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# Humanitarian Emergency Fund

2021 - 2022 Annual Report

Year Five



Islamic Relief food distribution in a village near Kabul, Afghanistan



Produced on behalf of the Scottish Government  
by the Disasters Emergency Committee

## **Overview of the Year 5 Annual Report**

In the twelve months that this report covers, the world has endured multiple shocks from conflict, storms, floods, and drought. Many of these events have caused massive disruption to the poorest and most marginalised communities already struggling with food insecurity, political instability and the COVID-19 pandemic.

While the media broadcast some of the realities of these human crises, many are never brought to the attention of the general public. Which is why the Scottish Government's Humanitarian Emergency Fund was structured to be able to respond to high-profile emergency appeals managed by the Disasters Emergency Committee, and to less publicised crises where HEF member organisations were already operating and when funds permitted. In this fifth year of its operation, the HEF funded responses to the large-scale disaster unfolding in Afghanistan, and also to less publicised crises in South Sudan and Burkina Faso. There were a further two emergencies that were funded directly by the Scottish Government to HEF member organisations: the Tropical Storm Response in Malawi, and the Conflict in Ukraine.

### **Reports on 2021 – 2022 Activations and Final Projects Funded in 2020 – 2021**

This report presents the Scottish Government's Humanitarian Emergency Fund (HEF) humanitarian responses and the activities of its Secretariat in 2021-2022.

It details the impact of the projects funded and completed in this period as well as significant humanitarian interventions by the Scottish Government during the past year.

1. Brief explanation of the Fund.
2. Emergency activations of the HEF during 2021-2022
3. Impacts of the responses funded during 2020-2021
4. HEF member organisations' responses in Malawi and Ukraine
5. Secretariat performance

## **1. Introduction: The Humanitarian Emergency Fund**

In 2016, in consultation with international Non-Government Organisations based in Scotland, the Scottish Government committed to establish a £1 million a year fund to respond to future humanitarian emergencies. The Humanitarian Emergency Fund (HEF) was established in April 2017 and has been supported by an expert Panel (HEF Panel) comprising representatives from eight leading humanitarian aid organisations based in Scotland. Funds from the HEF are allocated to crises that meet a range of criteria, based on recommendations from the HEF Panel, supported by the HEF Secretariat - administered by the Disasters Emergency Committee (DEC).

## 1. The Aim and Objectives of the Humanitarian Emergency Fund

The aim of the HEF is to:

- 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, the HEF should:

- Build public awareness in Scotland of humanitarian crises and raise additional funding.
- Demonstrate the Scottish Government's role as a responsible global citizen with a vested interest in responding to global humanitarian challenges.
- Bring enhanced transparency and predictability to the SG's emergency funding.

The Fund is activated in one of two ways:

**1) Stream 1** – Funds are awarded by Scottish Ministers after a UK-wide humanitarian appeal is launched by the Disasters Emergency Committee. Smaller sums can also be released to Scottish-based organisations who are part of the HEF Panel but are not part of the UK's DEC coalition via this channel.

**2) Stream 2** - When a UK-wide DEC appeal is not immediately anticipated but a crisis, often a protracted crisis, meets the Fund's activation criteria, then projects can be approved by Scottish Ministers for funding after a competitive, peer-reviewed process amongst all HEF Panel members.

For more detailed information on the background to the HEF and its activation mechanisms please see Annexes.

