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Summary Report on the Review of Scottish Government's International Development Programme in light of COVID-19

March 2021

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Ministerial Foreword

The COVID-19 pandemic is one of the greatest challenges of our times. We have seen the impact of COVID-19 in Scotland over the last year, on our international development projects, and on people both in our partner countries, and the rest of the world.

Since we announced this review of our approach to international development, in September 2020, the disease has spread quickly to all corners of the world with new virulent strains mutating. Our decision to pause, reflect and take stock, in order to future-proof against the threat of COVID-19, felt timely when set against this new global backdrop.

Our decision to include within the focus of the review the issues raised by the Black Lives Matter movement has allowed us to open up conversations on what those mean within international development; in particular how we play our part in tackling systematic racism and inequality and shifting power to partner countries. A commitment to internationalism means continuing to evolve in our work, as we respond to international challenge and movements.

Internationalism, and international solidarity, has arguably been never more important than it is now, whether that is in relation to the immediate needs and equitable access to vaccines, or in the medium to longer term as we build back fairer and stronger from COVID-19. Scotland has a role to play in contributing internationally, both in financial terms and through supporting the sharing of technical expertise and in learning from others in return.

Looking ahead to 2021, UN Secretary General Antonio Guterres has called for international solidarity in relation to COVID-19 responses, stating that “Now is the time for unity and for the international community to work together in solidarity to stop COVID-19 and its shattering consequences”. On behalf of the Scottish Government, I endorse that call by the UN Secretary General.

I look forward to this new evolving phase of our approach to international development, and to deepening the ongoing commitment that we have to our partner countries of Malawi, Rwanda, Zambia and Pakistan.

Finally, I would like to thank everyone for their time and commitment to engaging so constructively with this Review process. We have been particularly pleased to have had such wide ranging virtual engagement from our partner countries. This virtual engagement has become “the new norm”, made possible by the technology uptake due to the pandemic and the resulting restrictions of movement that have had to be put in place around the world.

As Minister I look forward to the day when we can meet to exchange our thoughts and ideas in person. Until that day comes, this truncated review offers us a path to better working across our International Development Programme.



Jenny Gilruth

Minster for Europe and International Development

Why undertake a Review

We are living in a time of extreme change. The year 2020 was like no other and across the world, we have all had to adapt and make changes to the ways we live and work. The work of the Scottish Government has, like others, been affected by COVID-19 and this includes our international development programme. It is clear that COVID-19 will remain a threat for some time to come. Faced with this new and unexpected challenge, we saw the need to pause, reflect and take stock, to make sure we future-proofed our international development programme against this new global backdrop.

For that reason, we set out in the Scottish Government's Programme for Government in September 2020 the intention to review our approach to international development. This was to ensure that we focus our work on areas where we can make the biggest contribution and positive difference in our partner countries.

Last year also saw demand for change from the Black Lives Matter movement. Reflecting on this movement has also become a major factor in how we have undertaken this Review in our approach to international development. This therefore also presents a real opportunity to consider how the Scottish Government's international development programme, which is a key part of Scotland's global contribution within the international community, can be refreshed to better meet the needs of our partner-countries in the future, as determined by them.

Scope of the Review

The Scottish Government's 2016 International Development Strategy, which was developed under public consultation, was not itself under review, but rather review sought to refresh our approach. We were clear therefore that our partner-countries would remain unchanged. Malawi, Zambia and Rwanda remain our partners in sub-Saharan African; and in Pakistan we continue to focus on girls higher education.

The Review considered the following areas:

- Programme themes in our African partner-countries.
- Programme design, in particular delivering on partner-led development, taking account of and addressing race and inequalities issues and ensuring that as much funding as possible is spent in our partner-countries.
- Future-proofing our programme in our partner-countries and here in Scotland.

The Review was also particularly focused on the balance of spend between Scotland and our partner countries, in the light of our commitment to partner-led development and 'shifting the balance of power', these two concepts are key in reshaping the programme going forward.

How the Review was undertaken

The Review was completed internally by the International Development Team under the direction of the Minister for Europe and International Development with support from senior management across the Directorate of External Affairs.

We have been cognisant of the challenge in carrying out the Review during the global pandemic, to carefully manage the speed of its undertaking whilst engaging at an appropriate level with interested parties and stakeholders. In this case a formal written consultation similar to the process undertaken in 2016, where we were developing a new Scottish Government international development policy, was not appropriate. However, open dialogue is key to our work and as such a suite of virtual review events to engage with stakeholders was carried out between October and December 2020. We gathered a wide range of views from well informed voices, who are familiar with our programme, and from new voices who have different yet equally valued views on how we can adapt our programme to better meet the needs of our partner countries. External events held to gather views included:

- Attendance by the Minister at a range of stakeholder-led events
- Scottish Government-led roundtables with stakeholders and civil society in partner countries hosted by the Minister
- Scottish Government-led roundtables with Scottish stakeholders and civil society hosted by the Minister
- Meetings between the Minister and government representatives from our partner-countries
- Meeting with International Development academics
- Meetings between Minister and EU counterparts working in International Development.
- Meetings between Minister and diaspora groups living in Scotland
- Meetings between Minister and the programme's core funded bodies

For a full list of meetings and notes for most of these events please see our web page to access the [Covid-19 ID Review page](#).

