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Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 12-Jan-2017 | Report No: PIDISDSC20355



BASIC INFORMATION

A. Basic Project Data

Country India	Project ID P162119	Parent Project ID (if any)	Project Name India Climate Change Mitigation Action Support (P162119)
Region SOUTH ASIA	Estimated Appraisal Date May 01, 2017	Estimated Board Date Jul 14, 2017	Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice
Lending Instrument Investment Project Financing	Borrower(s) DEA, Ministry of Finance, Goverment of India	Implementing Agency Ministry of Environment, Forests, and Climate Change	

Proposed Development Objective(s)

The development objective is to strengthen the readiness of the Government of India for the assessment, design, preparation and implementation of new and existing carbon pricing instruments.

Financing (in USD Million)

Financing Source	Amount
Partnership for Market Readiness	5.20
Total Project Cost	5.20
Environmental Assessment Category	Concept Review Decision

C-Not Required

Track I-The review did authorize the preparation to continue

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Other Decision (as needed)



B. Introduction and Context

Country Context

1. **Economic growth.** India is one of the fastest-growing economies in the world. Economic growth for FY2017–18 is projected estimated to be 7.6 percent.¹ This has been accompanied by a moderation in inflation in recent months. Average growth for the last two decades is about 7 percent, indicating sustained economic momentum. At US\$2.25 trillion (2016, nominal), India is the seventh-largest economy in the world.² The service sector is the largest contributor to national gross domestic product (GDP), accounting for over 50 percent of national income.³ India's rapid growth has increased its prominence on the global stage, and drawn attention to its climate mitigation and adaptation efforts.

2. **Population.** India is the second-most populous country in the world. Despite its high GDP and sustained economic growth, India's per capita GDP is relatively low at US\$ 1,598 in 2015 (current US4)⁴. At 1.25 billion, India accounts for over 17 percent of the world's population.⁵ The growing population has created a strain on the country's natural resources and physical infrastructure. Disparities in economic growth between rural and urban areas has also led to rapid urbanization. An estimated 10 million people move to towns and cities each year in search of jobs and employment opportunities, indicating the need for huge investment in the creation of additional infrastructure while addressing concerns of sustainability.

3. **Developmental challenges.** Rising growth has been accompanied by an increased strain on natural and physical resources. About 30 percent of India's population is poor and 20 percent lacks proper housing; 92 million people lack access to safe drinking water; 74 million households lack access to grid-based electricity. An additional 20 million households are underserved, receiving less than four hours of electricity each day. Ensuring access to basic infrastructure for all is a priority for the Government of India (GoI).

4. **Development targets.** India has ambitious growth and development aspirations, including poverty eradication, food security and nutrition, universal access to energy, education, health, water, sanitation and employment, and sustainable urbanization. India aims to raise its Human Development Index (HDI) value from its current levels of 0.609 to 0.9 by 2030. Sustainability and economic efficiency remain key aspects underpinning India's goals, with the Government articulating its plans to raise HDI while limiting energy consumption to 1.5–2 tonne of oil equivalent (toe)/capita/year against the developed country average of 2.5–3 toe/capita/year.

5. **Greenhouse gas (GHG) emissions.** While India's absolute GHG emissions show an increasing trend, its per capita emissions are currently one of the lowest in the world. India's per capita GHG emissions in 2010 were 1.56 tCO_2 equivalent, less than one-third of the world's average per capita

http://www.imf.org/external/pubs/ft/weo/2016/02/weodata/weorept.aspx?pr.x=45&pr.y=1&sy=2015&ey=2020&scsm=1&ssd=1&sort= country&ds=.&br=1&c=534&s=NGDPD%2CNGDPDPC%2CPPPGDP%2CPPPPC&grp=0&a=

 ¹ World Bank (2017, January). Global Economic Prospects. Retrieved from <u>https://openknowledge.worldbank.org/bitstream/handle/10986/25823/9781464810169.pdf</u>
² IMF World Economic Outlook Database (2016, October). Retrieved from

³ Government of India. India Economic Survey (2015-16). Retrieved from <u>http://indiabudget.nic.in/survey.asp</u>

