

## Annex B

### Email of FM DECISION October 30<sup>th</sup> 2023

**From:** Humza Yousaf <Humza.Yousaf@gov.scot>  
**Sent:** Monday, October 30, 2023 9:36 AM  
**To:** First Minister <FirstMinister@gov.scot>  
**Subject:** RE: Humanitarian relief (water) to Gaza - for FM decision

If I am meeting UNRWA this week we should just announce an extra £250k to them, taking our total to £750k. It will need to be a budget pressure we carry forward.

**From:** [redacted] <[redacted]@gov.scot> **On Behalf Of** First Minister  
**Sent:** Friday, October 27, 2023 1:27 PM  
**To:** Humza Yousaf <Humza.Yousaf@gov.scot>  
**Cc:** First Minister <FirstMinister@gov.scot>  
**Subject:** Humanitarian relief (water) to Gaza - for FM decision

FM,

You commissioned advice on the Scottish Government providing humanitarian relief to Gaza in the form of water. Please see the attached submission.

This matter has been considered by the Cabinet Secretary for Constitution, External Affairs & Culture, the Minister for Culture, Europe & International Development, and SpAds. In relation to a submission to Ms McKlevie, her PO has said:

Ms McKelvie has noted the attached\* submission [redacted]

[redacted]

\*N.b. – this is not the submission attached to this email.

Also worth you being aware in relation to this ask and more generally in the SG's humanitarian efforts:

1. UNICEF stand ready to provide strong comms support for the Gaza WASH announcement.
2. Officials are currently waiting for Director General approval for £250k for the response to the Afghanistan earthquakes.
3. Officials should have project proposals in today/early next week for the £250k response to the flooding in Libya which was announced on 14 October.

Are you content with the Minister's recommendation?

Thanks,

[redacted]

[redacted]

Private Secretary to the First Minister

5th Floor | St Andrew's House | Regent Road | Edinburgh | EH1 3DG

M:[redacted]

**Email of Minister for Culture, Europe & International Development decision – 1 November 2023**

**From:** [redacted] <[redacted]@gov.scot> **On Behalf Of** Minister for Culture, Europe & International Development

**Sent:** Wednesday, November 1, 2023 12:33 PM

**To:** [redacted] <[redacted]@gov.scot>; Minister for Culture, Europe & International Development <zzMinisterforCEID@gov.scot>

**Cc:** First Minister <FirstMinister@gov.scot>; DG Strategy and External Affairs <DGSEA@gov.scot>; Scott Wightman <Scott.Wightman@gov.scot>; John Primrose <John.Primrose@gov.scot>; Jemima Gordon-duff <Jemima.Gordon-duff@gov.scot>; Donna MacKinnon <Donna.MacKinnon@gov.scot>; Ewan Crawford <Ewan.Crawford@gov.scot>; Spads Admin <Spads\_Admin@gov.scot>; INTER : International Development <DLCEABINTERID@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; Joe Griffin <Joe.Griffin@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; Chief Financial Officer <cfo@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; Deputy First Minister and Cabinet Secretary for Finance <DFMCSF@gov.scot>

**Subject:** RE: URGENT: Funding for WASH related humanitarian response for Gaza

**This email is for the official record and confirms a Ministerial Decision. This email must be placed in the official record (eRDM) by your team in line with SG records management policy.**

Good afternoon [redacted],

Thank you for this submission which provides an update to the submission of 26 October to the First Minister and submission of 25 October to the Minister for Culture, Europe & International Development.

[redacted]

[redacted]

With kind regards,

[redacted]

[redacted] | Private Secretary,

Office of Minister for Culture, Europe and International Development, Christina McKelvie

[www.gov.scot](http://www.gov.scot) | [redacted]

## **Email of Minister for Culture, Europe & International Development decision 1 November 2023 (correction)**

**From:** [redacted] <[redacted]@gov.scot> **On Behalf Of** Minister for Culture, Europe & International Development

**Sent:** Wednesday, November 1, 2023 4:57 PM

**To:** Minister for Culture, Europe & International Development <zzMinisterforCEID@gov.scot>; [redacted] <[redacted]@gov.scot>

**Cc:** First Minister <FirstMinister@gov.scot>; DG Strategy and External Affairs <DGSEA@gov.scot>; Scott Wightman <Scott.Wightman@gov.scot>; John Primrose <John.Primrose@gov.scot>; Jemima Gordon-duff <Jemima.Gordon-duff@gov.scot>; Donna MacKinnon <Donna.MacKinnon@gov.scot>; Ewan Crawford <Ewan.Crawford@gov.scot>; Spads Admin <Spads\_Admin@gov.scot>; INTER : International Development <DLCEABINTERID@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; Joe Griffin <Joe.Griffin@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; Chief Financial Officer <cfo@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; Deputy First Minister and Cabinet Secretary for Finance <DFMCSF@gov.scot>

**Subject:** RE: URGENT: Funding for WASH related humanitarian response for Gaza

**This email is for the official record and confirms a Ministerial Decision. This email must be placed in the official record (eRDM) by your team in line with SG records management policy.**

Good afternoon all

Please find a correction to the below;

Thank you for this submission which provides an update to the submission of 26 October to the First Minister and submission of 25 October to the Minister for Culture, Europe & International Development.

[redacted]

With kind regards,

[redacted]

[redacted] | Private Secretary,

Office of Minister for Culture, Europe and International Development, Christina McKelvie

[\[redacted\]](#) | [www.gov.scot](http://www.gov.scot) | [\[redacted\]](#)

**Email of First Minister's acknowledgment of Minister for Culture, Europe & International Development's decision – 1 November 2023**

**From:** [redacted] <[redacted]@gov.scot> **On Behalf Of** First Minister

**Sent:** Wednesday, November 1, 2023 6:44 PM

**To:** Minister for Culture, Europe & International Development <zzMinisterforCEID@gov.scot>;

[redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>

**Cc:** First Minister <FirstMinister@gov.scot>; DG Strategy and External Affairs <DGSEA@gov.scot>;

Scott Wightman <Scott.Wightman@gov.scot>; John Primrose <John.Primrose@gov.scot>; Jemima

Gordon-duff <Jemima.Gordon-duff@gov.scot>; Donna MacKinnon <Donna.MacKinnon@gov.scot>;

Ewan Crawford <Ewan.Crawford@gov.scot>; Spads Admin <Spads\_Admin@gov.scot>; [redacted]

<[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>;

[redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted]

<[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>;

[redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted]

<[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; Joe Griffin <Joe.Griffin@gov.scot>;

[redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted]

<[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>;  
[redacted] <[redacted]@gov.scot>; [redacted] <[redacted]@gov.scot>; [redacted]  
<[redacted]@gov.scot>; Chief Financial Officer <cfo@gov.scot>; [redacted] <[redacted]@gov.scot>;  
[redacted] <[redacted]@gov.scot>; Deputy First Minister and Cabinet Secretary for Finance  
<DFMCSF@gov.scot>; [redacted] <[redacted]@gov.scot>

**Subject:** RE: URGENT: Funding for WASH related humanitarian response for Gaza [FM decision]

**This email is for the official record and confirms a Ministerial Decision. This email must be placed in the official record (eRDM) by your team in line with SG records management policy.**

[redacted],

The First Minister is grateful for the Minister's consideration and, as per the recommendation, is content for the Scottish Government to contribute a further £250k of unrestricted funds to UNRWA.

[redacted], [redacted] – our thanks to you both, and to other colleagues, for the work on this.