Reflecting on our commitment to partner country-led and inclusive development, thematic priorities for the post COVID-19 recovery phase were discussed with representatives of our partner-countries and civil society within each partner-country. We also gathered views and feedback from the sector and other stakeholders in Scotland on our future programme and especially on the draft Principles so we could use their collective knowledge to ensure our programme: supports partner-led development; takes an inclusive approach; and is future-proofed in relation to global threats such as COVID-19 and climate change.

What will change because of the Review?

At this initial stage we are going to implement a range of cross-cutting changes to how we work in future to take a more targeted approach in certain partner countries. This is to make sure that we have the best impact possible with the unique international development offer that we have here in Scotland. These changes will be outlined in this section along with the reasoning behind our decisions.

This Review, necessitated by unprecedented change at a global scale, is the start of the process of aligning our work with our new eight Programme Principles, which have been developed as part of this process and will be used to guide our programme. We will continue the conversations with our partners to embed these changes and make sure we are fully responding to the new Principles.

As was made clear by an attendee at one of our civil society stakeholder events:

“it’s very easy to simply change the words we use without changing the discourse, and “partnership” is so easily thrown around. Meaningful two-way exchange that recognises the roles of all actors in this space is vital, and it should be about a coming together to tackle the structures that perpetuate global economic and ideological inequalities”

We believe that this Review is the start of a process to make sure we continue to reflect upon our roles and our partnerships, and that our networks, across all of the partner-countries, contributes to building an international development programme that implements solid and lasting change.

Build back fairer and stronger

The overarching challenge presented during the discussions with our partner-countries (government; civil society; academia), was for us all to be able to build back fairer and stronger in light of COVID-19. That included a need to support sustainable economic recovery, as well as contribute to building institutional resilience across key public services in our partner countries. It was made clear that COVID-19 is equally a social and economic crisis, as well as a health crisis, which has exacerbated existing and long standing inequalities. We and our partner-countries agree that taking a human-rights approach to tackling inequalities needs to be at the centre of how we build back fairer and stronger.

In almost all meetings held as part of this Review, the need to build institutional resilience across public sectors in a way that leaves us all better prepared for future challenges was a key request. In particular, the vulnerability of health systems and inadequate infrastructure was identified as a key issue, both in the immediate term in responding to COVID-19 as well as the longer term in building back fairer and stronger for all. Those pre-existing inequalities which continue to affect women and

girls and other vulnerable and marginalised groups are particularly difficult social challenges that international bodies such as UN Women have identified.

In order to respond to the identified needs and asks of our partner countries, our first change will be the restructuring of our current funding streams to focus on sustainable economic recovery and institutional resilience within the key priority areas highlighted by our partner-countries, together with a new Equalities Programme. These priorities are discussed in detail below.

Global South Programme Panel

A second change that we will implement is the establishment of a Global South Programme Panel, to provide advice to Minister on the part of the Scottish Government, to ensure that global south voices continue to be heard beyond this Review, at the highest level. But also, crucially, to ensure this review is not an 'end point', and that the opportunity for dialogue with the sector will continue.

A key challenge repeatedly voiced during the Review was how to 'shift the power' in the funding relationship and how to bring in expertise residing in the global south. We benefitted from hearing from African international development academics during the Review in discussions focused on the evolution of approaches to international development. We also want to ensure that who we listen to aligns in future with our commitments to inclusion and diversity in our new Principles.

A first and concrete step towards this is that we will establish this Global South Programme Panel to lend relevant expertise to our Programme. This Panel will allow us to start to respond to this challenge and a range of others discussed during the stakeholder engagement events. The Panel will consist of a range of 'experts by experience' who principally work and reside in the global south. We will prioritise Panel members from our partner countries, but we also want to keep this open, so that other suitable experts from other African nations can contribute and add perspective to the programme.

We will also invite representatives of our partner countries' diaspora, who reside here in Scotland, to join the Panel. It was discussed in many forums throughout the review that the diaspora are an underutilised resource: *"It makes it very difficult to achieve this if there is little representation [of diaspora-led organisations] across the sector, both at the decision making level and Scottish partners."* so including them here would bring important insights to this Panel as well as in return giving more voice to the diaspora community here in Scotland. The Panel as a whole will allow us to access a wider and more diverse range of voices and experience.

Updating our funding criteria

The third, cross-cutting change, will be adjusting our funding criteria to enable more partner-country based organisations to apply direct for funding, by removing the

current requirement that Scottish Government international development funding can only ever be accessed via a Scotland based organisation.

This is not to say that partner-country and Scottish partnerships are not valued, because there are many exemplars of great partnership working. However, we believe that not being able to find a partner in Scotland should not be a barrier to submitting high quality applications for our networks consideration.

This was voiced as a lived experience by partner-country based NGOs and CSOs. One Malawian stakeholder said they had been looking for a Scottish partner since June 2012 and despite efforts from our current networking organisations, none had been found. This issue was particularly voiced by some of the smaller local CSOs attending our review roundtables where, in the case of Malawi, concerns were raised with us that very few had been connected or been able to obtain even small amounts of funding to support projects. A number of partner-country stakeholders argued that small start-ups need very small funds, yet small grants or seed funding has been unavailable or targeted towards building capacity in larger CSOs. We are confident that removing this requirement will increase the access opportunities for a broader range of organisations in partner-countries.