⁴ World Bank database. Retrieved from <u>http://data.worldbank.org/country/india?view=chart</u>

⁵ World Bank database. Retrieved from <u>http://data.worldbank.org/country/india?view=chart</u>



emissions. India also achieved a reduction of emissions intensity of GDP by 12 percent between 2005 and 2010 against its voluntary pledge to the reduction of emissions intensity of its GDP by 20–25 percent by 2020 from 2005 levels. For 2010, India's total GHG emission was 1,884.31 million tons, including land use, land-use change and forestry (LULUCF) (Biennial Update Report, Gol, 2015). The energy sector accounted for 71 percent of emissions, followed by agriculture (18 percent), industrial processes (8 percent), and waste (3 percent).

Sectoral and Institutional Context

6. **Climate change concerns.** India has a population of over 1.25 billion, which is growing at 1.2 percent annually. The country requires rapid economic development to ensure that its infrastructure can meet the demands of its growing population. However, climate change can disrupt economic growth and development, particularly given the importance of climate-sensitive sectors such as water, agriculture, and forestry for the Indian economy. Therefore, although poverty alleviation and socioeconomic development remain priority objectives, the 'development deficit' needs to be addressed in a manner that simultaneously addresses climate change concerns. In its Twelfth Five Year Plan, the Gol highlights the need for adopting a co-benefits approach toward development, which would help unbundle the different developmental benefits of government activities.

7. **Policy approach and measures to tackle climate change.** The overall approach in climate change policy making in India is to prioritize policies that yield greater de-carbonization without compromising on the developmental imperatives of the country. This reflects the 'multiple benefits' approach and accounts for the full range of co-benefits and co-costs associated with the spillover effects of key sectoral policies. India has enacted several measures to counter climate challenges, including the National Environmental Policy (2006), which acknowledges the possibility of using market measures to support regulatory action, and the launch of the National Action Plan for Climate Change (2008), which is associated with eight missions to provide impetus to India's climate change mitigation and adaptation efforts.

8. **Ambitious climate change goals.** India has shown leadership in global efforts to limit climate change, including the early ratification of the Paris Agreement. India's Nationally Determined Contribution (NDC) presents four major mitigation goals, namely: (a) Reduce the emissions intensity of its GDP by 33–35 percent by 2030 from 2005 levels; (b) Achieve about 40 percent cumulative electric power installed capacity from non-fossil-fuel-based energy resources by 2030; (c) Create an additional carbon sink of 2.5–3 billion tCO₂ equivalent through additional forest and tree cover by 2030; and (d) Propagate a healthy and sustainable way of living based on traditions and values of conservation and moderation. India recognizes that it cannot rely solely on budgetary resources to achieve such ambitious goals, and is therefore experimenting with a mix of market mechanisms together with fiscal instruments and regulatory interventions to mobilize finance for climate-change-related activities.

9. **Institutional framework.** There is a well-designed policy formulation process for addressing climate change in India. The cabinet is responsible for approving all climate-related policies and actions with guidance and advice from the Prime Minister's Council on Climate Change (or PM's council). The PM's council was established as an inter-sectoral forum to develop a national agenda for climate change through the assessment of climate change impact, and to formulate suitable adaptation and mitigation

strategies. According to its charter, it will focus on: (a) Evolving a coordinated response to issues relating to climate change at the national level; (b) Providing oversight for formulation of action plans in the area of assessment, adaptation, and mitigation of climate change; and (c) Periodically monitoring key policy decisions. Thus, the PM's council is involved at the policy-making and strategic guidance stage, while the cabinet is a key stakeholder for the implementation of climate policy in India. Various committee approvals are sought at interim stages. Often, the Parliament is also apprised of the proposed policies and plans, if required. In addition, some of the policies are implemented at the state level where interstate councils and national state councils have an important role.