## 2. HEF Emergency Activations in 2021 - 2022

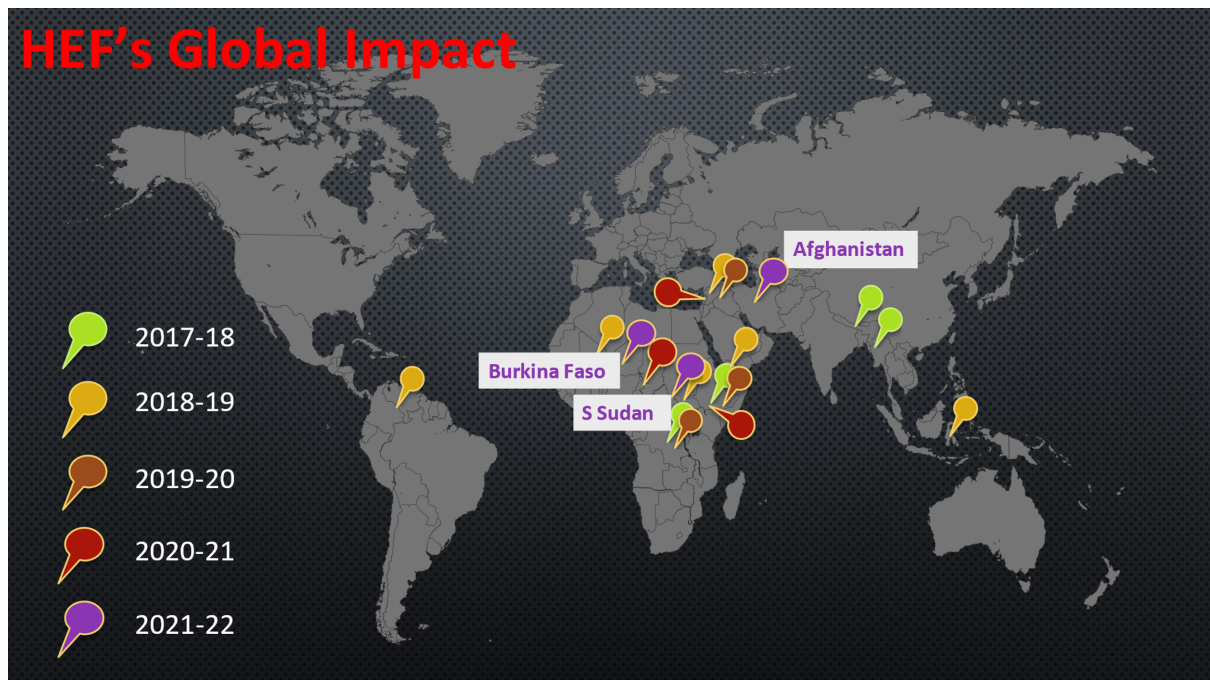


Figure 1: Global Impact of the Humanitarian Fund in its first five years of operation

<b>2021 - 2022</b>	Conflict and food insecurity: <b>South Sudan; Afghanistan; Burkina Faso</b>
<b>2020 - 2021</b>	Covid 19: <b>Democratic Republic of Congo; South Sudan; Somalia; Yemen; Syria; Afghanistan; Eastern Bangladesh</b> Beirut Port Explosion: <b>Lebanon</b> Floods: <b>Niger</b> Conflict: <b>Tigray, Ethiopia</b>
<b>2019 - 2020</b>	Ebola: <b>Democratic Republic of Congo</b> Winter support: <b>Syria</b> Locust Infestation: <b>Ethiopia</b>
<b>2018 - 2019</b>	Conflict: <b>Syria; Yemen; South Sudan</b> Indonesian Tsunami: <b>Indonesia</b> Conflict: <b>Mali</b> Crisis in Venezuela: <b>Colombia</b>
<b>2017-2018</b>	East Africa Crisis: <b>South Sudan, Somalia and Ethiopia</b> South Asia Floods: <b>India, Bangladesh and Nepal</b> Rohingya Crisis: <b>Bangladesh</b> Conflict: <b>Democratic Republic of Congo</b>

## 2.1 October 2021 - South Sudan food crisis – food and farming support



**Awad and family, who received food and seeds through SCIAF project**

In the summer of 2021, the combined effects of multiple shocks from conflict, COVID-19, Ebola, locust outbreaks and flooding greatly increased the risk of famine in many parts of the country. The World Food Programme reported that 7.2m people (60 per cent of the population) were experiencing severe food insecurity. In addition, an estimated 1.4 million children and 480,000 pregnant or lactating women were also acutely malnourished.

Food distributions were ongoing but, with supply chains badly affected, delivery was inconsistent and the late summer lean season was expected to further widen the hunger gap. The loss of crops through recent displacement or environmental shocks were adding to food insecurity with flooding also creating additional problems.

With the ongoing Covid-19 pandemic affecting the national economy, inflation had risen to 40 per cent, resulting in already scarce food supplies being unaffordable by the more vulnerable groups of people.

**Stream 2 Activation: Christian Aid and SCIAF were each granted £120,500 from the Humanitarian Emergency Fund**

### **2.1.1 Christian Aid: Emergency Support and Accelerated Recovery of Livelihoods for Communities in Unity State, South Sudan**

Christian Aid, in partnership with UNIDOR (Universal Intervention and Development Organization), provided a range of support mechanisms to more than fourteen thousand people (2,800 households) in Mayendit North County, Unity State, South Sudan. The HEF provided the only funding available for the project to support flood-affected communities to meet their immediate household needs after two consecutive crop failures.

Cash grants were distributed to more than 1,600 households. The importance of providing cash to communities cannot be underestimated. While households may receive food rations, cash allowed people to supplement these with food of their choice. They could also use the cash to buy other essential items such as water containers, mosquito nets, blankets, medicine, clothes, or livestock, or pay for their children’s schooling. Others could use the cash as capital to start up small businesses.

To aid recovery, more than 1,700 households received early maturing vegetable seeds, as well as tools, and agricultural training to increase cultivation. One thousand households received fishing equipment; the floods having provided additional fishing grounds. Training included ‘selective fish-catching’, allowing small fish to remain and grow to maturity; better hygiene at the local markets, and fish preservation with methods including salting, smoking and drying.