[redacted]

[redacted]

Private Secretary to the First Minister

5th Floor | St Andrew's House | Regent Road | Edinburgh | EH1 3DG

**Submissions from Scottish Government officials to Minister for Culture, Europe & International Development and the First Minister**

**Submission 1: 13 October**

From: [redacted]

DEXA, International Division

13 October 2023

Minister for Culture, Europe and International Development

## 1. HUMANITARIAN FUNDING OPTIONS – GAZA HUMANITARIAN CRISIS

### 1.1 Priority and Purpose

1. This **urgent** submission seeks your approval for £500,000 humanitarian funding in response to the escalating humanitarian crisis in Gaza.

### 1.2

### 1.3 Recommendation

[redacted]

### 1.4 Context and Issues

2. This morning, Friday 13/10/23 Israel Defence Forces gave notice of its intention to mount a ground offensive in the Gaza Strip and that the population of northern Gaza (approx. 1.2 million), including Gaza city should evacuate within 24 hours.
3. Turkey, Qatar and Jordan have sent aid to Al Arish airport in northern Sinai, about 45 km (28 miles) from the Gaza border. However, **it should be noted, including for the purposes of any Scottish Government contribution at this time, that there is currently no access for humanitarian aid to get into Gaza as the Rafah border between Egypt and Gaza remains closed.**
4. The UN High Commissioner for Human Rights has made a statement condemning the blockade of Gaza, saying that it is prohibited under international humanitarian law. He highlighted the risk of medical facilities not being able to operate while the number of casualties continues to rise.
5. The Gaza Power Plant ran out of fuel on Wednesday 11 October. The director of Al Shifa Hospital, told The New York Times on Wednesday that the facility was operating well over its capacity of 500 beds and had enough fuel to power its generators for another four days.
6. Over 610,000 people in Gaza are being affected by the 82% cut of water supply.
7. The availability of food is a growing concern, with WFP reporting a significant decrease in food stocks.
8. The UN is urgently calling for humanitarian access into Gaza. On Wednesday, the UN's Under-Secretary-General for Humanitarian Affairs and Emergency

Relief Coordinator, Martin Griffiths made a statement emphasising that ‘the laws of war must be upheld... civilians and civilian infrastructure must be protected... and humanitarian relief and vital services and supplies to Gaza must not be blocked’.

9. UNRWA has launched a Flash Appeal (90 Day Initial Emergency Response to the Escalation in the Gaza Strip), for \$104m for 90 days. The UN is expected to launch a one-month humanitarian appeal for \$50m imminently.

## 1.5 Options Considered and Advice

### **Option 1: [redacted]**

[redacted]

### **Option 2: Allocate £500,000 of SG funding to UN Relief and Works Agency for Palestinian refugees in the Near East (UNRWA), for its Flash Appeal and manage within DG/Portfolio path to balance for 23/24**

16. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) provides Palestinians in Gaza with shelter, emergency health care, education, remote psychosocial support and psychological first aid.

17. **UNRWA has relocated its central operations centre and international staff to a location in southern Gaza to continue its humanitarian operations** and support staff and Palestinian Refugees in the Gaza Strip.

18. The latest UNRWA sitrep, as of 11 October includes the following updates:

- Nearly 175,500 internally displaced people were sheltering in 88 UNRWA schools across the Gaza Strip.
- UNRWA staff are working around the clock to respond to the needs of the displaced in the shelters. However, some are overcrowded and have limited availability of food, other basic items and potable water. UNRWA has over 5,300 UNRWA workers managing shelters.
- Only 11 (out of 22) UNRWA Health Centres across the Gaza Strip are able to provide primary healthcare services from 9:00 to 12:30. Nearly half a million people (112,000 families) have not been able to get their food rations since UNRWA food distribution centres closed on 7 October.
- Helplines are operational and Psychological First Aid is having to be provided remotely. 33 social workers are available to provide psychosocial support remotely.

- UNRWA distributed mattresses, mats, blankets and jerrycans in the designated emergency shelters.

19. UKG funding for the OPTs and Gaza is provided solely through UNRWA.

20. There is precedent for Scottish Government providing funding directly to UNRWA for Gaza in 2014.

21. UNRWA arguably has broader legitimacy and a stronger presence on the ground than many INGOs.

22. The funding would be targeted for UNRWA's Flash Appeal for Gaza ("90 Day Initial Emergency Response to the Escalation in the Gaza Strip").

### **Option 3: [redacted]**

[redacted]

#### **22.1 Assessment of Options**

[redacted]

### ***Conclusion***

23. Our conclusion is that, if Ministers consider it to be essential to contribute urgently to the humanitarian emergency in Gaza then Option 2 is the preferred option.

#### **23.1 Bute House Agreement Implications**

24. No implications, although the SGP can be expected to welcome the announcement of a SG contribution.

#### **24.1 Financial and Legal Considerations**

**25. [redacted]**



26. Due to the value of funding, we are seeking in parallel Accountable Officer approval from Director-General Corporate in the absence on leave of DGSEA.

### 26.1 Sensitivities

27. [redacted]

28. [redacted]

29. Scottish iNGO stakeholders: our established route to provide funding for humanitarian crises is via HEF panel members, which in turn work with local NGOs on the ground. We would need to satisfy ourselves that there was no possibility of an SG contribution being used directly or indirectly to sustain Hamas if either Option 1 or 3 was followed.

### 29.1 Quality Assurance

30. This Submission has been approved by Director for External Affairs Scott Wightman.

### 30.1 Conclusions and next Steps

31. **You are asked to consider the above options and agree the** recommendation of our Option 2: **approve** release of £500,000 in response to the escalating humanitarian crisis in Gaza to be delivered through the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

32. [redacted]

[redacted]

[redacted]

DEXA, International Division

[redacted]

<b>Cabinet Secretaries and Ministers Copy List</b>	<b>For Action</b>	<b>For Information Portfolio interest</b>	<b>For Information Constituency interest</b>	<b>For Information General awareness</b>
First Minister				X
Cabinet Secretary for Constitution, External Affairs and Culture		X		

<b>Officials Copy List</b>
Permanent Secretary
DG Strategy & External Affairs
Scott Wightman
John Primrose
[redacted]
Chief Financial Officer
[redacted] / [redacted] – Finance
Jemima Gordon-Duff, Climate Justice
Donna MacKinnon
Colin McAllister, SpAd
Ewan Crawford, SpAd
International Development
[redacted]
[redacted], Comms
[redacted], Comms
[redacted]
[redacted]
[redacted]

[redacted]

## ANNEX A

### HOW THE HEF WORKS

1. In recognition of Scotland's role as a good global citizen, we have traditionally responded to some international humanitarian crises in addition to our ongoing International Development Programme, including for humanitarian crises. Until 2017, contributions to emergencies, primarily in response to Disaster Emergency Committee (DEC) public appeals, were pooled from across Scottish Government budgets for the response.
2. **In 2017, we established an annual £1 million per annum Humanitarian Emergency Fund (HEF).** Its purpose is to provide effective assistance to reduce the threat to life and wellbeing of a large number of a population faced with a humanitarian emergency.
3. **The HEF is supported by an expert Panel comprising eight representatives from leading humanitarian aid organisations in Scotland,** and appointed by the Scottish Government to the Panel following competition: currently SCIAF, British Red Cross, Oxfam Scotland, Islamic Relief, Save the Children, Christian Aid, Tearfund, and Mercy Corps. Through the HEF Agreements, the Panel has access to the HEF.
4. The design and purpose of the £1M per year HEF is to respond to humanitarian crises globally, **based upon the recommendations of the independent Panel members. It is therefore the primary route for making any financial humanitarian contribution in response to humanitarian emergencies such as Gaza and Afghanistan.**

5. The HEF is divided between Stream 1 (emergencies that lead to a Disasters Emergency Committee (DEC) Appeal) and Stream 2 (emergencies that lack the media profile for a DEC Appeal):
- **Stream 1 of the HEF can only be activated by the DEC.**
  - **Stream 2 of the HEF (non-DEC appeals) is activated by the Scottish Government**, based on recommendations from the HEF Panel, which in turn is based on its assessment that a DEC Appeal is not anticipated.