10. Market-Based Mechanisms (MBMs). India currently has two domestic market mechanisms: the Perform, Achieve, Trade (PAT) scheme and the Renewable Energy Certificate (REC) scheme. The PAT scheme aims to achieve greater energy efficiency by adopting a mechanism akin to cap-and-trade for identified industries that account for a majority of emissions by setting emission allowances and issuing tradable energy saving certificates (ESCerts). The REC mechanism, on the other hand, aims to allow state governments with scarce renewable energy resources to fulfil their obligation to purchase a certain minimum amount of renewable energy. To build domestic capacity to undertake low carbon development actions within the country, the Indian Government also set up two important funds: the National Clean Energy Fund (NCEF) through a cess on coal (which acts like a carbon tax) and the National Adaptation Fund (NAF) on Climate Change to support imperative adaptation requirements in the country. India's experiences with MBMs has been mixed, and the Indian Government recognizes the importance of making existing MBMs more effective by assessing gaps and identifying measures to make such initiatives sustainable. Given that India needs to mobilize a large amount of resources to meet its ambitious NDC targets, there is a clear need to take stock and provide additional resources or measures to make the existing mechanisms more effective, or create new mechanisms to supplement existing interventions toward fulfilling national climate goals and priorities.

11. **Clean Development Mechanism (CDM).** The CDM, established under the Kyoto Protocol, has been very successful in India. CDM allows a country with an emission-reduction commitment under the protocol to implement an emission-reduction project in developing countries. Such projects then earn saleable certified emission reduction (CER) credits. Since 2005, India has been an active participant in the CDM, and represents a significant component of the global CDM market, registering the second-highest number of projects for any country. This represents 15.98 percent of CDM projects in Asia and 12.7 percent of global CDM projects as of October 2016.

12. **The PAT mechanism.** PAT is an innovative energy efficiency scheme introduced under the National Mission for Enhanced Energy Efficiency (NMEEE). The PAT framework has been developed in line with the legal requirement under the Energy Conservation (EC) Act, 2001, and by analyzing energy-intensive industries in India. The PAT scheme is to enhance the cost-effectiveness of improvements in energy efficiency in energy-intensive large industries and facilities, through the certification of energy savings that could be traded. The PAT scheme establishes unit-specific targets rather than sectoral targets. In other words, a Specific Energy Consumption (SEC) target is specified for each Designated Consumer (DC) in the baseline year and the target year. The mandatory reduction targets are in the range of 2–10 percent over a period of 3 years. The implementation phase for PAT targets began in April 2012. Companies that exceed their targets are awarded ESCerts to the extent that targets are

overachieved. The Bureau of Energy Efficiency (BEE) has implemented this scheme in eight industrial subsectors, namely Thermal Power Plants, Aluminum, Pulp and Paper, Chlor-Alkali, Cement, Iron and Steel, Textile, and Fertilizer for the first PAT Cycle, where 478 DCs are required to reduce the SEC from their baseline values. Based on the assessment of 427 DCs, the energy saving from this cycle is about 8.67 million toe. The overachievers will earn tradable ESCerts, whereas underachievers are required to purchase ESCerts for the deficit. ESCerts will be traded on a special trading platform to be created on two power exchanges operating in India: Indian Energy Exchange (IEX) and Power Exchange India (PXIL).

13. **RECs.** Recognizing the importance of energy security for sustained growth, development, and conservation of limited fossil fuel resources, India has instituted policies to harness and promote renewable energy (RE). The REC scheme was introduced on November 18, 2010, to increase the share of RE in India's energy generation mix. The key driver for implementation of the REC mechanism in India is the Renewable Purchase Obligation (RPO) mandated by the State Electricity Regulatory Commissions (SERCs) for power utilities. The Electricity Act (EA), 2003, mandates that SERCs promote renewable energy within their respective state. Under EA 2003, the SERCs set targets for obligated entities to purchase a certain percentage of their total power requirement from RE sources. The objective of the REC mechanism is to facilitate trading and provide means for fulfillment of RPOs by obligated entities. Obligated entities include distribution utilities, captive power producers, and open access consumers. REC is a certificate that indicates the generation of one megawatt hour (MWh) of electricity from an eligible source of renewable power such as wind, solar photovoltaic (PV), solar thermal, biomass, and small hydro. There are two categories of RECs: solar RECs and non-solar RECs.