Covid-19 awareness and prevention practices were conducted in all training sessions as well as during community meetings and house-to-house visits.

Delivering this project was, at times, extremely challenging. Further severe flooding halted the distribution of goods and delayed delivery of services. Where roads had become unpassable, goods had to be transported by canoe and associated costs increased. The project was again held back for several days due to an outbreak of violence between local armed groups. Numerous civilians were killed or injured and civilian assets destroyed. Activities resumed once the area had been declared safe by the NGO security forum and the staff continued to monitor the situation closely.

### **2.1.2 SCIAF: Emergency Food Security Support for 1,300 households of people living with disabilities in Western Equatoria State, South Sudan**

With the funding from the Scottish Government, SCIAF, in partnership with SEM (Sudan Evangelical Mission), provided support to more than ten thousand people (1,300 households) in Maridi County, in South Sudan’s Western Equatoria State. The HEF grant enabled SCIAF to scale up their emergency response, supplementing other local responses by national organisations and ensuring that those identified as the most vulnerable and most in need were supported. SCIAF’s targeted households included at least one person living with disabilities.

Food packs were distributed to 1,300 households to meet their immediate needs for two months. In addition, 800 households received seed kits to support their future food security at the household level. Furthermore, these households were also trained in disability-centred methodologies in agronomic practices to increase their capacity to farm more effectively.

<b>Food Packs for 1,300 Households</b>	<b>Seeds kits for 800 Households</b>	<b>Field crop seeds for 800 Households</b>
100kg of maize	5kg of Okra	5kg of maize
3kg of cooking oil	5kg of cowpeas (lentils)	5kg of sorghum
5kg of beans	50g of tomato seeds	5kg of beans
	50g of Sukuma wiki	10kg of groundnuts

All 1,300 households were supplied with bars of soap and received training in good hygiene practices in order to reduce their susceptibility to Covid-19 and other infections. This intervention was particularly important to people living with disabilities as they are often more vulnerable to infection.

## **2.2 Afghanistan December 2021 – Winter Hunger Crisis – Food, shelter and livelihoods**



**Vaccination given to a baby during a community visit by Afghanistan Red Crescent mobile health team.**

Afghanistan has been in chronic states of humanitarian and displacement crises due to prolonged insecurity and violence, poverty, drought, COVID-19 pandemic and economic collapse. By December 2021, the humanitarian crisis intensified as millions of people faced acute hunger or were living in near-famine conditions, and a million children were at risk of dying within three months. The onset of winter was also a significant exacerbating factor, lives already lost and with snow about to block off supply routes. Millions of internally displaced people were living in temporary shelters and in urgent need of food supplies and other vital non-food items to meet basic needs. These needs were further amplified by the rapid economic slowdown and difficulties in finding work or any source of income.

**Stream 2 Activation: The Humanitarian Emergency Fund granted Christian Aid and Islamic Relief £120,000 each in a joint project, and Tearfund was granted £120,000**

### **2.2.1 Christian Aid and Islamic Relief: Emergency Assistance to Internally Displaced Persons and Vulnerable Host Communities in Nangarhar Province**

This was the first time that a joint proposal had been submitted to the HEF. Christian Aid and Islamic Relief Worldwide worked with the local authorities, community elders and members of the humanitarian clusters in the target districts in Nangarhar Province to deliver the three-month project. Christian Aid focused their operation in the Behsud and Kama districts of the province through local partner Organization for Coordination of Humanitarian Relief (OCHR)<sup>1</sup>, whilst Islamic Relief Worldwide (IRW) implemented their operation directly in the Lal Pur and Ghani Khel districts.

The joint implementation of the project increased the effectiveness of the response to the targeted populations' food insecurity, hygiene needs, and awareness of COVID-19 through employment of both organisations' experience and influence in the community. More than 1,300 households (10,000+ people) received standard food packages and a further two hundred households (with pregnant and lactating women and malnourished children under five) received high energy / nutritional food packages.

Almost 1,500 households (12,000+ people) received hygiene kits to increase their protection from Covid-19 and other diseases. Frontline health workers in five health centres were also supplied with fifty PPE kits.

Good hygiene practices were promoted through training sessions, local FM radio messages, community meetings and focus groups to improve communities' awareness and knowledge of how Covid-19 was contracted, and how people could protect themselves and their families.

The Post Distribution Monitoring indicated that the food consumption score among the targeted households, and hygiene practices had improved and that the negative coping mechanisms had decreased.

### **2.2.2 Tearfund: Relief Assistance to Crisis-affected Households, Afghanistan**

Tearfund's four-month project, delivered through its partner Serve Afghanistan, also targeted the Nangarhar Province in addition to three other provinces: Kabul, Laghman & Kandahar. Tearfund had launched its own appeal to respond to needs in Afghanistan with engagement with local authorities and communities already underway. The funding provided by the HEF enabled this response to be increased in scale and impact, meeting the basic needs of 20,000 internally displaced people with the provision of food and nutrition packages, hygiene kits and blankets.

