

Independent Review of The Scottish Government Humanitarian Emergency Fund

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List of Abbreviations

ALNAP	Active Learning Network for Accountability and Performance
CBM	Christian Blind Mission
CHS	Core Humanitarian Standard
DAC	Development Assistance Committee (OECD)
DEC	Disasters Emergency Committee
DFID	Department for International Development (UK)
GEFI	Global Ethical Finance Initiative
HEF	Humanitarian Emergency Fund
HPG	Humanitarian Policy Group (ODI)
ICRC	International Committee of the Red Cross
ICVA	International Council of Voluntary Agencies
IDF	International Development Fund (Scottish Government)
INGO	International non-governmental organisation
LNOB	Leave no one behind
MAF	Mission Aviation Fellowship
MEAL	Monitoring, Evaluation, Accountability and Learning
NGO	Non-governmental organisation
NWOW	New Way of Working
OCHA	Office for the Coordination of Humanitarian Affairs (UN)
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation and Development
PCR	Project Completion Report
PSEA	Prevention of Sexual Exploitation and Abuse
R&D	Research and development
SCIAF	Scottish Catholic International Aid Fund
SG	Scottish Government
SH	Sexual harassment
SIDA	Scotland's International Development Alliance
SME	Small or medium-sized enterprise
ToR	Terms of Reference
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Programme
WHS	World Humanitarian Summit

Executive Summary

This independent review of the Scottish Government Humanitarian Emergency Fund (HEF) was undertaken from June to September 2019 and considered the period since the HEF's establishment in spring 2017 to summer 2019. The review was based on a range of interviews with key stakeholders and sector experts, as well as desk review of HEF documentation and publications from leading agencies, thought leaders and think tanks working on humanitarian assistance.

The report presents the scope and methodology applied, followed by discussion of the HEF's functioning. Issues of focus are then reviewed, and an overview provided of humanitarian assistance trends, policy commitments and good practices relevant to the Fund's work and operation, ahead of final sections comprising reflections, recommendations, future scenarios and a conclusion.

The review concludes that in its first two years of operation, the HEF has achieved a great deal. New systems have been established from scratch and proven supportive in the successful disbursement and reporting of £2.1 million in humanitarian assistance over this period to a number of communities in need in nine different crises spanning three continents.

The Fund's work and processes also respond to a number of good practices and current trends in the sector, not least promoting transparency on localisation and inclusion. HEF Panel members report the positive spirit of collaboration which has facilitated their joint work on the Panel, and attest to the informal benefits of closer relationships and networking among Scottish humanitarian players.

This important progress notwithstanding, the review finds that HEF's work would be strengthened by a number of improvements. Most should not require any sea change in approach, and rather the greater definition and application of existing approaches to strengthen proposal and reporting quality, facilitate decision-making and promote learning. The area where the review recommends most effort be placed is on defining and strengthening systems for external communication; external communications responsibilities have been undefined to date and are unsurprisingly noted as an area of weak performance in relation to the Fund's original objectives.

In addition to a series of recommendations for specific steps, the review concludes by presenting a series of options for Scottish Government's consideration in relation to future policy decisions on the HEF and possible alternative humanitarian funding modalities.

1 Background and Context to the Review

Box 1: The UN Office for the Coordination of Humanitarian Affairs (OCHA) Global Humanitarian Overview 2019 provides a useful summary of the current challenging humanitarian context:

- Despite global development gains, one in every 70 people around the world (132 million people) urgently needs humanitarian assistance and protection.
- More people are being displaced by conflict, even though globally numbers of conflicts are reducing. 68.5 million people were forcibly displaced in 2017.
- Natural disasters and climate change affect 350 million people on average each year and cause billions of dollars of damage.
- Food insecurity is rising. Between 2015 and 2017, the number of people experiencing crisis-level food insecurity or worse increased from 80 million to 124 million people.
- Crises exacerbate gender inequalities. Girls in conflict settings are 2.5 times more likely to be out of school than boys.
- The average humanitarian crisis now lasts more than nine years. Nearly three quarters of people targeted to receive assistance in 2018 were in countries affected by humanitarian crisis for seven years or more.
- Many needs remain unmet. Despite a significant increase in funding, from US\$10.6 billion in 2014 to US\$13.9 billion in 2017, the gap in coverage for UN-led humanitarian response plans hovers at about 40%.

The Scottish Government Humanitarian Emergency Fund (HEF) was established in 2017 following policy commitments in the Programme for Government 2016/17 to establish a £1 million humanitarian aid fund. This decision followed a period from 2008 to 2016 when the Scottish Government responded to ten international crises, making decisions on humanitarian funding on a case by case basis.

The HEF was developed through a process of co-creation with the Scottish humanitarian sector. This was launched when the Scottish Government International Development Team convened a meeting in June 2016, effectively initiating a working group of the primary humanitarian actors with a presence in Scotland. Guided by a Scottish Government steering paper, the group worked together and prepared a proposal to Scottish Government that was delivered in December 2016 and on which Scottish Government undertook further sector consultation. Scottish Government contracted the Disasters Emergency Committee (DEC) to provide a Secretariat function and an independent organisation¹ to manage a Panel member application process in spring 2017; HEF Panel member organisations and a Chair were subsequently appointed and the inaugural Panel meeting was held on 5 July 2017.

The HEF Panel is comprised of leading humanitarian aid organisations with a presence in Scotland with expertise in responding to emergencies in developing countries, and has an independent Chair. HEF Panel organisations are signatories to the Code of Conduct for the International Red Cross and Red Crescent Movement

¹ The Corra Foundation undertook the review of eight applications in May 2017.

and NGOs in Disaster Relief, and are members of the Core Humanitarian Standard (CHS) Alliance. Members of the Panel, appointed by the Scottish Government, advise on and access the fund.

Five HEF Panel members are Disasters Emergency Committee (DEC) members: British Red Cross, Christian Aid Scotland, Oxfam Scotland, Save the Children and Tearfund. Three HEF Panel members are not DEC members: Mission Aviation Fellowship (MAF), Mercy Corps Europe and Scottish Catholic International Aid Fund (SCIAF).

The DEC brings together 13 leading UK aid agencies in times of humanitarian crises to raise money to help those impacted by disaster. The DEC Secretariat is contracted to manage the HEF and support the HEF Panel. The DEC appointed a Co-ordinator to deliver the HEF Secretariat function and liaise with the HEF Panel, the Scottish Government, and the DEC. The current part-time Co-ordinator also has another part-time role as DEC External Relations Manager (Scotland).

1.1 Scope of the Review

The review was led by Philippa Bonella, an independent consultant retained by the Corra Foundation for this contract, with research support from Corra. This team will hereafter be referred to as the Reviewers.

The scope of the review was determined by the Terms of Reference (ToR) confirmed by Scottish Government (Appendix 1) and guided by a research outline prepared by the Reviewers (Appendix 2). The ToR outline the following objectives for the review:

1. “Work with the Scottish Government’s International Development team to devise a scheme for the review of the HEF.
2. Carry out an independent review of the HEF.
3. Gather evidence from the HEF Panel members, the Disasters Emergency Committee; Scotland’s International Development Alliance, Scottish Government officials and others on the structure and operations of the HEF.
4. Consider how the HEF would continue to successfully operate if there was a flux in the current commitment of £1M. To consider the impact of up to a 50% increase (~£1.5M) and up to a 50% decrease (~£500,000).
5. Collate all responses and comments made in relation to the evaluation.
6. Produce a report to the Scottish Government: containing options for any changes to the HEF; and detailing any recommendations for the improvement and future of the HEF.”

In addition to the information collected and presented in this report, the review also gathered some complementary information on other country models (presented in Appendix 7).

The review did not cover:

- Review of performance of individual Panel member organisations or staff representatives
- Review of the performance of the contracted Secretariat function performed by the DEC
- Consideration of future Panel membership beyond broad sectoral observation
- Assessment of the impact of funded projects, either on an individual or collective level.

1.2 Methodology

The **purpose** of the review was to:

- Review how the HEF is working to deliver its original aims
- Consider the future operation of the HEF in light of best practice, and in light of potential budget changes.

Within this core purpose, the review placed additional focus on Stream 2 HEF funding as it became apparent from initial consultations that this was an area where there was more scope for strengthened practice. Beyond this core purpose, the review additionally considered **four areas of focus** felt relevant to the HEF's work: learning, impact measurement, the Grand Bargain, and safeguarding.

Information sources included: desk review of a range of Scottish Government and HEF Panel documentation; desk review of policy commitments, trends and good practice in the humanitarian sector; 24 semi-structured interviews with 28 individuals, in addition to three group interviews (two with the HEF Panel and one with key members of the Scottish Government team), gathering responses from 36 individuals in total. These included 16 HEF Panel members' representatives (each participating organisation has a primary and deputy Panel representative), 3 DEC representatives, 5 Scottish Government representatives, 4 representatives of INGOs in Scotland not involved in the HEF, and 8 humanitarian sector experts. Interviewees were identified and selected by their professional role: of the total 36 individuals responding in individual or group interviews, 22 were women, 14 men.

The **process** used was an inclusive one, adopted with the intention of ensuring that all key stakeholders had an opportunity to provide input and perspectives to the review. This included an initial consultation with the HEF Panel Chair and Co-ordinator, followed by two HEF Panel group meetings and individual, confidential interviews with each HEF Panel member, as well as other INGO stakeholders in Scotland and a number of international experts in the UK and abroad. The review ran from July to August with the final report submitted to the Scottish Government on 6 September 2019.

No conflicts of interest were identified or noted during the review. In terms of the **objectivity** of the Reviewers:

- Philippa Bonella, the independent consultant, is an experienced researcher and programme reviewer with a background in international development. She

has had no previous engagement with the HEF, though did have previous experience of work with two HEF Panel organisations and of a previous strategic review for Scottish Government.

- Corra had undertaken review of applications for the initial HEF Panel appointments so brought some insights from the Panel's inception stages. The Foundation has had no engagement with the work of the HEF since then, though does deliver two grant management contracts for other Scottish Government international development funding streams.

2 Key Findings

2.1 HEF Functioning

Box 2: The Purpose of the HEF was set out at its launch as follows:

“The Humanitarian Emergency Fund should provide immediate and effective assistance to **reduce the threat to life and wellbeing** (e.g. hunger, disease or death) for a large number of a population caused by disasters, disease or conflict.

In addition to the primary purpose, the Fund should:

- Build **public awareness** in Scotland of humanitarian crises in order to raise **additional funding**;
- Demonstrate the SG’s role as a **responsible global citizen** with a vested interest in responding to global humanitarian challenges; and
- Bring enhanced **transparency and predictability** to the SG’s emergency funding.”²

The Humanitarian Emergency Fund of £1 million (m) per annum was envisaged as being divided equally into two funding streams.

Stream 1: Large-scale emergencies which lead to the launch of a DEC Appeal:

Stream 1 A allocates funding directly to the DEC on the request of Ministers; Stream 1 B allocates funding to non-DEC members of the HEF Panel who are also responding to the emergency.

Stream 2: Medium to large-scale emergencies that are not anticipated to lead to a DEC Appeal:

Stream 2 funds are activated by Ministers on the recommendation of HEF Panel members. Stream 2 allocates funding to HEF Panel members whose proposals have been approved by the Peer Review committee.

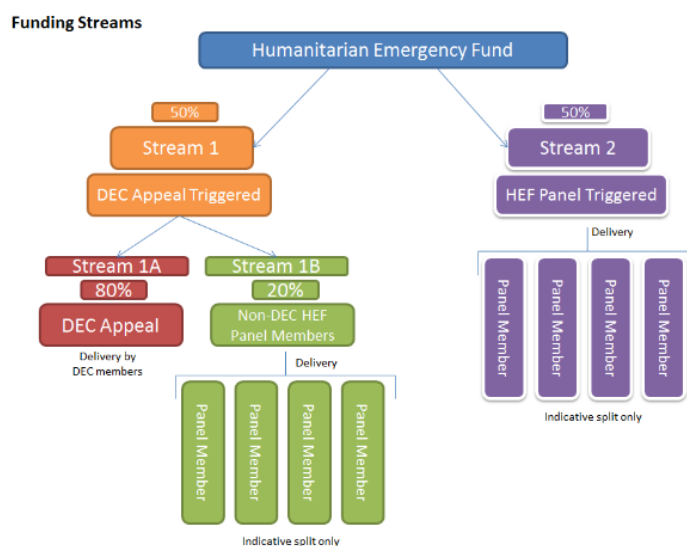


Figure 1. HEF Funding Streams³

² ‘Scottish Government Humanitarian Emergency Fund Agreed Proposal’, document from HEF archive (un-dated but appears to be mid 2017), p1.

³ ‘Scottish Government Humanitarian Emergency Fund Agreed Proposal’, p2.

2.1.1 Operation and functioning of the Panel

The HEF Panel works on the basis of the *HEF Operations Manual*, a core document which was developed by an external consultant in the inception phase and which has been revised and refined over the period since then.

