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Meeting Global Challenges and Making a Difference - Aligning our International Development Policy with the Global Goals: Analysis of Responses



PEOPLE, COMMUNITIES AND PLACES



MEETING GLOBAL CHALLENGES AND MAKING A DIFFERENCE – ALIGNING OUR INTERNATIONAL DEVELOPMENT POLICY WITH THE GLOBAL GOALS: ANALYSIS OF RESPONSES

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Note on terminology

Throughout this document, the term 'Global Goals' will be used to refer to the United Nations Sustainable Development Goals. However, some respondents referred to the Sustainable Development Goals (SDGs) in their comments, and where these comments are referred to in the report, this terminology is retained.

Glossary

The following abbreviations are used in this report:

DfID: (UK) Department for International Development

DfID GEC: DfID Girls' Education Challenge programme

DfID PPA: DfID Programme Partnership Arrangements

DEC: Development Education Centre

ECHO: Educational Concerns for Haiti Organisation

GDP: Gross Domestic Product

GNI: Gross National Income

(UN) (I)HDI: (UN) (Inequality-adjusted) Human Development Index

IDF: (Scotland's) International Development Fund

MPI: Multidimensional Poverty Index

(i)NGO: (international) non-governmental organisation

NIDOS: Network of International Development Organisations in Scotland

PBR: payment by results

PCD: policy coherence for development

SMP: Scotland Malawi Partnership

SME: small and medium-sized enterprise

(UN) SDGs: (UN) Sustainable Development Goals

THET: Tropical Health and Education Trust

UN: United Nations

UNICEF: United Nations Children's Emergency Fund

USAid: United States Agency for International Development

Executive summary

1. The Scottish Government undertook a public consultation on its international development programme between February and May 2016. The consultation discussion paper, **Meeting Global Challenges and Making a Difference**, invited views about how its policy in this area should develop in the future.¹

2. Currently, the Scottish Government's International Development Fund (IDF) has a budget of £9m per year and supports 57 projects in seven countries across eight themes. In its consultation paper, the Scottish Government set out its ambition to achieve greater impact by targeting the IDF more carefully and also affirmed its desire to align its international development activity more closely with the United Nations (UN) Global Goals.²

3. The consultation contained 22 questions covering the re-prioritisation of the IDF, both geographic and thematic; the value of diaspora links; ways of improving the current funding models; partnership working and capacity building; encouraging trade and investment; supporting sustainable growth; and the 'Beyond Aid' agenda.

4. A total of 129 responses were received from 91 organisations and 38 individuals. Over half of the organisational respondents were non-governmental organisations (NGOs) or charities. The remainder included coalitions, networking and umbrella bodies; private sector bodies; academic and research organisations; Scottish public sector bodies; and faith-based organisations. The largest proportion of organisational respondents had an African focus (41%) while nearly a third (31%) had a broad international focus.

Overall views on the Scottish Government's ambition

5. Respondents supported the Scottish Government's ambition and its approach. They highlighted the emphasis on partnership working, civic engagement, capacity building and long-term commitment, as exemplified by Scotland's work with Malawi, and drew attention to the perceived success of this. They were also generally supportive of a more targeted geographic focus; however, there were reservations about narrowing the thematic focus.

Criteria for selecting priority countries

6. The consultation document outlined Scotland's current approach to selecting priority countries for international development investment based on three criteria: (i) the nature of the relationship with Scotland, both historical and contemporary (ii) relevant activity and expertise within Scotland and (iii) levels of poverty as defined by the UN Human Development Index (HDI). It was further explained that 'need' was key in selecting countries.

7. Some endorsed the current approach, and / or elaborated how the current approach was useful in guiding the selection of countries. However, others suggested how the

¹ <https://consult.scotland.gov.uk/international-development-team/meeting-global-challenges>

² <https://www.gov.uk/government/news/what-are-the-global-goals>

current criteria could be modified or developed, or put forward additional criteria for selecting priority countries.

8. The current needs-based criterion, in particular, attracted a range of comments, with respondents calling for: (i) need to be prioritised over other criteria or (ii) a more refined approach to assessing need, using additional or alternative indicators and taking account of inequalities and vulnerable groups. Some wished to see a greater reference to the Global Goals in the assessment of 'need'. Suggestions for additional criteria for selecting priority countries related to: programme efficacy and potential for impact; governance, human rights and security; and evidence of public interest.

9. Other respondents suggested adopting alternative approaches which did not involve the selection of a set of priority countries.

Geographic focus

10. For the most part respondents supported the proposal to focus on (i) a smaller number of priority countries and (ii) countries in the same geographic area. They believed this would benefit the programme and lead to greater impact, particularly given Scotland's relatively modest budget. There was particular support for establishing a focus on a group of countries around Malawi, to provide a sub-Saharan African focussed development programme.

11. In relation to the proposal to focus development assistance on specific regions within countries (through the creation of intra-national clusters), there were mixed views. Respondents saw the potential for such clusters to alleviate regional disparities in wealth, and promote learning and exchange between communities that are geographically close to each other. However, they also had reservations about focusing development assistance on one specific region to the exclusion of others – particularly in Malawi as there was concern that this approach might be divisive. In general, respondents suggested that any targeting of funding to particular regions within countries should be done on the basis of need, and on a project-by-project basis linked to particular topics or themes.

The value of diaspora links

12. There was general agreement that diaspora communities bring a valuable perspective to international development work as a result of their knowledge of, and connections to, their home countries. It was argued that diaspora links could enhance understanding of problems, challenges and local contexts in partner countries, and increase effectiveness of projects and programmes. However, there were reservations about the importance to be attached to diaspora links compared to other factors in taking forward the international development agenda.

Thematic focus

13. There were reservations about narrowing the thematic focus of the Scottish Government's work. Some thought this would maximise efficiency and effectiveness, and the development of expertise. More often, however, respondents favoured an integrated and holistic approach to addressing the Global Goals, and did not think a narrowing of thematic focus would be helpful in this respect.

Programme funding models

14. On the whole, respondents expressed support for the Scottish Government's current approach to funding. They thought this provided an appropriate mix of funding models and mechanisms. In particular, respondents thought the current approach strikes a reasonable balance between (i) funding established partners while also allowing new partners to emerge, and (ii) challenge fund model and block grant funding approaches.

15. The main suggestions for improving the current approach to funding were to: adopt a more flexible approach to the terms and conditions for funding; allow for longer term projects and programmes; introduce 'concept notes' (an outline application prior to submission of the full grant application) for challenge funding; continue the Small Grants Programme; develop ways of mobilising additional funds; and provide additional support to small NGOs and charities. Some of these suggestions, including the introduction of concept notes and the leveraging of additional funds, affirmed ideas highlighted by the Scottish Government in its consultation paper.

Planned vs flexible funding:

16. It was common for respondents to emphasise the importance of focusing mainly on planned expenditure: respondents often elided the idea of 'planned expenditure' or a 'planned programme' with a 'long-term programme'. There was a strong view across all groups that long-term programmes, typically perceived as more than three years of funding, were necessary to deliver sustainable change and should be prioritised.

17. Respondents also thought that some flexible funding was required to respond rapidly to natural disasters and humanitarian crises, and to provide immediate relief for unforeseen circumstances and events. Respondents thought that any flexible funding should, however, be small-scale relative to planned expenditure – figures of between 10% and 20% of the IDF were suggested.

Longer term funded programmes:

18. There was near unanimous support for the proposal for longer term programmes. Individuals and organisations of all types thought this to be vital for partnership building, and for achieving sustainability.

Improving monitoring and evaluation:

19. Suggested improvements to monitoring and evaluation arrangements included: undertaking longer term evaluations; creating more opportunities for sharing the learning from such work; moving towards outcome-focused evaluations using a common approach; building capacity for conducting evaluation within partner countries; and increased funding for monitoring and evaluation.

Partnership working and capacity building

20. Respondents thought that successful and sustainable outcomes for the IDF required partnership working and (organisational) capacity building.

21. Respondents identified a range of principles which underpinned effective partnership working including: equality of relation between partners; engagement and participation at all levels and within all sectors of society; good governance and accountability; and

understanding the context and learning from others. It was thought that partnerships could be developed both through knowledge sharing, and through creating specific funding mechanisms.

22. Respondents from across all groups thought there was potential benefit from greater engagement of, and collaboration with, the private sector – both in Scotland and in partner countries, and some suggested models and mechanisms which might be useful in this regard. However, respondents across all groups, but particularly within the NGO sector also voiced strong caveats to any (greater) engagement. They emphasised that involvement of the private sector should be governed by a focus on the aims of the Scottish Government and alignment with the needs of the partner country.

23. Respondents generally saw the academic sector as having much to offer. The sector was seen as an important source of expertise across a range of areas including climate change, the environment, and renewable technologies. In addition, it was thought to have the skills to assess the effectiveness of programmes, which was vital for future programme development.

24. Across all sectors, there was a high level of agreement that using local expertise was 'essential' and 'critical' to true partnership working and to achieving successful and sustainable outcomes. It was also highlighted as a key feature of Scotland's 'distinct' approach to international development work.

Supporting sustainable growth and encouraging trade and investment

25. Respondents emphasised the importance of adopting a cross-departmental agenda to building trade and investment links in order to maximise the benefits for job creation and inclusive growth. Support for infrastructure development – e.g. transport, building, renewable energy, IT – was seen to be crucial.

26. There was, however, an insistence that the development of trade and investment had to comply with the core principles of international development funding. Thus, poverty alleviation and the promotion of human development should be central. Moreover, all developments should be congruent with the objectives of the partner country, should be done in partnership and be inclusive, and should be aimed at developing sustainable, fair trade.

'Beyond Aid' agenda

27. Respondents affirmed the importance of the 'Beyond Aid' agenda and that tackling the underlying causes of poverty and moving away from dependency on external development funds required policy action on a very broad front. Respondents across all groups agreed that 'policy coherence for development' (PCD) involving a coordinated, cross-departmental and cross-party approach was required, and they emphasised the importance of an action plan for this.

1 Introduction and policy context

1.1 Between February and May 2016, the Scottish Government undertook a public consultation on its international development programme. The consultation discussion paper, **Meeting Global Challenges and Making a Difference**, invited views about how its policy in this area should develop in the future.³

1.2 This report presents findings from the analysis of the consultation responses.

Policy context

1.3 On 25 September 2015 the United Nations adopted 17 Global Goals to build a better world by 2030. The aim of the Global Goals – also called the Sustainable Development Goals (SDGs) – is to end extreme poverty and improve living standards around the world within the next 15 years. The Global Goals build on the achievements of the Millennium Development Goals which were set in 2000.⁴

1.4 The Scottish Government has made a commitment to the Global Goals, both by tackling poverty and inequality in Scotland, and also by contributing to the eradication of poverty in developing countries.

