and policy support for climate actions

India has made considerable progress in governance, science, and policy support for climate actions, notably through the development of periodic national-level climate action reports and mechanisms for climate change assessments. The Climate Smart Cities Assessment Framework (CSCAF) was a pioneering initiative that assessed 126 Indian cities on climate-relevant parameters, demonstrating India's commitment to local-level climate action. A centralised and digitalised database of climate change information, including a GHG inventory,

supports both national and local-level actions. However, the establishment of a digitalised self-reporting mechanism for national ministries and a legal framework to facilitate multi-stakeholder partnerships at the local level remain areas for further development. Additionally, India's efforts include the establishment of the National Research Foundation (NRF) to promote research and development and initiatives such as Mission LiFE, which aims to mobilise public participation in environmental conservation.

2.1 India has a national climate action report, but local contributions and reporting mechanisms are still lacking.	2.2 India conducts climate change assessments through the Climate Smart Cities Assessment Framework (CSCAF), which evaluated 126 cities on climate-relevant factors.	2.3 India has established centralized and digitalized databases for climate change information, including GHG inventory, adaptation, and mitigation, at both national and local levels.	2.4 It is still being investigated whether India has a digital self-reporting mechanism for national ministries to update their data in the national database.
2.5-2.6 Recently, a platform was launched to showcase the considerable progress of Indian cities on climate change.	2.7-2.9 India is establishing a National Research Foundation with a budget of 50,000 crore to promote research nationwide, including in climate change, supported by premier institutes like IITM.	2.10-2.11 India has met the indicators as the government has launched Mission LiFE-Lifestyle for Environment for mobilise individuals to become 'Pro-Planet People'.	2.12-2.13 There was a lack of information on how India has developed a legal basis for local governments to set up multi-stakeholder partnerships.

Sub-criterion 3: Bureaucracy, Human Capital Development, and Local Government Performance

India has designated several key ministries to oversee climate actions, including the Ministry of Environment, Forest and Climate Change and the Ministry of Power, which have launched initiatives to promote renewable energy, energy efficiency, and climate-smart development. Legislative frameworks such as the National Urban Policy Framework empower local governments to establish bodies dedicated to climate action planning and implementation. Local

government networks, like the Climate Smart Cities Alliance, are actively involved in environmental issues. While institutional mechanisms for strengthening climate action and resilience at the national level are well-developed, there is still a need to enhance the climate-related content in e-governance initiatives and establish mechanisms for local governments to report on resource use and contributions to national climate objectives.

3.1-3.2 India has designated several ministries such as the Ministry of Environment, the Ministry of Power, and NITI Aayog to lead climate actions, focusing on renewable energy, energy efficiency, emissions reduction, and climate-smart development initiatives like the NEMMP, Solar Rooftop, SDG Index, and Climate Action Tracker.	3.3 India's Local Government Act enables local governments to establish agencies for planning and implementing climate actions through various frameworks, policies, and missions, including the National Urban Policy Framework, Town and Country Planning Act, Pradhan Mantri Awaas Yojana, National Building Code, energy conservation codes, sustainable transport initiatives, and comprehensive environmental and waste management regulations.	3.4 Local government had networks on environmental issues, such as the Climate Smart Cities Alliance, National River Alliance, and Mangrove Alliance for Climate Change.
3.5 India has recognized the importance of self-governance for local government units (LGUs) in climate citizen mobilization, but there is currently no evidence of its implementation.	3.6-3.7 The country has an institutional strengthening mechanism specifically for national governance related to climate action and resilience, but not for local governance or broader climate action at the local level.	3.8 The indicator has fulfilled through National E-governance Plan and The Digital India Program. Programme used technology to improve government services, education, and healthcare access. But, these initiatives still lacked climate and environmental content.

Sub-criterion 4: Climate financing and resource mobilisation

India has allocated national budgets for climate actions, established funding mechanisms, and mobilised resources through government grants, corporate social responsibility (CSR) initiatives, and voluntary donations. The National Adaptation Fund for Climate Change (NAFCC) and the Green Climate Fund are pivotal in financing adaptation activities and supporting diverse climate projects across the country. However, there is a lack of safety nets or incentive mechanisms for climate

financing at the local level. The National Action Plan on Climate Change (NAPCC), State Action Plans on Climate Change (SAPCCs), and the National Clean Air Programme (NCAP) provide frameworks for multi-year and long-term local climate action planning. While the regulatory frameworks for funding and capacity building are well-established, the country still requires dedicated research funds for climate change and mechanisms for local governments to report their contributions to national climate targets.