The latest iteration of the Manual dates from March 2019 and covers the functioning of the Panel: “This Operations Manual outlines how the HEF is governed and activated and how HEF-funded projects will be managed. Section 2 outlines how the HEF is structured and governed; Section 3 describes the four stages in the project response cycle (activation request, project selection, project implementation and monitoring, evaluation, accountability and learning); and Section 4 provides information on how funds are to be managed and administered.”⁴

The main functional stages in the Panel’s work are as follows.

a. Activation

The Stream 1 A activation is directly linked to the launch of a DEC appeal (decided by actors partly outside the Panel), although in October 2018 the HEF Panel also prepared a Stream 1 *Case for Activation* document to support the recommendation to fund the appeal that notes the funds available (for Stream 1A and 1B) and outlines the five HEF Panel and DEC member organisations which will be responding as part of the DEC appeal,⁵ as well as those preparing non-DEC Stream 1 B responses.

The Stream 1 B activation is dependent on the launch of and Scottish Government support to a DEC appeal through Stream 1 A and is a mechanism where a smaller portion of the funding for the appeal crisis is channelled to the HEF Panel members which are not DEC members, namely Mission Aviation Fellowship, Mercy Corps and SCIAF. The pre-agreed proportions of funds available for the two streams are Stream 1 A 80% and Stream 1 B 20%.

The Stream 2 activations are activated by Scottish Ministers on advice from the Panel which considers suggestions from Panel members that can be submitted at or in advance of quarterly meetings. The Panel then discusses and votes; if they decide to recommend funding a response an Activation Request document is prepared and submitted to Scottish Government, presenting the case and recommending a specific amount to be allocated to the response, usually between £50,000 and £300,000.⁶

⁴ *Humanitarian Emergency Fund Operations Manual*, March 2019, p2.

⁵ In this case for the Indonesian Earthquake and Tsunami, to which DEC members the British Red Cross, Christian Aid, Oxfam, Save the Children and Tearfund responded.

⁶ “At the HEF Panel meeting (Quarterly and Emergency), members are expected to have reviewed the Activation Request(s) and, where possible, triangulated the information with their field offices or other sources. The Chair will invite each agency at the Quarterly meeting (or the lead agency at the Emergency meeting) to provide a short presentation (maximum five minutes) to the Panel, articulating how the request(s) meets the HEF Stream 2 criteria. The HEF Chair then facilitates the discussion amongst members before calling a vote on whether the Panel should recommend the activation of HEF Stream 2 to the SG.” *HEF Operations Manual*, p8.

Originally, the split between Streams 1 and 2 was anticipated to be an even split of 50% each; over the two first years of the HEF’s operation this has been 22.5% Stream 1 and 77.5% Stream 2 (see Appendix 6). Once the Panel votes to approve an activation recommendation, the HEF Secretariat informs Scottish Government and “The SG then has three working days to raise any issues before the Panel can expect the activation to be confirmed”.⁷

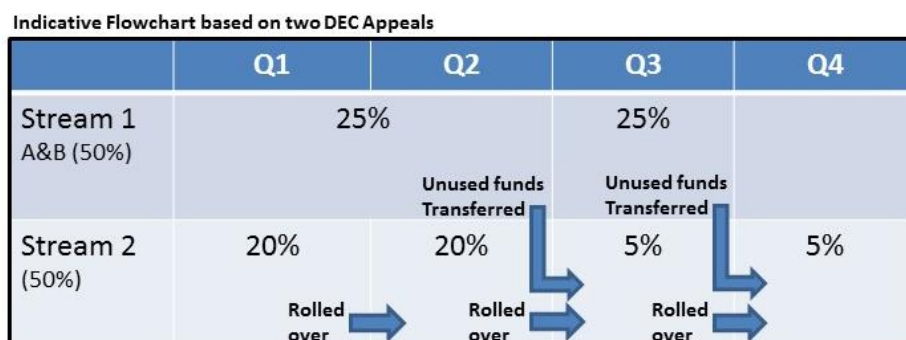


Figure 2: HEF Manual funding distribution flow illustration⁸

b. Proposal development and peer review

The Panel does not consider proposals for Stream 1 A as the DEC manages the appeal as a whole. For Stream 1 B, concept notes rather than proposals are developed and a shortened peer review process is conducted; in both cases to date this has resulted in a HEF Panel recommendation to Scottish Government for funding to the three non-DEC organisations.

More substantial proposal development and peer review is undertaken for Stream 2 proposals. A precise project proposal format has been developed with an accompanying scoring guide for peer review. The format includes specification of Outcomes and Outputs, requests estimated disaggregation of beneficiaries by age band, gender and particular vulnerability, consideration of co-ordination on the ground and MEAL, and includes a budget breakdown which provides for estimates of percentage transfer to international, national and local NGOs.

HEF Panel member organisations prepare proposals with input from their field and headquarters colleagues and local implementing partners; due to different working practices, some organisations are able to complete all elements of the proposal format while others are not.

c. Proposal review and recommendations

The peer review process has also been refined over the first two years of HEF operation. Panel members rotate responsibilities, ensuring that a minimum of three Panel members review each set of proposals. Scores for each section of the

⁷ HEF Operations Manual, March 2019, p8.

⁸ HEF Operations Manual, March 2019, p3.

proposals are then collated and reviewed for consistency⁹, with the HEF Secretariat Co-ordinator responsible for confidential compilation of both final scores and short narrative comments and facilitating the reviewers' agreement on the final recommendation. This is presented for a Panel vote and if approved then as a formal recommendation for funding submission to Scottish Government, which then "...has three working days to consider the recommendations before the Panel can expect a decision".¹⁰

d. Contracting and transfer of funds

For Stream 1 A, Scottish Government directly manages grant funding with the DEC. For Streams 1 B and 2, following the Panel's recommendations, Scottish Government directly contracts HEF Panel members using pre-agreed templates and disburses funds directly to them.

e. Reporting on humanitarian assistance delivered

The DEC manages all Stream 1 A reporting. The HEF Panel Secretariat compiles reporting on Stream 1 B grants, presenting an integrated report to Scottish Government. Similarly, for Stream 2 grants, the HEF Secretariat is responsible for compiling an integrated report on each activation. Notably, for Stream 2, the HEF template used for proposals is a combined format which also provides for 'Project Completion Reports' (PCRs), allowing for easy comparison between original plans and work delivered.

In relation to reporting, for both Stream 1 B and Stream 2 grants, as different Panel member organisations work in different ways, and on a variety of different assistance types, there are variations in their final report content. Some organisations are able to, from the outset, identify precise numbers (and breakdown) of beneficiaries, location and type of assistance, while others are not: inevitably this affects the consistency and depth of the integrated reports.

f. Reporting to Scottish Government

The HEF Secretariat is responsible for preparing interim and annual reports to Scottish Government, submitted in October and April each year respectively. To date these reports have provided a short summary of the Panel's structure and functioning, an overview of the working of the Panel during the year in question, including any particular highlights, and a summary presentation of the crisis responses HEF funding supported.

Since its launch in spring 2017, the HEF has supported responses to nine humanitarian crises (as of August 2019) of which two were Stream 1 (DEC activations) and seven were Stream 2. Just over £2m has been spent. A table summarising activations and spending can be found at Appendix 6.

⁹ On one occasion, for the DRC Activation in January 2018, one reviewer (from one of the applying organisations) scored significantly differently to other reviewers and a variance adjustment was used.

¹⁰ *HEF Operations Manual*, March 2019, p9.

2.1.2 Differing perspectives on the HEF's current structure and functioning

The interviews undertaken collected a range of perspectives on the HEF's current structure and functioning which have been presented below.

	Panel members	Scottish Government	External organisations *
Strengths	<p>Scottish response to need</p> <p>Learning opportunities</p> <p>Relationships in Panel</p> <p>Setting aside own agendas</p> <p>Improved systems</p> <p>Key role of Co-ordinator and Chair</p> <p>Reputable expert member organisations</p> <p>Transparent and accountable system</p> <p>Flexibility and opportunity to fund 'hidden' crises</p>	<p>Scottish response to need</p> <p>Certainty of budget</p> <p>Recommendations made by those with expertise</p> <p>Improved systems</p> <p>Less time required of SG staff</p>	<p>Scottish response to need</p> <p>Funds high profile plus hidden emergencies</p> <p>Use of peer review</p> <p>Panel responds to good practice in sector</p> <p>Steady £1m p.a. responds to good practice in sector</p>
Weaknesses	<p>Expectations of staff time not always proportional to funds</p> <p>Possible for Panel members to 'game the system' for Stream 2 activations</p> <p>Criteria mean some Panel members less likely to be funded through Stream 2 (e.g. MAF) yet still have some expectations.</p> <p>Wide focus for Stream 2 can make it difficult to identify most suitable activations</p> <p>Lack of diversity on Panel</p> <p>Limited humanitarian field expertise on Panel itself</p> <p>No assigned external communications role</p>	<p>Stream 2 reporting does not allow SG to answer questions</p> <p>Stream 2 appears random choice of crises</p> <p>Stream 2 external communications</p> <p>Stream 2 funds not being used to leverage more funding</p> <p>Very limited time to decide on recommended activations or project grants</p>	<p>Lack of transparency and accountability</p> <p>Lack of expertise</p> <p>Fund too small for impact</p> <p>External communications</p>
Opportunities	<p>Increase funding available</p> <p>Collaboration in-country</p> <p>Increased learning and sector networking</p>	<p>Raise public awareness</p> <p>Focus on theme or area</p>	<p>Increase funding available</p> <p>Engage more with sector</p>

	Improve communications Match funding possibility	Connect HEF to other policy areas, e.g. schools and education Match funding possibility Improved reporting	Engage more with / promote emerging good practice Focus on external comms Strategic focus
Threats	Panel may reduce if expectations increase or funds decrease	Loss of public trust Hard to justify spending	Loss of trust Lack of documented and evidenced impact

**External INGO and sector expert interviewees who had some knowledge of the HEF or of similar peer review-based models*

Proportionality

A key factor to be considered in reviewing the HEF, according to both Panel members and external experts, is proportionality of the structures and expected outcomes of the Fund in line with the limited funding (currently £1m per annum) available. Proportionality was the theme most often raised in interviews with Panel members, who generally felt that initially the level of engagement required to make the Fund a success was not proportional to the impact it would help them achieve. This was broadly felt to have evened out more recently. External experts generally emphasised the small scale of the funding available in comparison to most other humanitarian instruments, and encouraged a focus on proportionality during this review.

Panel views - overall positive factors

Interviews with Panel members prompted unanimous responses regarding the following:

- A deserved sense of pride in how well the fund had functioned, given the difficult humanitarian aid environment and the lack of historical joint working among NGOs in this field in Scotland.
- Recognition and appreciation of the Scottish Government's work with the sector to establish a Fund and of the efforts made by officials in the consultation and inception phases.
- Particular thanks to the Chair and the first Co-ordinator for their pragmatic, responsive approach to setting up the Panel's systems.
- The willingness of all Panel members from the outset to set aside organisational interests and build a good process to meet the needs of people in humanitarian crisis.
- The value of building good personal relationships and building a sense of a team within the Panel (this was generally considered to have taken around the first 18 months to achieve).

Panel views - areas to strengthen in future

Panel members recognised that the HEF is still developing, and that more can be done to achieve (and demonstrate achievement) against the original objectives. Members called for more active guidance from the Scottish Government to help them consider:

- Which kinds of crises to prioritise, and in which places
- How best to balance proportionality with transparency and accountability
- How to better engage the Scottish public
- How and whether to seek other external funding.

Conversations with Panel and Secretariat members have identified areas of HEF structure and practice that could beneficially be reviewed going forward:

- The current absence of defined public awareness-raising responsibilities in HEF Panel roles, and consideration of how best to take this forward collaboratively with Scottish Government.
- The funding distribution flow between Streams 1 and 2, which is currently based on two DEC activations per year, when in reality there has been one DEC activation per year so far.
- The number of HEF activations overall per year, which has so far been an average of four; it may be more proportionate to decrease this.
- The number of days allocated to develop and decide on proposals for activation and funding for Stream 2 with a view to allowing more time for preparation and consideration.
- The organisations represented on the Panel with a view to considering a Panel refresh, retaining the original and appropriate criteria of adherence to the Core Humanitarian Standard (CHS), a Scottish presence and active engagement in international humanitarian activity. The potential inclusion of other Scottish-based organisations meeting the criteria would enhance Panel diversity and promote networking across the Scottish sector.

