
HUMANITARIAN IMPLEMENTATION PLAN (HIP)**INDIA****0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP**

Cyclone “Phailin” made landfall on the coasts of Odisha and Andhra Pradesh on 12 October, 2013. Winds of over 220km/hour and very heavy rainfall affected more than 17 600 villages and over 12 000 000 people; 650 000 hectares of cropland and close to 380 000 houses were damaged¹. The most vulnerable segments of the society were disproportionately impacted because of the cheaper and lighter building materials used, which did not withstand the high winds and flooding. These communities also tend to live in riskier locations, exposed to the force of the cyclone and flood waters; at least 50% of the houses built in the proximity of shores were washed away by the tidal storm surge.

The government had put in place robust preparedness measures, which prevented massive loss of life. The government is also distributing emergency relief packages to affected households, but the magnitude of the emergency and early recovery needs calls for external assistance to be provided to the most vulnerable people, to complement the immediate aid efforts of the local responders. Hence the European Commission's Directorate General for Humanitarian Aid and Civil Protection (DG ECHO) has allocated EUR 3 000 000 for immediate and early recovery assistance for the most vulnerable victims of cyclone “Phailin”.

Of particular concern is the damage to livelihood opportunities. To help the most affected and vulnerable people's survival until the next crop and improve their resilience to future disasters, food assistance/livelihood recovery support is needed, until the next crop can be planted and reaped. Fishing communities have lost assets that are indispensable for their trade and need assistance to replace them. The most vulnerable households need assistance to rebuild their shelter; to improve their resilience to future disasters, DRR² features shall be incorporated in all works. Basic health, including water/sanitation and nutrition, are also matters of concern. Protection issues shall be taken into consideration in all operations.

1. CONTEXT

The European Commission's Directorate General for Humanitarian Aid and Civil Protection's (DG ECHO) foreseen activities in India in 2013 will focus on alleviating the emergency needs arising from protracted crisis in the state of Jammu and Kashmir (J+K), in the districts of central India affected by the Naxalite insurgency and in the North-eastern states. Additionally, DG ECHO will target emergency needs in central India stemming from malnutrition and localized food insecurity.

¹ Source: Government of Odisha

² disaster risk reduction

Jammu and Kashmir – the roots of the conflict originated with independence and partition in 1947 and the 1990s saw an intensification of the crisis, with various militant groups fighting either for independence or for seceding to join Pakistan. The increased presence of militant groups, several of whom receive support from outside India, together with the imposition of special emergency laws, compounds the humanitarian impact on civilians. Although the intensity of the conflict has decreased since summer 2010, low level violence continues to occur, leading to casualties, both combatant and non combatant, as a consequence of militant infiltrations, arbitrary detentions and disappearances, custodial deaths and reprisals, in a climate of repeated violation of the International Humanitarian Law (IHL). Heavy handed responses by the security services lead to occasional upsurges of civilian protests from an increasingly alienated population, which endures both sustained disruption and deterioration of the economy, inadequate access to quality basic social services and unraveling of traditional community ties. With 183 fatalities registered in 2011, the underlying causes of the conflict remain unchanged, with no end-in-sight.

The Naxalite crisis – described in April 2007 by the Prime Minister of India as “India’s most serious internal security threat”, the conflict now affects over 180 of India's 602 districts. Its intensity remains heaviest in the South of Chhattisgarh state, where DG ECHO is concentrating its activities. Official estimates speak of 600-700 deaths yearly but the unofficial count is well over 1,000, with over 100,000 (non static figure) civilians displaced, often in neighboring states. Although casualties have oscillated since 2009, when there was a marked increase in hostilities and high-profile attacks, the civilian population continues to face direct attacks, living in an atmosphere of fear and violence with deteriorating access to basic social services and reduced mobility. Tribal communities living in remote villages are most affected. The conflict involves a multiplicity of actors, including different State security services, Naxalite armed groups and vigilante/militia organizations. The proliferation of combatants has resulted in repeated violations of IHL and frequent human rights abuses are reported. Future prospects are pessimistic, as the conflict stems directly from a situation of chronic under-development, compounded by serious land rights issues and competition for natural resources.