The project distributed emergency relief packages to 2,500 families between Jalalabad City and Surkhrod district in Nangarhar Province, Mehtarlam City and Alingar district in Laghman Province, Kandahar and Arghandab district in Kandahar Province and Shakar Dara District in Kabul Province. These relief packages were well received by all the households who expressed satisfaction with the quality and quantity of the items.

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<sup>1</sup> <http://ochr.org.af/>



<b>Household relief packages for 45 days</b>	
<b>Food</b>	<b>Non-food items</b>
25kg of rice	Hand-washing soap
50kg of wheat	Laundry soap
5 litres of cooking oil	Toothbrushes and toothpaste
7kg of red beans	Washable face masks
	Two blankets per household

The relief programme also generated goodwill among the officials and those in authority in the new regime, which paved the way for the continuation of other humanitarian activities carried out by the organisation. Female staff were allowed to support in the relief distribution to provide the relief kit to women beneficiaries with the success of these activities enabling the Partner to secure letters from the new regime for the female staff to continue their work in other Provinces and projects.

### **2.2.3 DEC Afghanistan Appeal**

In December 2021, the intensifying media coverage around the hunger crisis prompted a UK-wide DEC Appeal for Afghanistan. Once the DEC Appeal was launched, Stream 1 of the HEF was activated and the available funds were granted on a percentage basis, 80 per cent directly to the DEC and 20 per cent to SCIAF as a non-DEC member of the HEF.

Stream 1 Activation: Of the **£240,000 available, £192,000** was released to the **DEC Appeal, and £48,000 to SCIAF**

### **2.2.4 SCIAF: Afghanistan Drought and Hunger Crisis Assistance**

The Caritas Internationalis confederation, of which SCIAF is a member, had been responding to this humanitarian crisis supporting communities in Western Afghanistan and the Central Highlands with emergency cash assistance. This assistance helped to support extremely vulnerable families to buy basic food and critical farming inputs, such as fodder or seeds, in order to meet their nutritional needs and minimise negative coping strategies, such as reducing meals, selling off productive assets or emigration.

Funding from the HEF enabled SCIAF's sister agency, Catholic Relief Services, to provide cash assistance to 306 families, sufficient to buy basic foodstuffs to meet half the daily food ration of a family of seven for four months.

The project was delivered by June 2022 and the report will be included in the 2022 – 2023 Annual Review.

While funding from the Scottish Government and the interventions by HEF members have made huge differences to the people that these projects reached, the crisis is not yet resolved and the situation remains dire.

## 2.3 Burkina Faso – February 2022 – Conflict Displacement and Hunger – Cash Support



### **Tents of displaced people at a host household in Tougan, North West Burkina Faso**

Intensified conflict in a long-running civil war during late 2021 had exacerbated multiple existing shocks to vulnerable communities in Burkina Faso, including COVID-19 as well as extremes of drought and floods.

Threats from Non-State Groups had further reduced the government's hold on parts of the territory and communities' hold on natural resources with a rapid deterioration in the security and humanitarian situation.

Nearly three million people were experiencing severe food insecurity, having run out of food and going without eating. Inconsistent rainfall was hampering agricultural production and reducing harvests. Water shortages were also affecting access to clean water while the country was also facing three major health epidemics in addition to Covid-19: measles, vaccine-derived polio virus type 2 and hepatitis E.

### **Stream 2 Activation: £123,000 awarded to Tearfund**

#### **2.3.1 Tearfund: Relief Assistance to Internally Displaced People in the Communes of Djibasso and Tougan, Burkina Faso**

Since March 2022, Tearfund have been using HEF funding to provide unconditional cash assistance to internally displaced people in the Boucle du Mouhoun region – in the North West of Burkina Faso which borders Mali and has consequently been most affected by cross-border insecurity.

Two communes Djibasso (Sourou Province) and Tougan (Kossi province) were selected for assistance to help meet their immediate food and non-food needs as well as raising awareness to help prevent sexual abuse and exploitation of children and women.

More than 1,500 households (3,372 individuals) are receiving two unconditional multipurpose cash transfers of 60,000XOF (West African Franc) through mobile phone financial transfers.

In addition, 380 Community leaders and influential women are being trained to understand and tackle protection issues such as sexual, physical and psychological abuse with further support to help social cohesion.

The project is being implemented by Tearfund’s long-standing local partner, ODE2, which has been working in this area and recently implemented three similar projects in the same area.

The project is due to complete its work in mid-July 2022 and the report will be included in the 2022 – 2023 Annual Review.