2.1.3 Review reflections on HEF functioning

Review reflections: what does this analysis mean for the HEF...		
with its current budget?	with a £1.5m p.a. budget?	with a £0.5m p.a. budget?
<p>The HEF can deliver valuable assistance in its current form. HEF Panel systems are generally working well though could benefit from further refinement.</p> <p>More Scottish Government direction on strategic focus</p>	<p>The HEF could deliver more valuable assistance.</p> <p>An increased budget would likely support improved external communications.</p>	<p>The HEF Panel organisations may reduce participation.</p> <p>Increased action to address all secondary HEF aims, including public awareness-raising and fund-raising, is unlikely.</p>

<p>would help Stream 2 decisions and external communications.</p> <p>More work on external communications is needed, defined roles would help this.</p> <p>Additional resourcing may be needed for the Chair role</p>	<p>Easier to attract a more diverse and inclusive Scottish sector panel.</p>	<p>Harder to attract a more diverse and inclusive Scottish sector panel.</p> <p>Highly unlikely that current ways of working could be maintained on a reduced SG budget; supplementary funds from other sources would be needed and no clarity as yet on how such funds could be raised or received/disbursed.</p>
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2.2 Issues of focus

2.2.1 Learning

The HEF Operations Manual has a clear focus on learning and continuous improvement, both in terms of streamlining processes and increasing impact on the ground.

Panel interviewees could identify a range of learning that has taken place. This seems to have focussed on key areas:

- Learning about each other's organisations, structures and strategies, structured in a series of presentations by each organisation on their work during quarterly meetings
- Learning about streamlining and improving systems to make application and reporting procedures more proportional to the funds available
- Some learning about international debates on good practice, primarily through the Christian Blind Mission (CBM) presentation on disability rights during a specially arranged meeting, and through a presentation on the humanitarian 'Grand Bargain' at a regular Panel meeting.

Learning has led to improvements in so far as relationships have been strengthened, meaning that conversations in the Panel are more constructively challenging, and internal processes have been regularly revised. No Panel member could cite an example of learning leading to change within organisations or in the field. This is unsurprising given the small funds available and the distance between Panel members and decision-makers or field staff in organisations.

The learning expectations within the operations manual were drafted by the original consultant pre-set up and in practice have not been achievable, given the considerable amount of energy and time required to establish and run the Fund over its first two years.

Panel members were clear that the fund is young and still bedding in, with continuous learning and change at process level. Members have contributed significantly more time to the Panel than was originally expected, with many viewing their more substantive work to date—which appears for several to have only eased off towards the close of 2018—as an investment in the inception phase of a collaborative initiative with strategic value beyond its funding function. Most felt that greater expectations on learning and improvement would not be realistic, given the small sums available and the distance between Scotland offices and field response.

2.2.2 Safeguarding

There has been an increased focus on safeguarding and the Prevention of Sexual Exploitation and Abuse (PSEA) in the sector since early 2018, with the vast majority of actors in the sector being involved in work to strengthen existing systems and standards and to engage with efforts to address the recent loss in public confidence. (Please see Section 2.3.5 below for discussion of sector trends and good practice relating to safeguarding.)

HEF templates for Scottish Government grant contracts do include a clause (4.6 A and 4.6 B) regarding the need for HEF grant implementers to both have robust safeguarding policies in place (and to have undertaken due diligence on any partners they sub-contract) and to immediately notify Scottish Government of any reports or suspicions of safeguarding incidents. The HEF's current project proposal and reporting templates do not include a section or question on safeguarding.

While many HEF Panel members have discussed their policies with the Scottish Government International Development Team and/or attended a Scottish Government-organised safeguarding workshop, these steps appear to have been taken in line with international development grant funding and not because of HEF engagement.

There has been no specific HEF Panel meeting agenda item to discuss safeguarding issues and the Panel has to date not undertaken any steps dedicated to consideration of how safeguarding aspects of the HEF's work could be strengthened.¹¹

2.2.3 Impact measurement

Measurement of longer-term impacts and monitoring the outcomes of humanitarian interventions is a sector-wide challenge in the field of humanitarian assistance.¹² This work can be particularly hard to do in emergencies, where the rapid analysis which precedes deployment often needs to be subsequently adjusted and where tracking programme delivery effectively can be additionally challenging in a fast-moving environment. This notwithstanding, MEAL is an essential element of

¹¹ Oxfam noted during group interview discussions that it has 'self-excluded' itself from applying for project funding through the HEF over recent months as it continues to work internally to address concerns over its internal policies and processes; this was an organisational decision and did not follow any HEF panel discussion.

¹² *The State of the Humanitarian System: 2018 Edition*, ALNAP, p21.

professional humanitarian programming and the CHS, and the HEF templates' current use of the set of common indicators defined by the DEC is a very helpful structural decision to facilitate reporting.

HEF proposal and reporting templates require Outcomes and Outputs, they do not require definition of a longer-term impact statement or evidence of progress towards it. The templates also require the disaggregation of targeted beneficiaries by age band, gender and particular vulnerability, another important point in relation to established sector practice. While rapid onset emergencies may mean that detailed needs assessment is not possible and UN agencies do accept estimates of beneficiary numbers in these circumstances, it is standard practice that these are then updated in the first one or two months of operation and are finalised in grant reporting. For assistance in protracted crisis settings it is standard sector practice to require beneficiary target numbers and disaggregation from the outset.¹³

The usual sector practice relating to impact measurement is for aggregated evaluations conducted later or after an emergency response which tend to review the work of multiple agencies in a given location – the DEC follows this model. Given the size of the HEF, it is unrealistic to expect that the individual grants can support impact evaluations. However, the Fund should respond to established good practice norms on promoting learning, accountability and improved practice and a periodic external evaluation, for example every 5 years, would be an appropriate mechanism to consider. The definition of a strategic focus, whether thematic or geographic, for the Fund would inevitably facilitate subsequent impact measurement.

2.2.4 Review reflections on Issues of focus

Review reflections: what does this analysis mean for the HEF...		
with its current budget?	with a £1.5m p.a. budget?	with a £0.5m p.a. budget?
<p>The HEF Panel should consider options to promote learning more effectively among its members.</p> <p>The HEF Panel should consider how to better respond to safeguarding as a sector priority (e.g. by expanding its proposal template with a dedicated section).</p> <p>HEF reporting templates need to be completed in</p>	<p>With increased grant amounts, it is more likely that organisations would more actively promote and engage in cross-panel/-sector learning.</p> <p>With increased grant amounts, it is more likely that organisations would provide more information for proposals on safeguarding.</p>	<p>With decreased grant amounts, it is less likely that organisations would allocate time to cross-panel/-sector learning.</p> <p>With decreased grant amounts, it is less likely that organisations would be open to providing more information for proposals on safeguarding.</p>

¹³ Sector expert interviews.

<p>full if the Fund’s impact can be even estimated in outline, (e.g. cumulative beneficiary numbers), and if its work is to be effectively monitored.</p> <p>Beyond its current systems, the HEF would need to include a periodic evaluation to develop conclusions regarding longer-term impact.</p>	<p>Earmarking of funds for periodic evaluation should be considered.</p> <p>With increased grant amounts, it is more likely that organisations will devote more time and provide more detailed reports to feed impact assessment.</p> <p>Increased funding may incur the risk of higher Scotland-based / back-office spending with limited additional impact for people in humanitarian need.</p>	<p>With decreased grant amounts, it is less likely that organisations will provide more detailed reports to feed assessment of impact.</p> <p>Reduced funding may galvanise more collaboration and seeking of alternative funding sources in order to continue the gains made.</p>
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These issues have been addressed in more detail in Chapter 3 of this report which offers recommendations and options for the future.

2.3 Trends, policy commitments and good practice in humanitarian assistance

The OECD’s report on good practice in humanitarian donorship underlines the importance of clear government leadership and strategy: “Humanitarian frameworks are more effective when they are based on the donor country’s comparative advantage and take into account other policy directives”.¹⁴ The OECD also recommends matching your vision with your money – give enough, and give flexibly enough to achieve your ambition – and encourages clarity and simplicity of funding process to reduce the administrative burden on NGO partners. These learnings complement and emphasise the issues discussed below for the HEF to address in future.

2.3.1 Trends in need: “protracted is the new normal”

The funding and delivery of humanitarian assistance globally continues to grow, though 2018 saw the ending of a significant growth burst recorded since 2014.¹⁵ Despite this, the shortfall between estimated requirements and the actual financial contributions received has also increased: in 2017, the amount requested through

¹⁴ *Towards Better Humanitarian Donorship: 12 lessons from DAC Peer Reviews*, OECD 2012

¹⁵ “In 2018, international humanitarian assistance continued a five-year trend of growth; while the pace of growth slowed, rising by just 1% from 2017 to an estimated US\$28.9 billion, there has been an estimated increase of 30% (US\$6.7 billion) since 2014.” *4 trends in global humanitarian aid*, BOND, 6 Aug 2019, Angus Urquhart of Development Initiatives.

UN appeals was US\$ 25.5 billion, the highest ever requested, and the funding shortfall in response to these appeals was US\$ 10.3 billion, the largest to date.¹⁶

The UNOCHA Global Humanitarian Overview 2019 reports that the number of crises requiring more than US\$1 billion humanitarian funding grew to a record eight in 2018 (Democratic Republic of the Congo, Ethiopia, Nigeria, South Sudan, Somalia, Sudan, Syria and Yemen). Between 2014 and 2018, four crises (Somalia, South Sudan, Sudan and Syria) accounted for 55% of all funding. At point of reporting in 2018, 86% of funding was directed to crises of more than five years' duration.¹⁷

All sector analyses anticipate the continuation of the current trend towards more complex and protracted crises: "Humanitarian crises are lasting longer and demanding ever more resources. They are also disproportionately affecting the poorest and most vulnerable."¹⁸ With most humanitarian crises today termed 'protracted', the average humanitarian appeals lasting seven years and almost 90% of humanitarian funding from OECD DAC members going to medium- to long-term crises, UN analysis concludes that "protracted is the new normal".¹⁹

The UNOCHA Global Humanitarian Overview 2019 makes the following predictions going forward:

- Conflicts will continue to cause displacement and erode resilience
- Extreme weather events remain a risk for many countries
- Food insecurity remains a concern (often linked to conflict)
- The greatest needs will continue to be seen in countries of protracted crisis

The humanitarian sector is responding with a range of developments in assistance and practice.

¹⁶ *The State of the Humanitarian System: 2018 Edition*, ALNAP, p18.

¹⁷ Global Humanitarian Overview 2019, UNOCHA 2019.

¹⁸ BOND Article: *4 trends in global humanitarian aid*, 6 Aug 2019, Angus Urquhart of Development Initiatives.

¹⁹ *An end in sight: Multi-year planning to meet and reduce humanitarian needs in protracted crises*, OCHA Think Brief, July 2015, p4.

Box 3: Multi-year and anticipatory funding

The increase in protracted crises requires changes to classic approaches as ‘in-and-out’ humanitarian interventions are increasingly unlikely to meet the needs of most emergencies. In addition to a range of challenges and adaptations to previous programming models, this also requires a change in donor funding models. Recent years have seen calls for more predictable multi-year funding for humanitarian assistance, including 2016 WHS commitments, and a resulting shift in donor practices²⁰ as multi-year contributions from governments increased to 17% of funding in 2018 from 7% in 2016.²¹

Multi-annual funding “refers to funding given over two or more years for humanitarian assistance”. The OECD observes that “Multi-year humanitarian funding attracts minimal risk, and has significant potential to decrease operational costs in protracted crises, improve collaboration between actors, and provide for a more strategic response that can adapt to evolving contexts. There is also potential to help bridge the humanitarian action and development programming”, encouraging humanitarian donors to “make multi-annual funding a larger part of their humanitarian financing portfolio.”²²

With many crises having a ‘lead in’ period, there is growing sector discussion around anticipatory funding. This is defined differently to funding for crisis prevention or disaster risk reduction programmes, which are implemented to support preparedness for a potential future crisis. Anticipatory funding however is relevant only in situations where a coming crisis is evident, ‘visible on the horizon’ though not yet full-blown: funding intervention at this stage is seen as reducing costs and response times, facilitating better quality programme design and reducing suffering.²³

2.3.2 The Agenda for Humanity and the Grand Bargain

The sector has seen a number of policy responses to these significant changes in needs. At the World Humanitarian Summit (WHS) in May 2016, participants from 180 countries made commitments to deliver the UN Secretary General’s Agenda for Humanity, a five-point plan to reduce humanitarian need, risk and vulnerability. The ‘Grand Bargain’, signed at the summit, was a key component of this plan.

²⁰ “Humanitarian aid is largely concentrated in crises that are protracted or recurrent... In many of these countries, ...crises have endured for decades but humanitarian aid has remained annualised and short term. Despite multiple commitments, development assistance has not filled this gap, remaining largely absent from the most intractable and difficult crises. DFID introduced multi-year humanitarian funding (MYHF) in 2014 in acknowledgement of these facts”. *Multi-year humanitarian funding: a thematic evaluation*, HPG ODI, July 2019, p1.

²¹ *Key trends in Global Humanitarian Assistance 2019*, Development Initiatives.

²² *Multi-year humanitarian funding*, OECD Commitments into Action Series into policy brief, 2017, p1, p21.

²³ *Casement Lecture: Towards a Better System for Humanitarian Financing*, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Co-ordinator, Mark Lowcock, March 2018. Additional input from interviews with sector experts.