Taking this restriction away will, we hope, also help with another issue voiced by partner-country stakeholders in relation to power imbalances as between Scotland and our global south partners. This change will start to address the conflict between our Principle 4 (Inclusion and Diversity) with regards to 'whose expertise we value'. Many stakeholders felt that this limited our capacity to build partner-country capacity and localise programmes. We believe by diversifying our own approach to funding we will in turn increase diversity in those we fund, and become more inclusive. This will represent a significant step-change in our programme's evolution, and as we make that move to increase direct funding opportunities, we will require to consider issues both of future project governance and the Scottish Government's own grant-making powers. There will also be some areas of our programme, such as peer to peer working in our Institutional Resilience funding stream, where we will actively encourage ongoing partnerships between institutions in Scotland and those in our partner countries to support exchanges of knowledge and expertise for mutual learning.

We will separately also take forward with the networking organisations that we currently core fund the issues raised by certain stakeholders, as above, of their long-term struggle to find and be connected with Scottish partners. In doing so, we aim to support wider civil society connections outwith the Scottish Government's own funded programmes in our partner countries. This re-focus is ultimately about getting funding to those who need it most in our partner countries; it should not detract from

the many organic partnerships which have always existed between Scotland and our partner countries.

Refining our offer

The final change, to refine our international development offer, will start to address an ongoing concern that our focus is too broad given the current constitutional arrangements. In pausing and reflecting on where we can best contribute to our partner countries as they build back fairer and stronger from COVID-19, we want to ensure a focused approach that best matches their needs and asks.

The Scottish Government contribution to international development is in addition to the international contribution that Scotland already makes through the UK Government. As a devolved government, our budget for making this additional contribution from Scotland is limited. We therefore need to stay focused on an offer where we can ensure we achieve the biggest and most sustainable impact, including supporting the unique offer across Scottish society to support the development agenda in peer to peer partnership working. During the academic discussion one key recommendation was that the Scottish Government should not fund where only money was required. This was not a criticism of this approach but considered a role for bigger donors. It was argued instead that the “Scottish offer” should focus on utilising the networks, institutions and subject expertise that we have across our network of partner-countries to progress the programme. Health is one clear area where both the pandemic itself, and the discussions in our review process, have highlighted that international cooperation and solidarity are key components of tackling global challenges, rather than simply monetary contributions. Peer to peer working, with exchanges of knowledge and expertise for mutual learning, is particularly relevant in health, where we want to support people contributing their time and skills for the benefit of our partner countries.

We recognise that refocusing our offer will not be straightforward. A range of concerns were voiced against the prioritisation of one sector or area over another and the need for holistic solutions to often highly complex problems during the stakeholder events. We recognise these challenges. We are confident that the cross-cutting changes we are making will offer new opportunities to work smarter with more focus, as directed by our partner-countries, which will benefit citizens and those living in vulnerable situations across the partner-country network.

New Programme Principles

The new programme principles were designed as part of the Review process. They are for the Scottish Government’s own programme and the approach we take to International Development spanning our three African partner countries - Malawi, Zambia and Rwanda and our education offer to Pakistan.

These Principles apply to the International Development programme in the first instance, but in line with our commitment to policy coherence, the Principles have been agreed by relevant Cabinet Secretaries with responsibility for areas including Climate and Health which currently undertake or fund work in overseas development, as well as those such as Trade, Education and Equalities policy which are recognised as contributing to international development outcomes. Following that cross-Government process:

- the Principles will be applied in relation to the Climate Justice Fund, climate adaptation and water programmes, with an explicit reference to climate change in the Principles reinforcing our commitment to climate justice
- the Principles will be applied in the NHS Scotland Global Citizenship Programme in which there is a joint portfolio interest. Health is the one thematic area prioritised in common by Malawi, Zambia and Rwanda, and therefore remains a key area for co-operation with Scotland across all three Sub-Saharan countries
- the Principles are aligned with key reforms within education, in particular Learning for Sustainability and the newly established programme which will enhance race equality and anti-racism education
- the Principles are consistent with the newly published Scottish Government [Vision for Trade](#), particularly around the trade challenge of ensuring coherence with international development outcomes. Trade policy officials will apply the Principles to their work on international development and engage with the Global South Programme Panel to further work on trade and international development
- the Principles are aligned with broader approaches to equality

We have also incorporated in the final version of the Principles the views and feedback from the full range of external stakeholders from the Review events. In discussing our draft Principles for the wider Scottish Government programme with our Malawian stakeholders, we were pleased that they felt that our Principles aligned well with the discussions undertaken in September 2018 at the Malawi Scotland Partnership / Scotland Malawi Partnership Conference in Lilongwe (*“Malawi and Scotland: Together for Sustainable Development conference”*).

The Principles can be found on the Scottish Government website and have been translated into Chichewa, spoken in Malawi, Bemba, spoken in Zambia and Kinyarwanda, spoken in Rwanda. For more details on the drafting of each Principles please see Annex 1.