14. **NCEF.** The NCEF is a carbon pricing mechanism based on the 'polluter pays' principle. It is a unique mechanism that taxes a traditional fossil fuel (in this case, coal) to create a positive impetus for the development of clean energy. The mechanism was proposed in Union Budget 2010–11 in the form of a Clean Energy Cess or levy on coal, which was to be used to create a non-lapsable corpus under the Public Accounts of India that would fund research and innovative projects in clean energy technology. The Clean Energy Cess came into effect in July 2010 at INR 50 per ton on coal produced domestically as well as imported coal. The cess is collected by the Central Board of Excise and Customs (CBEC). It was increased in each budgetary announcement thereafter, and has now been quadrupled from 2010 levels to INR 400 per ton in 2016–17. The corpus of funds created through the cess was renamed the NCEF. The Ministry of Finance (MoF) acts as the Secretariat for the NCEF and is the agency responsible for disbursing NCEF funds. The NCEF corpus as of July 2015 was approximately INR 170 billion (US\$2.5 billion). With the recent hike in the cess, the total size of the NCEF is expected to increase to INR 260 billion (US\$3.89 billion) in 2016–17. An inter-ministerial group (IMG) was formed in 2011 to appraise and approve projects eligible for funding under the NCEF (not exceeding 40 percent of the total project cost). So far, IMG has recommended 55 projects with a total viability gap funding (VGF) of INR 348.1 billion (US\$5.2 billion).

15. **World Bank technical assistance on carbon pricing and NDC implementation.** The World Bank Group has been proactive in supporting and promoting carbon pricing as an effective tool to achieve mitigation goals and helping client countries build financial and technical capacity to leverage necessary resources. Multiple complementary initiatives are being conducted in support of this vision, such as the Partnership for Market Readiness (PMR), which provides grant-based support to assess, prepare, and implement market-based carbon pricing mechanisms; the Networked Carbon Markets (NCM) initiative, which focuses on understanding the relative value of mitigation actions toward linking different markets in the future; the Carbon Pricing Leadership Coalition (CPLC), which closely engages with governments and the private sector to build consensus and strengthen carbon pricing policies and their implementation; and the Carbon Finance-Assist (CF-Assist), which focuses on climate finance readiness and policy instruments for low emissions development. India submitted its expression of interest to the Partnership Assembly (PA) to participate in the PMR in 2012. Since then, the World Bank has provided its non-lending technical assistance (NLTA) to help formulate the discussion and preparation for scaling up climate change efforts with the support of the PMR (P133805). As a result of the successful implementation of the NLTA, the GoI has recently submitted their market readiness proposal (MRP) to the PA of the PMR and seek for its PMR implementation grant to realize some of the ambitious plans on the MBMs. India's MRP includes elements such as linking carbon markets and ensuring private sector buy-in for a new market-based mechanism, which allows it to leverage complementarities across different World Bank initiatives.

Relationship to CPF

16. The World Bank's Country Partnership Framework (CPF 2013–17) for India has an overall strategic focus on climate change and GHG emission reductions. One of the pillars of the country strategy is promoting sustainable development, indicating its importance to the country program. The CPF proposes to support low carbon growth through different measures to support sectoral growth, including energy efficiency, renewable energy production, green cities (Outcome 2.6), efficient environment management and reduction of resource degradation (Outcome 2.5), and improved access to electricity (Outcome 3.1). The proposed project with support from PMR and other carbon pricing initiatives will focus on scaling up climate action and supporting India's NDC implementation by improving and expanding the scope of existing market mechanisms, exploring new mechanisms, and identifying synergies by linking different market mechanisms or voluntary cooperation mechanisms among the parties of the Paris Agreement. Therefore, the project fully aligns with the country strategy, and complements efforts described in the CPF by making options for leveraging the Bank's technical and financial capacity to make alternate sources of finance available for climate-change-related projects.

C. Proposed Development Objective(s)

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17. The development objective is to strengthen the readiness of the GoI for the assessment, design, preparation, and implementation of new and existing carbon pricing instruments.