Box 4: The **Grand Bargain** includes 9 workstreams:

1. Greater Transparency
 2. More support and funding tools to local and national responders
 3. Increase the use and co-ordination of cash-based programming
 4. Reduce Duplication and Management costs with periodic functional reviews
 5. Improve Joint and Impartial Needs Assessments
 6. A Participation Revolution: include people receiving aid in making the decisions which affect their lives
 7. Increase collaborative humanitarian multi-year planning and funding
 8. Reduce the earmarking of donor contributions
 9. Harmonize and simplify reporting requirements
- and one cross-cutting commitment: to enhance engagement between humanitarian and development actors.

As of 1 July 2019, 61 aid agencies and NGOs had endorsed the Grand Bargain. These include several HEF Panel members or connected organisations: international Red Cross structures, Christian Aid, Mercy Corps, Oxfam, Save the Children, and the United Kingdom Government.

Annual progress reports are produced independently by ODI, funded by USAID: the latest annual report²⁴ shows that 68% of signatories can report activities to implement relevant commitments. Cash-based programme is making the most progress (see Box 6 below). Localisation is moving from dialogue on definitions to actioning the commitments, but there has been no system-wide shift in operational practice (see Box 5 below). Harmonised reporting has been piloted and is being rolled out at country level. Multi-year funding (see Box 3 above) has shown good progress, with 78% of donors reporting that they had maintained or increased their multi-year funding in 2018. Progress is being made on gender, with pre-existing gender pledges being linked to Grand Bargain commitments.

²⁴ Grand Bargain – 2018, ODI 3rd independent report, 2019.

Box 5: Localisation

NGOs currently receive around 20% of humanitarian aid, with the vast majority going to INGOs. INGO funding to national and local NGOs has increased recently (from 1.7% to 2.7 % in 2017); direct funding to national and local NGOs also increased from 0.3% in 2016 to 0.4% in 2017.²⁵ While these global funding patterns may not reflect the full picture of partnership on the ground, and notwithstanding the challenges of emergency response in conditions where local capacities are often limited, the conclusion remains that opportunities for building national and local capacities and integrating local perspectives are not being fully utilised.²⁶

Hence the push towards 'localisation', defined as "the process through which a diverse range of humanitarian actors are attempting, each in their own way, to ensure local and national actors are better engaged in the planning, delivery and accountability of humanitarian action, while still ensuring humanitarian needs can be met swiftly, effectively and in a principled manner".²⁷ The potential contributions to resilience and development of national capacities for future disaster response are particularly highlighted in sector good practice guidance.²⁸

While increasing in policy relevance, localisation is not a recent policy direction and has been articulated in a series of international policy commitments, including the 2007 Global Humanitarian Platform's Principles of Partnership,²⁹ 2015/16 Charter for Change,³⁰ the 2016 Agenda for Humanity and Grand Bargain (noted above).

Although progress is being made, there remain concerns that the Grand Bargain is too complex and resource-intensive, and not enough difference is being felt on the ground. This is particularly the case for localised funding, and the connected issue of transparency. While the sector generally views the headline commitments made in

²⁵ *The State of the Humanitarian System: 2018 Edition*, ALNAP, p18.

²⁶ A report from Local to Global Partnership looking at funding flows for Syria estimated: "While Syrian humanitarian actors were responsible for delivering 75% of the humanitarian assistance in 2014, they received only 0.3% of the direct and 9.3% of the indirect cash funding available for the overall Syria response. Despite their crucial role, Syrian NGOs struggled to get their most basic costs covered in the sub-contracting and partnership agreements they have with international agencies. While international actors are all committed to transparency, 30% of the known funding remains unknown in terms of which humanitarian actor actually received the funding. Private remittances and assistance from diaspora groups were found to play a crucial role in day-to-day survival but it remained impossible to estimate their exact volume." *Funding to national and local humanitarian actors in Syria: Between sub-contracting and partnerships*, L2GP, 2016

²⁷ *Localization Examined: An ICVA Briefing Paper*, ICVA Sept 2018, p2.

²⁸ The OECD has produced guidelines for donors on localisation, highlighting challenges and benefits and discussing the use of 'crisis modifiers' in development programmes as one of its recommendations: "Use development partners and crisis modifiers. The introduction of crisis modifiers into grant agreements with local development partners ensures sufficient programme flexibility for those partners to rapidly shift from development activities to emergency response in case of a sudden emergency... The combination of emergency response capacity building, and new or modified funding to quickly scale up or scale down the response to crises and shocks, can allow local organisations to respond rapidly, using some of the funds initially allocated for development projects." *Localising the Response*, OECD 2017, p10.

²⁹ The Principles of Partnership are "an attempt to acknowledge some gaps within the humanitarian reform process, which included neglecting the role of local and national humanitarian response capacity".

³⁰ An eight-point commitment and policy initiative led by both national and international NGOs "to practically implement changes to the way the Humanitarian System operates to enable more locally-led response". Charter for Change website.

the Grand Bargain as important, there are issues around the practicality of the supporting frameworks and targets; discussions are seen as having remained largely at the policy level.³¹

2.3.3 Leave no one behind

The Sustainable Development Goals (Agenda 2030) set a new expectation that no goal shall be considered achieved until it is achieved for all – summarised in the term ‘Leave no one behind’. Emerging practice in the humanitarian sector is particularly focussed on understanding and meeting the needs of women and girls, and disabled people.

The UNOCHA Global Humanitarian Overview 2019 reminds us that conflicts and disasters exacerbate gender inequalities. Natural disasters on average kill more women than men or kill women at a younger age than men. Women and girls may also face increased vulnerabilities during or after a crisis and some 60% of all preventable maternal deaths in the world take place in conflict, displacement or disaster settings. Girls in conflict settings are 2.5 times more likely to be out of school than boys.

Globally it is estimated there are more than 1 billion disabled people³², and disabled people are likely to be poorer and more vulnerable to crisis than the general population, while often being left behind by standard humanitarian response³³. The Charter on Inclusion of Persons with Disabilities in Humanitarian Action was launched at the 2016 World Humanitarian Summit and has now been endorsed by more than 200 governments, UN bodies and organisations.

Based on the original application of CBM to the HEF Panel, but considering its limited international operation, it was recommended that CBM act as a disability inclusion adviser to the Panel. This was confirmed and following discussions at the second Panel meeting in September 2017 a training session on disability-inclusive practice was organised for the HEF plus wider INGO sector on 14 March 2019. Unfortunately the disability adviser has not had any further involvement in HEF activity to date, and only half the Panel members were represented at the training.

2.3.4 The ‘nexus’, coherence and collective outcomes

While the need to promote better collaboration between humanitarian and development actors has been acknowledged for some time,³⁴ these calls gathered

³¹ *The State of the Humanitarian System: 2018 Edition*, ALNAP, pp20-21. Additional commentary during sector expert interviews.

³² Global Humanitarian Overview 2019, UNOCHA 2019

³³ *Disability in Humanitarian Contexts*, Handicap international, 2016

³⁴ The OECD DAC’s good practice report for humanitarian donorship from 2012 underlines the need to link humanitarian assistance to long term recovery, highlighting the need to “improve co-ordination between humanitarian and development instruments; review the sometimes cumbersome procedures... and short funding timeframes that restrict holistic responses in protracted crisis situations; systematically integrate the humanitarian context and programming objectives into their country strategies; and support innovative approaches, such as cash-based programming, to rebuild livelihoods

strength at the 2016 World Humanitarian Summit and became formalised into international policy commitments. The Grand Bargain Workstream 10 is dedicated to “strengthening engagement between humanitarian and development actors in order to better deal with protracted crises and shrink humanitarian needs over the long term. Measures include new partnership, better and more contextual and field-based co-ordination, joint needs assessments, joint vulnerability analysis and multi-year planning – all of which should be tailored to the context with a respect for both actual needs on the ground and humanitarian principles”.³⁵

A ‘third facet’ to the humanitarian-development nexus was subsequently added as policy-makers confirmed the importance of integrating peacebuilding perspectives into responses in fragile and conflict-affected crises – often termed the ‘triple nexus’ and associated with the additional integration of climate crisis programming. The 2016 Stockholm Declaration argued that in order to deliver on the Agenda for Humanity and “transcend the divide between humanitarian and development actors to achieve collective outcomes”, global stakeholders “need to have a long-term view that focuses more on prevention, by addressing the root causes and the drivers of fragility and conflict.”³⁶

Further high-level discussion explored implications for donors, recommending that funders work to transcend their own internal humanitarian and development divisions by structuring financing around collective outcomes framed as desired future points three to five years into the future.³⁷ A ‘collective outcome’ is the term increasingly used to describe a result achieved by contributions from humanitarian and development actors over a multi-year period to reduce vulnerability and increase resilience; it is particularly associated with nexus programming and the ‘New Way of Working’.³⁸

The OECD produced a formal Recommendation on ‘nexus’ programming in 2019, noting that these approaches will be critical in responding to the increased humanitarian caseload and that they require the right kind of financing.³⁹ Key

and repair small-scale infrastructure”. *Towards Better Humanitarian Donorship: 12 lessons from DAC Peer Reviews*, OECD, 2012.

³⁵ *The New Way of Working Examined: An ICVA Briefing paper*, Sept 2017, p4.

³⁶ *Stockholm Declaration: Addressing Fragility and Building Peace in a Changing World*, International Dialogue on Peacebuilding and Statebuilding, 5th Global meeting, April 2016 Stockholm.

³⁷ UN discussions on financing “stressed that the challenge for donors is not necessarily to provide more money, but how existing financing flows from both humanitarian, development, climate and peace streams can be better aligned and provided in a sequential way towards the achievement of collective outcomes. This would contribute to overcoming fragmentation and demonstrate that humanitarian financing can have a catalytic effective for sustainable solutions if allocated in connection with other financing streams.” *Summary of High-Level WG on Operationalizing and Financing Collective Outcomes*, International Network on Conflict and Fragility, OECD-UN-WB, March 2018.

³⁸ Linked to the 2016 WHS, the New Way of Working (NWOW) is a UN and World Bank initiative with a wide range of NGO supporters. In brief, the NWOW can be described “as working over multiple years, based on the comparative advantage of a diverse range of actors, including those outside the UN system, towards collective outcomes” with a heavy emphasis on strengthening national capacities”; New Way of Working website. NWOW country-based pooled fund updates highlight progress and achievements, for example: *Ethiopia New Way of Working Progress Update*, UN, May 2018.

³⁹ *DAC Recommendation on the Humanitarian-Development-Peace Nexus*, OECD, 2019.

aspects include an emphasis on detailed, gender- and conflict-sensitive context analysis and practice, empowering and building the capacity of national and local actors, including for crisis response and risk management, and prioritising work with international and local partners which have flexibility to work across the nexus and adapt programming to needs on the ground. The role of donors in promoting nexus approaches is underlined in much of the policy discussion, both in terms of adapting financing instruments and incentivising exchange and collaborative work towards collective outcomes.⁴⁰

2.3.5 Safeguarding and accountability

The CHS Alliance provide the quality assurance framework for the HEF Panel members and these commitments and verification schemes include prevention and response to safeguarding incidents.⁴¹ While existing frameworks continue to have value and relevance, there is also sector recognition that more needs to be done to strengthen safeguarding mechanisms and practice, including the prevention of sexual exploitation and abuse (PSEA) and sexual harassment (SH).

Reflecting this, the OECD DAC brought out a new Recommendation in July 2019 to advise and support governments to prevent and respond to PSEA and SH in the disbursement and management of humanitarian and development assistance.⁴² The Recommendation highlights donor responsibility and influence in leading and supporting organisational culture change and accountability, building capacity, underlining the importance of donor measures and systems to ensure funded agencies establish and implement robust safeguarding systems.⁴³ Donor policies are seen as critical in helping to push back on the “we haven’t got time” arguments often used: they should ensure that presentation of safeguarding policies and ‘safe programming’ is a standard element of proposal and reporting templates, and should

⁴⁰ “Donors should create incentives for teams to work together towards collective outcomes. Donors’ humanitarian and development teams can learn from each other and every occasion for synergies should be seized. These can take the form of shared country or thematic analysis, shared risk mapping, or exchange of information on partners, for example.” *Humanitarian Development Coherence*, OECD Commitments into Action policy brief, 2017, p17.

⁴¹ “The CHS offers a suitable framework for organisations to put in place adequate safeguarding mechanism and for auditors to assess if these are functional. What’s lacking though, is the unquestionable application of the Standard and its related policies across the sector. The CHS Verification Scheme, particularly its independent quality assurance component, can have a strong impact here.” *Open Letter: Using the CHS to strengthen safeguarding mechanisms*, 5 March 2018, Judith Greenwood, Executive Director, CHS Alliance, and, Pierre Hauselmann, Executive Director, HQAI.

⁴² The Recommendation is “the first international instrument on sexual exploitation and abuse (SEA) and sexual harassment (SH) that applies to development co-operation and humanitarian assistance”. *DAC Recommendation on Ending Sexual Exploitation, Harassment and Abuse in Development Co-operation and Humanitarian Assistance: Key Pillars of Prevention and Response*, OECD, 2019, p1.