1.5 Although international relations are reserved to Westminster, the Scotland Act 1998 gives powers to Scottish Ministers to assist Ministers of the Crown with international relations, including through international development assistance. Thus, Scotland has its own International Development Fund (IDF), and its work in international development began in November 2005 with the signing of a Cooperation Agreement with the Government of Malawi.

1.6 Scotland's IDF provides funding of £9m per year. This supports 57 projects in seven countries across eight thematic priorities. On the tenth anniversary of Scotland first pursuing its own international development work, the Scottish Government wanted to refresh its approach to international development funding, and undertook a consultation to inform this process.

1.7 The consultation document explained that the Government believed its current spending on international development was too thinly spread, and in order to achieve greater impact, it should be more carefully targeted. At the same time, there was also a desire to align Scottish Government international development policy more closely to the new United Nations' Global Goals.

About the consultation

1.8 The consultation discussion document contained 22 questions, inviting views on a range of issues related to the policy refresh. Sections 2 and 3 discussed the re-prioritisation of the IDF, both in terms of geographical focus and thematic focus. Section 4 sought views about ways of improving the current funding models and the periods for

³ <https://consult.scotland.gov.uk/international-development-team/meeting-global-challenges>

⁴ <https://www.gov.uk/government/news/what-are-the-global-goals>

which funding is provided, and Section 5 discussed the Scottish Government's contribution to the 'Beyond Aid' agenda.

1.9 Information about the consultation was sent to a wide range of stakeholders, not just in Scotland but overseas as well. This included key organisations across the international development community, such as NIDOS (Network of International Development Organisations in Scotland) and the Scotland Malawi Partnership as well as other Scottish Government departments, agencies and non-departmental public bodies. It was circulated amongst academic institutions, and in the private sector and sent directly to High Commissioners and the Consular Corps in Scotland. Consultation events were also carried out across Scotland with specific stakeholder groups. These included events with non-governmental organisations, public sector bodies, private sector agencies, academic organisations, and diaspora groups. In addition, the Scottish Government ran consultation events aimed at the general public in locations across Scotland, as well as using social media to elicit opinions. The findings from these events echo much of what was submitted in formal responses and will be used to help inform the Scottish Government's new policy more generally.

1.10 An online consultation response form was made available through the Scottish Government's Citizen Space consultation hub. Responses could also be submitted by email or post.

About the analysis

1.11 In general, the main aim of consultation analysis is to identify the main themes in people's responses, and the full range of views expressed.

1.12 In this particular consultation, there were a small number of very comprehensive responses (see Chapter 2) that demonstrated a strategic understanding of operating an international development fund. The main points made in these responses are reflected in this report, but these responses need to be read in full by those seeking to develop future Scottish Government policy in this area. At the same time, this consultation also received a larger number of comments that focused more specifically on areas of direct interest to individual respondents.

1.13 Both types of response provide a valuable perspective on the issue of international development. However, in the analysis of these different types of responses, it is impractical to report the full range of views, given that some views are expressed by just one or two respondents. This needs to be borne in mind when reading this report.⁵

⁵ Requests for copies of individual consultation responses should be sent to: Judith.Ballantine@gov.scot.

2 About the respondents

2.1 This section provides information about the respondents to the consultation.

Number of responses received

2.2 The consultation received 133 submissions. However, for different reasons, three responses were removed,⁶ while two responses from one respondent were combined into a single response. Thus, the analysis was based on a total of **129 responses** – 91 from organisations and 38 from individuals (Table 2.1). A complete list of the organisational respondents is included at Annex 1.

Table 2.1: Number of responses

Respondent type	n	%
Organisations	91	71%
Individuals	38	29%
Total	129	100%

2.3 Most responses (n=119, 93%) were submitted through the Scottish Government's online consultation hub. The remaining responses were submitted by email.

2.4 Not all respondents answered all questions in the consultation. Response rates for individual questions ranged from 41% for Question 5b to 95% for Question 1. See Annex 2 for details.

The respondents

2.5 Table 2.2 below shows that over half of the organisational respondents (n=52, 57%) were non-governmental organisations (NGOs) or charities. Of these, 34 were based in Scotland or the UK and 18 were international NGOs (iNGOs). Organisational respondents also included coalitions, networking and umbrella bodies (10); private sector organisations, including social enterprises (6); academic or research organisations (6); Scottish public sector respondents (6); and faith-based organisations (5).

⁶ One duplicate response – sent by email and also submitted via the online response form – was excluded. One response was an updated version of a response submitted earlier; the earlier response was removed. One submission turned out not to be a response to the consultation, but rather correspondence which was intended for one of the consultation respondents; this was removed.

Table 2.2: Organisational respondents

Organisation type	n	%
Non-governmental organisations / charities (Scotland / UK base only)	34	37%
Non-governmental organisations: part of wider international network (iNGOs)	18	20%
Coalitions, networking and umbrella bodies	10	11%
Private sector (including social enterprises)	6	7%
Academic / research organisations	6	7%
Scottish public sector respondents	6	7%
Faith-based organisations	5	5%
Other organisational respondents*	6	7%
Total	91	100%

* Other organisations – Royal Colleges, government bodies, and voluntary groups. Percentages do not total 100% due to rounding.

2.6 Organisations were categorised according to the primary geographical focus of their work. Table 2.3 below shows that the largest proportion of respondents had an African focus (41%) and nearly a third (31%) had a broad international focus. A list of the respondents, categorised by their geographical focus, is provided in Annex 3.

Table 2.3: Geographical focus of organisational respondents

Geographical focus	n	%
Africa	37	41%
International	28	31%
Scotland*	20	22%
Asia focus	3	3%
Rest of the UK	2	2%
Other	1	1%
Total	91	100%

* Organisations with a primary Scotland focus included, for example, Scottish public sector organisations, Royal Colleges, Scottish universities or research organisations, etc.

3 Scottish Government's ambition to improve its international development programme (Q1)

3.1 In carrying out its policy refresh, the Scottish Government stated that it wished to preserve the best elements of its current approach to international development work while also introducing greater targeting to 'make a real difference and most impact in relation to [the available] budget'.

3.2 The first question in the consultation asked respondents if they supported the Scottish Government's overall ambition with regard to its international development programme.

Question 1: Do you support the Scottish Government ambition to improve its International Development Programme through focusing our efforts more effectively? [Yes / No]

3.3 One hundred and twenty-one (122) respondents answered Question 1. The vast majority (96%) replied 'yes' to this question (see Table 3.1), indicating a high level of support for the Scottish Government's ambition and its intention to focus its efforts more effectively.

Table 3.1: Q1 – Do you support the Scottish Government ambition to improve its International Development Programme through focusing our efforts more effectively?

	n	%
Yes	117	96%
No	2	2%
Don't know	3	2%
Total	122	100%

3.4 The consultation questionnaire did not ask respondents to expand on their answer to Question 1, but many explained their overall views in response to subsequent questions. The section below provides a summary of the comments made throughout the consultation questionnaire which discussed views on the Scottish Government's overall aim of improving its international development programme though focusing its efforts more effectively.

3.5 Most of the views expressed were common to those answering 'yes', 'no' or 'don't know' at Question 1, and so the summary below does not distinguish between these groups on a systematic basis.

Views on the Scottish Government's overall approach

3.6 There was widespread support for the Scottish Government's activity in this area. Respondents highlighted Scotland's 'distinct' approach to international development, with its emphasis on partnership working, civic engagement, capacity building and long-term commitment, as exemplified by Scotland's work with Malawi. Respondents frequently drew attention to the success of this approach and evidence pointing to the 'multiplier effect' associated with this way of working.

3.7 There was a high degree of consensus that adopting a partnership approach in pursuing international development work was central to good practice, and was key to efficient and effective working and the achievement of long-term sustainable outcomes. There was praise for the Scottish Government's efforts in respect of partnership working.

3.8 There were, though, two less common views, each expressed by a single individual: (i) that the provision of aid compounded the challenges faced by developing countries and that there should be a move towards relationships based on trade not aid and (ii) that the Scottish Government should not be involved in international development work, as this was a reserved matter.

3.9 Although there was general endorsement of the Government's broad approach in this area, there was also a wide range of suggestions as to how its work might be enhanced, as discussed in the remainder of this report. These suggestions included: making changes to specific policies, procedures and practices; taking more account of existing international expertise and activity in this area; and moving towards an approach driven by the Global Goals and the Beyond Aid agenda.

Views on achieving improvement through greater focus

3.10 For the most part, respondents expressed support for the proposal to focus efforts on (i) a reduced number of priority countries and (ii) countries in the same geographic area. They believed that this would benefit the programme and lead to greater impact, particularly given Scotland's relatively modest budget. Most often, respondents favoured a focus on sub-Saharan African countries. This reflects the profile and interest of the respondents. (See Table 2.3 above.)

3.11 A few respondents expressed reservations about geographic targeting. These respondents were concerned about the possible implications of a loss of funding for needy groups or more neglected areas in countries that are not chosen as priority countries.

3.12 There was, though, less support for narrowing the thematic focus of the Scottish Government's work. Some thought this would maximise efficiency and effectiveness, and the development of expertise. More often, however, respondents favoured an integrated and holistic approach to addressing the Global Goals, and did not think a narrowing of thematic focus would be helpful in this respect. Those expressing reservations about this proposal also noted the importance of responding to priority needs in individual partner countries, and maintaining flexibility in the programme.

4 Criteria for selecting priority countries (Q2)

4.1 The consultation document outlined Scotland's current approach to selecting countries for international development investment based on: (i) the relationship with Scotland, both historical and contemporary (ii) relevant activity and expertise within Scotland and (iii) levels of poverty as defined by the UN Human Development Index (UNHDI) and measured using life expectancy, educational attainment and income. It was also explained that 'need' was key in selecting countries.

4.2 Views were sought on additional criteria that might be used to select countries:

Question 2: In the context of reducing our geographical focus, which if any, additional criteria could best help us select priority countries? Please use the box to explain which criterion and why

4.3 Respondents answered the question in four main ways:

- They endorsed the current approach
- They suggested how the current criteria could be modified or developed in relation to need in particular
- They put forward additional criteria for selecting priority countries
- They suggested adopting an alternative approach which did not involve the selection of a set of priority countries.

4.4 Each type of response is discussed in more detail below. It should be noted that the points made by individual respondents often cut across the various themes.