Key Results (From PCN)



- 18. The expected key results of the project are:
 - Implementation of no-regret measures such as infrastructure setups in the form of a national registry to support data collection and management efforts
 - Identification of expansion of the existing and new MBMs in the Indian context
 - Development of methodology for linking heterogeneous MBMs and voluntary cooperation mechanism for NDC implementation

D. Concept Description

19. **PMR.** The PMR is a grant-based, country-led, capacity-building, multidonor trust fund that provides funding and technical assistance for increasing readiness of countries for introducing costeffective carbon pricing instruments for GHG emissions reduction. The PMR brings together 13 contributing participants and 19 implementing country participants, as well as observer countries, key experts, and other stakeholders. The contributing and implementing country participants constitute the PMR PA, which is responsible for making all decisions in the PMR, including allocation of funding.

20. **PMR scope.** The PMR aims to support countries to build the requisite technical and institutional capabilities to achieve mitigation objectives. Depending on the stage of development and market readiness, each implementing country approaches the use of market mechanisms in a different manner. For example, countries may choose to focus on building core 'readiness' components, such as new systems for monitoring, reporting and verification (MRV), data collection, baseline setting, and establishment of regulatory institutions, or development and piloting a suitable domestic or international MBM. Such efforts are also expected to produce cross-cutting benefits for implementing non-market-based mitigation actions, designing low-emission development strategies, and identifying areas of low-cost mitigation potential.

- 21. **PMR process.** The PMR process for each implementing country involves two phases:
 - **Preparation Phase.** A preparation grant of up to US\$350,000 is provided to each PMR implementing country to formulate an MRP for review and endorsement by the PA. India joined the PMR in 2012 and was awarded the preparation grant. India completed its MRP, which was reviewed extensively by expert reviewers. The updated MRP incorporating suggestions from expert reviewers was then submitted to the PA for approval in October 2016. The Ministry of Environment, Forests and Climate Change (MOEFCC) is designated as the focal point for PMR and is responsible for coordinating with the relevant ministries for the MRP implementation.
 - Implementation Phase. Upon review and endorsement of the MRP by the PA, the implementing country enters into the PMR Implementation Phase and is awarded an implementation grant of US\$3 million, US\$5 million, or US\$8 million. The size of the funding is determined by the PA in accordance with a set of criteria and availability of funding. The criteria for evaluation of the MRP include (a) the scope of the proposal and



sound rationale behind the choice of the instrument and sectors; (b) comprehensiveness of the proposal with regard to planning for implementation/piloting of an MBM (scaled up GHG crediting mechanism, domestic emissions trading, or carbon tax); (c) estimate of GHG mitigation potential; (d) identification of milestones and the timetable for implementation; and (e) ratio of cofinancing. In its MRP, India requested US\$8 million in consideration of the ambitious scope of its activities. The implementation grant is used for initiating work on the readiness components outlined in the MRP.

22. Other carbon pricing initiatives and NDC support. The NCM initiative enables development of more robust mitigation actions for its client countries and provides technical assistance in domestic and international linking of mitigation actions. The NCM initiative can assist the proposed activities under the PMR in assessing 'link-ready' mitigation actions within programs like PAT and REC through use of its Mitigation Action Assessment Protocol (MAAP). The NCM initiative can also provide technical support in developing the national registry and exploring suitable linking opportunities of those actions in domestic and international markets with the principles of efficiency and transparency. NCM also provides knowledge, tools, and resources for exploring the linking of heterogeneous market interventions. In addition, CPLC will help strengthen support for carbon pricing policies among a wider group of stakeholders, with a particular focus on Indian businesses, and working with civil society groups like TERI. CPLC has already been collaborating in India with its partners like The Energy and Resources Institute (TERI), World Resource Institute (WRI), and Carbon Disclosure Project (CDP) to build support for carbon pricing through a consensus-driven process by engaging the private sector, including Mahindra, Infosys, Tata, and cement giants like Dalmia. CF-Assist will support designing a cooperation mechanism for the implementation of India's NDCs including the use of internationally transferred mitigation outcomes (ITMOs) under the Paris Agreement by offsetting GHG emissions with other countries, for example, from hydropower in Bhutan.