How these changes and Principles will shape the new programme

To deliver on the four cross-cutting changes, respond to our partner-countries' priorities, and to start to embed our Principles in how we work, we are going to restructure areas of our International Development Programme. We will maintain our existing funding streams for development assistance and capacity building. However, the names and composition of those funding streams will evolve to align more closely with the overarching ethos of building back fairer and stronger, and to better respond to the request for support with economic recovery and institutional resilience from partner-countries.

One funding stream will therefore be titled "Sustainable Recovery" and will deliver on the thematic areas prioritised, having an ongoing mix of competitive funding and non-competitive funding opportunities. The other funding stream for our country programmes titled "Institutional Resilience" will also focus on thematic priority areas but will be focused on strengthening public institutions, with funding continuing to be awarded on a non-competitive basis, and seeking to leverage match-funded contributions through collaborating with partners and others. We will also introduce a new funding stream which will focus on a challenging but priority area for us, Reducing Inequalities which will be a mixture of competitive, non-competitive and match-funded.

Thematic Country Programmes

Discussions were undertaken with representatives of partner-country governments and also their civil society to understand prioritisation in light of COVID-19. These discussions are now detailed for each partner-country:

Malawi

For Malawi, the stated preference from both the Malawian Government and civil society was to hold to the existing six thematic strands under the 2018 Global Goals Partnership Agreement (GGPA) (health; education; civic governance; sustainable economic development; renewable energy; and water and climate). An ongoing holistic approach was preferred for what are often complex issues.

When discussed in more detail, health and education (in particular for girls) were clearly areas of major concern; this was especially the case in the civil society discussions but also raised by the Malawian Government. There was particular concern that Covid-19 had shown that Malawi's education and health systems and infrastructure to be very vulnerable and in need of support; in particular, community-based schools and health clinics.

Other areas mentioned in civil society discussions were systems to protect vulnerable groups as well as supporting youth, advocating sports and working on improved governance. Others called for renewables and climate justice especially in

relation to the role of renewable energy and innovation in supports job and wealth creation.

In conclusion we are supportive of maintaining the existing six strands under the GGPA for cooperation between Scotland and Malawi, so they will remain unchanged at this time. However we must also recognise that there are consequences to spreading our budget too thinly, and how this adversely affects impacts on the ground. We also recognise that the support offered via this programme is just one avenue for delivering on these prioritised themes so we will also continue to work with other across the Scottish Government to make sure Malawi's priorities are recognised and supported in other programmes so far as possible.

Rwanda

For our programme in Rwanda, a range of priorities were discussed at the civil society roundtable event which included livelihood strengthening and economic development for businesses, especially small-medium enterprises; and job creation and opportunities for young people. Other areas of key concern were gender-based violence, teenage pregnancy and sexually transmitted disease as well as food insecurity and its links to sustainable agriculture and climate change. Rwandan civil society were keen to explore economic links with the private sector in Scotland especially retail and to explore more sustainable ways of funding in-country CSOs. In relation to the impacts from COVID-19, education, especially the impacts to teaching and access to WASH were significant concerns. Psychological support for children and families; livelihood support and funding for CSOs were also raised.

From the Rwandan Government three key priorities were outlined where they felt Scotland was well placed to support; Health, especially support with palliative care; Education with a focus on teacher training not just to support young Rwandans but also to embed adult education in Rwanda, and Sustainable Economic Recovery via investment and trade opportunities to support livelihoods. Tourism was given as an example of an area having been severely damaged by Covid-19. The Rwandan Government also highlighted their own strong response to COVID-19 and their existing expertise in disease control and management.

Our Rwandan programme will therefore focus for the next few years on Education; Health with a focus on palliative care and opportunities to collaborate across the network on disease outbreak and management; and Sustainable Economic Recovery with a focus on local jobs, investment, trade and livelihoods.

Zambia

For our programme in Zambia, inequality, of income and gender; and access to opportunities in education and agriculture were discussed at the civil society round table event. It was noted that whilst lower-middle income status has been awarded to Zambia, these gains are confined to 6% of Zambians.

Concern was also voiced around support for WASH, its deficiencies highlighted by the pandemic, along with the adverse economic impact on low-income groups. Agriculture was discussed as it has a lot of potential for supporting low-income communities to earn extra income. Health was also tabled and the significant human resource gaps, in doctors, nurses and supporting clinical staff, with no national standards for a community health programme. Currently it is largely NGO-led, and as a consequence often works in silos.

Civil society stakeholders were glad that collaboration was on the agenda, WASH, education and agriculture have all had a key role in the response to COVID-19. It was stressed that, independently, those things will only have so much impact. Long term collaborations were considered key to any sort of sustained response. The civil society round table were also keen to stress that social economic rights have been effected by COVID-19. There was a need to strengthen grassroots organisations, linked in to national organisations and to ensure effective and prudent use of resources on the ground, when dealing with governance issues of CSOs on the ground.

The Zambian government discussed a range of areas, but focused on the health response to COVID-19 and renewable energy. Concern was expressed on the reduced energy coming from the Kariba Dam due to the effects of climate change and a reduction in rains leading to unpredictable power generation. Similar to civil society, they were also keen to work on water and sanitation which is especially a problem in areas with unplanned settlements.