⁴³ Donors should for example “Include standards, procedures, requirements, and/or binding commitments in all cooperative agreements and funding instruments (for example, contracts, grants, memoranda of understanding) alongside remedies for breaches and reporting requirements”, develop survivor-centred response mechanisms, integrate safeguarding into reporting systems, conduct training and awareness raising, and develop mechanisms for monitoring, evaluation and reporting on SEA and SH prevention and response. *DAC Recommendation on Ending Sexual Exploitation, Harassment and Abuse in Development Co-operation and Humanitarian Assistance: Key Pillars of Prevention and Response*, OECD, pp5-10.

clearly define accountability, reporting and response chains for all funding relationships.⁴⁴

Critical to safeguarding systems but also to broader good practice programming that is responsive and attentive to beneficiary needs, implementing organisations' systems need to include effective and transparent channels for feedback as part of ensuring accountability. The OECD report⁴⁵ on good practice in humanitarian donorship includes a focus on participation, including complaints mechanisms, feedback loops for beneficiaries and streamlining donor reporting to give field staff more time to engage with beneficiaries. This requires flexibility to allow programmes to adapt in response to what they hear. The ODI HPG has recently developed and prototyped 'ReliefWatch', a new mechanism for aid accountability through a system of reviews by affected people,⁴⁶ and more developments in this direction are to be expected in the coming period.

2.3.6 Blended and innovative financing

The growing funding gap between identified humanitarian needs and funds raised has led to increased consideration of alternative funding sources in recent years. Also referred to as 'innovative financing' or 'humanitarian investing', blended finance is defined as "the strategic use of public and philanthropic resources to mobilize private capital to achieve development outcomes,"⁴⁷ or "a range of instruments that use grant funding to attract further private sector investment in emerging markets".⁴⁸ Global humanitarian policy leaders have emphasised the future potential for new forms of financing for humanitarian assistance to address financial shortfalls and bolster sustainability, as well as maximising humanitarian-development programming coherence. Attention is mainly being currently given to disaster risk insurance, contingency funding through the multi-lateral system, risk sharing with the private sector, and improvements to humanitarian financing systems, including the use of cash transfers.⁴⁹

Private investment opportunities are also being explored, with the three main types under consideration: anticipatory risk financing for disaster preparedness and response; job creation and entrepreneurship; and, investments in enterprises or assets that support the wider market for humanitarian impact in social sectors (e.g. temporary housing, portable energy products, etc.).⁵⁰ The Humanitarian Policy Group (HPG) concludes that while there is a "growing appetite" for investment

⁴⁴ Sector expert interview.

⁴⁵ *Towards Better Humanitarian Donorship: 12 lessons from DAC Peer Reviews*, OECD, 2012.

⁴⁶ *Humanitarian Policy Group Annual Report 2018-19*, ODI, 2019, p11.

⁴⁷ *Greater than the Sum of its Parts: Blended Finance Roadmap for Global Health*, USAID Feb 2019, p6.

⁴⁸ *New financing partnerships for humanitarian impact*, HPG commissioned report, ODI, Jan 2019, p8.

⁴⁹ *Casement Lecture: Towards a Better System for Humanitarian Financing*, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Co-ordinator, Mark Lowcock, March 2018.

⁵⁰ *New financing partnerships for humanitarian impact*, HPG commissioned report, ODI, Jan 2019, pp1-2.

approaches to humanitarian impact, this remains an emerging area and firm conclusions are premature.⁵¹

Box 6: Cash transfers, SMEs and market systems

Cash transfers or vouchers are now an established good practice, confirmed by the 2016 Grand Bargain commitments and seen as preferable to distribution of food and non-food items wherever possible as they bring multiple benefits, allowing people in need to make their own choices and better tailor their purchases to their individual households. Most effective when delivered as unconditional multi-purpose cash, though also in voucher or e-transfer formats depending on the market context, well-programmed cash-based responses have evidenced lower costs and increased efficiency, effectiveness, beneficiary dignity and local markets recovery.⁵²

Although the sector's use of cash and voucher programming continues to rise, increasing 10% from 2017 to 2018 and doubling since 2015,⁵³ challenges with a lack of common quality standards/guidelines or systematic monitoring remain and concerns have been raised about the need for proper context analysis.⁵⁴

A key element of the improved context analysis advocated by the NWOW is the economic landscape and market systems in which humanitarian assistance is delivered. Cash transfers can be a valuable tool in supporting local economies but represent only a limited aspect of market engagement. The potential of SMEs is often left untapped, a missed opportunity to use and support local capacities which can also lead to unintended negative consequences.⁵⁵ Already incorporated in the SPHERE standards,⁵⁶ there is growing understanding that economic recovery and options for the self-sustainability of people in need requires greater attention far earlier in the humanitarian response than traditionally thought. Particularly given the greater predominance of protracted crises, good practice now requires market systems analysis be a key element of context assessment.

While there are clearly interesting initiatives being piloted, these tend to be at scale and involve large players with resources to dedicate to research and development, such as the International Finance Facility for Education in emergencies (associated with Gordon Brown),⁵⁷ collaborations between Ikea and UNHCR on shelter design,

⁵¹ *New financing partnerships for humanitarian impact*, HPG commissioned report, ODI, Jan 2019, p1, p33.

⁵² *Cash-based Response*, WHS Policy in Practice series, OECD, 2017, p8.

⁵³ An estimated US\$ 22.6 billion p.a. is provided by governments, and US\$ 6.3 billion from private donors, p3. *Key trends in Global Humanitarian Assistance 2019*, Development Initiatives.

⁵⁴ *The State of the Humanitarian System: 2018 Edition*, ALNAP, p144.

⁵⁵ Recognising that SMEs generate half of worldwide employment and need to be involved in sustainable solutions, a new private sector-led initiative 'SMEs for Humanity' (SME4H) was launched at WHS 2016. *How small business can play a big role in in humanitarian crises*, 13 Jan 2017, Badr Jafar, Chief Executive Officer, Crescent Enterprises, World Economic Forum.

⁵⁶ The Minimum Economic Recovery Standards are part of SPHERE core standards, 2017 3rd edition.

⁵⁷ The Education in Emergencies Fund website text. "Gordon Brown has launched an International Finance Facility for Education in Emergencies, as a partnership between developing countries, international finance institutions and public and private donors to mobilize additional financial resources. Donors would provide guarantees to allow the World Bank and regional banks to borrow money for education, which is then turned into loans and grants to finance educational activities. This is particularly attractive as a way of ensuring that generations of children whose countries are caught up in conflict do not forever lose the chance of an education. That would not just be an

Mastercard and the WFP on electronic transfers, or ICRC's humanitarian impact bond.⁵⁸ Indeed, the existing Scottish Government efforts to support work in this area through the Global Ethical Finance Initiative⁵⁹ represent another confirmation that this is clearly a direction of travel.

However, the level of risk in many emergency settings and the short timeframes needed to mobilise capital have proved challenging for the direct application of such initiatives to humanitarian response and in unstable or crisis settings. In the 2012-17 period only 6% of current blended finance initiatives supported least developed countries, with 70% in middle income countries.⁶⁰ Overall, for humanitarian (and, to a lesser extent, development) financing much remains at a developmental stage with limited clear and tested models currently ready for application to a co-ordinated response.⁶¹

2.3.7 Review reflections on trends, policy commitments and good practice

Box 7: How can the Scottish Government respond to this emerging good practice?

- Focus humanitarian funding on protracted crises (this also allows a more planned, thematic approach with potentially longer decision-making timescales)
- Offer a multi-year funding commitment to humanitarian response
- Explore options for anticipatory funding (see options below)
- Continue to promote cash-based programming
- Continue to support localisation by analysis of % of funds reaching local actors
- Encourage increased learning about gender and disability-inclusive response
- Encourage connected learning between ID Fund and humanitarian projects
- Require increased focus on safeguarding in HEF processes and reporting
- Consider how Scottish Ministers could encourage Scottish corporates to support crisis appeals by HEF members
- The HEF is already responding to a number of key global policy expectations for good humanitarian donorship, including predictability, accountability, localisation and cash programming, and this was welcomed in interviews with external humanitarian experts. The following chapter proposes further improvements which could be made to the HEF's functioning, and offers a range of options for the future.

unacceptable tragedy for them, but also a social, economic and political disaster for their countries.” Casement Lecture: Towards a Better System for Humanitarian Financing, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Co-ordinator, Mark Lowcock, March 2018.

⁵⁸ *How small business can play a big role in humanitarian crises*, 13 Jan 2017, Badr Jafar, Chief Executive Officer, Crescent Enterprises, World Economic Forum; *Humanitarian crises cost more than ever. But businesses can help*, 12 Jan 2018, Sara Pantuliano, Acting Executive Director, ODI.

⁵⁹ Global Ethical Finance Initiative, <https://www.globoethicalfinance.org/>.

⁶⁰ Blog: *To solve the World's Problems, the global development community turns towards the private sector*, 16 July 2019, Joan M. Larrea, Justice Johnston.

⁶¹ *The State of the Humanitarian System: 2018 Edition*, ALNAP, p19.

3 Concluding reflections, recommendations and options for the future

3.1 Concluding reflections

Reflections regarding the achievement of the HEF's purpose

The HEF's primary aim is to provide assistance for a large number of people in crisis. Clearly the vast majority of the Fund has been directed to this goal (minus the relatively low sums for running the Secretariat and for indirect cost recovery to Panel members). It has not been possible for this review to identify the overall numbers of people reached or the impact of projects on the ground due to the absence of clear figures presented in the HEF integrated and annual reports. However, the Fund has disbursed and reported on over £2.1m of assistance grants to people in need since its establishment.

The fund has three secondary aims. The first is to build **public awareness and raise additional funding**. This aim was originally established in the hope that a distinctive Scottish Fund would galvanise greater support for humanitarian responses from Scotland, including increased profile, increased public giving to HEF charities and potentially increased corporate support. This original hope has been a little lost in the operational focus on setting up the processes of the Fund. There has been no public reporting against this aim, and there are no indicators in place to measure success. Whilst this is clear in the aims of the fund, it is not clear at an operational level whose responsibility it is to raise public awareness. External communications and public awareness raising appear to be explicitly excluded from the contracted Secretariat responsibilities⁶² and there is no awareness-raising function included in the Operations Manual which guides the work of the Panel.

Panel members believe they have generally done what is proportionate, by providing the Scottish Government with case studies as part of their reporting, and promoting the funding they have received through press releases and social media activity. Although they do reflect that they could do more, they feel more guidance is needed and believe action against this aim should be driven by the Scottish Government. The Scottish Government is however clear that this work is part of the Panel's responsibilities and there was some frustration evident about lack of progress.

Regarding the aim of raising additional funding, some anecdotal evidence was provided by a small number of HEF members about access to HEF funding allowing them to leverage additional funding. This cannot be quantified and has not been

⁶² The tasks of "developing and maintaining a website for the Fund" and "press and external affairs related to the Fund" are listed in the section "*Outside of the scope of HEF Secretariat*" on p4 of the document titled 'The Scottish Government's Humanitarian Emergency Fund – HEF Secretariat responsibilities' (filename: 'DEC HEF Secretariat – DEC responsibilities and budget – sent SG 10032017') shared by DEC.

included in reporting to date. There have been no structured approaches to raise additional funds for the Panel, and it is not clear who would undertake this task.

The second aim is to demonstrate the Scottish Government's role as a **responsible global citizen**. Beyond the comments above on press releases of funding agreements, it is not possible to take a view as to whether this aim has been achieved. It should be noted that none of the humanitarian experts interviewed (outwith the HEF Panel NGOs) had heard of the HEF, including those two consulted with Scottish connections or residency.

The third secondary aim is to bring **enhanced transparency and predictability** to emergency funding. On this point internal stakeholders (Scottish Government and Panel members) agreed that it had to some extent been achieved. Predictability has been established through the annual HEF budget and the quarterly drawdown process. Transparency has been achieved internally for Panel members through a clear and regularly updated process for activations and peer review of proposals, which Panel members saw as particularly valuable. It has been achieved to some extent for Scottish Government, although reporting on need for activations and achievements of projects could be improved. For external stakeholders, transparency was less convincing, partly due to the unusual structure of the fund (where Panel members make decisions on funding which they may themselves receive) and partly due to the poor communications noted above. The term 'closed shop' was used by more than one external party, although the peer review approach was seen as positive by others.

It should be noted that there is no guidance on who is responsible for meeting the secondary aims of the Fund, how these should be measured or reported, within the HEF Operations Manual or elsewhere. In this respect, the aims of the HEF as a Fund differ from those of the HEF Panel, which has no formally articulated responsibilities for fund-raising or public awareness-raising. To date the focus of the Panel has been in line with the Operations Manual, on internal processes for spending the annual fund and on building relationships among the Panel members. That is perhaps to be expected at the beginning of a new funding system. This review offers the opportunity to reflect and go further.