North-eastern region conflicts – Close to 50 separatist/rebel groups are active throughout the 8 States, with concentration in Assam, Manipur and Nagaland. Thousands continue to be affected by violence resulting from localized migration patterns altering the demographic status quo (both non-tribal and tribal), independence movements’ battling for autonomy (for an entire state, district or tribal homeland), rebel groups targeting each other and retaliatory operations by security services. Movements which were originally politically driven are increasingly expanding their activities into criminality. In a report released in November 2011, the Internal Displacement Monitoring Centre estimates that nearly a million people have been forced to flee their homes over the past 20 years due to inter-ethnic violence in the North-East. The predominantly mountainous terrain, coupled with poor infrastructure and increased occurrence and intensity of natural disasters (both hydro-meteorological and geo-physical hazards), amplifies the vulnerability of these populations. Following inter-communal violence in summer 2012 in lower Assam, between the Bodo tribe and Muslim communities, up to 500,000 were rapidly displaced. This builds on a

protracted Internally Displaced Persons (IDPs) caseload of approximately 200,000 people across the North-East. The potential for violence leading to further displacement will remain high in the short-to-mid term.

Malnutrition and localized Food Insecurity – One third of the world's malnourished children live in India; 42 percent of under-5 children are underweight, 59 percent stunted. Global Acute Malnutrition (GAM) rates are routinely higher than the internationally accepted emergency threshold of 15 percent. Malnutrition related mortality is estimated to be at 0.5 to 1 million per year amongst the severely malnourished children. According to India's National Family Health Survey data³, the higher burden malnutrition states include Madhya Pradesh, Chhattisgarh and Odisha, where GAM rates were at 33.3, 19.1 and 18.5 percent respectively. These States are also characterized by presence of significant pockets of household food insecurity and are in the top 6 most food insecure states in India. The Government of India (GoI) has in place a wide range of social safety net schemes, designed to meet the needs of large swathes of its chronically poor, food and livelihood insecure population. Due to a complex combination of reasons (notably exclusion from government services and welfare schemes, governance challenges affecting effectiveness of the latter, non adherence and compliance with international nutrition protocols) food price hikes, land rights issues, and natural hazards, food scarcity and deteriorating nutrition among the most vulnerable in India continues unabated. There are no short-to-mid term exit scenarios, as it will take long years of development and social inclusion to address the structural issues which are the key drivers of the above emergency levels of GAM.

Natural disasters – India is highly vulnerable to natural disasters, in particular floods, cyclones, earthquakes and drought. Flooding associated with the summer monsoon is an annual event in different parts of the country. DG ECHO responds to disasters in India on a regular bases via Emergency Decisions, such as the case of early monsoon flooding in Assam in 2012, which caused widespread home and livelihoods destruction affecting over two million people. While the GoI's response to natural disasters is usually rapid and effective in terms of search-and-rescue, and immediate provision of food and drinking water, there invariably remain predictable gaps, often based on social exclusion, which a well-targeted response can effectively address.

Country status in GNA: Vulnerability Index = 2; Crisis Index = 3.

Ranking in HDI (Human Development Index) = 134

Country population: 1.21 billion; affected people: cf. following section.

2. HUMANITARIAN NEEDS

- 1) Affected people / potential beneficiaries:

³ 2005/06

Jammu and Kashmir – over 700,000 directly affected people, mostly inhabitants of the Kashmir valley and border areas, while the whole state population (10 million) is indirectly affected.

Naxalite conflict in Chhattisgarh, Odisha and Andhra Pradesh – over 50,000 directly affected people in Chhattisgarh, mostly rural tribals of Bijapur, Dantewada and Narayanpur districts, and an estimated 100,000 internally IDPs, part of whom have moved to Andhra Pradesh.

North-eastern region conflicts – over 500,000 displaced people with highest concentration in Assam, Tripura and Manipur, while the whole composite population of the 8 States (approx. 41 million) is indirectly affected.

Malnutrition and localized Food Insecurity – over 1.6 million under-5 children are severe-acutely malnourished (SAM) in Chhattisgarh (155,223), Andhra Pradesh (264,366), Madhya Pradesh (1,049,161) and Odisha (209,988). 23 percent of the country's SAM caseload is in these 4 states.