Process	Stream 1 (50%)		Stream 2 (50%)
	A (80%)	B (up to 20%)	
Activation mechanism	DEC Board		HEF Panel
Activation Criteria	1. <b>Humanitarian Need:</b> The emergency must be on such a scale as to call for immediate and effective international humanitarian assistance		1. <b>Humanitarian Need:</b> The emergency must be on such a scale as to call for immediate and effective international humanitarian assistance
	2. <b>Capacity to deliver:</b> Some or all <b>DEC</b> member agencies must be able to provide a rapid effective response.		2. <b>Capacity to deliver:</b> Some or all <b>HEF</b> Panel member agencies must be able to provide a rapid effective response.
	3. <b>Media profile:</b> There must be reasonable grounds for concluding that a public appeal would be successful		3. <b>Media profile:</b> There must be reasonable grounds for concluding that a DEC appeal will not be launched
			4. <b>Communications:</b> At activation, the Panel as a whole will provide an overview of how communications could be approached for the chosen emergency response in the initial Activation Request for Ministerial consideration. A communication plan will then be created by the project selection stage for agreed responses.
			5. <b>Strategic approach:</b> It must be considered the best use of the funds considering limited resources and unlimited needs
Who can receive funds?	DEC Members	Non-DEC HEF Panel Members	HEF Panel Members
Activation process	DEC Members and broadcaster agreement	Concept Note to SG	Peer Review and HEF Panel recommendations approved by SG
Activation assessment period	Variable	Within 2 weeks of DEC appeal launch	Up to 20 days
Project Implementation	18-24 months	6 months	Up to 6 months preferred although projects up to 12 months will be considered

Reports	DEC Reporting Requirements	Overall Response Report and Case Study for each member	1 Integrated Response Report and Case Study(ies) including new communications section; Disaggregated finances/IATI
Min & Max Fund Allocation	N/A	£16,000 / £48,000	£50,000 / £300,000

From July 2021, the HEF Panel consists of: Tearfund, Mercy Corps, Save the Children, British Red Cross, Islamic Relief, Christian Aid, SCIAF, Oxfam.

33.

## **ALLOCATION ARRANGEMENTS FOR THE HEF**

### **Allocation of HEF Funds**

The diagram below shows the phasing of HEF spend, which is based on 2 DEC appeals per year and limits the amounts that can be allocated to each emergency.

### **HEF funding allocation under Operations Manual**

Under the terms of the HEF Operation Manual though, any unused Stream 2 funding would simply roll over into the next quarter. Stream 2 funding will continue to roll over each quarter of the year, and there is an expectation that all funds allocated to the HEF must be transferred to HEF members before the end of the financial year.

**Submission 2: 24<sup>th</sup> October**

From: [redacted]

DEXA, International Division

24 October 2023

Minister for Culture, Europe and International Development

**34. HUMANITARIAN FUNDING OPTIONS – GAZA HUMANITARIAN CRISIS**

**34.1 Priority and Purpose**

1. This submission responds to an urgent commission from the First Minister to provide funds/supplies for water supplies to a charity or aid organisation, which would then decide how best to distribute within Gaza, potentially with the involvement of Scottish Water.

**34.2**

**34.3 Recommendation**

2. [redacted]

#### 34.4 Context and Issues

3. The proposed response is in recognition of the increased significant humanitarian needs in Gaza at this time:
  - Over 5,700 Palestinians have been killed in Gaza since 7 Oct, 62% of them women and children. An estimated 1.4m people are internally displaced.
  - Humanitarian access is severely constrained. A total of just 54 humanitarian aid trucks have been allowed access to Gaza through the Rafah border crossing since 21 October, a small proportion of what is needed.
  - UN OCHA report that 12 of Gaza's 30 hospitals have been forced to shut down due to damage from Israeli strikes and lack of power, water and other supplies. Five hospitals have erected tents to cope with overcrowding.
  - Water supplies are running out and 4 of the 5 desalination plants have stopped working due to a lack of fuel.
  - UNRWA warned on 24 October that they would need to cease their distribution of humanitarian aid in Gaza on 25 October unless their fuel supplies were replenished. This constraint equally applies to all UN agencies operating in Gaza. NGOs have had even less ability to replenish and distribute supplies due to the lack of humanitarian access.

**[redacted]**

[redacted]

#### Minimising restrictions on funding

4. Although the specific water supply related needs in Gaza are particularly acute, it is generally accepted as good practice to minimise restrictions on humanitarian funding as much as possible. This reduces the administrative burden and recognises the primacy of local humanitarian actors to assess and prioritise needs. We have spoken to a number of UN bodies and humanitarian INGOs (see options below), all of which have stressed the importance of flexibility in providing humanitarian support according to changing needs on the ground.
5. The collapse of water and sanitation systems in Gaza raises broader Water Sanitation and Hygiene (WASH) concerns. Aid agencies have warned of an imminent health crisis caused by overcrowding and poor sanitation, with patients arriving at hospitals suffering from water borne diseases. UNICEF warned that there may be an imminent outbreak of cholera if the sanitation situation continues to deteriorate.

### 34.5 Options Considered and Advice

#### **Option 1: Provide £100,000/200,000 as a top up to SG's contribution to the United Nations Relief and Works Agency for Palestine Refugees (UNRWA) announced on 14 October.**

6. On 14 October, SG committed £500,000 to UNRWA in response to their Flash Appeal for the current escalation in the Gaza strip. These funds will help the UNRWA to support the immediate food, health, shelter and protection needs of people seeking safety.
7. We are currently seeking legal advice for a derogation to use UNRWA's standard grant agreement to govern this contribution instead of an SG agreement and would look to use this same legal advice for any further support to UNRWA for WASH/water supplies.
8. UNRWA has access (albeit limited) and established logistics capacity. The very limited aid which has been allowed into Gaza to date has been transported by UNRWA in partnership with the Egyptian Red Crescent and distributed in Gaza by UN agencies including UNRWA, UNICEF and UNOCHA.
9. UNRWA hold a high level of legitimacy which is crucial given the acute political sensitivities which apply to this crisis (the UK and EU are current donors to UNRWA). They have relocated their central operations centre and international staff to a location in southern Gaza to continue its humanitarian operations for Palestinian Refugees in the Gaza Strip. They have stated they have capacity to absorb this additional funding and are planning to update their Flash Appeal in the coming days.
10. They have told us they could potentially ringfence this funding for WASH activities and, subject to access, directly distribute water supplies within their 150 shelters which are currently housing 600,000 people in Gaza. UNRWA would work with UNICEF (Option 2 below) for broader and longer term water system rehabilitation and have indicated that their priority for WASH is to pre-position fuel for the desalination plants in Gaza and conducting repairs to get them back into operation.
11. [redacted]
12. On Wednesday, 24 October, UNRWA tweeted that it will run out of fuel inside Gaza by Wednesday night "forcing us to halt operations and delivery of humanitarian aid to people in need". UNRWA staff remain on the ground in Gaza and continue to provide shelter and protection for nearly 600,000 internally displaced people in 150 UNRWA facilities.
13. The £500,000 funding that Scottish Government has committed to UNRWA will be used to pre-position humanitarian supplies so that as soon as access is granted and UNRWA's logistics capacity is restored, they will be able to get life-saving assistance to where it is most needed. This applies equally to other UN agencies in Gaza, including UNICEF as per Option 2 below.