Endorsement of current approach

4.5 Those respondents endorsing the current approach described the current criteria, variously, as 'sufficient', 'effective', 'relevant', 'simple' and 'logical'. Some also argued that it was the combination of the criteria (criteria 1 and 2 in particular) which allowed Scotland to make a distinct contribution and created a 'multiplier' effect. Scotland's work with Malawi was highlighted as evidence of the value of these criteria, with some suggesting this should be the model for other partnerships.

4.6 Respondents elaborated how the first two criteria were useful in guiding the selection of countries. They argued that building on existing inter-country links, and delivering programmes and projects in partnership with locally based organisations provided a strong basis for effective and 'mutually beneficial' work. Moreover this approach also built on commonalities between Scotland and partner countries (e.g. in issues and interests; in geography and environment).

Modifications to and development of current needs-based criterion

4.7 A common theme in the responses, however, was the need for modification to or development of the current needs-based criterion used by the Scottish Government. Respondents called for: (i) need to be prioritised over other criteria – some argued that need should be the sole criterion for country selection or (ii) a more refined approach to

assessing need, using additional or alternative indicators and taking account of inequalities and vulnerable groups.

4.8 Some respondents – mainly NGOs and iNGOs – provided detailed comments about approaches taken by their own organisations to defining need and priority, or referred to research and policy work undertaken by academic institutions, international bodies, etc. In general, such respondents argued for alternative or modified approaches to selecting countries, particularly in relation to how ‘need’ was assessed, and how the Global Goals might be incorporated into the approach.

4.9 Respondents offered a range of suggestions for specific needs-based criteria, many of which built on the one currently used by the Scottish Government. The suggestions related to issues such as health (e.g. HIV and TB rates, maternal and child mortality rates, access to mental health services), education (participation and attainment levels), access to water and sanitation, food security and undernutrition. Other respondents called for needs-based criteria which took account of inequality – they argued that many national indicators masked a wide variation in need within countries (e.g. linked to geography, gender, age or disability), and that taking account of such inequality was in line with the philosophy of the Global Goals.

4.10 Respondents also offered variations on, or refinement to, the current criterion, such as: the number rather than proportion of people living in poverty; HDI combined with GDP (Gross Domestic Product) or GNI (Gross National Income); or a country’s share of the global burden with regard to a particular issue.

4.11 Needs-based criteria related to climate change and environmental issues were also proposed, given that they compounded other needs and had a serious impact on a country’s development.

4.12 Specific alternative or complementary indicators and measures noted by respondents included: the UN Inequality-adjusted Human Development Index (IHDI); Multidimensional Poverty Index (MPI); Global Slavery Index; Least Developed Countries register; Fragile States Index; Climate and Food Security Index.

Additional criteria

4.13 Less frequently, respondents put forward distinct **additional** criteria. Where they did, the suggestions aligned with the broad themes discussed below.

Programme efficacy and potential for impact and sustainability

4.14 A range of respondents thought Scotland should focus its efforts where it could make the greatest long-term impact. This was seen as particularly important given Scotland’s limited international development budget. For some, this was linked to maximising the use of existing knowledge, expertise, and collaborations; others, however, highlighted the importance of considering factors such as ‘on the ground’ infrastructure, the presence of other relevant organisations and activity, and the receptiveness of local partners. This approach might mean choosing countries which were not necessarily the most needy.

4.15 In relation to efficacy and impact, some respondents suggested that proximity to, and similarities with, other priority countries was a relevant consideration. (This is discussed further in Chapter 5.) They argued that this would facilitate collaboration and knowledge exchange, and lead to greater efficiency and effectiveness.

4.16 Respondents also offered two viewpoints on alignment with the work of other international development bodies in selecting priority countries. Some spoke of the importance of avoiding duplication of effort or the opportunities of making a valuable contribution in currently 'neglected' countries. Others, however, argued for the benefits of coordination and collaboration with other bodies in achieving impact.

Governance, human rights and security

4.17 Respondents argued that Scotland should partner with countries that took an 'anti-corruption' stance, and offered good democratic, accountable systems at national and local levels. For some this was a matter of principle; for others this was linked to efficiency and effectiveness. Some respondents also suggested that the priorities and activities of governments in addressing their own development needs should be taken into account.

4.18 Some respondents highlighted the need to take account of human rights issues (e.g., gender inequalities, the prevalence of modern slavery). It was noted that such issues may not always be priorities for partner country governments.

4.19 Respondents also argued that human factors such as conflict, mass migration and historical exploitation could have an impact on country development and population needs and were thus relevant in determining priority status.

4.20 A few respondents noted that political stability and security for programme and project workers should also be considered.

Evidence of public support and interest

4.21 A few respondents thought that evidence of support and interest in Scotland towards the partner country should be a criterion for investment.

Reservations about a programme based on priority countries

4.22 Some respondents advocated a more fundamental shift away from the current approach. They thought that decision-making on investment should not be based on countries, but on wider considerations related to, for example, the Global Goals or a subset of Global Goals; human rights; or the potential for being a catalyst for change.

5 Geographic focus (Q4 and Q5)

5.1 The consultation document stated the Scottish Government's intention to focus its international development investment on a smaller number of countries. It also stated that, from the outset, a decision had been taken to continue Scotland's bi-lateral relationship with Malawi.

5.2 Consultation questions focused on: (i) which of the six other current priority countries should continue to be prioritised (Q4a), (ii) whether any **other** countries should be prioritised (Q4b), (iii) whether there would be merit in working with countries that are geographically close to each other (Q5a), and (iv) whether a regional focus **within** given countries should be considered (Q5b).

5.3 Across the four questions, the most common view was that the Scottish Government's efforts should be targeted on countries in sub-Saharan Africa. There was support for establishing a focus on a group of countries around Malawi. However, views were more mixed in relation to the proposal for a regional focus **within** given countries through the creation of intra-national clusters. Respondents saw the potential for such clusters to alleviate regional disparities in wealth, and promote learning and exchange between communities that are geographically close to each other. However, they also had reservations about focusing development assistance on one specific region to the exclusion of others.

Selection of priority countries (Q4)

Reducing geographical spread

5.4 Question 4a asked about priority countries in addition to Malawi. Respondents were given a list of the current priority countries (excluding Malawi) and asked to select two.

Question 4a: Scottish Government believes that development partnership initiatives work best when focused on key regions. When reducing our geographical spread from the current seven countries, are there any of these countries, **in addition to Malawi**, that you would support continuing engagement with? [Rwanda / Tanzania / Zambia / Pakistan / Bangladesh / India]

5.5 Altogether 98 respondents (66 organisations and 32 individuals) replied to this question. Most selected two countries from the list. However, 14 respondents selected only one country.

5.6 Most respondents selected one or more of the sub-Saharan countries. Zambia and Tanzania were the two countries selected most often. Rwanda was the third most frequently selected country. (See Table 5.1.)

5.7 Nearly a third of respondents (31 out of 98) selected **both** Zambia **and** Tanzania as priority countries. More than half (54 out of 98) selected **only** sub-Saharan African countries. By contrast, just 17 out of 98 selected **only** South Asian countries as their two choices. (Not shown in Table 5.1)

Table 5.1: Q4a – When reducing our geographical spread from the current seven countries, are there any of these countries, *in addition to Malawi*, that you would support continuing engagement with?

Respondent type Country	Organisations		Individuals		Total	
	n	%	n	%	n	%
Zambia	39	59%	18	56%	57	58%
Tanzania	30	45%	16	50%	46	47%
Rwanda	19	29%	7	22%	26	27%
Bangladesh	11	17%	11	34%	22	22%
Pakistan	13	20%	3	9%	16	16%
India	9	14%	5	16%	14	14%
Total number of respondents (base)	66		32		98	

Respondents were asked to select two from the list of Rwanda, Tanzania, Zambia, Pakistan, Bangladesh and India. Percentages do not total 100% as respondents could select more than one country. One organisational respondent wrote 'Either Tanzania or Pakistan' as a second choice. (This response is not included in the table above.)

5.8 In their comments on this question, respondents generally set out reasons to support the prioritisation of certain countries, although a few gave reasons **not** to prioritise certain countries. A small number of organisations said they were not in a position to comment on the prioritisation, but offered more general comments on the question of country focus. Comments related to specific countries are presented immediately below, while more general comments are discussed at paragraph 5.22.

Zambia and Tanzania:

5.9 Respondents' arguments in favour of prioritising Zambia and Tanzania were similar. These countries were seen to be like Malawi in many ways (e.g. in terms of ethnicity, language, demography, culture, economics, etc.), and they faced common challenges (in terms of climate change, health and social problems). As such, there would be practical advantages to focusing on these neighbouring countries (i.e. ease of cross-border trade, scope for exchange and knowledge transfer, development of specialised regional knowledge by Scottish Government staff).

5.10 Some respondents highlighted specific needs in Zambia and Tanzania in relation to undernutrition, HIV/AIDS prevalence, and poor healthcare. It was pointed out these two countries have shown the slowest progress in the HDI index between 1990 and 2014. Others commented that Zambia, like Malawi, has historical links with Scotland through David Livingstone.

5.11 Arguments against the inclusion of Zambia and Tanzania as priority countries were that these two countries are already in a favourable position in terms of international development funding and already have substantial and mature links with other countries (e.g. Scandinavia in Tanzania's case).

Rwanda:

5.12 Respondents who supported the prioritisation of Rwanda commented that the country had made great strides since its recent tragic history and had a clear plan for the future. Respondents pointed out that Rwanda has good governance, a growing private sector, an effective health system and a commitment to diversity. It also has good civic, business and academic links with Scotland, and an engaged diaspora.

5.13 The main argument against the inclusion of Rwanda as a priority country was that it already receives development assistance from many other countries and so the Scottish contribution would be 'marginal'.

Bangladesh, India and Pakistan:

5.14 Respondents discussed their reasons for supporting (or not supporting) the South Asian countries as a group – often referring to all three in their comments. Those arguing for continued involvement with these countries highlighted:

- The strong historical links between Scotland and the countries of this region, and the large diaspora populations living in Scotland
- The challenges affecting these countries in relation to climate change, land degradation, food insecurity, high levels of poverty (particularly in rural areas), gender inequality, social exclusion and poor health outcomes
- The withdrawal of a number of other funders from this area which would give Scotland a higher profile in the region.

