HUMANITARIAN IMPLEMENTATION PLAN (HIP)
INDIA

The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/BUD/2014/01000

AMOUNT: EUR 6 000 000

1. CONTEXT

In 2014 the European Commission’s Directorate General for Humanitarian Aid and Civil Protection (DG ECHO) activities in India will focus on alleviating the emergency needs arising from protracted crises 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 stemming from acute malnutrition and localized food insecurity, together with other emergency needs that may arise from new natural or man-made crises.

DG ECHO’s Integrated Analysis Framework for 2013-14 identified extreme humanitarian needs in India. The vulnerability of the population affected by the crisis is assessed to be very high.

Jammu and Kashmir – the root of the conflict goes back to independence and partition in 1947. The 1990s saw an intensification of the crisis, with various armed militant groups fighting either for independence or for seceding to join Pakistan. The presence of militant groups, several of which receive support from outside India, together with the imposition of special emergency laws, compounds the humanitarian impact on civilians. Continued low level violence prevails 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 International Humanitarian Law (IHL). Heavy handed response by the security services leads to frequent upsurges of civilian protest by an increasingly alienated population, also affected by the sustained disruption and deterioration of the economy, inadequate access to quality basic social services and the unravelling of traditional community ties. With 117 fatalities registered in 2012\(^1\) and already more than 50 in the first half of 2013 (over 43 000 since independence), the underlying causes of the conflict remain unchanged, with no solution in sight.

The Naxalite crisis – repeatedly described by the Prime Minister of India as “India’s most serious internal security threat”, with over 100 districts in 9 states affected by ‘Left-Wing Extremism’\(^2\). The intensity of this evolving conflict remains heaviest in the South of Chhattisgarh state, where DG ECHO is concentrating its activities. Casualties have oscillated since 2009, when there was a marked increase in hostilities and high-profile attacks. Official estimates speak of 400-500 deaths yearly but the unofficial count is well over 1 000, with over 50 000 (non static figure) civilians displaced, often in neighbouring states. The civilian population faces 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

---

\(^1\) source: South Asia Terrorism Portal - SATP
\(^2\) Naxal Management Division, Ministry of Home Affairs, Government of India
and vigilante/militia organizations, resulting in repeated violations of IHL and frequently reported human rights abuses. Future prospects are pessimistic, as the conflict stems directly from a situation of chronic under-development, compounded by land rights issues and competition for natural resources, deeply affecting under-privileged, acutely vulnerable and remote segments of the population.

Conflicts in the North-eastern States – Over 50 insurgent/separatist/rebel groups are active throughout these 8 States, with a heavier concentration in Assam, Manipur and Nagaland. In 2012 an increase in insurgency related fatalities (317 vs. 246 in 2011) was registered\(^3\), reversing the gradually declining trend since 2008. Thousands continue to be affected by violence resulting from: localized migration patterns altering the demographic status quo, independence movements battling for autonomy (for an entire state, district or tribal homeland), rebel groups (at times fighting each other, as well as the State) 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), amplifies the vulnerability of these populations. The potential for violence leading to further displacement will remain high in the short-to-mid term.

Natural disasters – India is highly vulnerable to natural disasters, in particular to floods, cyclones, landslides, earthquakes and drought. Flooding associated with the summer monsoon is an annual event in different parts of the country. DG ECHO has responded to disasters in India on a regular basis. While the GoI’s initial response is usually rapid and effective in terms of search-and-rescue and immediate provision of food and drinking water, gaps invariably remain unaddressed, often due to social exclusion. Past experience has shown that well-targeted humanitarian initiatives can effectively address these gaps.

Acute malnutrition – Over one third of the world's under-nourished children live in India; India is home to 8 million Severely Acutely Malnourished (SAM) children at any given time, which represents over 40% of the world’s total. Children with SAM have a 10 times higher chance of dying than those without. Rates of Global Acute Malnutrition (GAM) among <3 years old children in the “high burden” states of Madhya Pradesh, Chhattisgarh and Odisha are alarmingly high and in excess of international emergency thresholds: 39.5%, 24.1% and 23.7% respectively\(^4\). The occurrence of conflict or natural disasters, disproportionately affecting the most vulnerable communities, further compounds the problem.