## 2.5 Total Spend on HEF Activations in 2020-21

From the £1 million fund, Streams 1 and 2 each receive 50 per cent of the total allocation (once the administration grant has been deducted). The allocation from the Scottish Government is phased over the year with each Stream receiving 25 per cent of the total allocation at the beginning of the financial year in April and in the third quarter in October.

At the end of the first six months, any unused funds from Stream 1 and Stream 2 are re-allocated to Stream 2 to be available for the second half of the year. There is also a limit applied to the amount that can be allocated in any one emergency.

	Q1	Q2	Q3	Q4
	April - June	July - September	October - December	January - March
<b>Stream 1</b>	25% of total allocation £241,000		25% of total allocation £241,000	
<b>Stream 2</b>	25% of total allocation £241,000		25% of total allocation £241,000	
			Plus Any unused Stream 1 funds from Q1 & Q2	
				Plus Any unused Stream 2 funds from Q1 & Q2

**Table 1: Financial Summary of release of HEF funds 2021-22**

	Q1	Q2	Q3	Q4	Total
	April – June 2021	July - September 2021	October – December 2021	January – March 2022	Total
<b>Stream 1</b>					<b>£240,00*</b>
Stream 1 A			£192,000		£192,00
Stream 1 B			£48,000		£48,000
<b>Stream 2</b>		£241,000	£483,000		<b>£724,000</b>
<b>Total Funds granted</b>		<b>£241,000</b>	<b>£723,000</b>		<b>£964,000</b>
<b>HEF Budget</b>	£36,000				<b>£36,000</b>
<b>Total Funds granted</b>	£36,000	<b>£241,000</b>	<b>£618,000</b>	<b>£123,000</b>	<b>£1,000,000</b>

Table 1 demonstrates that as there was no DEC Appeal in the first half of the year, the allocation (£241,000) was transferred to Stream 2 in Q3 giving a total allocation of £723,000 available in Streams 1 and 2 for the second half of the year.

\*In this instance, figures were rounded to £240,000

**Table 2: HEF Member Allocations 2021-22**

HEF Panel Member	Stream 1 Allocation	Stream 2 Allocations			
Organisation	Afghanistan	South Sudan	Afghanistan	Burkina Faso	Total
<b>DEC Appeal</b>	£192,000				<b>£192,000</b>
<b>Christian Aid</b>		£120,500	£120,000		<b>£240,500</b>
<b>Islamic Relief</b>			£120,000		<b>£120,000</b>
<b>SCIAF</b>	£48,000	£120,500			<b>£168,500</b>
<b>Tearfund</b>			£120,000	£123,000	<b>£243,000</b>
<b>Total Funds granted</b>	<b>£240,000</b>	<b>£241,000</b>	<b>£360,000</b>	<b>£123,000</b>	<b>£964,000</b>

### **3. HEF Project Impacts 2020 – 2021 Final Reports**

Responses to emergencies that commenced in 2020 – 2021 but were not completed before the start of this financial year are included in this Annual Review.

#### **3.2 March 2021 – Tigray, Ethiopia – Civil conflict displacement**

Conflict erupted in Ethiopia's northern Tigray region in early November 2020. Thousands were displaced internally and across the border into neighbouring Sudan. This rapid escalation of violence resulted in a further 1.3 million people in need of humanitarian assistance.

Throughout the region and beyond, the security situation was hugely unstable and unpredictable with fighting continuing in rural areas where large numbers of people were trying to escape. Access to food and nutrition, healthcare and other basic services and commodities quickly deteriorated with local partner reporting rising hunger in an already fragile context caused by drought, locust swarms and the arrival of Covid-19.

With farmers missing the harvest season and with no trade in and out of the region, the markets were close to collapse. On top of rising malnutrition, the lack of clean water and sanitation made the population more vulnerable to water borne diseases in addition to Covid-19.

In addition, health services were close to collapse with health centres vandalized and unpaid workers leaving their jobs. There were also reports of an increase in serious sexual violence and other abuses in Tigray.

#### **Stream 2 Activation: £340,350 to Tearfund, Mercy Corps and SCIAF**

##### **3.2.1 Tearfund: Humanitarian Assistance for Conflict-affected people in Mekelle City, Tigray**

Through local church development partner Ethiopian Guenet Church Development and Welfare Organization, HEF funding provided 700 households (4,570 people) with unconditional cash payments and psychosocial support between March and June 2021. Project monitoring indicated that the majority of people used the cash to purchase food and basic hygiene materials for their families. Some of the beneficiaries also used a proportion of the cash to start livelihood initiatives and to pay for healthcare.

The same people were also given 900 ETB per household for three months to buy basic hygiene materials like soap, menstrual hygiene materials and facemasks for their families.

Finally, in collaboration with the Social Psychology Department of Mekelle University, local community facilitators, social workers and volunteers were trained in trauma recovery and conducted 59 psychosocial wellbeing sessions for 590 households.