5.15 Additional arguments made in support of each country individually were as follows:

- Bangladesh is particularly vulnerable (and comparatively **more** vulnerable than India and Pakistan) to the impacts of climate change. The country also lacks natural resources and has failed to develop renewable energy resources. The security risks of working in Bangladesh were also perceived to be lower than in (for example) Pakistan.
- India has a vast population, with great inequalities and extreme poverty. Women and girls, in particular, have great difficulty exercising their human rights. Rural communities are largely neglected by the Indian government, and are among the poorest communities in the world. It was also suggested that India's experience of moving towards self-reliance could be used to help other developing countries (for example, in Africa), and that there was scope for Scotland to learn from India's technological advances.
- Pakistan is a driver of regional instability that would benefit from a 'relational approach to international development'. There was a suggestion that this should focus on strengthening civil society networks and building climate change resilience. It was also thought that Pakistan could benefit greatly from Scotland's expertise in government, education, human rights and climate change. Respondents highlighted that Pakistan has the world's second highest number of out-of-school youth, and significant gender disparities in access to education at secondary level.

5.16 The main argument against the prioritisation of Bangladesh, India and Pakistan was that the needs of these countries were so great that the relatively low level of funding offered by the Scottish Government would have little visible impact.

5.17 There was one further argument against prioritising India. This was its status as a middle-income country which, despite high levels of poverty, had a culture that created opportunities for its citizens. India was also thought to have less need (than, for example, African countries) for either expertise or funds from Scotland.

Alternative priority countries

5.18 Question 4b asked respondents whether there was any other country (apart from the current seven priority countries) that Scotland would be better investing in. Those who said ‘yes’ to Question 4b were invited to suggest an alternative country and give their reasons.

Question 4b: Is there any one alternative country that you would consider Scotland would be better investing in, based on the criteria listed in Q2, **rather** than the current priority countries? [Yes / No]
 If you answered yes, please say which alternative country you would consider. Please explain your answer.

5.19 Altogether, 102 respondents (70 organisations and 32 individuals) replied. Two-thirds (65%) of all respondents said ‘no’, endorsing the Scottish Government’s proposal to focus on a smaller number of countries. (See Table 5.2.)

Table 5.2: Q4b – Is there any one alternative country that you would consider Scotland would be better investing in?

Respondent type	Organisations		Individuals		Total	
	n	%	n	%	n	%
Yes	27	39%	9	28%	36	35%
No	43	61%	23	72%	66	65%
Total	70	100%	32	100%	102	100%

5.20 Thirty-two respondents suggested specific alternative countries. Most of these were suggested by just one respondent. Suggestions made by more than one respondent were: Zimbabwe (6), the Democratic Republic of Congo (4), Mozambique (3) and Uganda (2) in Africa; and Nepal (4) and Sri Lanka (2) in South Asia. (See Table 5.3.)

Table 5.3: Suggested alternative countries (and number of responses)

African countries
<ul style="list-style-type: none">• Zimbabwe (6)• Democratic Republic of Congo (4)• Mozambique (3)• Uganda (2)• Botswana, Ghana, Kenya, Liberia, Nigeria, South Sudan (1)
South Asian countries
<ul style="list-style-type: none">• Nepal (4)• Sri Lanka (2)• Bhutan (1)
Other countries
<ul style="list-style-type: none">• Haiti, Palestine, Peru, Turkey (1)

Note that one respondent named two countries and one named three countries.

* Four respondents suggested countries which are already priority countries: Tanzania, Zambia, Bangladesh and India. These are not shown in the table.

5.21 In relation to those countries that were suggested as alternatives by more than one respondent, the reasons given were as follows:

- **Zimbabwe** is geographically close to Malawi with similarities in climate, agriculture, tribal traditions, and historic ties with Scotland. Respondents acknowledged the country's poor governance record, but thought that possible development opportunities could be explored, particularly in relation to strengthening civil society as the country emerges from a period of isolation and becomes more stable. Food insecurity and the high concentration of landmines were seen as specific issues for the country. It was thought that investment in Zimbabwe would have a significant impact.
- **Democratic Republic of Congo** was described as a country undergoing 'great suffering'. Parts of the country share common issues with Rwanda after years of civil war and political unrest, and it was suggested that a focus on post-conflict justice and peace would be valuable.
- **Nepal** was described as having strong links with Scotland (through the Gurkhas), and seen as having severe poverty in many areas. Nepal also has similar topography to Scotland, with the most vulnerable in the hardest-to-reach areas. The country has a high reliance on hydro power, and (in common with Scotland) tourism is a key industry. It was thought that expertise available in Scotland (in medicine, education, agriculture, forestry, renewable energy and tourism) was relevant to the needs of Nepal. It was argued that the high level of donations from Scotland in response to the appeal following the recent Nepal earthquake 'demonstrated that the Scots feel a close affinity with the Nepali people'.
- **Mozambique** shares a border with Malawi and was seen to be similar to Malawi (and Zambia) in many ways, and to be facing similar climate change challenges.

Mozambique was also noted as being one of the poorest countries in sub-Saharan Africa, with an ‘almost non-existent’ health system.

- **Uganda** was described as having a ‘similar operating context to Malawi’ and strong historic links with the UK. It was also noted that there was already some Scottish Government involvement in the country in relation to a food- and income-security project in north east Uganda.
- **Sri Lanka** was described as a country ‘recovering from almost 30 years of civil war’, and was said to have an educated population where Scotland could play a role in reconciliation.

General comments about the selection of priority countries

5.22 As noted above, some respondents provided general comments about selecting priority countries rather than arguing for the inclusion (or exclusion) of specific countries. Some organisational respondents – particularly those who worked in multiple countries around the world – stated that they were not in a position to prioritise specific countries. While some understood the rationale for focusing on a smaller number of countries, others believed this would not necessarily lead to greater efficiency or impact. This latter group advocated a focus on the Global Goals, rather than on specific countries. Both groups highlighted the importance of basing any decisions about a narrowing of geographical focus on transparent criteria; having an open and honest dialogue with partners about the decision-making process; and considering a phased withdrawal of funds from those countries that would no longer be prioritised.

5.23 In relation to the question of choosing alternative priority countries, there was a view that there could be potentially high costs involved in establishing work in a new country, and that it may be better to build on work and relationships that have already been established in the existing priority countries.

Regional focus (Q5)

5.24 The consultation paper suggested that an additional factor which could be considered in establishing a more focused international development programme is the possibility of working with countries that are geographically close to each other – rather than working with countries that are geographically spread out. The consultation also proposed the possibility of a regional focus within given countries.

5.25 Respondents were asked their views on which inter-national (between countries) (Q5a) and intra-national (within country) (Q5b) clusters would work best. In both cases, respondents were given a list of the seven current priority countries to choose from, but in Question 5a, the online survey allowed respondents to tick more than one of the countries, while in Question 5b responses were restricted, and respondents could tick only one.

Inter-national clusters

5.26 Question 5a asked for views about possible inter-national clusters.

Question 5a: A further element of refocusing Scottish Government partnerships and efforts is to consider whether regional clusters **among or within** priority countries would support the delivery of a more effective and focused programme.

Please share your views on this proposition, including which inter-national (among countries) clusters you think would work best and why. [Malawi / Rwanda / Tanzania / Zambia / Pakistan / Bangladesh / India]

5.27 Altogether, 75 respondents (50 organisations and 25 individuals) replied to Question 5a. The tick-box responses suggested that some respondents may not have interpreted the question as intended, as some selected countries that were not geographically close to each other, and some ticked only one country.

5.28 At the same time, among those who selected only African countries, some chose all four, some chose three and some chose two, with multiple permutations. A small number of respondents proposed South Asian clusters involving countries other than the current three priority countries – for example, a cluster between Bangladesh, India and Sri Lanka; or a cluster focusing on Nepal.

5.29 Given these issues, the responses to Question 5a have been summarised for the purposes of this report at a very high level only.

5.30 Table 5.4 shows that the vast majority (81%) of those who replied to this question suggested an international cluster involving only sub-Saharan African countries, while just three respondents suggested an international cluster involving only South Asian countries. It was also clear that some respondents envisaged **both** a sub-Saharan Africa cluster **and** a South Asian cluster.

Table 5.4: Q5a – Which inter-national (among countries) clusters do you think would work best?

Respondent type	Organisations		Individuals		Total	
	n	%	n	%	n	%
Two or more African countries only	43	86%	18	72%	61	81%
Two or more South Asian countries only	1	2%	2	8%	3	4%
Both African and South Asian countries	3	6%	2	8%	5	7%
One country only	3	6%	3	12%	6	8%
Total respondents (base)	50		25		75	

5.31 The specific inter-national clusters suggested most often were: (i) Malawi, Tanzania and Zambia (29); (ii) Malawi, Rwanda, Tanzania and Zambia (10); and Malawi and Zambia (10).

5.32 Respondents' comments at Question 5a were wide ranging and diverse. Some gave reasons for the inter-national clusters they proposed. Others commented on the principle of inter-national clustering, often stating that they did not feel able to select any countries (or country clusters) to be prioritised over others. These respondents generally did not answer the first part of the question.

5.33 The section below presents general points in relation to these latter comments, before considering respondents' views on the specific clusters proposed.

General points on the principle of inter-national clustering:

5.34 The predominant view among respondents was that a regional focus in terms of an inter-national cluster would be beneficial. However, there were also some concerns voiced.

5.35 Those in favour argued that a focus on a specific geographical region could result in greater efficiency, more sharing of learning, resources and skills among countries with similar environments and needs; greater replication of successful projects; more effective project management and oversight from the Scottish Government; lower costs; and ultimately greater impact. The point was made that 'it doesn't always make sense to look at one country in isolation from its neighbours'.

5.36 Others supported the idea in principle, but felt that clusters should not be 'forced' where they do not occur naturally; nor should they be made 'compulsory' but rather proposed by grant applicants where and when it is helpful to do so, based on the specific identified needs and priorities of individual countries. There was a concern among this group that inter-national clusters could introduce an additional bureaucracy which could have cost implications.

5.37 Those who did not support the idea of regional clustering argued that: it would be preferable to focus Scottish international development efforts on the Global Goals framework, rather than geography; that the proposal would add unnecessary complexity to the programme; and that any efficiencies that might be achieved would be lost in the coordination of inter-country operations. It was suggested that this type of approach might be suitable for a large programme, but not for one of the scale of activity Scotland is able to engage in. There was a view that efforts should focus on local solutions to local problems.

5.38 Some respondents commented that they had no strong views on this matter, but offered some thoughts for consideration:

- Regional clusters can offer benefits when addressing regional problems and issues – but the composition of the cluster would depend on the issue addressed. Thus, clusters should be defined after issues have been agreed.
- The success of an inter-national cluster is likely to depend on the capacity of individuals and organisations to work in partnership – this may vary from one country to another.
- There were already some well-functioning regional networks in Africa – including the Southern Africa Development Community, the East Africa UN platform, etc. – and these could be built upon where appropriate.