**Option 2: [redacted]**

[redacted]

**Option 3: [redacted]**

[redacted]

14. [redacted]

34.6 Assessment of Options

**Over-arching considerations**

[redacted]

**Options 1 & 2**

15. [redacted]

**Option 3.**

[redacted]

***Conclusion***

16. Our conclusion is that, if Ministers maintain a preference for WASH (or indeed water supplies) support to Gaza then Option 2, providing funding to UNICEF is the preferred option.

34.7 Bute House Agreement Implications

17. No implications, although the SGP can be expected to welcome the announcement of a SG contribution.

34.8 Financial and Legal Considerations

18. [redacted]

19. [redacted]

20. [redacted]

21. Due to the value of funding, we are seeking Accountable Officer approval in parallel from DGSEA.

34.9 Sensitivities

22. [redacted]

23. Scottish iNGO stakeholders: our established route to provide funding for humanitarian crises is via HEF panel members, which in turn work with local NGOs on the ground. We would need to satisfy ourselves that there was no possibility of an SG contribution being used directly or indirectly to sustain Hamas, which is unlawful, if Option 3 was followed.

34.10 Quality Assurance

24. This Submission has been approved by Director for External Affairs Scott Wightman.

34.11 Conclusions and next Steps

25. **You are asked to consider the above options and indicate whether the Scottish Government should make an additional contribution, and if so, to agree the recommendation of Option 2: approve** release of £100,000/200,000 for WASH activities in response to the escalating humanitarian crisis in Gaza to be delivered through UNICEF.

26. [redacted]

[redacted]

[redacted]

DEXA, International Division

[redacted]

Cabinet Secretaries and Ministers Copy List	For Action	For Information Portfolio interest	For Information Constituency interest	For Information General awareness
First Minister				X

Cabinet Secretary for Constitution, External Affairs and Culture		X		

### Officials Copy List

Permanent Secretary  
 DG Strategy & External Affairs  
 Scott Wightman  
 John Primrose  
 [redacted]  
 Chief Financial Officer  
 [redacted] / [redacted] – Finance  
 Jemima Gordon-Duff, Climate Justice  
 Donna MacKinnon  
 Colin McAllister, SpAd  
 Ewan Crawford, SpAd  
 International Development  
 [redacted]  
 [redacted], Comms  
 [redacted], Comms  
 [redacted]  
 [redacted]  
 [redacted]  
 [redacted]

## HOW THE HEF WORKS

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2. **In 2017, we established an annual £1 million per annum Humanitarian Emergency Fund (HEF).** Its purpose is to provide effective assistance to reduce the threat to life and wellbeing of a large number of a population faced with a humanitarian emergency.
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Process	Stream 1 (50%)		Stream 2 (50%)
	A (80%)	B (up to 20%)	
Activation mechanism	DEC Board		HEF Panel

Activation Criteria	1. <b>Humanitarian Need:</b> The emergency must be on such a scale as to call for immediate and effective international humanitarian assistance		1. <b>Humanitarian Need:</b> The emergency must be on such a scale as to call for immediate and effective international humanitarian assistance
	2. <b>Capacity to deliver:</b> Some or all <b>DEC</b> member agencies must be able to provide a rapid effective response.		2. <b>Capacity to deliver:</b> Some or all <b>HEF</b> Panel member agencies must be able to provide a rapid effective response.
	3. <b>Media profile:</b> There must be reasonable grounds for concluding that a public appeal would be successful		3. <b>Media profile:</b> There must be reasonable grounds for concluding that a DEC appeal will not be launched
			4. <b>Communications:</b> At activation, the Panel as a whole will provide an overview of how communications could be approached for the chosen emergency response in the initial Activation Request for Ministerial consideration. A communication plan will then be created by the project selection stage for agreed responses.
			5. <b>Strategic approach:</b> It must be considered the best use of the funds considering limited resources and unlimited needs
Who can receive funds?	DEC Members	Non-DEC HEF Panel Members	HEF Panel Members
Activation process	DEC Members and broadcaster agreement	Concept Note to SG	Peer Review and HEF Panel recommendations approved by SG
Activation assessment period	Variable	Within 2 weeks of DEC appeal launch	Up to 20 days
Project Implementation	18-24 months	6 months	Up to 6 months preferred although projects up to 12 months will be considered
Reports	DEC Reporting Requirements	Overall Response Report and Case Study for each member	1 Integrated Response Report and Case Study(ies) including new communications section; Disaggregated finances/IATI
Min & Max Fund Allocation	N/A	£16,000 / £48,000	£50,000 / £300,000

From July 2021, the HEF Panel consists of: Tearfund, Mercy Corps, Save the Children, British Red Cross, Islamic Relief, Christian Aid, SCIAF, Oxfam.

## **ALLOCATION ARRANGEMENTS FOR THE HEF**

### **Allocation of HEF Funds**

The diagram below shows the phasing of HEF spend, which is based on 2 DEC appeals per year and limits the amounts that can be allocated to each emergency.

### **HEF funding allocation under Operations Manual**

Under the terms of the HEF Operation Manual though, any unused Stream 2 funding would simply roll over into the next quarter. Stream 2 funding will continue to roll over each quarter of the year, and there is an expectation that all funds allocated to the HEF must be transferred to HEF members before the end of the financial year.

From: [redacted]  
DEXA, International Division  
26 October 2023

First Minister

### **36. HUMANITARIAN FUNDING OPTIONS – GAZA HUMANITARIAN CRISIS: WATER**

#### **36.1 Priority and Purpose**

1. This submission:
  - (1) provides an update in response to the commission from the First Minister for advice on the Scottish Government either: donating water supplies to Gaza, potentially with the involvement of Scottish Water; or funds for water supplies through a charity or aid organisation, which would then decide how best to distribute within Gaza; and
  - (2) seeks your views on handling of the announcement of any such further support for Gaza, if that is approved by Minister.
  
2. Having explored the potential options for such further humanitarian support for Gazan civilians, and submitted advice to the Minister for Culture, Europe and International Development, Ms McKelvie is currently considering the below advice with input from SPADs.
  
3. Once Ms McKelvie has responded to our advice on this issue, if that approval is in the affirmative in terms of providing additional support for Gaza, you may then wish to consider handling of the announcement. Whether this funding announcement of additional support should again come from Minister for Culture, Europe and International Development, or whether you would wish to announce this time.

#### **36.2 Conclusion of our Recommendation to Minister for International Development**

[redacted]

### 36.3 Context and Issues

4. The proposed response is in recognition of the increased significant humanitarian needs in Gaza at this time:
  - Over 5,700 Palestinians have been killed in Gaza since 7 Oct, 62% of them women and children. An estimated 1.4m people are internally displaced.
  - Humanitarian access is severely constrained. A total of just 54 humanitarian aid trucks have been allowed access to Gaza through the Rafah border crossing since 21 October, a small proportion of what is needed.
  - UN OCHA report that 12 of Gaza's 30 hospitals have been forced to shut down due to damage from Israeli strikes and lack of power, water and other supplies. Five hospitals have erected tents to cope with overcrowding.
  - Water supplies are running out and 4 of the 5 desalination plants have stopped working due to a lack of fuel.
  - UNRWA warned on 24 October that they would need to cease their distribution of humanitarian aid in Gaza on 25 October unless their fuel supplies were replenished. This constraint equally applies to all UN agencies operating in Gaza. NGOs have had even less ability to replenish and distribute supplies due to the lack of humanitarian access.
  - At PMQs yesterday, the UKG announced that an RAF flight left the UK for Egypt this morning carrying 21 tonnes of aid for Gaza. The relief supplies include more than 75,000 medical kits, solar lights and water filters for families, and warehousing equipment (our advice below on providing funding rather than in-kind support stands).
  - Ms. Marta Lorenzo, the newly appointed UNRWA Europe Director, and [redacted], Europe Outreach Manager have requested a meeting with FM on 2 November in Edinburgh and a diary request is forthcoming to FMPO (our advice below on providing funding to UNICEF vs UNRWA stands).