Box 8: Reflections regarding the functioning of the HEF Panel

The following conclusions can be drawn about the HEF at this stage in its development:

- The Fund has achieved some of its stated aims, by providing a predictable, semi-transparent funding stream aimed at those in need during humanitarian crisis, and by delivering a steady stream of activities which have disbursed the full funding allocation over the two-year period since its establishment.
- The Fund is reaching people in immediate crisis through Stream 1 (DEC appeal) funding and through Stream 2, although numbers and impact are hard to determine, particularly for Stream 2.
- More could be done to communicate the work of the Fund to the public in Scotland, the INGO sector and the global humanitarian community.
- Regular direct meetings and exchange points are likely to benefit communication between the HEF Panel and Scottish Government and to help address identified areas for improvement.
- It is not possible to review whether the HEF has made the best use of the funds available.
- While the HEF Panel's methods of work to allocate and distribute the funding respond to a number of important good practices in the sector, more could be done to ensure adherence to standards and ensure key issues are addressed in the Panel's work and HEF-funded projects.
- HEF Panel members feel proud of what they have achieved and believe it is a good foundation for future working, hoping their collaboration can continue, ideally with an increased fund.

3.2 Recommendations for the improved functioning of the HEF

Going forward, options for the future of Scottish Government humanitarian funding depend on the budget available. These are set out below in Section 3.4. However, regardless of budget size, if the Panel is to continue as at present, the following recommendations are proposed:

Proportionality

Any increased expectations of the HEF must be balanced with an awareness of the need for proportionality. The size of ambition and the structure of the Fund should match the funds available.

Focus

Some thematic or geographic focus would help to achieve and evidence greater impact and to communicate the aims of the funding to political stakeholders and the Scottish public, as well as guiding the Panel's selection of potential activation

requests and review of proposals. This focus should fit with the Scottish Government's wider international strategy and resonate with domestic priorities, for example climate change or supporting refugees. Broad themes such as these would help to define the distinct added value of the Scottish fund, while still offering scope for engagement in a range of humanitarian contexts. A geographic focus would help to respond to sector good practice as it could be leveraged to promote improved humanitarian and development policy coherence, for example on Yemen or the Syrian crisis.

Communications

Greater clarity is needed on how the distinctive value of Scottish humanitarian funding will be communicated to the Scottish public and the global humanitarian sector to help achieve the secondary objectives of the HEF. Communications expectations must be explicitly built into future agreements.

In addition:

- Scottish Government and the HEF Panel should meet and agree how expectations should be met and who is responsible; this is likely to require revisiting the current DEC Secretariat contract if a role is envisaged for the Co-ordinator.
- Scottish Government should clarify what public information products should be produced on the HEF by which party.
- Scottish Government should improve the public website presentation of the HEF and make case studies etc. available in a more attractive format with regular updates.
- Activation requests should include a section on external communications.
- Panel members should include in project proposals how they will communicate the crisis and the funded project to the public; proposals should not be submitted if the applicant is unable to dedicate communications resource within the project period.
- A system for media monitoring should be developed and reporting on this should be included in interim and annual reporting to Scottish Government. Responsibilities would need to be clearly allocated and, as noted above, this is likely to require revisiting the current DEC Secretariat contract if such a role is envisaged for the Co-ordinator.
- A part-time communications post could be considered, though would have cost implications – either working through DEC Secretariat if their contract is adjusted, or to the Chair directly.

Learning, good practice and reporting

While the HEF work processes already respond to a number of important good practices in the sector, some small adjustments would provide for consistency and help ensure that the spending of HEF funds reflects relevant international policy commitments, as well as contributing to improved measurement, reporting on impact and learning for the future.

- The timelines for Stream 2 activations and proposal recommendations should be reviewed, considering the benefits that more time to prepare and consider approvals could bring to proposal quality.
- HEF proposal and PCR template requirements for i. beneficiary disaggregation by age band, gender and vulnerability, and, ii. budget percentage breakdown for local and national NGOs, should be consistently met in order to use this data to track progress towards Grand Bargain commitments and support improved HEF annual reporting; if only estimates are available in the planning phase these should be provided and then updated subsequently and in final reporting.
- A new section should be added to the proposal and reporting templates to require organisations to explain what sustainability measures are proposed / have been implemented in relation to the project, including capacity building for local actors and support for potential future development efforts.
- A new section should be added to the proposal and reporting templates to require organisations to explain what safeguarding systems and capacities exist in their organisation and how these will be/have been contextualised to the particular intervention proposed.
- The annual report on the HEF Panel should include consideration of the learning exchange undertaken through the year (whether of practice among organisations, on cross-sectoral trends, or issues from an external party) and of any subsequent changes to practice. The disaggregation of beneficiaries by age group, gender and particular vulnerability should be presented in total for the year, as should the percentage of budgets which have been transferred on to local and national NGOs.
- An annual summary for public audiences should be prepared (and if possible structured around a selected focus theme or geography) to present a clear picture of what the funds have achieved in the year, supported by case studies, personal stories and embedded video material wherever possible.

Structure, roles and fundraising

While currently the HEF Panel's work systems are detailed in the Operations Manual, there is less clarity on some of the broader HEF structures. There is a Role Description for the Chair, but no detailed Terms of Reference (ToR) have been developed for other key roles, including the Panel members, Deputy Chair, or the disability advisor role.

Scotland's International Development Alliance (SIDA) has invested significant resource in helping to establish the HEF and in chairing the Panel. This has been unfunded. Some internal and external interviewees suggested that SIDA may be able to play an even greater role as honest broker, including acting as Secretariat in future, leading external communications work for HEF, and/or acting as an independent reviewer of proposals.

While fundraising and the possibility of blended financing has been discussed, the HEF Panel is structured as an advisory body: there is currently no vehicle to manage and account for any incoming funds and doing so would likely require the setting up of a new legal entity for the HEF (or to have an account positioned within an existing

external partner). Until an assessment is undertaken it is unclear how much funding could be available, how attracted donors are to match funding, or how much new funding could be garnered rather than simply attracting sources already available.⁶³

- ToRs should be developed for Panel members, the Chair and Deputy and any advisory roles.
- Retaining the original and appropriate criteria of adherence to the CHS, a Scottish presence and active engagement in international humanitarian activity, consider a refresh or review of HEF Panel membership, with careful advertising to ensure all eligible actors are aware, and an independent selection process.
- Going forward, SIDA's important role in supporting the Panel should be considered carefully and discussed to mutual agreement. Any core activity, including the role of Chair, should be funded.
- The HEF should consult with Scottish Government and clearly define and publish its policy, protocol and systems for reporting and responding to safeguarding incidents.
- An assessment is required of funding available from other sources to inform thinking and expectations for future fundraising models, either additional contributions to individual organisations or for potential match to the HEF.
- If funds were to be attracted to the HEF itself, rather than HEF grants helping to encourage additional donations directly to HEF Panel members, independent expertise would then be required to attract this funding. There would be obvious conflicts of interests if this fundraising were to be done by individual Panel members or even by the DEC Secretariat.

⁶³ Sources could include: Scottish corporates or high net worth individuals; other public sector; other donors (e.g. Comic Relief/Lottery).

3.3 Options for the future

The following options are presented for consideration and to inform subsequent policy decisions on the spending of Scottish Government funds dedicated to humanitarian assistance.

They have been presented in three main sectors or groups: those which see the HEF modality continuing in a familiar shape; those which involve other existing capacities and strategic partners; and, those which involve new, bolder thinking requiring new or additional capacities and structures.

Sector I – Options which are based on the continued functioning of the HEF and Panel

3.3.1 Option 1 – Retain current HEF model with some improvements

Implications	<ul style="list-style-type: none"> • Maintain a fund of £1m per annum • Maintain a panel of Scotland-based INGOs to recommend to Ministers when responses should be activated and who funded • Maintain an independent, funded Secretariat and Chair • Funds could be focussed on a broad theme or geography resonant in Scotland • Improve external communications • Improve reporting processes • Agree responsibilities and modalities if felt relevant for attracting additional funds • Panel membership to be reviewed every three years, providing opportunity to include new members and enhance diversity and learning opportunities
Pros	<ul style="list-style-type: none"> • Builds from recent learning • Makes sizable contribution to humanitarian need • Engages most key players in Scotland • SG funding could be reduced over time if other funds attracted • Transparent, predictable humanitarian financing mechanism
Cons	<ul style="list-style-type: none"> • May remain a ‘closed shop’ if does not engage all INGO humanitarian players in Scotland • Will remain hard to measure impact and efficiency without reporting improvements • Is likely to require additional capacity or resources, including from SG officials, to improve current processes for external communications

3.3.2 Option 2 – Retain current structure and aims, expanded £1.5 m p.a. budget

Implications	<ul style="list-style-type: none"> • Fund expands to £1.5m per annum • The panel of Scotland-based INGOs continues to recommend to Ministers when responses should be activated and who funded • Maintain an independent, funded Secretariat and Chair (potentially establish a new part-time Communications post). • Improve external communications and reporting processes • Funds could be focussed on a broad theme or geography resonant in Scotland • Agree responsibilities and modalities if felt relevant for attracting additional funds • Panel membership to be reviewed every three years, providing opportunity to include new members and enhance diversity and learning opportunities
Pros	<ul style="list-style-type: none"> • Builds from recent learning • Increased funding will mean larger grant sizes and easier to demand improvements to project design and reporting • Would allow for dedication of more resources to external communications • Likely improvements in reporting quality will support better impact measurement • Makes more sizable contribution to humanitarian need • Engages most key players in Scotland • SG funding could be reduced over time if other funds attracted • Transparent, predictable humanitarian financing mechanism
Cons	<ul style="list-style-type: none"> • May remain a ‘closed shop’ if does not engage all INGO humanitarian players in Scotland • Is likely to require additional capacity or resources, including from SG officials, to improve current processes for external communications • Increased funding may not necessarily lead to increased impact or accountability • Opportunity cost – what will lose out if extra funding is moved to HEF?

3.3.3 Option 3 – Retain current structure and aims, reduced £0.5 m p.a. budget

Implications	<ul style="list-style-type: none"> • Fund reduces to £0.5m per annum • The panel of Scotland-based INGOs continues to recommend to Ministers when responses should be activated and who funded • Maintain an independent, funded Secretariat and Chair • Funds would need to be focussed on a broad theme or geography resonant in Scotland • Number of activations may need to be reduced • Improve external communications and reporting processes if possible • Agree responsibilities and modalities if felt relevant for attracting additional funds • Panel membership to be reviewed every three years, providing opportunity to include new members and enhance diversity and learning opportunities
Pros	<ul style="list-style-type: none"> • Funds will be released to be spent on other priorities • Other sources of funding could potentially be attracted to make up the shortfall • Funding limitations may encourage increased innovation or collaboration • Transparent, predictable humanitarian financing mechanism
Cons	<ul style="list-style-type: none"> • May remain a ‘closed shop’ if does not engage all INGO humanitarian players in Scotland • Likely that some panel members will cease participation in the fund as the cost-benefit in terms of staff time and funding income is affected • Unlikely that improvements to project design or reporting will be possible with reduced funding • Will remain hard to measure impact and efficiency without reporting improvements • Will require capacity from SG officials to improve current processes for external communications

Sector II – Options which are based on existing SG capacities and strategic partners

3.3.4 Option 4 – Retain Stream 1 (DEC) funding only

Implications	<ul style="list-style-type: none"> • Straight-forward alignment with national NGO-led mechanism and decision-making • Would effectively remove role and function of HEF Panel and Secretariat • Little functional value for continued funding to the three non-DEC members
Pros	<ul style="list-style-type: none"> • Stream 1 funding mechanism is simple to trigger and proportionate to manage • Can function with 50% of current annual HEF funding • Impact can be measured via DEC reporting • High public visibility of DEC appeals • Opportunity for SG funds to ‘pump-prime’ Scottish DEC appeal
Cons	<ul style="list-style-type: none"> • Limited access to funds for non-DEC members would need to be addressed; if continued funding to the three non-DEC members was desired, it would leave questions over what modality or process would be used for supporting any (DEC crisis-related or other humanitarian assistance) grants to them. • SG would lose control over activation and it may be harder to develop a coherent/themed narrative. • Only funding major, high profile emergencies, lost opportunity for support to situations where need is great but media attention low.