Comments on a possible South Asian cluster:

5.39 Respondents offered some additional comments in relation to a possible South Asian cluster. They noted that a cluster formed of Pakistan, India and Bangladesh could be challenging, but would offer a chance to support exchange between these countries

that could foster peaceful co-existence. Some respondents put forward arguments for **not** having a South Asian cluster because of their views that there is less ‘natural alignment’ between these countries in terms of political approach, religious and cultural differences and security. In addition, strained diplomatic relations between India and Pakistan would limit the impact of cross-border projects.

Possible intra-national clusters (Q5b)

5.40 Question 5b asked for views about the possibility of intra-national (i.e. within a country) regional clusters.

Question 5b: Which intra-national (within a country) clusters do you think would work best and why? [Malawi / Rwanda / Tanzania / Zambia / Pakistan / Bangladesh / India]

5.41 In response to this question, 53 respondents (35 organisations and 18 individuals) selected one country from the list. More than half (29 out of 53) chose Malawi, followed by Zambia and Rwanda. (See Table 5.5 below.)

Table 5.5: Q5b – Which intra-national (within countries) clusters do you think would work best?

Respondent type	Organisations	Individuals	Total
Country	n	n	n
Malawi	20	9	29
Zambia	5	5	10
Rwanda	5	2	7
India	2	2	4
Tanzania	2	—	2
Pakistan	1	—	1
Bangladesh	—	—	—
Total	35	18	53

5.42 A number of respondents expressed confusion about this question – some believed it to be a repeat of Question 5a, while others were unclear about what the question was asking.

5.43 The remaining comments were wide ranging and highly specific, often including detailed evidence in relation to areas (and topics) where future development assistance was needed in particular countries.

5.44 Some respondents identified advantages of intra-national clusters. For example, they were seen to have the potential to:

- Alleviate regional disparities in wealth and promote greater equity between regions
- Establish (and make use of existing) connections to share learning between communities

- Improve the cost-effectiveness of expensive donated equipment across communities that are geographically close to each other.

5.45 More generally, those who were supportive of the idea of intra-national clusters pointed out that, within any one country, there are differences between regions in terms of need, available resources, expertise and accessibility. Thus, distinct approaches are needed from one region to another, and programmes can only be replicated between regions through local adaptation.

5.46 Related to this last point, some respondents therefore suggested that any intra-national clusters should be informed by identified need, and linked to particular themes or topics. For example, within Malawi, projects focused on information technology may wish to work with organisations in the main cities, while those focused on fishing would work with villages around Lake Malawi. Similarly, Southern Malawi is more affected by flooding and drought than other parts of the country, and therefore projects relating to climate change may wish to focus on this region.

5.47 Respondents also identified disadvantages of intra-national clustering. The one mentioned most often was that any perceived favouring of one region over another could lead to or exacerbate existing divisions within a country and ultimately prove to be detrimental. This argument was made frequently in relation to Malawi in particular. Respondents also noted that:

- Malawi has three main regions: north, central and south, and the north is traditionally underfunded compared to the other two mainly because of poorer transport links.
- Malawi is a relatively small country, and it would be straightforward to coordinate development assistance throughout the country as a whole.
- Favouring any one region in the country over another could result in regional rivalries and lead to division within the country.
- There are links between Scottish organisations / groups and communities throughout Malawi. These groups are unlikely to move their focus if the Scottish Government were to decide to focus on just one region of Malawi. A regional focus could therefore be counterproductive in terms of retaining the involvement of these groups (and their Malawian contacts) in the Scottish Government's development programme.

5.48 Respondents suggested that intra-national clusters should not be forced, but could be fostered where they 'occur naturally' (as in the examples given in 5.46 above).

6 The value of diaspora links (Q6)

6.1 One of the current criteria for selection of priority countries is ‘the nature of the relationship with Scotland, both historical and contemporary’. The consultation asked specifically whether existing diaspora links (i.e. people from the priority countries living in Scotland) added value to the international development programme (Q6a), and how the programme could better capitalise on these links (Q6b).

Question 6a: Do you consider diaspora links to be adding value to our International Development Programme? [Yes / No]

Question 6b: If yes, are there ways we could use our diaspora links to greater value?

6.2 Altogether, 115 respondents (79 organisations and 36 individuals) replied to Question 6a. Nearly two-thirds (64%) said ‘yes’; a quarter (25%) said that they did not know (Table 6.1).

Table 6.1: Q6a – Do you consider diaspora links to be adding value to our International Development Programme?

Respondent type	Organisations		Individuals		Total	
	n	%	n	%	n	%
Yes	48	61%	26	72%	74	64%
No	8	10%	4	11%	12	10%
Don't know	23	29%	6	17%	29	25%
Total	79	100%	36	100%	115	100%

6.3 Respondents offered views on the following: what diaspora communities bring to the international development agenda; how use of the diaspora community might be enhanced; and caveats to support for, and reservations about, the added value that diaspora links bring to work in this area. There was a great deal of overlap in the views of those who answered ‘yes’, ‘no’ or ‘don't know’ and so the analysis below does not treat these groups separately.

What diaspora communities bring to the international development agenda

6.4 There was general agreement among respondents that diaspora communities could bring a valuable and unique perspective to international development work as a result of their knowledge of, and connections to, their home countries. It was argued that diaspora involvement could enhance understanding of problems, challenges and local contexts in partner countries, and increase effectiveness of projects and programmes. More specifically, respondents thought there were opportunities for:

- Sharing knowledge, expertise and ideas between diaspora communities, NGOs, governments, the wider public at home and in partner countries
- Building links – academic, cultural, trade, business – and facilitating collaborative working between Scotland and partner countries at societal, community, organisational and project levels

- Promoting understanding of Scotland’s international development work both within Scotland and in partner countries.

6.5 Respondents saw a role for the Scottish Government in encouraging the contribution of diaspora communities at policy, programme and project level.

6.6 Some respondents drew attention to countries such as the Caribbean nations and Nepal which were not currently ‘priority’ countries but had diaspora communities in Scotland that might be used to support international development efforts.

How the use made of the diaspora community might be enhanced

6.7 The comments from respondents indicated – implicitly and explicitly – that many thought there was potential to use diaspora communities to better effect.

6.8 Some respondents identified community-level issues – such as the fragmented nature of diaspora groups, limited resources, or lack of formal groupings – which inhibited contributions to activities in this area. Others referred to a related need to support diaspora groups and build confidence and capacity for participation in the international development field.

6.9 Other respondents, however, focused on more specific steps which might help ensure diaspora links were used to greater effect. They suggested that:

- Appropriate individuals could be involved in expert groups and working parties, and in programme and project work, both in Scotland and in countries of origin. Diaspora members should also be made aware of job vacancies in international development, and encouraged to take part in short-term volunteering.
- Funding arrangements could be reviewed to make it easier for small groups to apply for grants; to offer ‘matched funding’ schemes to encourage diaspora fundraising; and to provide funding for diaspora-led projects. (See Chapter 8 for further discussion of funding mechanisms.) It was also thought that options such as investment bonds might encourage diaspora investment beyond families and immediate communities.
- There should be a range of ways for diaspora communities to contribute to policy thinking and activities: e.g. meetings and events (including web events); surveys; cultural and trade fora; sporting activities.

6.10 A range of respondents discussed the importance of preliminary work to lay the foundations in this area. They highlighted the need for clarity about the definition of ‘diaspora’; and the need to improve knowledge about Scotland’s diaspora communities and the skills and expertise which they might be able to offer. They noted the need for research on how best to engage communities and build on existing links. There was also a suggestion that Scots working in iNGOs would be able to advise on best practice in engaging diaspora communities.

Reservations about – and caveats to – working with diaspora communities

6.11 Although most respondents were supportive of making greater use of diaspora links, some noted reservations or caveats, and made the following points:

- Although engaging with diaspora communities could be useful, the preference should always be to make links with local people and organisations currently living and working in partner countries and use their knowledge, expertise and skills in setting priorities and delivering projects.
- There was no single diaspora community – the presence of different groups and sub-groups, and the diversity within groups needed to be recognised.
- Diaspora communities should not be assumed to be representative of communities in partner countries.
- It would be important to be aware of, and take account of, political allegiances among diaspora groups.
- Not all members of diaspora communities had relevant knowledge, expertise or links, or the inclination to be involved – all of which were more important than diaspora links per se.

6.12 Such views were particularly common among those who did not think that diaspora links added value to the Scottish Government’s international development programme (i.e. those not answering ‘Yes’ at Question 6a), but were not limited to this group.

Other comments

6.13 Other points, generally made by just a few respondents, were as follows:

- Remittance payments from diaspora members to family members in their country of origin was seen as something to be celebrated. There were calls for the government to take a more active role in (i) exploring how such payments might complement formal international development activity, or (ii) negotiating favourable terms for money transfer on a collective basis.
- Respondents noted the scope for working with the Scottish diaspora living in partner countries and elsewhere in the world. In addition, the option of working with other (non-Scottish) diaspora communities in partner countries was also mentioned.
- One public sector organisation suggested that working with countries with diaspora in Scotland offered community cohesion benefits in Scotland.

7 Thematic focus (Q7, Q8, Q9, Q11)

7.1 The third section of the consultation paper discussed the current thematic focus of the Scottish Government's International Development Fund, and sought views about how the Fund could be more targeted in terms of its thematic focus. At present, the Fund has eight thematic priorities: health; water and sanitation; education; governance and human rights; sustainable economic development; renewable energy; food security; and climate change. The programme also includes three cross-cutting themes: gender equality, human rights and inclusivity.

7.2 The consultation asked questions about which of the current themes are best suited to the partnership working approach taken by the Scottish Government (Q7a); which are best connected to the Global Goals (Q7b); whether there are alternative themes which might replace the current themes (Q8); whose expertise could be harnessed to deliver those themes (Q9); whether the cross-cutting themes add value to the programme (Q11a); and possible alternative cross-cutting themes (Q11b).

Question 7a: Scottish Government supports a number of thematic priorities across all the current priority nations. In seeking to focus our efforts better, and connect better to the Global Goals, which of the current themes do you think are best suited to our partnership working approach, and the specific priority countries we will work with? [Health / Water and sanitation / Education / Governance and human rights / Sustainable economic development / Renewable energy / Food security / Climate change]

Question 7b: Scottish Government supports a number of thematic priorities across all the current priority nations. In seeking to focus our efforts better which of the current themes do you think best connect to the Global Goals? [Health / Water and sanitation / Education / Governance and human rights / Sustainable economic development / Renewable energy / Food security / Climate change]

Question 8: Are there alternative themes that you believe should replace the current themes, to best support the partnership working approach and ambition to work with fewer countries?