Therefore our Zambian Programme will be reshaped in the short and medium term to focus on supporting COVID-19 capacity and hospital equipment; this will shift into ongoing longer term support in Health; sustainable Water management for sanitation, particularly in unplanned settlements and for food security; and Renewable Energy particularly to support public services and digitalisation.

Partnerships across our partner-country network

Across our partner-country network, Health remains the one common thematic area prioritised in each of our African partner countries. In our 2016 Strategy, we established Malawi, Zambia and Rwanda as the sub-Saharan African project base, to enable joint learning to be shared across borders. As also noted above, peer-to-peer working, with exchanges of knowledge and expertise for mutual learning, is particularly relevant in health, where we want to support people contributing their time and skills for the benefit of our partner countries.

We will therefore continue to invest in our global health work in partnership with the Cabinet Secretary for Health and Sport and with NHS Scotland, not least through the ongoing delivery of the NHS Scotland Global Citizenship Programme which already has such a strong foundation and commitment in both the Scottish Government and

NHS Chief Executives and staff. This means that we will also continue to support, jointly with the SG Health directive, the Scottish Global Health Coordination Unit within the Scottish Government, which provides a facilitation and co-ordination role for health partnership work in NHS Scotland. Again, this is a key area of success to date in implementing policy coherence, where we continue to work across Ministerial portfolios such as Health, to support international aims and identify other policies which can contribute positively to development outcomes.

We want to further respond to the need to build institutional capacity and resilience, and the expressed wishes for long-term collaborations across public sectors. Therefore, we will establish, under the Institutional Resilience funding stream, one or two key, long-term partners in each partner-country to work with other key partners.. The key aim of offering sustained funding over a longer term to particular institutions would be to focused on peer-to-peer learning and the co-creation of solutions to complex problems. These will be partner-country led, lending more flexibility to respond to threats locally including in relation to technology needs and supporting any drive on their part to expand partnerships by building regional networks.

As an example of a long-term institutional partnership, the College of Medicine in Malawi has been a key feature of our Programme since 2005. Mentioned in both the original 2005 Cooperation Agreement and its 2018 successor the Global Goals Partnership Agreement, the College of Medicine has consistently chosen partners in Scotland with which to partner in a range of initiatives. We will also look to identify, through discussion and agreement, suitable institutions in Zambia and Rwanda keen to build similar long-term peer-to-peer partnerships. This too will support our aim to future-proof our programme in response to both COVID-19 and climate change though greater investment in infrastructure and greater use of technology for longer-term partners.

Inequalities Programme

A key outcome and learning from the Review is the continued need to address inequalities. COVID-19 has already exacerbated deep-rooted inequalities, particularly worsening, for example, the situation for many women and girls. UN Women summarised that COVID-19 is:

deepening pre-existing inequalities, exposing vulnerabilities in social, political and economic systems which are in turn amplifying the impacts of the pandemic. Across every sphere, from health to the economy, security to social protection, the impacts of COVID-19 are exacerbated for women and girls simply by virtue of their sex.

Discussions at a range of our review events highlighted the lived experience for many women, children other vulnerable people. As people have been more confined

to their houses, access to resources and help has been reduced – in parallel to increases in domestic violence. This problem is worldwide.

People in general are much more stressed, they are not able to go out as much and tensions in the home are exacerbated. The conditions associated with lockdown have made many women and girls' home-life situation intolerable. In such times, women and children, are very vulnerable.

Therefore, we are designing a new Equalities Funding Stream into our programme, in particular to promote equality for women and girls, which will include:

1. the existing Police Scotland partnerships with the Malawian and Zambian Police Services will now sit within our new cross-countries Equalities Programme;
2. our higher education scholarships programme for girls from low-income houses in Pakistan, our only programme in our fourth partner-country. We should make clear that in relation to Pakistan we also have our wider Pakistan Engagement Strategy, as part of our International Framework, which details other connections engagement and relations between Scotland and Pakistan;
3. building on our existing successful collaboration with Comic Relief, we will further fund programmes centred around promoting equality for women and girls.
4. The investment funding stream introduced 2016 will move to equalities as we explore the feasibility of refocusing our investment funding to support women.

Next Steps

As has been reiterated throughout this report, we see this Review as the start of the process in responding to COVID-19 and the Black Lives Matters movement and not the end: both for implementing changes in our IDF Programme as well as the application of the new Principles to the wider contributions to international development by Scottish Government Ministerial portfolios.