##### **3.2.2 SCIAF: Emergency Response for Conflict-affected Communities in South-Eastern Zone, Tigray**

With funding from the HEF, SCIAF's three-month project, implemented by its local partner, the Ethiopian Catholic Church – Social and Development Commission, focused on supporting crisis-affected households in Enderta and Samre woredas, providing both food and non-food items, as well as distributing cash.

The cash that was distributed to 427 households was mainly spent on food with the rest being spent to cover health and non-food expenses. The money allowed people to diversify their diets and keep their livelihood assets such as livestock, instead of negative coping mechanisms such as distress selling. A further 278 households, who had been displaced by the conflict, were supplied with bedding, mattresses and blankets, after having returned to find their homes had been looted.

Due to the deteriorating security situation, it had not been possible to complete all the cash payments in the project area. Instead, the funding was used in the Amhara region, complementing the ongoing emergency response by providing an additional 965 households with flour and cooking oil.

### **3.2.3 Mercy Corps Europe: Urgent Assistance to Tigray Crisis Refugees in Sudan**

In addition to the huge displacement of people in Tigray, more than 60,000 refugees fled the conflict by making the arduous journey west to Sudan. Most of the refugees who arrived in the largest camp at Um Rakuba had little or no possessions and many, especially young children, were suffering from malnutrition.

With funding from the HEF, cash assistance was provided to more than 1,300 households in the camp, enabling them to buy basic household necessities, clothing and other essential items. The cash also helped to supplement the food rations provided by the UN World Food Programme and other humanitarian agencies.

Mercy Corps' programme supported the camp's Primary Health Clinic which provided patient consultations, pharmaceutical provision, vaccinations, and sexual and reproductive health services. The support from the HEF allowed Mercy Corps to recruit a female doctor and female Tigrayan translator. The doctor provided gender-sensitive healthcare especially in relation to sexual and reproductive health, and also delivered primary healthcare training to the health team at the clinic, while the translator assisted the clinic staff in their interactions with the patients. The funding also contributed to the clinic's running costs, purchasing medicines, and staff salaries.

## **4. HEF coordinated responses in Malawi and Ukraine**

In the first quarter of 2022, two further humanitarian crises began to unfold. Due to the nature of these events, they were administered directly by the Scottish Government, with support from the HEF Coordinator.

### **4.1 British Red Cross: Tropical Storm Ana, Malawi**

In January 2022, Tropical Storm Ana swept across Madagascar, Mozambique and Malawi. With more than 500,000 people displaced due to the severe flooding, and homes, infrastructure and crops destroyed, the Government of Malawi declared a state of disaster in 15 districts. As part of the Cooperation Agreement between the two countries, the Scottish Government offered assistance and awarded £400,000 to the British Red Cross to support the IFRC's Tropical Storm Ana Emergency Appeal in Malawi.

This helped support the Malawi Red Cross Society in its response to support 160,000 people (32,000 households) directly impacted by Tropical Storm Ana with emergency response and recovery support. The response focussed on the immediate needs of families displaced and hosted in camps, supporting them to return to their homes and start to rebuild

their houses and livelihoods, together with a long-term disaster risk reduction approach. Search and rescue teams and community health mobilisation points were established, and immediate assistance was provided to those displaced and in camps, including shelter kits and essential household items, and the provision of psychological first aid. Hygiene and sanitation support helped reduced the risk of waterborne diseases. Longer-term assistance to help people rebuild their livelihoods included food and unconditional/multipurpose cash grants.

## **4.2 Conflict in Ukraine**

The invasion of Ukraine by Russian forces at the end of February, triggered the fastest displacement crisis in Europe since World War Two with millions fleeing their homes, within the country or across Ukraine's Western borders.

The speed, scale and severity of the ongoing crisis prompted the First Minister to announce the release of £4 million pounds to support humanitarian relief effort, with £2 million pounds going directly to the Disasters Emergency Committee's Ukraine Appeal, £1 million pounds directly to UNICEF, and £1 million pounds being made available to the HEF.

The Panel was quickly convened to see which members were in a position to receive immediate funds to share with their networks and partners already responding in and around Ukraine.

The British Red Cross and SCIAF were both able to present proposals to the Scottish Government via the HEF Secretariat and were both awarded £500,000 to bolster the wider International Committee of the Red Cross and Caritas network responses both in Ukraine and in neighbouring countries.

### **4.2.1 British Red Cross**

The Scottish Government donated £500,000 in March 2022 towards the British Red Cross's Ukraine Crisis Appeal. This support has made a crucial difference to the desperate situations which people impacted by this conflict have found themselves in. Humanitarian assistance continues to be provided by Red Cross Red Crescent teams to millions of people both in Ukraine and at every border. So far, these teams have reached around 5 million people with vital support. They have provided mental health and psychosocial support to 367,000 individuals, improved access to water for 8 million people, and given around £57 million in emergency financial assistance. Red Cross teams, including the IFRC and ICRC, have been providing essential medical care; supplying urgent supplies for those internally displaced; repairing damage to civilian infrastructure; clearing land mines; ensuring the wellbeing and safety of people crossing borders; supporting families to reunite; and supporting prisoners of war.