<p>4.1</p> <p>India reaffirmed as the Paris Agreement, Sendai Framework India has allocated a national budget for climate actions, work for Disaster Risk Reduction, and Convention Biological Diversity.</p>	<p>4.2</p> <p>Has national funding for local governments to address climate actions. State governments and local government bodies (LGBs) were responsible for implementing climate action plans and mobilising resources.</p>	<p>4.3</p> <p>The indicator has fulfilled by providing mechanisms for private financing of national climate action through the National Adaptation Fund for Climate Change (NAFCC) and the Green Climate Fund, which support various adaptation projects and initiatives across the country.</p>	<p>4.4</p> <p>The indicator did not fulfilled. India does not have a safety/incentive mechanism for risk of climate financing at the local level.</p>
<p>4.5</p> <p>India utilizes the NAPCC, SAPCCs, and the National Clean Air Programme (NCAP) as national frameworks for multi-year and long-term local climate action planning, requiring states, districts, cities, and municipalities to develop climate and air quality management plans.</p>	<p>4.6-4.10</p> <p>India has fully met indicators 4.6-4.10 related to regulatory frameworks on funding and capacity building for climate actions.</p>	<p>4.7-4.9</p> <p>India has not fully met in dedicated research funds for climate change and local government accountability mechanism.</p>	<p>4.11</p> <p>Fulfilled the indicator. MoEFCC tracked all the revenue and expenses, and the published yearly.</p>

Sub-criterion 5: Public participation

India acknowledges the importance of public participation in climate action governance through various national regulations and mechanisms, including the National Action Plan on Climate Change (NAPCC), the Environment (Protection) Act 1986, and the Right to Information Act 2005. These frameworks ensure public involvement in environmental decision-making and promote transparency and accountability in climate policies. The National Green Tribunal (NGT) and the forthcoming Green Credit Programme further facilitate citizen engagement in environmental

protection. India also integrates gender perspectives into climate action, recognising the disproportionate impact of climate change on women and highlighting their crucial role in building resilience. National programmes and databases on climate adaptation and disaster risk are accessible to the public, fostering education and awareness through initiatives like the National Clean Air Programme (NCAP) and the National Disaster Management Authority's (NDMA) training and outreach efforts.

<p>5.1</p> <p>National regulations, legislation, and mechanisms has acknowledged the importance of public participation in climate action governance. Such as, The NAPCC, The Environment (Protection) Act 1986, The Right to Information Act 2005, The National Green Tribunal (NGT), and the Green Credit Programme.</p>	<p>5.2</p> <p>National regulations has acknowledge the importance of gender perspective in climate action such as The National Policy for Women 2001 and The National Gender Policy 2016.</p>
<p>5.3</p> <p>India has established the National Adaptation Fund for Climate Change to help States and Union Territories adapt to areas most vulnerable to climate change impacts.</p>	<p>5.4</p> <p>India has mechanisms for climate education. The National Disaster Management Authority (NDMA) regularly organised training, webinars, and conferences. And India provides disaster/risk information accessible to the public.</p>

Recommended Actions



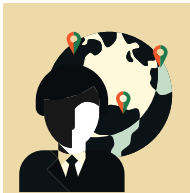
Enhance state and local capacity: While India has a strong national framework, state and local governments need more capacity and resources to implement climate policies effectively. The central government should provide more financial and technical support to sub-national entities and encourage greater collaboration between different levels of government.



Strengthen monitoring and evaluation: India needs a more robust system for monitoring and evaluating climate actions at all levels of government. This would help identify gaps and areas for improvement and ensure policies are implemented effectively.



Improve data collection and management: There are gaps in data collection and management, particularly at the local level. The government should invest in improving data collection systems and making data more accessible to policymakers and the public.



Enhance public participation: In India, participation in climate action governance is limited. The government should create more public input and feedback opportunities and actively involve civil society organisations in policy development and implementation.



United Cities and Local Governments Asia Pacific (UCLG ASPAC) Secretariat
Jakarta Capital City Government Office (City Hall of Jakarta)
Building H, 21st Floor Jl. Medan Merdeka Selatan No. 8-9
Central Jakarta 10110, Indonesia

Phone : +62 21 389 01 801
Fax : +62 21 389 01 802

Supported by:



on the basis of a decision
by the German Bundestag



INTERNATIONAL
CLIMATE
INITIATIVE