We outline here some initial next steps in taking these outputs forward, which will be reviewed and refined as we progress further discussions with partners and institutions in our partner-countries and Scotland; other areas across government and the international development community. Initial steps include:

- Work with current IDF partners on implementing the Principles:
 - to ensure a pathway of alignment with the Principles by existing IDF funded organisations
 - together develop mechanisms to ensure that all future projects that we fund under the IDF align with the Principles
 - to implement mechanisms to future proof our programme

- Work with partner country experts and others to effect the key changes which we intend to make to our IDF Programme:
 - Establish the Global South Programme Panel and, with the Panel, develop the remit and Terms of Reference for the group
 - Design the Equalities Programme, with a refocused budget, in the immediate term, to support the focus on gender equality within that wider Equalities Programme
 - Migrate the current IDF country- focused programmes over onto the new structure to align with those existing programmes completion dates:
 - Refine our offer in Rwanda and Zambia in line with the refocused thematic priorities, whilst maintaining our existing agreed themes in Malawi
 - Refresh our funding criteria
 - Expand our long-term institutional partnership in Scotland with which to build and collaborate on a range of successful initiatives to deliver on our “Institutional Resilience” funding stream
 - Identify, through discussion and agreement, suitable institutions in Zambia and Rwanda interested in building similar long-term, peer-peer partnerships
 - Progress and deepen current relationships with the College of Medicine in Malawi
- Work with partner country experts, SG Health, NHSS and others on our current Health programme to expand capacity and partnerships across all three African partner-countries in health.
- Strengthen our programme and project Monitoring, Evaluation and learning framework.

Annex 1: New Programme Principles

The COVID-19 pandemic necessitated a re-refresh of the Scottish Government's approach to International Development. Coupled with that, the demand for change by the Black Lives Matter movement has raised serious questions to which all Governments should consider their response. This refresh of the Scottish Government's International Development offer is to ensure our programme is future-proofed against an ever-changing global outlook.

Our new Principles are complementary to the 2016 International Development Strategy and sit below our overarching Vision which has not changed:

“Vision from the 2016 International Development Strategy

The Scottish Government's vision remains that through embedding the UN Global Goals, Scotland will contribute to sustainable development and the fight against poverty, injustice and inequality internationally.”

A key addition in introducing our new Principles is our statement of the **Overarching Ethos** for the Principles:

“International Solidarity in an interdependent world means embedding a human rights approach in all our work. We speak out with clarity of purpose and compassion, in support of democracy, human rights and the rule of law.”

In establishing the Principles we were keen to make sure that the Scottish Government's Human Rights Approach clearly underpinned them, to make clear that this framework would continue to govern all that we do and our partnerships with others. Another key ongoing commitment that we want to reconfirm is to the UN Sustainable Development Goals (“SDGs”, also known as the Global Goals). Initially some stakeholders raised concerns with us that we were not explicit in the draft Principles about their relationship with the existing Vision in our Strategy and its basis in the SDGs. Following that feedback, we incorporated changes to clarify this, that our commitment to the SDGs is retained and central to how we work and how we measure success.

As stated above, the other overarching concept that has been initiated by the review is in response to the Black Lives Matter (“BLM”) movement, which demanded action of all Governments but has specific meaning for the International Development (“ID”) sector in terms of the related issue often referred to as “white gaze”. Discussing what BLM means for the ID sector has been considered as a real strength of this review and we are keen to ensure that, moving forward, we don't lose the urgency which the movement demands. In discussions with ID Ministers and government officials from other European countries, it became apparent that in engaging in this debate in

relation to ID, Scotland is ploughing new furrows. Stakeholders in the partner-country roundtable discussions were pleased that these issues were raised and UN Women Malawi found this to be a powerful approach and of interest to their work.

We recognise that many of those working in the field of international development have been engaging in debate on the issues raised by BLM – such as systemic racism and inequality – for some time, but also that sufficient structural change has not yet come. These are clearly not issues for the Scottish ID sector to solve on its own, and must be faced by all those involved in international development. However, from this review, and in particular our new Principles, we believe Scotland can lead by example in how we design and fund our ID programme.

We recognise that much more work is needed in this area and these challenging debates on how we all work together towards shifting power to the global south will need to continue to improve how our network of partner-countries is better able to work together so every country achieves the SDGs. We believe that our new Programme Principles will enable us to lead by example and better support us all on this journey.

Each of the new eight new Programme Principles are detailed here, with the background to their creation including the feedback received on the initial draft along with explanations behind the changes made to respond to that feedback:

1. Partner-country led development

We recognise that countries prioritise their own needs and lead their own development, therefore we fund work that is aligned with national / local plans and other in-country development partners. In supporting partner-countries we make sure we have sufficient expertise and skills to form a partnership and add value, and also support them to move beyond aid to sustainable development, including adapting to the global climate emergency.

Across the Review, there was strong support from all stakeholders on the intention behind, and drafting of this Principle. Central to this Principle is being guided by our partner-countries on their needs and priorities, whilst reflecting on whether we are best placed to meet these needs. If we believe that we are not the best match for an identified need, we will say so.

There was a range of discussions on what we meant by ‘partnership’ ‘best match’ and ‘added value’ and in the draft, and this is outlined in more detail below. However for this Principle our measure of best match and ‘form a partnership and add value’ from a Scottish side is whether the Scottish Government, the Scottish civil society networks, and/or Scottish institutions are the best fit in terms of expertise, skills and/or knowledge to best support the partner-country network to have a more

sustainable, better impact than if they partnered with other donors, networks or expert groups. Undertaking this initial assessment will be key in making sure we deliver the best impact for the partner-county network from the limited funds that we have available. After further engagement across Scottish Government, Trade and Climate directorates were keen to make the links with moving 'beyond aid' and the climate emergency. We have therefore expanded this principle to make this clear.