### **4.2.2 SCIAF**

The £500,000 grant from Scottish Government funds were used in support of Caritas Ukraine's overall humanitarian response programme providing food parcels, bottled water, hygiene kits, transport, cash grants and non-food items such as blankets and bedding in the very early days of the conflict. Using its parish network as both logistic hubs and emergency shelters, and due to the rapid disbursement, the funds were instrumental in deepening the reach of humanitarian aid – covering a larger geographic area and facilitating aid into rural, hard-to-reach areas.

## 5. Secretariat Performance

### 5.1 Stream 1 Activations

There was a single DEC Appeal during 2021-2022, in response to the Afghanistan crisis in December 2021. As Stream 2 had previously been activated for the same crisis in September, Scottish Government Ministers used their discretion to active Stream 1. Consequently, more than half the available allocations for the year funded responses in Afghanistan, such was the magnitude of the emergency and which is still ongoing.

### 5.2 Stream 2 Activations

In all acute humanitarian crises, speed and efficiency are crucial to a successful response. As part of its contract to provide Secretariat support to the HEF Panel, the DEC commits to co-ordinating the crisis responses so that all projects move from Activation approval to confirmation within 20 working days (table 3).

**Table 3: Proposals submitted to Peer-Review Process**

	South Sudan	Afghanistan	Burkina Faso
Number of proposals submitted	4	3 (1 joint proposal)	3
Number of proposals approved	2	3	1

**Table 4: HEF Activation Response Times**

	South Sudan	Afghanistan	Burkina Faso
Number of Applications	4	3	1
Time from Activation Request to SG proposal submission	<b>27</b> working days 11 Aug – 17 Sept 2021	<b>21</b> working days 9 Oct - 9 Nov 2020	<b>17</b> working days 3 - 26 Feb 2021

Approval for South Sudan and Afghanistan were slightly delayed due to concerns around security and flexibility in conflict zones. However, these concerns were allayed by Members who had already conducted risk assessments as part of the regular response operation.

### 5.3 Serious Incidents

All members of the HEF are committed to the highest quality of projects and delivery to beneficiaries in a safe and efficient way. To comply with established safe-guarding procedures, serious incidents are reported to the appropriate bodies and to the Secretariat. The Secretariat, in turn, also notifies the Scottish Government.

In the period 2021 – 2022, the HEF Coordinator received one report of a serious nature. The allegation of sexual harassment by a volunteer in a project was reported to the Country Director. It was fully investigated by the relevant Ethics team and found to be substantiated. The Subject of Complaint had their contract terminated immediately and barred from all further work with the organisation. The information was shared with other potential employers and NGOs working in the area. The organisation also further strengthened its safeguarding procedures for volunteers.



#### **5.4 Independent Review of the HEF**

An independent review of the impact and the operation of the Fund was carried out as planned during the Winter of 2019-20.<sup>2</sup>

Whilst the review concluded that the HEF had achieved a great deal during its early operation and followed strong processes and good practices, a number of improvements were recommended to increase the awareness and impact of the Fund.

These recommendations were discussed with the Panel and there was an intention to implement them in 2020-21. However, the arrival of the Covid-19 pandemic here in Scotland and globally led the Scottish Government to delay finalising these changes and also postpone the selection of a new Panel.

In a subsequent wider review of all its International Development programmes, it was confirmed that the Fund would remain with existing funding and subsequently that a new Panel would be selected in 2021-2 with the recommended changes to be finalised and put into place following discussion with the newly constituted Panel.

#### **5.5 HEF Panel meetings**

As specified in the current Operations Manual, the scheduled meetings of the HEF Panel are now biannual rather than quarterly.

##### **May 2021 Panel Meeting**

The Panel discussed the impact of the Scottish Government's International Development Review on HEF operations with Scottish Government officials also present. While concern that explicit reference to 'immediate and lifesaving' action had been omitted from key objective of the Fund, agreement was reached to reinstate the 'immediate and life-saving' description back into the main objective. Broadening the timeframe or scope of projects and concern about extra fundraising responsibilities was also discussed.

The Panel membership was due to expire in June and a new Panel would be constituted with a new Memoranda of Understanding and formally approved by the Minister.

The new HEF Panel membership was appointed: British Red Cross, Christian Aid Scotland, Mercy Corps Europe, Oxfam Scotland, Save the Children, SCIAF and Tearfund remained as members. Islamic Relief was invited onto the Panel to replace the outgoing Mission Aviation Fellowship.