3.3.5 Option 5 – ‘Crisis modifier’ funding

Implications	<ul style="list-style-type: none"> • Adapting Scottish Government’s existing international development main grants to include crisis modifiers, i.e. proportions of budget that are pre-agreed for use to respond to humanitarian needs or crises in the target country based on an agreed trigger, usually data-driven (e.g. rainfall, UN data on numbers of vulnerable, etc.).
Pros	<ul style="list-style-type: none"> • Immediate response possible • Coherent narrative and ‘story’ for external communication • Supports sector good practice in terms of encouraging humanitarian and development coherence and ‘nexus’ thinking. • Could offer valuable opportunities for local capacity building. • Could be a possible addition as well as alternative to the HEF in the Scottish Government international funding portfolio.
Cons	<ul style="list-style-type: none"> • Limited to IDF priority countries

	<ul style="list-style-type: none"> • Would require adaptation of existing Scottish Government proposal, reporting and budgeting templates. • Requires main development grantholders have sufficient flexibility and capacity to incorporate this into proposals and deliver if needed; unlikely to be all grantholders/applicants. • Budget uncertainty: if there is no humanitarian crisis in the priority countries there will be no humanitarian assistance spend – unless agreement to build local resilience capacities if not needed for humanitarian assistance.
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Sector III – Options which would require new structures and new or additional capacities

3.3.6 Option 6 – Innovation Fund

Implications	<ul style="list-style-type: none"> • Establish a new funding programme with a focus on innovation in humanitarian assistance, potentially drawing on elements of the existing Scottish Government HEF and Climate Justice Innovation Fund. • Proposals would need to trial a new approach or relevant technology as part of humanitarian response to a particular current emergency, and present the potential impact, relevance and dissemination of learning for the humanitarian sector.
Pros	<ul style="list-style-type: none"> • Would continue to provide funding for humanitarian emergency response • Would additionally offer a clear ‘niche’ for Scottish humanitarian funding and potentially large footprint for relatively small funds • Could tie in to Scottish identity and history of innovation • Promotion of learning from the fund would be an opportunity for global recognition for both Scottish Government and organisations with a Scottish presence.
Cons	<ul style="list-style-type: none"> • Would require clear policy architecture to identify the kinds of innovation sought • Would require internal expertise to assess proposals in terms of level of innovation, quality and fit with policy context • Would require significantly heavier management resourcing than HEF to ensure quality of evidence and reporting needed for external and international promotion of learning • Would also require Secretariat resources to include an advocacy function to support promotion of learning and publication in international fora.

3.3.7 Option 7 – Humanitarian Seed Fund

Implications	<ul style="list-style-type: none"> • Scottish Government provides only ‘start-up’ funds for sudden onset crises to pre-agreed partners with a potentially pre-agreed grant sum, e.g. £150,000, which provides for organisations with a Scottish presence to make an immediate start with crisis response operations while undertaking fundraising for subsequent support. • Potential change to current HEF system of peer-reviewed proposals
Pros	<ul style="list-style-type: none"> • Could continue with current HEF peer review system • Could switch to very simple templates for approval by Scottish Government or other management facility. • Would provide a strategic focus / angle / ‘hook’ to define Scottish Government support
Cons	<ul style="list-style-type: none"> • If HEF Panel disbanded, even if simple templates were used, this would mean additional workload for Scottish Government or an alternative management facility. • Would need to have a very simple project format to function, could prove challenging to pull out more attractive narratives and ‘stories’ for external audiences.

3.3.8 Option 8 – Innovative humanitarian financing initiative

Implications	<ul style="list-style-type: none"> • Undertake further research to identify an appropriate initiative (or support the development of a new initiative) for innovative humanitarian financing, e.g. social impact bonds, targeted insurance products, commercial investment in R&D for ‘humanitarian products’, Education in Emergencies Fund, potential GEFI linkage, etc. • Invest funds earmarked for humanitarian assistance to design / trial of new initiative
Pros	<ul style="list-style-type: none"> • Responds to current sector thinking around and exploration of public-private partnerships and blended finance opportunities • Could draw on (and promote) Scottish financial sector expertise in the funding design • If successful, could make valuable contribution to humanitarian financing
Cons	<ul style="list-style-type: none"> • High risk option which might take several years to bear fruit. • Complex narrative to communicate, could undermine public awareness raising efforts • If no Scottish actors involved in R&D this could undermine Scottish identity of initiative • Could prove challenging to existing Scottish Government procurement modalities

Conclusion

The HEF has, in its first two years, delivered predictable humanitarian funding, established generally effective internal working practices and built good relations among Panel members. It has succeeded in responding to a wide range of humanitarian crises, both high profile (through DEC activations) and less well-known. Its approach is broadly in line with themes of good practice and global humanitarian policy commitments, although more could be done in this regard.

Having concentrated on building a proportionate and streamlined system for disbursing funds, the HEF is now well situated to review its learning and deepen its focus on impact, awareness-raising and galvanising wider efforts. In this regard it is highly positive that Scottish Government officials and HEF Panel members have identified similar concerns and solutions, and are willing to take up a process of refinement. This report seeks to support such a process through reviewing current functioning, gathering perspectives, summarising the evidence base on good humanitarian donorship and offering a range of suggestions for improvement, with options for future funding structures dependent on available budget.

The researchers would particularly like to thank the HEF Panel members, Scottish Government officials and external experts who generously gave up their time to support this review project through multiple conversations.

Review Requirements

The contractor is required to:

- retain an independent consultant to work within their organisation, to conduct the Humanitarian Emergency Fund (“HEF”) review; and
- provide a review of the structure and operations of the HEF; review key documentation associated with the Fund and the activations of previous Programme calls; meet with the HEF panel and other interested parties to gather their opinions on the HEF, including its impact to date; to critique the fund and offer viable recommendations for improving delivery and impact of the HEF to aid humanitarian emergencies.

Main Objectives of the Review

The contractor will be expected to:

1. Work with the Scottish Government’s International Development team to devise a scheme for the review of the HEF.
2. Carry out an independent review of the HEF.
3. Gather evidence from the HEF Panel members, the Disasters Emergency Committee; Scotland’s International Development Alliance, Scottish Government officials and others on the structure and operations of the HEF.
4. Consider how the HEF would continue to successfully operate if there was a flux in the current commitment of £1M. To consider the impact of up to a 50% increase (~£1.5M) and up to a 50% decrease (~£500,000).
5. Collate all responses and comments made in relation to the evaluation.
6. Produce a report to the Scottish Government: containing options for any changes to the HEF; and detailing any recommendations for the improvement and future of the HEF.

Aims of the HEF

The review is to consider how the HEF is, or could improve on, how it delivers on its current key aims:

- Provide immediate and effective assistance to reduce the threat to life and wellbeing (e.g. hunger, disease or death) for a large number of a population caused by disasters, disease or conflict;
- Build public awareness in Scotland of humanitarian crises and raise additional funding;
- Demonstrate the SG’s role as a responsible global citizen with a vested interest in responding to global humanitarian challenges; and,
- Bring enhanced transparency and predictability to the SG’s emergency funding.

Purpose

- Review how the HEF is working to deliver its original aims
- Consider the future operation of the HEF in light of best practice

Process

Given that the HEF was designed following substantial input from the sector, this review will also adopt an inclusive approach, aiming to provide an opportunity for all key organisations involved in this field and active in Scotland to share thoughts on the HEF's functioning and future directions.

The review will ensure that all HEF panel members and grantholders are consulted, including all HEF panel applicants and relevant network organisations. Other humanitarian experts, in the UK and internationally, and key literature sources will also be consulted to help identify good practice and trends for the future.

Areas of focus

Supporting the above twofold purpose, the review will prioritise consideration of certain key aspects of the HEF's work.

The review will explore how the HEF panel has incorporated learning into its decision making and processes, and how members and grantholders (including in-country partners where applicable) have benefitted from HEF grants in terms of capacity development and programmatic learning.

The review will consider the extent to which impact can be measured.

The review will consider the extent to which the HEF's functioning can support the Scottish Government's commitment to the Grand Bargain and other emerging best practice in humanitarian assistance.

The review will assess the steps taken by the HEF panel to mitigate risks related to safeguarding in the delivery of funded assistance.

Information sources

- Interviews with HEF and sector stakeholders.
- HEF documentation, including: foundational policy documents, operations manual, meeting minutes, applications, reports (annual, response), website text and media coverage/monitoring.
- Scottish Government policy documents.
- Sector reports and guidance on good practice for humanitarian emergency funding, available documentation on other equivalent country models for humanitarian funding.

Timeframe and review stages

Week commencing	Review work steps
15 July	Start-up, review design, planning, initial consultation with Scot Govt. and HEF, scheduling consultation meetings with HEF stakeholders
22, 29 July	Consultation meetings with HEF stakeholders, desk review of HEF documentation
5 August	Further consultation meetings/calls with stakeholders, complete desk review incl. of international good practice
12 August	Write up of consultation, analysis, initial report drafting
19/26 August	Report drafting, peer review of report, indicative submission to Scot Gov end August / early Sept (pending stakeholder availability and timing of above work stages)

Appendix 3 – List of Interviewees

NAME	POSITION	ORGANISATION	CATEGORY	LOCATION
Individual interviews				
<i>HEF panel, former staff / representatives, Scottish Government</i>				
1. Jane Salmonson	Chief Executive	Scotland's International Development Alliance	HEF panel, Chair	Edinburgh
2. Neil Mathers	HEF Deputy Chair		HEF panel, Deputy Chair	Edinburgh
3. Huw Owen	HEF Secretariat Co-ordinator	DEC	HEF Secretariat	Edinburgh
4. Marie Hayes	Operations Director	British Red Cross	HEF panel	Glasgow
5. Alastair Fergusson	Trust & Statutory Funding Officer			
6. Sally Foster Fulton	Head of Scotland Office	Christian Aid Scotland	HEF panel	Skype interview
7.		Mission Aviation Fellowship	HEF panel	Skype interview
8. Michael McKean	Director of Programmes	Mercy Corps Europe	HEF panel	Skype interview
9. Peppy Sparrow	Senior Partnerships Advisor	Oxfam	HEF panel	Skype interview
10.	Head of the Integral Human Development Department	SCIAF	HEF panel	Skype interview
11. Lorna McDonald	Head of Programme Management	Tearfund	HEF panel	Glasgow

12. Elfreda Whitty	HEF disability adviser	CBM	HEF panel related	Edinburgh
13. Rob McGillivray	Ex-Regional Humanitarian Director	Save the Children	Former HEF panel	Skype interview
14. Annie Lewis	Ex-Coordinator of the HEF	DEC	Former HEF	Glasgow
15. Monica Blaugescu	Ex-Director of Humanitarian Programmes and Accountability at the DEC	DEC	Former DEC/HEF	Skype interview
16. Ben Macpherson MSP	Minister for Europe, Migration and International Development	Scottish Government	Scottish Government	Edinburgh
Organisations in Scotland outside the HEF				
17.		UNICEF Scotland	External / UN agency	Edinburgh
18.			External / UN agency	
19. Nadeem Baqir	Scotland Community Fundraising Manager	Islamic Relief	External INGO	Skype interview
20. Simon Conway	Director of Capability	Halo	External INGO	Skype interview
External Sector Experts				
21. Magalie Salazar	Head of Humanitarian Financing Unit	UNOCHA Beirut	External expert	Skype interview
22. Karri Goeldner Byrne	Advisor on Emergencies and Market Systems	Independent; consultant for MC, USAID, SPHERE	External expert	Skype interview
23. Angus Urquhart	Humanitarian Lead	Development Initiatives	External expert	Skype interview
24. Niklas Rieger	Senior Analyst		External expert	
25. Lisa Doughten	Chief Pooled Fund Management Branch, OCHA	UN OCHA HQ, New York	External expert	Skype interview
26. Shelley Cheatham	Rapid Response Lead, Humanitarian Affairs Officer	UN CERF Secretariat, New York	External expert	Skype interview
27. Lucy Heaven Taylor	Advisor on Safeguarding and PSEA	Independent; BOND- and CHS-approved trainer	External expert	Skype interview
28. Barnaby Willits King	Humanitarian Finance lead	ODI	External expert	Skype interview
Group interview I: Scottish Government, 17 July 2019				

29. Joanna Keating	Policy leads	Scottish Government	Scottish Government	Edinburgh
30. John Mooney				
31. Estelle Jones				
32. Claire Tynte Irvine				
Group interview II: HEF Panel, 30 July 2019				
Jane Salmonson	Chief Executive	Scotland's International Development Alliance	HEF panel, Chair	Edinburgh
Huw Owens	HEF Secretariat Co-ordinator	DEC	HEF Secretariat	Edinburgh
Sally Foster-Fulton	Head of Scotland Office	Christian Aid	HEF panel	Phone-in
33. Keryn Banks	Scottish Programme Funding Officer	Christian Aid	HEF panel	Phone-in
34. Mark Adams	Programme Manager and DMEL Lead	SCIAF	HEF panel	Phone-in
Peppy Sparrow	Senior Partnerships Advisor	Oxfam	HEF panel	Edinburgh
Michael McKean	Director of Programmes	Mercy Corps	HEF panel	Edinburgh
Marie Hayes	Operations Director	British Red Cross	HEF panel	Edinburgh
Lorna Macdonald	Head of Programme Management	Tearfund	HEF panel	Edinburgh
Group interview III: HEF Panel, 27 August 2019				
Neil Mathers	HEF Deputy Chair		HEF panel, Deputy Chair	Glasgow
Huw Owens	HEF Secretariat	DEC	HEF Secretariat	Glasgow
35. Heather Malloch	Head of MAF Scotland	Mission Aviation Fellowship	HEF panel	Glasgow
36. Claire Telfer	Head of Scotland	Save the Children	HEF panel	Glasgow
Sally Foster-Fulton	Head of Scotland Office	Christian Aid	HEF panel	Glasgow
Keryn Banks	Scottish Programme Funding Officer	Christian Aid	HEF panel	Glasgow
Marie Hayes	Operations Director	British Red Cross	HEF panel	Glasgow
Alastair Fergusson	Trust & Statutory Funding Officer	British Red Cross	HEF panel	Glasgow
Lorna Macdonald	Head of Programme Management	Tearfund	HEF panel	Glasgow
	Head of the Integral Human Development Department	SCIAF	HEF panel	Glasgow

Summary: Interview and group consultation for the HEF Review

24 semi-structured interviews held with 28 individuals.