Natural disasters – vulnerable sections of the socially excluded population, including scheduled castes and tribes, tend to live on marginal (hazard-prone) areas and are disproportionately at risk. They also tend to be excluded from subsequent relief efforts, which often contribute to spikes in GAM rates, fuelling spiraling circles of marginalization. DG ECHO rigorously targets these sections of the affected population.

2) Description of most acute humanitarian needs:

Protection - the Disturbed Areas Act and the Armed Forces Special Powers Act, special legislation which among other things allow the military to shoot any person suspected of being a threat, with impunity from prosecution, are in force in both Kashmir (in addition to the J+K Public Safety Act) and several of the North-eastern states. Local and national press often report on human rights abuses. In a situation in which the boundaries between parties to conflict and civilians are not clear or respected, rural villagers live in constant risk of being suspected by either side, leading to instances of intimidation and torture, gender-based violence (GBV), forced displacement, or killings.

Health – access to quality health services in remote and conflict-affected areas is poor or even non-existent – yet these are the areas where people are at increased risk of being wounded, becoming disabled or having serious psychological trauma. Primary health care centers are chronically under-staffed and under-resourced, and there is an unwillingness to work in isolated and insecure areas, leading to an exodus of skilled health. Conflicts cause disabilities and further contribute to marginalization of those living with disabilities, as they render more difficult, if not impossible, access to health care and rehabilitation treatment, education and livelihoods. Conflict-affected populations need outreach health care that is perceived to be neutral.

Nutrition – both conflict and natural disasters contexts act as a shock to exacerbate high pre-existing levels of acute malnutrition, for which the national average rate is 20 percent of under-5s, already above the internationally-accepted emergency threshold of 15 percent. India is home to 8 million children with SAM

at any given time, which represents 42% of the world's total. Children with SAM have a 10 times higher chance of dying than those without.

Food Assistance, Livelihood and WASH - large scale natural disasters destroy livelihoods and thus have a severe humanitarian impact on populations who are, at the best of times, already food insecure. They often limit the affected communities' access to drinking water and cause widespread destruction of shelters.

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

In Jammu and Kashmir as well as in Chhattisgarh, the State is a party to the conflict while in the North-eastern states conflicts are more inter-ethnic. In all cases, the blurring of lines between civilians and combatants is a constant. The State is unable to respond because its professionals would be regarded as legitimate targets (e.g. medical staff and teachers).

The GoI Integrated Child Development Services (ICDS) is the world's largest child nutrition programme, designed to ensure access to nutritional screening, care and feeding, on a daily bases, for 3-6 years old in all the villages throughout India. Systematic divergence from the internationally recognized protocols in nutritional surveillance, screening, treatment and follow up of malnutrition renders effective responses difficult to be achieved. This constraint applies transversally to civil society organizations, GoI and international aid organizations operating in the country. At the same time, recent developments at State level towards management of acute malnutrition could represent an emerging opportunity for further engagement.

2) International Humanitarian Response

Although confronted with a series of conflicts, India considers them internal matters not requiring the involvement of the international community. India remains particularly sensitive on these issues and external stakeholders are not allowed any significant involvement. UN agencies, when present in the country, have a limited capacity to implement their mandate; for example, there are no UN humanitarian agencies in Jammu and Kashmir and only UNICEF⁴ is active in Chhattisgarh; UNHCR⁵ is not allowed to work with the Sri Lankan refugees in Tamil Nadu. ICRC⁶ is also subject to restrictions, though there is a gradually growing presence of international NGOs, and a robust national civil society. Most EU and other countries are not involved except in what concerns Jammu and Kashmir, which holds some interest for political reasons.

India rarely requests international assistance in the aftermath of natural disasters, the Gujarat Earthquake in 2001 being the last such occurrence. Therefore, there is

⁴ UN Children's Fund

⁵ UN High Commissioner for Refugees

⁶ International Committee of the Red Cross

very limited international financing for organizations providing humanitarian assistance to the victims of conflict and/or natural disasters.

3) Constraints and DG ECHO response capacity

Access is usually possible, although with periods of interruption for security reasons. Some remote areas remain off-limits (e.g. districts in proximity of international borders), as well as large areas of South Chhattisgarh. The presence of partners is limited, partly due to government restrictions which act as a brake on absorptive capacity; however, those who are present are in general very experienced and the quality and efficiency of operations is positive. With the exception of UNMOGIP⁷, UN agencies are not allowed to operate in Kashmir.