Question 9: Using the themes identified above, when considering that the Scottish Government partnership approach draws upon expertise in Scotland, whose specific expertise do you think could be harnessed to help deliver the programme ambitions?

Question 11a: Currently Scottish Government partnership projects also adopt cross-cutting themes (gender equality, human rights, inclusivity). Do you believe these add value to project outcomes? [Yes / No]

Question 11b: Would you suggest further or alternative cross-cutting themes? [Yes / No] If so, which would you suggest?

7.3 There was a great deal of overlap in the views expressed across this group of questions, and thus the responses have been analysed together. Further, there appeared to be varying interpretations of Questions 7a and 7b, which meant that respondents did not answer them in a consistent way. The analysis of the (initial) closed part of these questions is therefore not presented below, but is included for reference in Annex 4. This chapter mainly focuses on respondents' qualitative comments in relation to thematic focus.

7.4 Across this group of questions, the main point made in the responses was that **all** of the current themes were important and well-suited to the Scottish Government's partnership approach to international development and all were connected to the Global Goals. Furthermore, all the themes need to be addressed in a coherent and holistic manner to tackle poverty. Thus, respondents had reservations about the Scottish Government's proposal to focus on a smaller number of thematic areas in its work.

Views on thematic focus (Q7a and Q7b)

7.5 As noted above, the main point made by respondents was that **all** of the current themes were well-suited to the Scottish Government's partnership approach to international development. Furthermore, all the themes were seen to be inter-connected (reflecting the multi-dimensional nature of poverty) and all need to be addressed in a coherent and holistic manner to tackle poverty.

7.6 Respondents argued that all 17 of the Global Goals and their associated targets could be mapped on to the current thematic areas. Moreover, the United Nations regarded the Global Goals as integrated and indivisible. There was a view that, rather than narrowing the focus of the programme to a smaller number of themes, the Scottish Government should consider broadening it and basing its work more closely on the Global Goals framework. There was a suggestion that focusing on a smaller number of themes could make the Scottish Government programme less comprehensive and lead to the unintended consequence of organisations redefining their work to fit with the smaller number of themes.

7.7 The alternative view, stated much less often, was that a more targeted focus on a smaller number of themes would have greater impact, particularly if the themes chosen were related to areas of excellence in Scotland. It was also thought that this would avoid duplication with other partners.

7.8 A third view – not necessarily mutually exclusive of the previous two – was that the thematic focus of the programme should be based on the priorities of each of the partner countries. The point was made that different themes may be more relevant for some countries than others.

7.9 There were also calls for a more direct focus on outcomes, rather than on thematic areas, and there were calls for a greater emphasis on monitoring and evaluation to ascertain the impact made in relation to each of the current themes in the priority countries.

Comments on specific themes

7.10 Notwithstanding the general reservations that respondents had about narrowing the thematic focus of the programme, there were a range of comments made in relation to specific themes. These comments were often lengthy and detailed, and irrespective of which themes were discussed, respondents gave reasons why a particular theme 'was essential', how it 'underpinned all the others', and that Scotland had specialist expertise in this area. The themes which respondents focused on were often related to their own areas of work or expertise.

7.11 It was unusual for respondents to suggest that any particular theme should **not** be retained in Scotland's international development programme. Where such comments were offered, they indicated no clear consensus among respondents about which themes should be dropped and which retained, although health and education were selected most often in response to Question 7a. (See Annex 4.)

7.12 Finally, a small number of respondents expressed specific concern about the possibility that the theme of 'governance and human rights' might be dropped. These respondents recognised that this was a 'challenging' area of work, with possibly less obvious, and less measurable returns on investment. However, those who supported the continued focus on this theme argued that 'effective, trusted government and institutions are the foundation of sustainable development'. There was also the view that the breakdown of good governance was at the root of conflict across the world, and this presented a risk to the security of Scotland. Therefore, a continued focus on this area was seen to be essential, and to have domestic as well as international benefits.

Connection to the Global Goals

7.13 As noted above, respondents made the point that **all** of the current priority themes were connected to the Global Goals and there was a view that they were all 'essential', 'interlinked' and 'indivisible'. Respondents suggested that the only rationale the Scottish Government should use for deselecting any of its current themes was that formal programme evaluation had shown that they were 'underperforming'. The point was also made that all countries signed up to the Global Goals had signed up to **all** of them, and that cutting back on any of the current themes might be perceived as a 'backward step'.

Alternative (or additional) themes (Q8 and Q9)

7.14 As well as asking respondents for their views on the future thematic focus of the programme, the consultation also invited respondents to: (a) suggest alternative themes and (b) provide information about whose expertise (in Scotland) could be harnessed to help deliver the programme in relation to any themes suggested. The detail provided in the responses to both of these questions is summarised in Annex 5, and the analysis presented in this chapter concentrates on general points and most frequently made suggestions.

7.15 Respondents made suggestions in relation to a wide range of themes; however, most were suggested by just one or two respondents. Some of the proposed themes were existing cross-cutting themes (see discussion of crossing-cutting themes below starting at paragraph 7.19) which respondents felt could be priority themes in their own right (e.g. gender equality and inclusion). Other suggestions might be considered as sub-themes of current themes (for example, the suggested themes of 'HIV/AIDS', 'public health' and 'undernutrition' might all be considered as sub-themes of health).

7.16 In general, suggested themes were not explicitly identified by respondents as **alternative** (i.e. themes that would be substituted for one of the current themes). Indeed, in light of the common view, described above, that all of the current themes should be retained, this may indicate that respondents intended their suggestions as 'additional' rather than 'alternative' themes. There was also a view that the invitation to suggest alternative themes would simply provide an opportunity for organisations to promote their

own interests, rather than allowing 'genuine excellence' determine where Scotland can make a difference.

7.17 Alternative / additional themes suggested by two or more respondents were:

- **Gender equality:** Respondents suggested that the existing cross-cutting theme of 'gender equality' should be considered as a theme in its own right aligned to Global Goal number 5 ('Achieve gender equality and empower all women and girls'). Respondents highlighted the importance of gender equality in relation to health, education and human rights.
- **Disability inclusion:** This was seen as a theme that could contribute to the objective of supporting the world's poorest and most vulnerable.
- **Emergency resilience:** Respondents noted the increasingly complex emergencies around the world which can undermine development efforts. Work in this area was seen to transcend boundaries.
- **Conflict mediation / resolution:** Respondents commented that conflict causes poverty and hunger, prevents access to education and health services and entrenches inequality. They pointed to Scotland's expertise in violence reduction, conflict mediation and international diplomacy.
- **Youth empowerment:** Respondents said the involvement of young people helps to support the longer term sustainability of interventions. In addition, projects relating to governance and human rights and skills development targeted at young people were seen as helping to create a positive future.
- **Information and communications technology (ICT):** Progress in this area was seen to be essential for operating successfully in a globalised marketplace.
- **HIV/AIDS:** There were suggestions that this issue – which might be considered to be included within the 'health' theme – should be a theme in its own right.
- **Entrepreneurship (including large-scale entrepreneurship and social enterprise):** This theme was seen to support long lasting change and a move away from reliance on grants. Private sector development was also seen to be a key way to involve diaspora populations in international development.

7.18 Some respondents made general points about harnessing Scottish expertise to help deliver the programme's objectives with regard to these alternative/ additional themes. These included the following:

- The Scottish Government should not attempt to define prescriptively where the expertise should come from to support work under particular themes.
- Expertise may be found in partner countries as well as in Scotland. It was argued that the local expertise should be used where possible, and that reliance on Scottish expertise could be perceived as patronising. Partnership working should include 'non-traditional partners' too.
- Certain sectors of Scottish society could usefully become more involved in the programme. For example, local authorities have expertise in relation to education, water and sanitation, public health and sustainable economic

development. Expertise available in the third sector was also thought to be overlooked (although it was suggested that remuneration would likely be required for third sector partners).

- The Scottish Government should consider establishing an online ‘networking hub’ where potential partners in Scotland can make contact and share information. Theme-based networking days could also be a way of sharing learning, building relationships with potential partners, and identifying and involving individuals and organisations with relevant expertise.

Cross-cutting themes (Q11a and Q11b)

7.19 As noted in the introduction to this chapter, the Scottish Government’s international development programme also adopts three cross-cutting themes in gender equality, human rights and inclusivity. Respondents were asked if they thought the use of these cross-cutting themes added value to project outcomes, and whether there should be additional or alternative cross-cutting themes. Both questions on this topic included both a tick-box (yes / no) question, and space for respondents to give their reasons for their responses.

7.20 Altogether, 113 respondents (81 organisations and 32 individuals) replied to Question 11a asking whether the current cross-cutting themes added value to project outcomes. Table 7.1 shows that most respondents (85%) answered ‘yes’ and 6% answered ‘no’. Ten respondents (9%) said they did not know. Individuals were more likely than organisations to reply ‘no’ to this question.

Table 7.1: Q11a – Do you believe that the current cross-cutting themes (gender equality, human rights, inclusivity) add value to project outcomes?

Respondent type	Organisations		Individuals		Total	
	n	%	n	%	n	%
Yes	72	89%	24	75%	96	85%
No	2	2%	5	16%	7	6%
Don't know	7	9%	3	9%	10	9%
Total	81	100%	32	100%	113	100%

7.21 Respondents generally expressed their support for the current cross-cutting themes, and highlighted ways in which they added value to the programme. There were, however, also some reservations (mainly from those who answered ‘no’ or ‘don’t know’) about the practical application of the cross-cutting themes in project development and delivery.

Views on the added value of cross-cutting themes

7.22 Most commonly, respondents thought that the cross-cutting themes did add value to the programme and, in general, they wanted to see the application of the cross-cutting themes strengthened.

7.23 Some thought that they should be ‘mandatory’ in all projects and ‘not just a box-ticking exercise’. These themes were seen to relate to ‘fundamentally important issues of

equality and mutual respect', and to be key to ensuring that 'no one is left behind'. A cross-cutting focus on gender equality was thought to be particularly important, as 'gender inequality is a critical factor in poverty' across all countries.

7.24 Respondents also noted that these cross-cutting themes are core elements of the Global Goals, and the point was made that the use of the cross-cutting themes was consistent with the Scottish Government's own priorities. At the same time, it was noted that 'inclusion can be expensive'. For this reason, respondents thought the implementation of cross-cutting themes should be funded appropriately.