**[redacted]**

5. [redacted]

**[Redacted]**

6. [redacted]



#### 36.4 Options Considered and Advice

##### **Option 1: Provide £100,000/200,000 as a top up to SG's contribution to the United Nations Relief and Works Agency for Palestine Refugees (UNRWA) announced on 14 October.**

7. On 14 October, SG committed £500,000 to UNRWA in response to their Flash Appeal for the current escalation in the Gaza strip. These funds will help the UNRWA to support the immediate food, health, shelter and protection needs of people seeking safety.
8. We are currently seeking legal advice for a derogation to use UNRWA's standard grant agreement to govern this contribution instead of an SG agreement and would look to use this same legal advice for any further support to UNRWA for WASH/water supplies.
9. UNRWA has access (albeit limited) and established logistics capacity. The very limited aid which has been allowed into Gaza to date has been transported by UNRWA in partnership with the Egyptian Red Crescent and distributed in Gaza by UN agencies including UNRWA, UNICEF and UNOCHA.
10. UNRWA hold a high level of legitimacy which is crucial given the acute political sensitivities which apply to this crisis (the UK and EU are current donors to UNRWA). They have relocated their central operations centre and international staff to a location in southern Gaza to continue its humanitarian operations for Palestinian Refugees in the Gaza Strip. They have stated they have capacity to absorb this additional funding and are planning to update their Flash Appeal in the coming days.
11. They have told us they could potentially ringfence this funding for WASH activities and, subject to access, directly distribute water supplies within their 150 shelters which are currently housing 600,000 people in Gaza. UNRWA would work with UNICEF (Option 2 below) for broader and longer term water system rehabilitation and have indicated that their priority for WASH is to pre-position fuel for the desalination plants in Gaza and conducting repairs to get them back into operation.
12. [redacted]
13. On Wednesday, 24 October, UNRWA tweeted that it will run out of fuel inside Gaza by Wednesday night "forcing us to halt operations and delivery of humanitarian aid to people in need". UNRWA staff remain on the ground in Gaza and continue to provide shelter and protection for nearly 600,000 internally displaced people in 150 UNRWA facilities.
14. The £500,000 funding that Scottish Government has committed to UNRWA will be used to pre-position humanitarian supplies so that as soon as access is granted and UNRWA's logistics capacity is restored, they will be able to get life-saving assistance to where it is most needed. This applies equally to other UN agencies in Gaza, including UNICEF as per Option 2 below.

**Option 2: [redacted]**

15. [redacted]

**Option 3: [redacted]**

16. [redacted]

36.5 Assessment of Options

**Over-arching considerations**

[redacted]

**Options 1 & 2**

[redacted]

**Option 3.**

[redacted]

***Conclusion***

17. Our conclusion is that, if Ministers maintain a preference for WASH (or indeed water supplies) support to Gaza then Option 2, providing funding to UNICEF is the preferred option.

36.6 Bute House Agreement Implications

18. No implications, although the SGP can be expected to welcome the announcement of a SG contribution.

36.7 Financial and Legal Considerations

19. [redacted]

20. [redacted]

21. [redacted]

22. Due to the value of funding, we are seeking Accountable Officer approval in parallel from DGSEA.

36.8 Sensitivities

23. [redacted]

24. Scottish iNGO stakeholders: our established route to provide funding for humanitarian crises is via HEF panel members, which in turn work with local NGOs on the ground. We would need to satisfy ourselves that there was no possibility of an SG contribution being used directly or indirectly to sustain Hamas, which is unlawful, if Option 3 was followed.

### 36.9 Quality Assurance

25. This Submission has been approved by Director for External Affairs Scott Wightman.

### 36.10 Conclusions and next Steps

26. [redacted]

27. [redacted]

[redacted]

[redacted]

DEXA, International Division

[redacted]

<b>Cabinet Secretaries and Ministers Copy List</b>	<b>For Action</b>	<b>For Information Portfolio interest</b>	<b>For Information Constituency interest</b>	<b>For Information General awareness</b>
First Minister				X
Cabinet Secretary for Constitution, External Affairs and Culture		X		

### Officials Copy List

Permanent Secretary  
 DG Strategy & External Affairs  
 Scott Wightman  
 John Primrose  
 [redacted]  
 Chief Financial Officer  
 [redacted] / [redacted] – Finance  
 Jemima Gordon-Duff, Climate Justice  
 Donna MacKinnon  
 Colin McAllister, SpAd  
 Ewan Crawford, SpAd  
 International Development  
 [redacted]  
 [redacted], Comms  
 [redacted], Comms  
 [redacted]  
 [redacted]  
 [redacted]  
 [redacted]

## ANNEX A

### HOW THE HEF WORKS

1. In recognition of Scotland's role as a good global citizen, we have traditionally responded to some international humanitarian crises in addition to our ongoing International Development Programme, including for humanitarian crises. Until 2017, contributions to emergencies, primarily in response to

Disaster Emergency Committee (DEC) public appeals, were pooled from across Scottish Government budgets for the response.

2. **In 2017, we established an annual £1 million per annum Humanitarian Emergency Fund (HEF).** Its purpose is to provide effective assistance to reduce the threat to life and wellbeing of a large number of a population faced with a humanitarian emergency.
3. **The HEF is supported by an expert Panel comprising eight representatives from leading humanitarian aid organisations in Scotland,** and appointed by the Scottish Government to the Panel following competition: currently SCIAF, British Red Cross, Oxfam Scotland, Islamic Relief, Save the Children, Christian Aid, Tearfund, and Mercy Corps. Through the HEF Agreements, the Panel has access to the HEF.
4. The design and purpose of the £1M per year HEF is to respond to humanitarian crises globally, **based upon the recommendations of the independent Panel members. It is therefore the primary route for making any financial humanitarian contribution in response to humanitarian emergencies such as Gaza and Afghanistan.**
5. The HEF is divided between Stream 1 (emergencies that lead to a Disasters Emergency Committee (DEC) Appeal) and Stream 2 (emergencies that lack the media profile for a DEC Appeal):
  - **Stream 1 of the HEF can only be activated by the DEC.**
  - **Stream 2 of the HEF (non-DEC appeals) is activated by the Scottish Government,** based on recommendations from the HEF Panel, which in turn is based on its assessment that a DEC Appeal is not anticipated.

Process	Stream 1 (50%)		Stream 2 (50%)
	A (80%)	B (up to 20%)	
Activation mechanism	DEC Board		HEF Panel
Activation Criteria	1. <b>Humanitarian Need:</b> The emergency must be on such a scale as to call for immediate and effective international humanitarian assistance		1. <b>Humanitarian Need:</b> The emergency must be on such a scale as to call for immediate and effective international humanitarian assistance
	2. <b>Capacity to deliver:</b> Some or all <b>DEC</b> member agencies must be able to provide a rapid effective response.		2. <b>Capacity to deliver:</b> Some or all <b>HEF</b> Panel member agencies must be able to

			provide a rapid effective response.
	3. <b>Media profile:</b> There must be reasonable grounds for concluding that a public appeal would be successful		3. <b>Media profile:</b> There must be reasonable grounds for concluding that a DEC appeal will not be launched
			4. <b>Communications:</b> At activation, the Panel as a whole will provide an overview of how communications could be approached for the chosen emergency response in the initial Activation Request for Ministerial consideration. A communication plan will then be created by the project selection stage for agreed responses.
			5. <b>Strategic approach:</b> It must be considered the best use of the funds considering limited resources and unlimited needs
Who can receive funds?	DEC Members	Non-DEC HEF Panel Members	HEF Panel Members
Activation process	DEC Members and broadcaster agreement	Concept Note to SG	Peer Review and HEF Panel recommendations approved by SG
Activation assessment period	Variable	Within 2 weeks of DEC appeal launch	Up to 20 days
Project Implementation	18-24 months	6 months	Up to 6 months preferred although projects up to 12 months will be considered
Reports	DEC Reporting Requirements	Overall Response Report and Case Study for each member	1 Integrated Response Report and Case Study(ies) including new communications section; Disaggregated finances/IATI
Min & Max Fund Allocation	N/A	£16,000 / £48,000	£50,000 / £300,000

From July 2021, the HEF Panel consists of: Tearfund, Mercy Corps, Save the Children, British Red Cross, Islamic Relief, Christian Aid, SCIAF, Oxfam.