The modus operandi of international agencies reflects the priorities and challenges of developmental agendas, which at times represents a constraint for rapid response. The technical capacity to address emergency nutrition humanitarian needs is limited – DG ECHO is seeking to advocate for and address this through the Enhanced Response Capacity (ERC) mechanism.

4) Envisaged DG ECHO response and expected results of humanitarian aid interventions

DG ECHO envisages continued engagement in India's conflict situations, which remain very active, and whose impacts on the populations have serious humanitarian consequences. As in previous years, protection (including child protection and increased respect of IHL) and health (focus on outreach primary health care, psychosocial support for trauma victims and assistance to people living with disabilities) will be among the top priorities.

DG ECHO will closely monitor the humanitarian effects of natural disasters and will respond when the situation is considered to be one of emergency; DG ECHO will pay particular attention to excluded communities (scheduled castes, tribes and other minorities) in the response. People who have lost their homes, crops and livestock will be provided opportunities to rapidly earn extra income, allowing them to rebuild their houses and livelihoods, and to build their communities' resilience to future disasters through the restoration of WASH facilities and other community assets. Focus on integration of nutrition and DRR in emergency response to natural disasters will continue.

While supporting life-saving interventions, DG ECHO will address the negative impacts of short term food insecurity and protect livelihoods through cash based mechanisms, if feasible and appropriate, as a preferred modality. Efforts will be made to ensure that short-term life saving interventions advocate for and enhance linkages with existing GoI safety nets and/or other existing long-term programmes. DG ECHO's interventions will additionally address malnutrition through focused action in selected districts prioritizing the treatment of GAM and integration of multi-sectoral actions to address the underlying causes of malnutrition, including Infant and Young Child Care interventions. Operational

⁷ UN Military Observer Group in India and Pakistan

recommendations articulating details of sought outcomes will be shared with concerned partners.

Bearing in mind evolving needs and increased absorptive capacity, the budget level should be EUR 4 million for conflict situations and EUR 2 million for nutrition and food assistance interventions. DG ECHO will remain in close contact with the EU Delegation in New Delhi and the European External Action Service (EEAS) to explore possibilities for advocacy and communication.

4. LRRD, COORDINATION AND TRANSITION

1) Other DG ECHO interventions

Since September 2011, in addition to the humanitarian support to the victims of conflicts in Jammu and Kashmir as well as in Chhattisgarh, DG ECHO has intervened in the following crises in India: (a) Floods in Odisha, West Bengal, Assam and Uttar Pradesh = EUR 3,000,000; (b) Cyclone Thane in Tamil Nadu = EUR 1,000,000; (c) Assam Floods = EUR 2,000,000. Complementary to ECHO's emergency mandate, the DIPECHO Action Plans support strategies that enable communities and institutions to better prepare for, mitigate and respond to disasters by enhancing their capacities and reducing their vulnerability. From 2013, DIPECHO projects will be more coherent, in terms of their proximity to and articulation with, DRR-focused interventions under the HIP.

2) Other services/donors availability

There is limited scope for wider international development programmes because India accepts only a restricted number of development donors in general, and more so in contexts seen as a purely internal "prevailing situation". Apart from DG ECHO, there are no other significant humanitarian donors with a continued presence in India.

DFID is one of the leading donors in Nutrition in India and is actively involved in advocacy efforts for the endorsement of the Community Management of Acute Malnutrition (CMAM) approach at the federal level. DFID is also supporting the, World Bank-led, South Asia Food and Nutrition Security Initiative (SAFANSI).