23. **Proposed activities.** Based on its MRP submitted to the PA of the PMR, the proposed project will consist of the following components, subject to further assessment of the Gol's readiness against each component:

- **Component 1 Assessing/expanding existing market mechanisms:** Assessment of the current status and barriers to the effective implementation of the existing MBMs such as PAT, REC, NCEF, and other international mechanisms in India (for example, CDM). This will enable the development of recommendations to improve the design elements of the existing schemes and enhance preparedness for scaling up these schemes where applicable. The most important objective of this exercise is to offer key lessons for the development of the new MBM pilot.
- **Component 2 National registry:** Development of a centralized data management and registry platform for India. This platform will form the foundation for capturing the country's action on climate change mitigation, and will be developed in line with national emissions accounting system and international best practices for designing and implementing registries. The proposed national registry will be designed and implemented



in a phased and integrated manner building on the existing registries for different MBMs to better communicate the different set of commodities (unit or GHG emission reductions) in a more effective and consistent manner.

- Component 3 Exploring and piloting new market mechanisms: Building on lessons from its experiences with other MBMs, India proposes to develop a new MBM by adopting an integrated approach that includes inventory infrastructure, a consultative process for designing the MBM that secures buy-in from key stakeholders (including the private sector), effective implementation arrangements, and leveraging untapped resources toward low carbon activities. Recognizing that there is an increasing demand to support low carbon activities in various sectors primarily where the existing mechanisms are not in place or do not work effectively, Component 3 will focus on selecting a new MBM using robust selection criteria, developing a detailed project report for the MBM, and facilitating the stakeholder consultations. Once the new MBM is confirmed by the GoI, it will be piloted mainly using the PMR implementation grant.
- **Component 4** Linking various market mechanisms and national systems: The potential for linking various MBMs and national systems for the transfer of ITMOs will be explored to enhance the fungibility of different initiatives as well as environmental integrity and transparency. Linking of initiatives will be assessed based on the co-benefits approach that India is currently exploring, while the transfer of ITMOs will be studied to define the governance and accounting principles of ITMOs with the case study between India and Bhutan under the proposed project.
- Component 5 Establishment of Project Management Unit and technical support: The MRP development process has included domestic stakeholder consultations with relevant line ministries, government agencies, and the private sector, incorporating their feedback to ensure that the MRP addresses policy and market barriers to carbon markets in India. For effective implementation of the project, a Project Management unit (PMU) will be established, headed by a National Project Coordinator (NPC). A Project Steering Committee (PSC) will be established to make management decisions for the project, particularly when guidance is required by the NPC. The PSC will be composed of MOEFCC, Ministry of Power, BEE, Ministry of New and Renewable Energy (MNRE), and other relevant line ministries, as well as representatives from the World Bank and PMR Secretariat. The MOEFCC, under the chairmanship of the NPD, will establish and institutionalize a Project Advisory Committee with distinguished stakeholders including the private sector to provide technical advice, and to support teams and any other committees as and when needed with the approval of the PSC. The project will adopt a consultative approach by engaging with public and private stakeholders wherever necessary.

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SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

This grant-funded operation consists solely of technical assistance for the development and inter-linkage of marketbased mechanisms for climate change mitigation in India; it will not have any physical footprint, nor is it expected to lead to investments on the ground. As project activities are not located in any particular place, there are no salient physical characteristics to speak of.

B. Borrower's Institutional Capacity for Safeguard Policies

The Ministry of Environment, Forests and Climate Change is the nodal agency responsible for planning, promoting, coordinating and overseeing the implementation of India's environmental and forestry policies and programs. The proposed PMU will act as an implementing agency to communicate with the Ministry and World Bank for dealing with any safeguard issues in case it is found during the implementation phase.

C. Environmental and Social Safeguards Specialists on the Team

Kennan W. Rapp, Suiko Yoshijima

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Apr 14, 2017



Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

As the operation is categorized as "C", no safeguards-related studies are expected to be needed.

CONTACT POINT

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