The Naxalite conflict, Jammu & Kashmir and the conflicts in the North-eastern States are among those identified by ECHO as Forgotten Crises.

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

---

\(^3\) Source: South Asia Terrorist Portal
\(^4\) According to India's National Family Health Survey data - 2005/06
2. **Humanitarian Needs**

1) Affected people/ potential beneficiaries:

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 crisis – over 50,000 people directly affected in Chhattisgarh, mostly rural tribals of Bijapur, Dantewada and Narayanpur districts, plus an estimated 50,000 IDPs, part of whom have moved into Andhra Pradesh.

Conflicts in the North-eastern States – approximately 100,000 displaced people currently, with highest concentrations in Assam, Tripura and Manipur, while the whole composite population of the 8 States (approx. 41 million) is indirectly affected.

Natural disasters – sections of socially excluded communities, including scheduled castes and tribes and religious minorities, tend to live on hazard-prone areas and are therefore disproportionally at risk. They are also often excluded from government schemes and relief efforts, which may contribute to spikes in GAM rates, further entrenching vulnerability. DG ECHO rigorously focuses on these sections of the affected population.

2) **Description of the most acute humanitarian needs**

**Protection** - the Disturbed Areas Act and the Armed Forces Special Powers Act (AFSPA), 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. In Chhattisgarh, the State Special Public Security Act is in force since 2005. 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, arbitrary detention and ill-treatment, gender-based violence (GBV), forced displacement, or killings.

**Health** – access to quality primary 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 workers. 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.

**Food Assistance, Livelihood, Shelter and WASH** - large scale natural disasters erode or destroy livelihood assets and options and thus have a severe humanitarian impact on populations who may already have been food insecure before the disaster. They often limit the affected communities’ access to drinking water and sanitation, exacerbating the risk of water borne diseases, and lead to widespread destruction of shelters.
Nutrition – shocks due to conflict or natural disasters further exacerbate pre-existing high levels of acute malnutrition (national average GAM is 20% of <5 years old children)\(^5\).

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

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

The National Disaster Management Authority (NDMA) is responsible for laying down policies, plans and guidelines for disaster management, allowing for timely and effective response to disasters. It is operational but with room for further development. The Mahatma Gandhi National Rural Employment Guarantee Act\(^6\) (MGNREGA) aims to provide at least 100 days/year of wage employment to every rural household willing to participate. It includes provisions for drought-proofing and flood management in rural India, but these have not as yet been mainstreamed in recent natural disasters.

2) International Humanitarian Response

Although confronted with a series of conflicts, India considers them internal law and order 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\(^7\) agencies, when present in the country, have a limited capacity to implement their mandate; for example, only UNMOGIP\(^8\) is currently established in J+K and only UNICEF\(^9\) is active in Chhattisgarh; UNHCR\(^10\) is not allowed to work in the Sri Lankan refugee settlements in Tamil Nadu. The ICRC\(^11\) is also subject to restrictions. However, there is a robust national civil society and a significant presence of international NGOs\(^12\).

India rarely requests international assistance in the aftermath of natural disasters, the Gujarat Earthquake in 2001 being the last such occurrence. Therefore, there is 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 humanitarian space in Chhattisgarh has been under pressure lately and there are prolonged periods of interruption for security reasons in all conflict situations. Some remote areas remain off-limits (e.g. districts in proximity to

---

\(^5\) According to India's National Family Health Survey data - 2005/06  
\(^6\) 2005  
\(^7\) United Nations  
\(^8\) UN Military Observer Group in India and Pakistan  
\(^9\) The United Nations Children's Fund  
\(^10\) UN High Commissioner for Refugees  
\(^11\) International Committee of the Red Cross  
\(^12\) Non-governmental organisations
international borders and large areas of South Chhattisgarh). The presence of partners is limited, in part due to government restrictions (cf. previous section). The modus operandi of international agencies reflects a focus on development agendas, which may represent a constraint for rapid response. The technical capacity to address emergency acute malnutrition is limited.

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

DG ECHO will remain engaged in conflict situations, whose impact on the population has serious humanitarian consequences. As in previous years, protection (including child protection and respect of IHL) and health/nutrition (focus on outreach primary health care including nutrition for displaced children, psychosocial support for trauma victims and assistance to people living with disabilities) will be among the top priorities.