3 group interviews held with 4 (Scottish Government), 9 (HEF Panel first group) and 10 (HEF Panel second group) individuals respectively.

A total of 36 individuals contributed to the consultation (22 women, 16 men):

24 with direct involvement and participation in the HEF, five of which were Scottish Government (15 women, 9 men)

4 Scottish actors with no involvement in the HEF (1 woman, 3 men)

8 external sector experts (5 women, 3 men)

Appendix 4 – Interview question frameworks

The following guides were used for the semi-structured interviews and to direct group discussion.

Question guide for HEF Panel members, Chair, Deputy Chair and Secretariat

- Can you tell me how long you've been involved with the HEF Panel?
- Do you feel you spend a proportionate amount of time on HEF-related work? (How much time do you spend on HEF, is it in your job description / a formally assigned role within your org?)
- How do you think the panel is functioning?
- Would you like your organisation to remain a panel member in future? Why?
- How easy is it to measure the impact of HEF-funded projects?
- Are there ways the HEF could tell its story better to the Scottish public?
- What would you like to change about the HEF's work in future?
- We've been looking at some key trends in humanitarian aid: localisation (Grand Bargain); alignment with development work; Leave No One Behind; safeguarding; protracted emergencies; cash transfers; role of private sector. How do you feel the HEF's work has responded to sector trends to date? Anything you'd add? [Prompt if needed re Leave No One Behind or safeguarding?]
- What are your overall reflections about the success of the HEF since it first began? Anything you particularly want us to keep in mind during this review?

Question guide for non-HEF organisations and experts *(for adaptation as appropriate to respondent)*

- Can you tell me what you know of the HEF?
- What is your perception of it as a funding mechanism for humanitarian assistance?
- Would you like to be more involved with it? Why/why not?
- What would you like to change about the HEF?
- Are there ways the HEF could tell its story better to the Scottish public?
- We've been looking at some key trends in humanitarian aid: localisation (Grand Bargain); alignment with development work; Leave No One Behind;

safeguarding; protracted emergencies; cash transfers; role of private sector. What are the key trends the HEF needs to address as it looks ahead? Anything you'd add?

- How well has the NGO sector in general been responding to these trends? What should we expect of them?
- Are there any country examples you can think of that would be useful for the HEF?
- Is there anyone else we should speak to?

Question guide for HEF Panel meeting I

- What has been the focus of the panel's work over the past 2 years?
- What have you learned, and how have things changed?
- How do you feel you've achieved against the original objectives?
- What do you think is the HEF's biggest strength?
- And its biggest weakness?
- What would you like to do differently in future?
- Is there anyone else we should speak to?

Question guide for HEF Panel meeting II

- How do you feel the HEF would continue to function and have the most positive impact if funding from Scottish Government were reduced? If the HEF budget were to be reduced: do you think it likely that humanitarian organisations would continue to participate?; do you think it likely that they might continue to participate in a different way, and if so what way?
- If Scottish Government were to reduce its annual funding of the HEF, could additional funding be brought in from alternative sources? What would be needed to achieve this?
- A number of interviewees to date have stated that the HEF would benefit from more funds. How would you see the HEF changing if more funding were made available through this channel from the Scottish Government? What range of positive impacts would you expect to see from more funding being channels through the HEF?
 - Do you feel Stream 2 of the HEF could be better targeted?
 - A specified geographic focus?
 - A specified thematic focus?
 - A different apportioning of funding to Stream 1/Stream 2?
 - Anything else?
- What other changes or factors do you feel would help Stream 2 function at its optimum, whilst always still in line with its stated aims?

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Appendix 6 – Table Summary of Stream 1 and 2 HEF activations since the Fund’s inception

Date	Crisis	Complete?	Stream 1A DEC	Stream 1B	Stream 2	BRC	Ch Aid	MAF	MC	Oxfam	Save	SCIAF	Tearfund	Total
Mar-17	East Africa Food Crisis	Y	188,000	46,998				15,666	15,666			15,666		£234,998
Aug-17	South Asia floods	y			300,000					100,000	100,000		100,000	£300,000
Oct-17	Rohingya displacement	y			120,000		60,000			60,000				£120,000
Jan-18	DRC violence	y			293,762		97,920					97,922	97,920	£293,762
Jul-18	Yemen, Syria, Sudan	y			300,000	100,000			100,000				100,000	£300,000
Oct-18	Indonesian Tsunami	y	192,000	48,000				16,000	16,000			16,000		£240,000
Nov-18	Mali conflict displacement	y			200,000				100,000				100,000	£200,000
Feb-19	Venezuela displacement	n			220,00							110,000	110,000	£220,000
Jun-19	DRC Ebola	n			200,000	100,000	100,000							£200,000
	Total £		380,000	94,998	1,633,762	196,599	257,920	31,666	205,284	160,000	100,000	236,827	470,143	£2,038,439

Appendix 7 – Summary information relevant for country models

Country	Notes on model, relevance, etc.	Further info, contacts
UK – DFID	<p>Rapid Response Fund – panel of INGOs for fast turnaround. RRF reporting requirements seen as model in early HEF discussions.</p> <p>RRF partners are: Action Against Hunger, ActionAid, British Red Cross, CAFOD, Care International, Christian Aid, Concern, Deutsche Gesellschaft für Internationale Zusammenarbeit, Deutsche Welthungerhilfe, Doctors of the World UK, GOAL, Habitat for Humanity, HALO, Handicap International, HelpAge International, International Health Partners, International Medical Corps, International Rescue Committee, Islamic Relief Worldwide, MapAction, Mercy Corps Scotland, Mine Advisory Group, Mission Aviation Fellowship International, MuslimAid, Norwegian Refugee Council, Oxfam GB, Plan UK, Premiere Urgence Internationale, Relief International, Save the Children UK, Solidarites, Tearfund, World Vision, BBC Media Action, Internews Europe.</p> <p>The RRF will most likely be activated in a large rapid onset crisis, predominantly a disaster setting, where the UK Government anticipates spending more than £5 million ODA as part of its bilateral response. It is likely DFID will only activate the RRF when there is a DFID team on the ground or a CHASE team has been deployed.</p>	<p>https://www.gov.uk/guidance/humanitarian-response-funding</p>
UK – Start Fund	<p>The Start Fund provides rapid financing to underfunded small to medium scale crises, spikes in chronic humanitarian crises, and to act in anticipation of impending crises, filling a critical gap in humanitarian financing. It is collectively owned and managed by Start Network’s INGO members, and supported by the British, Irish, Dutch and Belgian governments and the European Commission. Focus is on underfunded small-medium crises, spikes in protracted crises, early action for impending crises. Projects are chosen by local committees, made up of staff from Start Network members and their partners within 72 hours of an alert. £42m disbursed since April 2014.</p> <p>2018 annual report: activations in 32 countries, 3.2m individuals reached, £11.7m disbursed.</p>	<p>https://reliefweb.int/report/world/ngos-look-new-humanitarian-funding-model</p> <p>https://startnetwork.org/news-and-blogs/start-network-launches-new-charity-transform-global-humanitarian-sector</p>

Canada	<p>The Emergency Disaster Assistance Fund (EDAF) is a draw-down fund administered by the Canadian Red Cross Society that allows for immediate Canadian support to International Federation of Red Cross and Red Crescent Societies (IFRC) emergency operations in response to sudden-onset small- and medium-scale humanitarian situations, including natural disasters, non-recurrent health epidemics, and conflicts</p> <p>The Canadian Humanitarian Assistance Fund (CHAF) responds to smaller-scale, rapid-onset crises where there are unmet humanitarian needs. The fund enables Humanitarian Coalition members to respond quickly to provide assistance</p> <p>In September 2015, Global Affairs Canada made a three-year, \$9.5 million commitment to the CHAF.</p> <p>Project funding allocated through the CHAF for any single project ranges from \$100,000 to \$350,000, and project implementation periods are typically 4-6 months.</p> <p>In 2019, GAC launched the Cyclone Idai matching fund. Donations from individuals to Humanitarian Coalition members in a one month period would be matched, up to \$2m. Lots of publicity on day of launch, but unclear how successful it was.</p>	<p>https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/response_conflict-reponse_conflits/how_we_respond-comment_nous_repondons.aspx?lang=eng&_ga=2.156695483.1456204770.1564069001-298972859.1564069001</p> <p>https://www.canada.ca/en/global-affairs/news/2019/03/cyclone-idai-matching-fund.html</p>
Jersey	<p>Jersey Overseas Aid is an independent international aid agency, funded by the States of Jersey, which was established in 1968 to respond to humanitarian crises and work to reduce poverty through supporting projects overseas.</p> <p>Jersey Overseas Aid supports a variety of initiatives by partnering with select international organisations, by supporting local charities which work overseas, and by offering opportunities to Jersey residents to learn more about, and become involved in, international development.</p>	<p>https://www.joa.ie/</p>
Denmark	<p>Danish funding structures outlined in internal Scottish Government briefing paper, <i>Small State Humanitarian Assistance: What Scotland Can Learn</i>, prepared by Jessica Field in 2013.</p> <p>Key contact identified if further follow up or consultation required: Thomas Thomson, Senior Policy Adviser / Head of Humanitarian Team, Danish Ministry for Foreign Affairs.</p>	<p>Contact via: https://www.linkedin.com/in/thomas-thomsen-3291915/?originalSubdomain=dk</p>

Netherlands	<p>Dutch funding structures outlined in internal Scottish Government briefing paper, <i>Small State Humanitarian Assistance: What Scotland Can Learn</i>, prepared by Jessica Field in 2013.</p> <p>Key team identified if further follow up or consultation required: Department for Stabilisation and Humanitarian Aid, Dutch Ministry of Foreign Affairs.</p>	<p>Contact email is: <dsh@minbuza.nl></p>
Faroe Islands	<p>Annual allocation to development assistance each year, managed by the Ministry of Foreign Affairs and Trade through grants to organizations working to improve conditions in developing countries, prioritizing 'least developed' countries (OECD).</p> <p>The main goal is sustainable development and to improve conditions and secure livelihoods beyond the duration of the individual projects. Strengthening Faroese development assistance is also a priority, and is done by funding projects that allow for active involvement by Faroese organizations, or other partners, that can provide professional or technical expertise or assistance.</p> <p>Priorities are set in accordance with the UN Sustainable Development Goals, with a focus on self-sufficiency. The Faroese are experts in sustainable fisheries and projects that utilize this expertise are also given priority.</p> <p>In 2016 new commitments were made to quadruple funding for humanitarian aid from 2017 onwards, and further increases are anticipated. The Faroese involvement in humanitarian action around the world is carried out in close cooperation with Faroese and foreign NGO's endorsing the key principles of good humanitarian donorship.</p> <p>In 2015 the aid was given to a refugee camp largely populated by displaced Syrians, in Libya and in cooperation with the World Food Programme and the Danish Refugee Council. In 2016 the focus remained on the humanitarian crisis in Syria and supported the Faroese branch of the Red Cross working with the Syrian Arab Red Crescent.</p>	<p>https://www.government.fo/en/foreign-relations/developmental-cooperation/</p> <p>https://www.faroeislands.fo/the-big-picture/news/faroe-islands-to-raise-humanitarian-funding/</p>
Finland	<p>Finnish aid is directed to countries that have made a formal aid request to the UN, provided that their humanitarian situation has been subject to a reliable needs assessment and a UN-coordinated consolidated appeal has been made by humanitarian aid organisations. Annual 10% allocation of</p>	<p>https://um.fi/humanitarian-aid</p> <p>https://um.fi/documents/35732/48132/finlands_humanitar</p>

	<p>development aid to humanitarian support to ODA recipient countries (ODA).</p> <p>The Ministry for Foreign Affairs of Finland channels its funds for humanitarian aid through UN bodies, the international Red Cross movement and Finnish aid organisations. In the first round of distribution of funding in 2019, Finland granted a total of EUR 68.35 million to UN agencies, the International Committee of the Red Cross, and Finnish civil society organisations.</p> <p>Key contact identified if further follow up or consultation required: Tiina Kukkamah-Bah, shortly to be appointed Sub-Saharan Africa Programme Manager, Finnish Ministry for Foreign Affairs.</p>	<p>ian_policy/dab80d83-1832-2724-b2f7-7f1852992da5?t=1528370159429</p> <p>Contact via: https://www.linkedin.com/in/tiinakukka/maa/</p>
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