3) Other concomitant EU interventions

There will be no further new EC Cooperation bilateral aid, and no Country Strategy Paper (CSP), post-2013. Financing for the remainder of the current CSP has been cut. Existing bilateral aid will continue as follows: budget support to the health sector (National Rural Health Mission / Reproductive Health Programme II) will run until the end of 2013; budget support to the education sector (Sarva Shiksha Abhiyan / Education for All) will run until the end of 2017; State Partnership Programme (Chhattisgarh and Rajasthan) will run until the end of 2014. All this, combined with the fact that conflict affected areas, and remote areas in general, remain largely inaccessible to government services, will further restrict opportunities for LRRD, which hitherto have already been limited. Global and regional Calls for Proposals under DCI (EIDHR, NGOs, NSA) will continue. Certain CfP may provide an opportunity for NGOs to undertake advocacy for the

improved roll-out of the Government social safety net schemes; current regional CfP under DCI and the Instrument for Stability may provide opportunities for LRRD between DIPECHO and longer-term DRR-focused interventions in Climate Change.

4) Exit scenarios

There are no realistic short-to-mid-term exit scenarios. While acceleration of economic growth in recent years has been impressive, with hundreds of thousands of Indian citizens stepping out of poverty, there remain huge social and economic development challenges and daunting inequality. Peace in Kashmir is closely linked to both India-Pakistan and internal federal dynamics and relations. It will take long years of development and social inclusion to address the complex and multiple root-causes and drivers of conflict, structural poverty, inequality, access to livelihoods and services, localized food insecurity and malnutrition.

5. OPERATIONAL AND FINANCIAL DETAILS

The provisions of the financing decision ECHO/WWD/BUD/2013/01000 and the general conditions of the Partnership Agreement with the European Commission shall take precedence over the provisions in this document.

5.1 Contacts⁸

Operational Unit in charge : ECHO/B/5

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5.2 Financial info

Indicative Allocation: EUR 9,000,000.

	Humanitarian Aid	Food Assistance
Man Made Crisis	EUR 4 million	EUR 2 million
Natural Disasters	EUR 3 million	EUR 0 million

⁸ Single Forms will be submitted to DG ECHO using APPEL (e-SingleForm)

5.3 Proposal Assessment

Assessment round 1 – Conflict situations

- a) Description of the humanitarian aid interventions relating to this assessment round: Humanitarian assistance for the victims of conflict situations in India
- b) Indicative amount to be allocated in this round of proposals: up to EUR 4,000,000 from the Humanitarian Aid budget-line
- c) Costs will be eligible from 01/01/2013⁹
- d) The expected initial duration for the Action is up to 12 months
- e) Potential partners: All DG ECHO Partners⁷
- f) Information to be provided: Single Form
- g) Indicative date for receipt of the above requested information: by 10/12/2012¹⁰
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the country and specific region.

Assessment round 2 – Nutrition and Food Assistance

- i) Description of the humanitarian aid interventions relating to this assessment round: Humanitarian assistance to address malnutrition and localised food insecurity in India
- j) Indicative amount to be allocated in this round of proposals: up to EUR 2,000,000 from the Food Assistance budget-line
- k) Costs will be eligible from 01/01/2013¹¹
- l) The expected initial duration for the Action is up to 12 months
- m) Potential partners: All DG ECHO Partners⁷
- n) Information to be provided: Single Form
- o) Indicative date for receipt of the above requested information: by 10/12/2012¹²
- p) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the country and specific region.

⁹ The eligibility date of the Action is not linked to the date of receipt of the Single Form. It is either the eligibility date set in the Single form or the eligibility date of the HIP, what ever occurs latest.

¹⁰ The Commission reserves the right to consider Single Forms transmitted after this date, especially in case certain needs/ priorities are not covered by the received Single Forms.

¹¹ The eligibility date of the Action is not linked to the date of receipt of the Single Form. It is either the eligibility date set in the Single form or the eligibility date of the HIP, what ever occurs latest.

¹² The Commission reserves the right to consider Single Forms transmitted after this date, especially in case certain needs/ priorities are not covered by the received Single Forms.

Assessment round 3 – Response to cyclone Phailin

- a) Description of the humanitarian aid interventions relating to this assessment round: Humanitarian assistance to the victims of cyclone Phailin, including subsequent flooding
- b) Indicative amount to be allocated in this round of proposals: up to EUR 3 000 000 from the Humanitarian Aid budget-line
- c) Costs will be eligible from 12/10/2013
- d) The expected initial duration for the Action is up to 12 months
- e) Potential partners: All DG ECHO Partners'
- f) Information to be provided: Single Form
- g) Indicative date for receipt of the above requested information: by 04/11/2013
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the country and specific region.