7.25 Respondents highlighted a range of positive effects of the current cross-cutting themes:

- They help to accelerate and maximise the benefits of projects and, in particular, they help ensure that the most vulnerable groups benefit from programme activities.
- They ensure that project outcomes are truly sustainable, as half of the population is not left out – thus building a fairer, more inclusive society.
- They encourage the development of local decision-making in a more balanced way, which was seen to minimise violence and conflict, support democratic rule, and help to counteract historical or cultural discrimination.
- They bring about a more holistic approach to international development, add depth and coherence to the Scottish Government programme, and help support the achievement of the Global Goals.

7.26 However, other respondents voiced caution: they thought the cross-cutting themes should be considered, but not required. This group suggested that the current cross-cutting themes can be difficult to apply in some project contexts and thought it was important to be realistic about the change in social norms and conditions that can be achieved through a project-based mechanism. The consideration of the cross-cutting themes can enhance project quality, and they **should** be considered so long as they do not detract from the main aims of projects.

7.27 Less often, those who expressed support for the added value of the cross-cutting themes also raised concerns about their practical application. Respondents acknowledged that the promotion of human rights is critical to good development, but they also recognised that a focus on human rights can alienate nations who may perceive this as a 'Western' concept, and accuse Western nations of a double standard. In such contexts, a focus on human rights can be difficult to implement in practice. Respondents emphasised the importance of cultural sensitivity.

7.28 Such respondents also highlighted that a focus on equality and human rights can have unintended consequences. In relation to projects working with women they noted (i) incidences of domestic violence linked to male opposition to projects where women have been involved in financial savings schemes; and (ii) that women can be overwhelmed by taking on additional roles, given their existing caring responsibilities.

7.29 Respondents who replied ‘no’ or ‘don’t know’ to this question – indicating disagreement with or uncertainty about the value of cross-cutting themes – echoed some of the concerns expressed above that:

- It is important to be culturally sensitive and avoid ‘imposing our values’ on other countries, which could ultimately hinder intended outcomes. There were suggestions that: (i) the focus on gender equality, human rights and inclusivity should be left to NGOs, and that appropriate checks could be carried out to ensure good practice in these areas among agencies – rather than attaching additional requirements to individual projects, and that (ii) partner countries should determine their own priorities.
- Including cross-cutting themes was ‘trying to do too much with not enough resources’. Some respondents thought that adding additional requirements to projects could distract from the main purpose of the project.

7.30 There was also a view that, while these cross-cutting themes were important, it was unclear how they were working in practice. It was suggested that the Scottish Government should set out its vision for a theory of change and impact, rather than focusing on cross-cutting themes.

Additional or alternative cross-cutting themes

7.31 Finally, respondents were asked about whether there should be further, or alternative, cross-cutting themes.

7.32 Those who answered ‘yes’ to this question suggested a wide range of further or alternative cross-cutting themes, and it is not always clear that respondents had a shared understanding of what a ‘cross-cutting’ theme is, or how it would be applied.

7.33 Many of the suggestions for additional cross-cutting themes simply repeated suggestions made at Question 8 for alternative (or additional) themes. At the same time, some respondents suggested that current priority themes (e.g. climate change, education, and renewable energy) should become cross-cutting. Others suggested themes that could be seen as sub-themes of current priority themes, rather than cross-cutting themes per se (for example, ‘Systems of education (primary, secondary & tertiary)’ and ‘Health care models (resource utilisation)’).

7.34 In most cases, suggestions for additional cross-cutting themes were made by just one respondent and respondents did not always explain why their suggested theme should be considered as cross-cutting. The most frequently proposed cross-cutting themes were in relation to:

- **Climate change:** Respondents highlighted the importance of ensuring that all projects made a positive contribution to environmental protection and did not result in the unintended degradation of environmental resources.
- **Equalities (beyond gender) (including sexuality, disability (both physical and mental), ethnicity, and religion):** Respondents noted that inequalities of all types were increasing, despite efforts to counteract this trend. While respondents recognised that equalities may be incorporated under the ‘inclusivity’ and/or

'human rights' themes, there were also suggestions that it would be better to 'spell [this] out more clearly'.

- **Governance and leadership:** There was a view that an important role of development is to support and challenge national governments to be more responsive to, and more effective, in meeting the needs of their citizens.
- **Capacity building among beneficiaries / local communities:** There was a shared belief among respondents that engaging with local communities and involving them in projects was important for achieving sustainability.
- **Children and young people:** Respondents noted the very large populations of young people in many developing countries. A greater focus on these populations was seen as vital, given the potential for conflict, migration and breakdown in traditional societies.
- **Justice, peace and reconciliation:** Respondents discussed the importance of fostering inclusive societies and of countering violent extremism. The particular needs of Rwanda were highlighted where, it was thought, there was still fear and mistrust among survivors of the genocide.
- **Technology:** Respondents emphasised the importance of developing IT skills in developing countries, and felt that this was an area where Scotland excelled and could make a contribution.
- **Entrepreneurship:** The private sector has skills in developing business models to support the short, medium and long-term sustainability of projects and initiatives. Moreover, private sector resources were seen to be greater than those of international development agencies.
- **Rurality:** This was described as a 'high area of need' where continued support would help to ensure sustainable growth, which would require 'genuine collaboration for the greater good'.

8 Programme funding models (Q12, Q13, Q14, Q15, Q20)

8.1 Section 4 of the consultation paper sought views on the best funding models to achieve the programme's strategic priorities and to effectively deliver the outcomes which had been identified. It described the current funding arrangements, identified some of the challenges, and set out a range of possible changes to current approaches. The possibilities highlighted in the consultation paper were: the introduction of concept notes; a mechanism to leverage additional funding; the creation of separate funding streams for (a) institutional exchanges and (b) trade and investment, in addition to the traditional aid project funding; and the continuation of scholarships.

8.2 The questions related to programme funding models were wide ranging, and covered both high level, strategic issues related to the design of the overall programme as well as more operational issues relating to the application process, the length of funding cycles, the capacity for responding flexibly in between funding rounds to fund innovative and creative initiatives and other specific demands, and the requirements for monitoring and evaluation. The questions are discussed in turn below.

8.3 Across all questions, respondents made a wide range of comments and suggestions relating to more specific or operational aspects of the running of the International Development Fund. These types of comments have been gathered together, and are briefly discussed and summarised in a final section of this chapter.

Best funding models (Q12)

8.4 The first question in this section (Q12) invited comments about the best funding models for the main country programmes.

Question 12: Scottish Government is keen to deploy the best funding models for its main country programmes, to suit our strategic priorities, and effectively deliver outcomes. Please share any views you have on the best models to achieve this ambition.

8.5 The consultation document highlighted a range of challenges with the current funding approach including: maintaining the strategic direction of the programme, building longer term partnerships, retaining the distinctiveness of the block grant funding model, the lack of incentives for partner organisations within consortia, the limited flexibility to respond to innovative initiatives, and how best to enable support for institutional technical assistance and skills sharing. The document suggested that the Scottish Government was exploring an approach for the future which relied less on challenge funding and more on block grants for strategic programmes, combined with targeted competitive tendering.

8.6 In their comments, respondents offered a general endorsement of the Scottish Government's current approach to funding, together with a range of suggestions for improvement. Views on alternative funding models / systems were also offered by some respondents. Each of these aspects is discussed in turn below.

Endorsement of the current approach to funding

8.7 On the whole, respondents expressed support for the Scottish Government's current approach to funding. They thought the current approach provides an appropriate mix of funding models and mechanisms. In particular, respondents thought the current approach strikes a reasonable balance between (i) funding established partners while also allowing new partners to emerge, and (ii) challenge fund model and block grant funding approaches.

8.8 The challenge fund model, in particular, was affirmed by many. Respondents therefore on the whole tended to make suggestions about improving and enhancing current approaches rather than calling for more radical change.

Suggestions for improving the current approach to funding

8.9 The main suggestions for improving the current approach are set out below. Many of these points are discussed in more detail later in this chapter.

- **Adopt a more flexible approach to the terms and conditions for funding.** Respondents raised some very specific issues in relation to this point. Additional flexibility was requested in relation to a wide range of the current terms and conditions for funding including: exchange rate fluctuations and inflation adjustments, moving funds between different budget lines, increasing the range of allowable costs, adapting projects in response to emerging circumstances, the definition of eligible partners, and using money for capital costs. Respondents often made the point that this kind of flexibility was offered by other funders.
- **Allow for longer term projects and programmes.** There was a strong shared view that the kinds of changes being looked for could not be achieved in a short timeframe, and that, in order to properly embed change and reap the benefits of projects, a longer funding period was required.
- **Introduce concept notes in relation to challenge funding.** There was widespread support for the suggestion in the consultation paper of introducing concept notes. This was thought to be an appropriate way to ensure that organisations did not spend undue resources on developing projects and programmes which did not align with Scottish Government interests.
- **Continue the Small Grants Programme (on an annual round basis).** The Small Grants Programme was seen to have many strengths and to deliver value for money. It was particularly good for enabling smaller organisations to develop the organisational capacity and capability they required to make successful applications for larger grants.
- **Develop ways of mobilising additional funds.** Respondents thought it should be possible to improve the leverage of current programmes by encouraging collaborative bids or increasing the range of options for partnership funding.
- **Provide additional support to small NGOs and charities.** There was support – especially from small NGOs and charities – for additional help for these organisations in accessing funds. It was suggested that more flexibility in accessing funds by / for these organisations would be appropriate.

8.10 Other suggestions for improvement included: incorporating capacity building / training into all proposals; introducing an innovation fund; getting applications assessed by an expert panel (rather than by an agency); increasing the amount of face-to-face contact between civil servants and project applicants; introducing cash vouchers and / or transfers; having annual funding rounds; giving (more) advance notice of funding rounds; providing grants for evaluation; providing support to link with other organisations; and responding more quickly to requests for changes to projects.

8.11 Other organisations' approaches to funding were highlighted as offering good models. In particular, respondents noted: Tropical Health and Education Trust (THET), Department for International Development Programme Partnership Arrangements (DfID (PPA)), European Union, Educational Concerns for Haiti Organisation (ECHO), National Police Aid Convoys (NPAC), and United States Agency for International Development (USAid) (particularly the Global Development Alliance model).