2. Equality

We recognise the enduring and intersectional inequalities that exist and we ensure reducing inequalities is central to how we work. We oppose racism in all its forms and aspire to be anti-racist in our work. We prioritise the rights of women and girls, their advancement and equality.

Across the Review, there was strong support from all stakeholders on our Principle on tackling inequalities. It is widely recognised that inequalities have been severely exacerbated by the COVID-19 pandemic. Much more is needed to support the vulnerable and marginalised and to bring the rights of women and girls to the forefront. Not just because it is their human right, but also because societies need the views and contribution of those who currently live on the periphery, including women, if we are going to tackle and overcome the pressing global challenges to human well-being in a time of environmental degradation and climate change.

Earlier versions of this Principle were drafted to include other elements under the banner of 'do no harm', for example, white privilege and safeguarding. On reflection we took on board that this risked confusion and therefore the final version focuses on our commitment to reducing inequalities and our commitment to anti-racism. A separate principle (Principle 4) focuses instead on Inclusion and Diversity.

3. Amplify global-south voices

We encourage advocacy by and in support of the global south including the poorest and those living in vulnerable situations..

There was strong support from all stakeholders on the intention and drafting of this Principle. A key challenge with this Principle is how to turn words into action. Broad discussions took place on how to amplify global south voices, including; looking for partners already involved in particular areas; supporting civil society organisations to holding duty bearers to account by working with communities; supporting and building capacity in organisations already involved; building community capacity so they know their rights and where to go to address issues; engaging with universities and student activists; and drawing on diaspora. One stakeholder felt that if the Programme was really trying to make a difference, there was the option of shifting away from traditional development and focusing funding solely on advocacy.

A linked discussion throughout the Review, was debate around ‘who are the experts?’ and therefore ‘whose voices should be advocated?’ This relates beyond this Principle, but discussions in one group appeared to conclude that ‘expertise’ is linked to subject knowledge (learnt or lived experience) yet beyond that, the value and prioritisation of that knowledge was subjective. In other discussions it was argued that local communities; rural communities; and people on the ground were the experts due to their lived experienced. In other cases, local government, national government; international practitioners; professions; and NGOs and in some cases local elites and urban dwellers were argued as experts due to their broader knowledge, and overview of complex systems and governance structures. Equally the opposite for almost all the categories above was argued at some point depending on situation and context.

Such divergence in views, is less a theoretical issue, but much more a practical challenge when trying to get the best out of a small fund with limited resources. When reflecting on the feedback from review events, we decided to alter the wording in this Principle slightly from ‘we support advocacy for the poorest people’ to ‘we support advocacy by and in support of the global south including the poorest.’ This was to recognise that in many cases, the advocacy we are best able to support will most likely be by representation via particular channels and networks rather than via direct grass-roots community approaches by the Scottish Government that, in practice, requires significant resources to deliver on successfully. Again, this change was as a result of helpful feedback from civil society stakeholders on our original text.

4. Inclusion and diversity

We question whose expertise we value, who we listen to and who holds the levers of power. We support new and innovative ways to break down barriers to harness a diverse range of new voices and new ideas to drive change.

Across the Review events, there was again strong support from stakeholders on the intention of this Principle, however we refined the draft to make sure the focus was clear. Originally drafted with “inclusive” as the header and “diversity” within the following statement, feedback from stakeholders was that the two concepts are different and should be addressed as such. Therefore, the first half of the new Principle, as restated, addresses inclusion by questioning whose expertise we value and how we plan to do this, whilst the second half addresses the need to bring more diversity by removing barriers.

A number of stakeholders felt more work is required to explore what this means both theoretically and practically. One stakeholder felt that being open to exploring the issue of systemic racism and the issue often referred to as white gaze, highlight by

BLM and not assuming that we have the answers at this time was a helpful starting point in bring about change.

Another Malawian stakeholder was keen to stress that for them, the BLM movement should not result in white people keeping quiet about development issues, but that change in partner-countries should nevertheless be led by that country's citizens and elected leaders. However, these citizens and elected leaders still needed to be held to account locally and internationally and there needs to be mutuality in doing this, being equally open to external criticism.

Other members, whilst supportive of this Principle, were keen to understand how increasing diversity would be executed. This question came against a background that a few stakeholders who felt that it was the same partners and organisations, who had benefited from funding in the past, were still benefiting now and how could new projects and partners access funds in the future? We shall consider this as we look at ways to engage with and support new organisations, but our key interest in increasing diversity is focused on widening access to our programme to local Civil Society Organisations and institutions in partner-countries, but also balancing this against our interest in establishing certain longer term partnerships with institutions in each of Malawi, Rwanda and Zambia.

An initial mechanism for delivering on this Principle will be the Scottish Government's Global South Programme Panel on International Development. Having discussed both thematic priorities and the development of programme Principles with partner-country representatives and other key global south representatives during the Review process, we want to ensure that the Scottish Government continues to hear and benefit from "experts by experience", in line with this commitment. With an emphasis on internationalism and working with the international community for the benefit of our partner-countries, this Panel will, we hope, further develop those international connections in the spirit of inclusivity and to increase diversity.