37.

## ALLOCATION ARRANGEMENTS FOR THE HEF

## **Allocation of HEF Funds**

The diagram below shows the phasing of HEF spend, which is based on 2 DEC appeals per year and limits the amounts that can be allocated to each emergency.

## **HEF funding allocation under Operations Manual**

Under the terms of the HEF Operation Manual though, any unused Stream 2 funding would simply roll over into the next quarter. Stream 2 funding will continue to roll over each quarter of the year, and there is an expectation that all funds allocated to the HEF must be transferred to HEF members before the end of the financial year.

**Submission 4: 31 October**

From: [redacted]  
DEXA, International Division  
31 October 2023

Minister for Culture, Europe & International Development

**38. HUMANITARIAN FUNDING – GAZA HUMANITARIAN CRISIS: WATER**

38.1 Priority and Purpose

1. This submission:  
(1) [redacted]

38.2 [redacted]

[redacted]

38.3 Options Considered and Advice

2. Officials previously presented the following Options to the Minister for Culture, Europe & International Development.

[redacted]

***Ministerial decision***

[redacted]

3. [redacted]

**Updated note for Minister**

4. Funding through UNRWA would maintain consistency with SG's contribution to Gaza on 14 October via the UNRWA Flash Appeal.
5. [redacted]

***Conclusion***



6. As was indicated in our original submission, officials do not have a strong preference for this funding for humanitarian assistance to be provided to UNICEF or UNRWA (originally Options 1 and 2 respectively).
7. Therefore, the First Minister's preference, on balance, for **the additional £250,000 be provided as a top up to the UNRWA Flash Appeal for Gaza (Annex 1) rather than UNICEF for WASH related humanitarian assistance in Gaza does not cause us any difficulties.**
8. [redacted]

#### 38.4 Bute House Agreement Implications

9. No implications, although the SGP can be expected to welcome the announcement of a SG contribution.

#### 38.5 Financial and Legal Considerations

10. [redacted]
11. [redacted]

#### 38.6 Sensitivities

12. [redacted]

#### 38.7 Quality Assurance

13. This Submission has been approved by Director for External Affairs Scott Wightman.

#### 38.8 Conclusions and next Steps

14. Minister is asked firstly to **approve**, in line with the First Minister's suggestion, that the Scottish Government provide a revised additional contribution for the humanitarian situation in Gaza, of £250,000 to the United Nations Relief and Works Agency for Palestine Refugees (UNRWA). Therefore, that, instead of the £200,000 for WASH activities through UNICEF (Option 2 in my 26 October submission, approved by Minister):
  - A**, that this be provided as a top up to Scottish Government's contribution to the UNRWA Flash Appeal of 10 October (Annex 1), which Minister announced on 14 October; and
  - B** the amount provided be increased from £200,000 to £250,000.

[redacted]

**[redacted]****[redacted]**

DEXA, International Division

[redacted]

<b>Cabinet Secretaries and Ministers Copy List</b>	<b>For Action</b>	<b>For Information Portfolio interest</b>	<b>For Information Constituency interest</b>	<b>For Information General awareness</b>
First Minister				X
Cabinet Secretary for Constitution, External Affairs and Culture		X		

<b>Officials Copy List</b>
Permanent Secretary
DG Strategy & External Affairs
Scott Wightman
John Primrose
[redacted]
Chief Financial Officer
[redacted] / [redacted] – Finance
Jemima Gordon-Duff, Climate Justice
Donna MacKinnon
Colin McAllister, SpAd
Ewan Crawford, SpAd
International Development

[redacted]  
[redacted], Comms  
[redacted], Comms  
[redacted]  
[redacted]  
[redacted]  
[redacted]  
[redacted]  
[redacted]  
[redacted]

**ANNEX 1**

**UNRWA Gaza Strip Flash Appeal**

**UNRWA Flash Appeal: 90 day initial  
emergency response to the escalation in the  
Gaza Strip**

**October 2023**

In response to the ongoing escalation in the Gaza Strip, UNRWA urgently seeks US\$104m for its humanitarian response over the coming 90 days. Funds are needed to respond to the immediate food, non-food, health, shelter and protection needs of up to 250,000 persons seeking safety in UNRWA shelters in Gaza and another 250,000 Palestine refugees within the community. Consideration will be

given to the needs of specific vulnerable groups, including women, children, persons with disabilities and the elderly.

The needs in this document are also reflected in the inter-Agency flash appeal for the occupied Palestinian territory and will be updated as the situation evolves. Financial requirements in this Flash Appeal come in addition to the Agency's 2023 emergency appeal for the occupied Palestinian territory.

The response in this Flash Appeal can only be implemented if UNRWA also receives the necessary funding for its Programme Budget, which is the foundation for all Agency services in Gaza and other fields.

## funding requirements

Interventions	Amount in US\$
Response inside emergency shelters (250,000 displaced persons in UNRWA shelters)	
• Food and water distribution	36,120,094
• Non-food items	22,546,875
• Maintenance of UNRWA shelters	1,839,825
• Primary health care in emergency shelters	3,246,750
• Inclusion of persons with special needs in emergency response	1,948,050
• Logistics and communications	243,506
Multipurpose cash assistance for 250,000 persons outside of emergency shelters	12,487,500
Emergency health support (hospital care)	3,996,000
Operational costs, including staffing, safety and security	21,327,263
<b>Total</b>	<b>103,755,863</b>

## summary

## **Humanitarian response to displaced families in emergency shelters**

### **Food and water distribution in UNRWA Emergency Shelters**

Basic food commodities and drinking water for 90 days for up to 250,000 displaced individuals in up to 100 UNRWA schools used as shelters. As at 4pm on 10 October, over 175,000 persons were sheltering in 88 UNRWA schools across the Gaza Strip and the Agency expects this number to rise in the coming days. The current caseload of displaced persons are sheltering in 50 schools which are equipped to function as shelters (Designated Emergency Shelters, DESs) and 38 others that are being converted into functioning shelters (Mobile Emergency Shelters, MESS).

### **Non-Food Items (NFI) Support**

Essential non-food items (NFIs) to 250,000 IDPs in shelters including blankets, mattresses, mats and hygiene kits.

### **Maintenance of UNRWA Emergency Shelters**

Maintenance and repairs to UNRWA shelters housing displaced persons. For non-designated emergency shelters this covers the installation of essential WASH facilities, to provide essential protection during the ongoing hostilities.

### **Primary health care in emergency shelters**

Essential stocks and staffing to ensure delivery of primary health care at UNRWA shelters.

### **Inclusion of persons with special needs in emergency response**

Ensure necessary support for persons with special needs staying at shelters including children, women, the elderly and pregnant and lactating mothers, through staffing, assistive devices and other assistance to provide access to basic services.