##### **November 2021 Panel Meeting**

The Panel discussed the complexities around the recent activation for Afghanistan, and the security and logistical challenges being faced by teams in Tigray, Ethiopia. The Panel also discussed the preparation for the forthcoming meeting with the Minister.

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<sup>2</sup> Corra Foundation Independent Review of HEF

## HEF Secretariat Financial Report

<b>HEF Secretariat financial report</b>			
	<b>2021 – 2022 Budget</b>	<b>2021 – 2022 Expenditure</b>	<b>Comments</b>
<b>Staff costs</b>	£22,000	<b>£19,900</b>	Representing 0.5 FTE and pension and NI costs
<b>Technical advisory:</b>	£1,000	<b>£0</b>	No costs incurred
<b>IT, office equipment, and admin support</b>	£3,500	<b>£3,500</b>	Covering all IT, office and admin support
<b>Travel &amp; Subsistence</b>	£500	<b>£100</b>	Minimal travel due to Covid-19
<b>Training</b>	£1,000	£0	No costs incurred
<b>Improved communication platforms / output</b>	£5,000	<b>£0</b>	No costs incurred
<b>DEC Management</b>	£3,000	<b>£3,082</b>	Representing support for Coordinator from DEC Head of Programmes and other Programme staff
<b>Total</b>	<b>£36,000</b>	<b>£26,582</b>	<b>Underspend: £9,418</b>

## **Annex**

### **A: Humanitarian Emergency Fund: Background**

Scotland has a longstanding history of contributing to international development, both through the UK Government's Department for International Development (DFID) and through its own non-government organisations, local charities and individuals.

In 2005, the then Scottish Executive established its international development policy with the signing of the Cooperation Agreement with the Government of Malawi. In 2008, the Scottish Government expanded its International Development Policy that included, among other programmes, one-off emergency funds available to Scottish organisations responding to humanitarian crises.

In 2016, the SNP Manifesto for the Scottish Parliament elections committed to establish a £1 million a year fund to respond to future humanitarian emergencies. In September 2016, the Scottish Government's Programme for Government set the timescales, committing that a new £1 million per annum Humanitarian Aid Fund would be established from Spring 2017. In consultation with international Non-Government Organisations (Ingo's) based in Scotland, the structure and methodology for disbursement of the emergency funds was shaped through a co-production process. Through this process it was agreed that emergency funds should be disbursed through a transparent and predictable sole funding mechanism, leading to the establishment of the Humanitarian Emergency Fund (HEF) and an expert Humanitarian Emergency Panel (HEF Panel) comprising eight representatives from leading humanitarian aid organisations in Scotland. Launched in April 2017, the Fund is run based on recommendations from the HEF Panel and administered by the Disasters Emergency Committee (DEC), who support the HEF Panel through the HEF Secretariat.

The [DEC](#) brings together 15 leading UK aid agencies in times of humanitarian crises to raise money to help those affected by major international disasters or crises. The DEC appointed a Coordinator to deliver the HEF Secretariat function and liaise with the HEF Panel, the Scottish Government, and the DEC.

### **B: The HEF Panel**

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

### C: HEF Fund Activation Criteria and Project Parameters

Process	Stream 1 (50%)		Stream 2 (50%)
	A (80%)	B (up to 20%)	
Activation mechanism	DEC Board		HEF Panel
Activation Criteria	1. <b>Humanitarian Need:</b> The disaster must be on such a scale and of such urgency as to call for swift international humanitarian assistance		1. <b>Humanitarian Need:</b> The disaster must be on such a scale and of such urgency as to call for swift international humanitarian assistance
	2. <b>Capacity to deliver:</b> The DEC member agencies, or some of them, must be able to provide effective and swift humanitarian assistance		2. <b>Capacity to deliver:</b> The HEF Panel member agencies, or some of them, must be able to provide effective and swift humanitarian assistance
	3. <b>Media profile:</b> There must be reasonable grounds for concluding that a public appeal would be successful		3. <b>Media profile:</b> There must be reasonable grounds for concluding that a DEC public appeal would not be launched
			4. <b>Strategical approach:</b> It must be considered strategically the best use of the funds, considering limited resources and unlimited needs
Who can receive funds?	DEC Members	Non-DEC HEF Panel Members	HEF Panel Members
Activation Process	DEC Members and broadcasters' agreement	Concept Note recommended to SG	Peer Review and HEF Panel recommendation approved by SG
Activation assessment period	Variable	Within two weeks of DEC Appeal launch	Up to 20 days
Project Implementation	18-24 months	6 months	Up to 6 months
Reports	DEC Reporting Requirements	Overall Response Report and Case Study	Disaggregated Response Report and Case Study
Min & Max Fund Allocation	N/A	£16,000 / £48,000	£50,000 / £300,000

Funding allocation may be amended in the third and fourth quarters, depending on the value of the remaining funds