5. Collaboration and partnerships

We build partnerships with a shared ethos and vision that benefit from expertise across partner countries to foster joint learning and co-create solutions to further our commitment in our 2016 International Development Strategy to the "Beyond Aid agenda".

Across the Review, there was also strong support from stakeholders on the intention of this Principle. However, in the original drafting with its emphasis on partnerships with "a shared ethos and vision that benefit from expertise from Scotland and foster joint learning", there was concern expressed in the academics event that the wording was too focused on Scottish expertise rather than the range of expertise across the partner-country network. There was also a desire to stress the needs for joint learning and co-creation to be emphasised and to recognise that partnership should

be focused on sustainability in line with the beyond aid agenda, a key component of our 2016 Strategy.

Concerns as to how the reference to “Scottish expertise” could be negatively interpreted were highlighted very early on in the Review process. The original drafting was therefore amended and the above wording proposed at the majority of stakeholder events from October onwards. In general, partner-countries welcomed the acknowledgement by the Scottish Government, and especially the Minister, that Scotland does not hold all of the expertise and suggested that this acknowledgement was already a step in addressing the issue of ‘white gaze’. Others also welcomed the role that subject experts in Scotland bring to partnerships especially the work of NHS Scotland and Police Scotland and the peer to peer programme and capacity building projects built around that subject expertise. Whilst some had been critical around promoting expertise in Scotland, others felt that this should not be discounted but equal recognition needed to be given to the range of expertise and skills present across the network of partner-countries.

An important point made at the Rwandan roundtable on building sustainable partnerships was that collaborations should first start in that region, as Africans need to collaborate more. Wider partnerships with countries like Scotland should then follow.

6. Innovative, adapting and sustainable

We design programmes that are: flexible, resourceful and capable of responding to changing circumstances; are environmentally, socially and economically sustainable, with interventions that consider long-term aims, and take account of risk. Recognising that we are facing a global climate emergency, we will support increasing resilience to climate change and to transition to becoming, as appropriate, net-zero economies in a way that is fair, just and leaves no one behind.

Across the Review, there was support from all stakeholders on the intention of this Principle. However, many stakeholders felt the practical challenges of implementing it would be extensive and complex. In relation to sustainability, a key criticism of current approaches was that we focus too much on impact assessments and evaluation support structures that can be counter-productive. Preliminary impact assessments or pilot studies, which involve multiple stakeholders and engage with complex systems, before full interventions are initiated, were considered better by some event attendees for embedding sustainability. There was general agreement that the acknowledgement of risk (and appetite for risk in a small programme) is important for both innovation and sustainability and a key output of assessments should be learning not just success. A range of processes and mechanisms were discussed on flexible funding and building capacity to more adaptive to change.

A further element that was discussed was long term social and economic sustainability and its links with the beyond aid agenda. Support to local organisations to build capacity should be prioritised, along with system-strengthening and issues surrounding good governance. However, programmes or organisations whose long-term survival is dependent on aid need very careful consideration given the fundamental concerns around their social / economic sustainability. After further engagement across Scottish Government, other directorates were very keen to reiterate our commitment to the climate emergency and a just transition. This was therefore included.

7. Embrace technology

We support innovation to progress human health, wellbeing and environmental sustainability, such as improved access to digital services and using technology to reduce the need to travel, while acknowledging that technology can be a barrier to participation for some people in the global south.

Across the Review, there was strong support from all stakeholders on the intention of this Principle. Whilst the technology adopted during the COVID-19 pandemic has allowed highly developed countries to keep functioning, it has also demonstrated the need for digital reform, to address the major gaps in access and accessibility to technology – not only within some of those countries where inequalities lie, but also across the developing world. Human health and wellbeing is becoming increasingly tied to the technology revolution and therefore this needs consideration across our Programme to make sure unequal access to technology is reduced and we are using new technology options to reduce the environmental impact of our Programme on the planet.

This Review has fast-tracked our consideration of how we future-proof against current and future threats, not only pandemics but also to respond to our climate change commitments in the design of our ID funding in terms of decreasing travel and increasing digitisation to support partnership working.

8. Accountable, transparent and safe

The Scottish Government and our delivery partners are transparent and accountable to local communities and the general public in our partner countries and in Scotland; we ensure, that all of our work has appropriate safeguarding policies and practices in place.

This Principle was not tabled during the stakeholder events as accountability and transparency were viewed to be implicit in the way that we work in terms of current public reporting and monitoring and evaluation mechanisms. However, when listening to the views at the roundtables with civil society, there were particular asks in relation to transparency and accountability. For example attendees at the

roundtable hosted in Malawi asked how would the Scottish Government hold itself to account, not just in delivering our Programme but in adhering to our new Principles.

The ongoing concerns around safeguarding were also discussed at some events and the need for more work to embed the changes across the sector to make sure people are properly safeguarded. Safeguarding and a commitment to reducing inequalities was considered to be a fundamental part of every organization funded.

In recognition and response to these discussions, we have added this Principle and commit to building on our existing monitoring and evaluation framework to strengthen this, as well as keep under review how we and our partners report on our spend, and how we adhere to our Principles.



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