DG ECHO will closely monitor the impact of natural disasters and any gaps in the national response and will intervene when the situation is considered to be an emergency with significant unaddressed needs. Particular attention will be paid to excluded communities (scheduled castes, tribes and other minorities). Cash based (in line with recent developments i.e. Aadhaar cards) and multi-sectoral assistance may be provided, in accordance to the needs identified, and to strengthen the communities’ resilience to future disasters. A focus on integration of nutrition and Disaster Risk Reduction (DRR) in emergency response to natural disasters will be maintained.

Interventions shall include advocacy for and/or enhanced linkages with existing GoI safety nets and other programmes. Ensuring gender and age mainstreaming is of paramount importance: women, girls, boys, men and elderly women and men are affected by crises in different ways and the assistance needs to be adapted to their specific needs. Disenfranchising of certain groups (including women) is among the causes of malnutrition in India. All DG ECHO interventions shall integrate gender and age in a coherent manner, from needs assessment and risk analysis, to definition of objectives and implementation. Advocacy efforts for inclusion and quality improvements in service delivery will be a key element of DG ECHO’s interventions; our exit strategy lies on the success of these efforts in improving service delivery and coverage.

Bearing in mind evolving needs and increased absorptive capacity, EUR 6 million shall be allocated for DG ECHO interventions in India. DG ECHO will remain in close contact with the EU Delegation in New Delhi and the European External Action Service (EEAS) to explore opportunities for advocacy.

Effective coordination is essential. ECHO supports the Inter-Agency Standing Committee's Transformative Agenda (ITA) and encourages partners to demonstrate their engagement in implementing its objectives, to take part in coordination mechanisms (e.g. Humanitarian Country Team/Clusters) and to allocate resources to foster the ITA roll-out.

Partners will be expected to ensure full compliance with visibility requirements and to acknowledge the funding role of the EU/ECHO, as set out in the applicable contractual arrangements.
4. LRRD, COORDINATION AND TRANSITION

1) Other DG ECHO interventions

Since August 2012, in addition to the humanitarian assistance for the victims of conflict (J+K, Chhattisgarh and the North East) and for acutely malnourished children in Madhya Pradesh and West Bengal, DG ECHO has intervened in the following crises: (a) Assam Floods 2012 = EUR 2 000 000; (b) Assam displacement and Uttarakhand Flash Floods 2012 = EUR 400 000; (c) Uttarakhand Flash Floods 2013, through a contribution to the International Federation of the Red Cross and Red Crescent Societies Disaster Relief Emergency Fund (DREF) = EUR 130 000. In addition, the DIPECHO Action Plan supports strategies enabling communities and institutions to better prepare for, mitigate and respond to disasters by enhancing their capacities and reducing their vulnerability = EUR 700 000.

2) Other services/donors availability (such as for LRRD and transition)

There are limited international development programmes because India accepts only a restricted number of development donors, and even less so in contexts seen as a purely internal "prevailing situations". 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 CMAM approach. DFID is also supporting the World Bank-led South Asia Food and Nutrition Security Initiative (SAFANSI). However, as from November 2012 the United Kingdom will approve no new grant aid to India, although all on-going commitments will be honoured until completion by the end of 2015. A focused partnership will be developed post-2015.

3) Other concomitant EU interventions

Post-2013, no new European Commission bilateral aid and no Country Strategy Paper (CSP) are envisaged. Financing for the remainder of the current CSP has been cut. Existing bilateral aid will continue as follows: 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. This situation further restricts the opportunities for LRRD within the EU services, which hitherto had already been limited. However, global and regional Calls for Proposals (CfP) 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

While acceleration of economic growth in recent years has been impressive, there remain huge social challenges and widening inequality. DG ECHO will continue to advocate for social equity, highlighting in particular the case of excluded communities (low caste, religious minorities and tribals), which is the root cause of much internal conflict, as well as of malnutrition. It will take long years of development and social inclusion to address the complex and multiple root-causes of structural poverty, inequality and conflict. Peace in Kashmir is closely linked to India-Pakistan relations.