### **Logistics and communication**

To facilitate the effective and continuous delivery of humanitarian assistance, UNRWA is addressing various needs, including renting storage space, securing labour for packing and mobile phone and communication fees.

## **Humanitarian response to displaced families outside emergency shelters**

### **Emergency health**

Support for non-trauma cases to alleviate the burden on the hospital sector in Gaza.

### **One-off multi-purpose cash assistance**

A one-time payment of US\$451 to 250,000 vulnerable Palestine refugees outside collective shelters to help cover their most immediate needs.

### **Operational costs, including staffing, safety and security**

Central level and area level emergency response teams and personnel to manage UNRWA emergency shelters. Surge and back-office support to cover additional needs. Fuel and generators to maintain operation of UNRWA installations and services during power cuts. Staff safety and security needs, including fuel and maintenance costs for armoured vehicles, communications and personal protective equipment (PPE).

**FM EMAILS**

**From:** [redacted] <[redacted]@gov.scot> **On Behalf Of** First Minister  
**Sent:** Friday, October 27, 2023 1:27 PM  
**To:** Humza Yousaf <Humza.Yousaf@gov.scot>  
**Cc:** First Minister <FirstMinister@gov.scot>  
**Subject:** Humanitarian relief (water) to Gaza - for FM decision

FM,

You commissioned advice on the Scottish Government providing humanitarian relief to Gaza in the form of water. Please see the attached submission.

This matter has been considered by the Cabinet Secretary for Constitution, External Affairs & Culture, the Minister for Culture, Europe & International Development, and SpAds. In relation to a submission to Ms McKlevie, her PO has said:

Ms McKelvie has noted the attached\* [redacted]

\*N.b. – this is not the submission attached to this email.

Also worth you being aware in relation to this ask and more generally in the SG's humanitarian efforts:

[OUT OF SCOPE]

Are you content with the Minister's recommendation?

Thanks,

[redacted]

[redacted]

Private Secretary to the First Minister

5th Floor | St Andrew's House | Regent Road | Edinburgh | EH1 3DG

M:[redacted]

All e-mails and attachments sent by a Ministerial Private Office to any other official on behalf of a Minister relating to a decision, request or comment made by a Minister, or a note of a Ministerial meeting, must be filed appropriately by the recipient. Private Offices do not keep official records of such e-mails or attachments.

Scottish Ministers, Special advisers and the Permanent Secretary are covered by the terms of the Lobbying (Scotland) Act 2016. See [www.lobbying.scot](http://www.lobbying.scot)

## **Attachment**

From: [redacted]  
DEXA, International Division  
26 October 2023

First Minister

### **39. HUMANITARIAN FUNDING OPTIONS – GAZA HUMANITARIAN CRISIS: WATER**

#### **39.1 Priority and Purpose**

1. This submission:
  - (1) provides an update in response to the commission from the First Minister for advice on the Scottish Government either: donating water supplies to Gaza, potentially with the involvement of Scottish Water; or funds for water supplies through a charity or aid organisation, which would then decide how best to distribute within Gaza; and
  - (2) seeks your views on handling of the announcement of any such further support for Gaza, if that is approved by Minister.
  
2. Having explored the potential options for such further humanitarian support for Gazan civilians, and submitted advice to the Minister for Culture, Europe and International Development, Ms McKelvie is currently considering the below advice with input from SPADs.
  
3. Once Ms McKelvie has responded to our advice on this issue, if that approval is in the affirmative in terms of providing additional support for Gaza, you may then wish to consider handling of the announcement. Whether this funding announcement of additional support should again come from Minister for Culture, Europe and International Development, or whether you would wish to announce this time.

#### **39.2 Conclusion of our Recommendation to Minister for International Development**

4. [redacted]

#### **39.3 Context and Issues**

5. The proposed response is in recognition of the increased significant humanitarian needs in Gaza at this time:



- Over 5,700 Palestinians have been killed in Gaza since 7 Oct, 62% of them women and children. An estimated 1.4m people are internally displaced.
- Humanitarian access is severely constrained. A total of just 54 humanitarian aid trucks have been allowed access to Gaza through the Rafah border crossing since 21 October, a small proportion of what is needed.
- UN OCHA report that 12 of Gaza's 30 hospitals have been forced to shut down due to damage from Israeli strikes and lack of power, water and other supplies. Five hospitals have erected tents to cope with overcrowding.
- Water supplies are running out and 4 of the 5 desalination plants have stopped working due to a lack of fuel.
- UNRWA warned on 24 October that they would need to cease their distribution of humanitarian aid in Gaza on 25 October unless their fuel supplies were replenished. This constraint equally applies to all UN agencies operating in Gaza. NGOs have had even less ability to replenish and distribute supplies due to the lack of humanitarian access.
- At PMQs yesterday, the UKG announced that an RAF flight left the UK for Egypt this morning carrying 21 tonnes of aid for Gaza. The relief supplies include more than 75,000 medical kits, solar lights and water filters for families, and warehousing equipment (our advice below on providing funding rather than in-kind support stands).
- Ms. Marta Lorenzo, the newly appointed UNRWA Europe Director, and [redacted], Europe Outreach Manager have requested a meeting with FM on 2 November in Edinburgh and a diary request is forthcoming to FMPO (our advice below on providing funding to UNICEF vs UNRWA stands).

[redacted]

[redacted]

#### Minimising restrictions on funding

6. Although the specific water supply related needs in Gaza are particularly acute, it is generally accepted as good practice to minimise restrictions on humanitarian funding as much as possible. This reduces the administrative burden and recognises the primacy of local humanitarian actors to assess and prioritise needs. We have spoken to a number of UN bodies and humanitarian INGOs (see options below), all of which have stressed the importance of flexibility in providing humanitarian support according to changing needs on the ground.

7. The collapse of water and sanitation systems in Gaza raises broader Water Sanitation and Hygiene (WASH) concerns. Aid agencies have warned of an imminent health crisis caused by overcrowding and poor sanitation, with patients arriving at hospitals suffering from water borne diseases. UNICEF warned that there may be an imminent outbreak of cholera if the sanitation situation continues to deteriorate.

#### 39.4 Options Considered and Advice

##### **Option 1: Provide £100,000/200,000 as a top up to SG's contribution to the United Nations Relief and Works Agency for Palestine Refugees (UNRWA) announced on 14 October.**

8. On 14 October, SG committed £500,000 to UNRWA in response to their Flash Appeal for the current escalation in the Gaza strip. These funds will help the UNRWA to support the immediate food, health, shelter and protection needs of people seeking safety.
9. We are currently seeking legal advice for a derogation to use UNRWA's standard grant agreement to govern this contribution instead of an SG agreement and would look to use this same legal advice for any further support to UNRWA for WASH/water supplies.
10. UNRWA has access (albeit limited) and established logistics capacity. The very limited aid which has been allowed into Gaza to date has been transported by UNRWA in partnership with the Egyptian Red Crescent and distributed in Gaza by UN agencies including UNRWA, UNICEF and UNOCHA.
11. UNRWA hold a high level of legitimacy which is crucial given the acute political sensitivities which apply to this crisis (the UK and EU are current donors to UNRWA). They have relocated their central operations centre and international staff to a location in southern Gaza to continue its humanitarian operations for Palestinian Refugees in the Gaza Strip. They have stated they have capacity to absorb this additional funding and are planning to update their Flash Appeal in the coming days.
12. They have told us they could potentially ringfence this funding for WASH activities and, subject to access, directly distribute water supplies within their 150 shelters which are currently housing 600,000 people in Gaza. UNRWA would work with UNICEF (Option 2 below) for broader and longer term water system rehabilitation and have indicated that their priority for WASH is to pre-position fuel for the desalination plants in Gaza and conducting repairs to get them back into operation.
13. [redacted]
14. On Wednesday, 24 October, UNRWA tweeted that it will run out of fuel inside Gaza by Wednesday night "forcing us to halt operations and delivery of humanitarian aid to people in need". UNRWA staff remain on the ground in

Gaza and continue to provide shelter and protection for nearly 600,000 internally displaced people in 150 UNRWA facilities.

15. The £500,000 funding that Scottish Government has committed to UNRWA will be used to pre-position humanitarian supplies so that as soon as access is granted and UNRWA's logistics capacity is restored, they will be able to get life-saving assistance to where it is most needed. This applies equally to other UN agencies in Gaza, including UNICEF as per Option 2 below.

**Option 2: [redacted]**

[redacted]

**Option 3: [redacted]**

39.5 [redacted]

**[redacted]**

16. [redacted]

**Options 1 & 2**

[redacted]

**Option 3.**

17. [redacted]

***Conclusion***

18. Our conclusion is that, if Ministers maintain a preference for WASH (or indeed water supplies) support to Gaza then Option 2, providing funding to UNICEF is the preferred option.

**39.6 Bute House Agreement Implications**

19. No implications, although the SGP can be expected to welcome the announcement of a SG contribution.

**39.7 Financial and Legal Considerations**

20. We have considered various options to provide humanitarian support for civilians in Gaza, including access to wider SG budgets but this is not currently available to us. On 13 October, the Minister for International

Development approved spending of £0.5M in humanitarian assistance for UNRWA for Gaza. [redacted]

21. [redacted]

22. [redacted]

23. Due to the value of funding, we are seeking Accountable Officer approval in parallel from DGSEA.

### 39.8 Sensitivities

24. [redacted]

25. Scottish iNGO stakeholders: our established route to provide funding for humanitarian crises is via HEF panel members, which in turn work with local NGOs on the ground. We would need to satisfy ourselves that there was no possibility of an SG contribution being used directly or indirectly to sustain Hamas, which is unlawful, if Option 3 was followed.

### 39.9 Quality Assurance

26. This Submission has been approved by Director for External Affairs Scott Wightman.

### 39.10 Conclusions and next Steps

27. **You are asked to consider the above options and indicate whether the Scottish Government should make an additional contribution, and if so, to agree the recommendation of Option 2: approve** release of £100,000/200,000 for WASH activities in response to the escalating humanitarian crisis in Gaza to be delivered through UNICEF.

28. [redacted]

[redacted]

[redacted]

DEXA, International Division

[redacted]

<b>Cabinet Secretaries and Ministers Copy List</b>	<b>For Action</b>	<b>For Information Portfolio interest</b>	<b>For Information Constituency interest</b>	<b>For Information General awareness</b>
First Minister				X
Cabinet Secretary for Constitution, External Affairs and Culture		X		

<b>Officials Copy List</b>
Permanent Secretary
DG Strategy & External Affairs
Scott Wightman
John Primrose
[redacted]
Chief Financial Officer
[redacted] / [redacted] – Finance
Jemima Gordon-Duff, Climate Justice
Donna MacKinnon
Colin McAllister, SpAd
Ewan Crawford, SpAd
International Development
[redacted]
[redacted], Comms
[redacted], Comms
[redacted]
[redacted]
[redacted]

[redacted]

## ANNEX A

### HOW THE HEF WORKS

1. In recognition of Scotland's role as a good global citizen, we have traditionally responded to some international humanitarian crises in addition to our ongoing International Development Programme, including for humanitarian crises. Until 2017, contributions to emergencies, primarily in response to Disaster Emergency Committee (DEC) public appeals, were pooled from across Scottish Government budgets for the response.
2. **In 2017, we established an annual £1 million per annum Humanitarian Emergency Fund (HEF).** Its purpose is to provide effective assistance to reduce the threat to life and wellbeing of a large number of a population faced with a humanitarian emergency.
3. **The HEF is supported by an expert Panel comprising eight representatives from leading humanitarian aid organisations in Scotland,** and appointed by the Scottish Government to the Panel following competition: currently SCIAF, British Red Cross, Oxfam Scotland, Islamic Relief, Save the Children, Christian Aid, Tearfund, and Mercy Corps. Through the HEF Agreements, the Panel has access to the HEF.
4. The design and purpose of the £1M per year HEF is to respond to humanitarian crises globally, **based upon the recommendations of the independent Panel members. It is therefore the primary route for making any financial humanitarian contribution in response to humanitarian emergencies such as Gaza and Afghanistan.**
5. The HEF is divided between Stream 1 (emergencies that lead to a Disasters Emergency Committee (DEC) Appeal) and Stream 2 (emergencies that lack the media profile for a DEC Appeal):
  - **Stream 1 of the HEF can only be activated by the DEC.**

- **Stream 2 of the HEF (non-DEC appeals) is activated by the Scottish Government**, based on recommendations from the HEF Panel, which in turn is based on its assessment that a DEC Appeal is not anticipated.

Process	Stream 1 (50%)		Stream 2 (50%)
	A (80%)	B (up to 20%)	
Activation mechanism	DEC Board		HEF Panel
Activation Criteria	1. <b>Humanitarian Need:</b> The emergency must be on such a scale as to call for immediate and effective international humanitarian assistance		1. <b>Humanitarian Need:</b> The emergency must be on such a scale as to call for immediate and effective international humanitarian assistance
	2. <b>Capacity to deliver:</b> Some or all <b>DEC</b> member agencies must be able to provide a rapid effective response.		2. <b>Capacity to deliver:</b> Some or all <b>HEF</b> Panel member agencies must be able to provide a rapid effective response.
	3. <b>Media profile:</b> There must be reasonable grounds for concluding that a public appeal would be successful		3. <b>Media profile:</b> There must be reasonable grounds for concluding that a DEC appeal will not be launched
			4. <b>Communications:</b> At activation, the Panel as a whole will provide an overview of how communications could be approached for the chosen emergency response in the initial Activation Request for Ministerial consideration. A communication plan will then be created by the project selection stage for agreed responses.
			5. <b>Strategic approach:</b> It must be considered the best use of the funds considering limited resources and unlimited needs
Who can receive funds?	DEC Members	Non-DEC HEF Panel Members	HEF Panel Members
Activation process	DEC Members and broadcaster agreement	Concept Note to SG	Peer Review and HEF Panel recommendations approved by SG
Activation assessment period	Variable	Within 2 weeks of DEC appeal launch	Up to 20 days
Project Implementation	18-24 months	6 months	Up to 6 months preferred although projects up to 12 months will be considered
Reports	DEC Reporting Requirements	Overall Response Report and Case Study for each member	1 Integrated Response Report and Case Study(ies) including new communications section; Disaggregated finances/IATI

Min & Max Fund Allocation	N/A	£16,000 / £48,000	£50,000 / £300,000
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From July 2021, the HEF Panel consists of: Tearfund, Mercy Corps, Save the Children, British Red Cross, Islamic Relief, Christian Aid, SCIAF, Oxfam.

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## **ALLOCATION ARRANGEMENTS FOR THE HEF**

### **Allocation of HEF Funds**

The diagram below shows the phasing of HEF spend, which is based on 2 DEC appeals per year and limits the amounts that can be allocated to each emergency.

### **HEF funding allocation under Operations Manual**

Under the terms of the HEF Operation Manual though, any unused Stream 2 funding would simply roll over into the next quarter. Stream 2 funding will continue to roll over each quarter of the year, and there is an expectation that all funds allocated to the HEF must be transferred to HEF members before the end of the financial year.