Alternative funding models / systems

8.12 Respondents discussed a number of alternative funding models as follows:

- **Matched funding:** The consultation document explained that a matched funding model was currently only considered in relation to the Malawi Development Programme. Respondents had divergent views about the desirability of extending matched funding more widely. While some respondents highlighted the strengths of this model, others highlighted weaknesses. Matched funding could, it was argued, help with a sense of shared ownership and could be used to 'weed out rogue projects' which did not have local support; however it was also thought that this model risked excluding countries where the need was acute but matched funding was not available.
- **Payment by results (PBR):** Respondents were aware that some funding organisations were moving to – or had moved to – a 'payment by results' (PBR) system. This was not thought to be appropriate within the Scottish Government context: PBR systems were seen as more relevant for larger programmes and were not seen as appropriate where culture change was the aim.
- **Dual model system:** Respondents suggested that a 'dual model system' which would involve one funding system for government level projects and one funding system for civil society organisations would be appropriate in recognition of the fact that 'some development projects are better done by governments'.
- **A 'single fund' model:** It was suggested that a single fund (as opposed to separate funds for different programme strands) would be appropriate. This would be a single, integrated, annual call using a (two-stage) concept note.

Other issues

8.13 A few respondents expressed a view that the (perceived) trend towards ever larger grants was not desirable. These respondents thought the diversity of stakeholders was a major strength of the current funding approach, and they were concerned that reducing the numbers of smaller grants would risk curtailing this diversity.

Planned vs flexible funding (Qs 13, 14)

8.14 Two questions in this consultation invited comments about how best to support both planned and flexible funding and what the balance between the two types of funding should be.

Question 13: Scottish Government recognises that flexible funding between funding rounds is often required to meet specific demands. Please share any views you have on how Scottish Government could best support both planned and flexible spending.

Question 14: In order to focus its funding efforts better, Scottish Government is inclined to adjust the proportions of funding that are allocated to its (long term) IDF programme and to its flexible funded elements. Please share any views you have on this.

8.15 The responses to these questions overlapped and so they have been analysed together. There were two distinct aspects to the responses as follows:

- The importance of building flexible funding arrangements into all projects and programmes
- The possibilities for developing a funding mechanism (or funding mechanisms) for a separate stream of 'flexible funding'.

8.16 Some respondents – particularly those with more experience of large programme funding – commented on both these aspects. Smaller NGOs were more likely to focus on the first aspect only. Each of these aspects is discussed further below.

8.17 Note that whilst the Scottish Government intended Question 13 to generate views in relation to the flexibility to fund innovative and creative initiatives **between** formal funding rounds, respondents more often discussed ideas about introducing additional flexibility within **already funded** projects and programmes.

Flexible funding arrangements within funded projects and programmes

8.18 Respondents often focused on the importance of building funding flexibility in to all projects and programmes, however long term or short term they were. It was thought that flexibility within projects and programmes, and more flexible terms and conditions for funding, were required to help deal with a rapidly changing operating environment. Respondents wanted flexibility to:

- Respond to external circumstances including emergencies and disasters (this might involve redirecting existing funds and / or having a specific fund for emergencies)
- Allow funds to be used to develop collaborations and partnerships
- Move funds between budget headings (while still maintaining the overall objectives of the project or programme) and / or between years
- Enable funding of 'back room' activities, capital costs and core costs

- Allow organisations to more flexibly deploy underspends (accrued for example because of exchange rate fluctuations)
- Give every programme a ‘contingency allocation’
- Allow for the extension of time to complete projects / programmes
- Ensure that momentum is not lost at the end of a project and to redirect any unspent funds to ‘follow on’ activities.

8.19 In general, respondents agreed that some flexible funding was required in order to be able to respond rapidly to natural disasters and humanitarian crises, and to provide immediate relief for unforeseen events and circumstances. Respondents emphasised that only ‘tried and tested’ partners should participate in the delivery of emergency aid. It was also suggested that an appropriate response to a humanitarian crisis or natural disaster might be to allocate additional – flexible – funding to existing projects or programmes working in relevant (geographic or thematic) areas.

8.20 A few respondents noted the Government’s manifesto commitment to establishing a ‘£1m a year humanitarian emergencies fund’ as a welcome development. It was thought that this would reduce the need for the Scottish Government to have significant unplanned IDF expenditure between funding rounds. However, it was also noted that flexible funding would still be required for non-humanitarian emergencies.

Models, mechanisms and underpinning principles for flexible funding

8.21 Respondents emphasised the need for transparency in relation to the allocation of flexible funding. It was assumed by some respondents that ‘flexible’ was synonymous with ‘non-competitive’ and they asked for scrutiny and rigour to be applied equally to flexible and to competitively awarded funding.

8.22 A range of possible models / mechanisms for flexible funding were suggested including:

- Retaining a (small) proportion of the budget for (as yet) unspecified demands which relate to shorter term initiatives or emergencies
- Combining different types of funding round, e.g. two-year ‘innovation fund’ with five-year ‘step change fund’
- Creating a ‘food security’ budget, worth 10% of the overall IDF budget
- Learning from other approaches which combine a rapid response element with a more strategic programme (e.g. the Scottish Government’s Rural and Environment Science Programme, DfID’s Rapid Response Facility, EU, Wellcome Trust, THET).

The balance between planned expenditure and flexible funding

8.23 It was common for respondents to emphasise the importance of focusing mainly on planned expenditure: respondents often elided the idea of ‘planned expenditure’ or a ‘planned programme’ with a ‘long-term programme’. There was a strong view across all groups that spending on long-term programmes, typically perceived as more than three

years of funding, should be prioritised; these were seen to be the programmes which were required to deliver long-term change.

8.24 Respondents argued that planned expenditure could be evaluated against intended objectives, and they thought that this kind of evaluation was crucial. Respondents therefore argued that any flexible funding stream would have to be situated within a strategy that focused mainly on the long term.

8.25 Respondents did, however, also affirm the importance of ‘flexible funding’, a concept that was often elided with ‘shorter projects’ or ‘innovative projects’ or ‘pilot projects’, as well as covering funding for disasters and emergencies. Smaller NGOs in particular argued in favour of smaller / shorter / more flexible funding to encourage a flow of new ideas and new players alongside more established partners.

8.26 It was thought that any flexible funding should be small-scale, relative to planned expenditure, and that setting the amount available for flexible funding at a reasonably low level would reduce the chance of strategic priorities being ‘lost’, help minimise the risks of an underspend, and prevent too much money being taken out of competitive funding.⁷ Those who favoured this approach suggested a figure between 10% and 20% of the IDF.

Other points raised

8.27 One NGO with an Africa focus questioned whether the IDF should have any role at all in short-term disaster relief. This respondent suggested that this kind of work was better done by DfID, Oxfam, or one of the other larger funding agencies. Another organisation (classified as ‘other’) suggested that flexible funding would not be required within the IDF if the Scottish Government joined up with DfID in relation to emergency response work.

8.28 Several respondents favoured extending the Small Grants Programme beyond its initial phase, and it was suggested by some that the small grants funding stream could be used for innovation.

8.29 Other points made included that:

- Flexible funding changes the role of IDF staff
- Long-term project funding should include advocacy, education and communication
- Concentrating only on bigger projects risked losing the community focus of the programme.

Longer term funding programmes (Q15)

8.30 The consultation paper set out the Scottish Government’s ambition to support longer term funded programmes across political and funding periods. Question 15 asked for respondents views on what would be required to support this ambition.

⁷ Note, though, that there is no *a priori* reason why smaller / shorter / more flexible grants cannot be subject to a competitive selection process

Question 15: Thinking further ahead, Scottish Government would like to support longer term funded programmes across political and funding periods. Please share any views and ideas, or examples of good practice on what conditions and arrangements would be required to support this ambition.

Support for longer term funding programmes

8.31 Respondents highlighted longer term funded projects and programmes as key to improving current funding arrangements (see paragraph 8.9 above). There was widespread – indeed almost unanimous – support for the proposal for longer term programmes. Individuals and organisations of all types thought that this would represent an important improvement to current arrangements.

8.32 The main reasons which respondents gave for supporting longer term programmes were that:

- Partnerships of all kinds are necessary for delivering the kind of change being sought. It takes time to establish these partnerships, and longer timeframes are therefore required to generate more productive working.
- Reaching sustainability is often not possible within a three-year timeframe. In particular, if institutional changes require to be embedded or if changes need to operate at a range of levels from governmental to grassroots, a longer timeframe to grow infrastructure and policy support is necessary.
- In a number of specific contexts (agriculture, the environment, and renewable energy were mentioned), a three-year funding cycle is unworkable.

8.33 Organisational respondents who had been involved in longer term funded programmes (funded either by the Scottish Government or some other funder) were very positive about the benefits that had accrued from this longer funding commitment. Institutional changes had become embedded, and change was therefore sustainable.

8.34 Respondents varied in their views on the most appropriate length of funding cycle. Some simply expressed a preference for a 'longer' timeframe. Others were more specific and mentioned periods including: 3 to 5 years; up to 5 years; a minimum of 5 years; 6 to 7 years; 10 years; 10 to 15 years. One respondent suggested that the funding period should match the time period identified for the Global Goals.

8.35 Respondents across all groups emphasised the importance of adapting and enhancing monitoring, evaluation, review and learning frameworks as well as extending the periods over which funding was available. This was vital to ensure that longer term projects remained appropriately aligned to the outcomes that had been identified. Linked to this was the suggestion that funding should be explicitly phased, staged or tapered, with a review at each stage determining whether or not the next tranche of funding should be released. (See also the discussion of monitoring and evaluation at paragraphs 8.41 to 8.51 below.)

Examples of good practice in longer term funded programmes

8.36 Respondents referred to a number of existing programmes with longer term funding cycles which were thought to offer positive examples to draw on. This included: DfID PPA; Inspiring Scotland (which has a 10 year programme with a three-yearly 'reset'); the EU model (in which work packages are designed by recipient countries); the Icelandic Development Support Agency support in Malawi; the Gates Foundation (for health programmes); the ECHO approach; USAid; EuropeAid. One iNGO referred to a number of models and to a report on this topic which had recently been completed.⁸

Conditions for success for longer term funded programmes

8.37 Respondents offered a range of suggestions in relation to conditions which would contribute to the success of longer term funded programmes including:

- Distributing the funding through reputable organisations (with strong governance) and undertaking due diligence of local partners
- Setting up learning and best practice events, facilitated by the Scottish Government or one of the network organisations
- Encouraging funded projects to work with relevant UK institutions
- Gaining commitment from all political parties for a longer term approach to ensure that programmes will not be derailed by political interests.

Caveats and disadvantages in relation to longer term funded programmes

8.38 Respondents affirmed the importance of funding projects of **all** types – including short-term projects, and projects requesting small amounts of funding. While this did not necessarily contradict any ambition to develop longer term funding programmes, respondents emphasised that not all IDF funds should be allocated to long-term programmes.

8.39 In addition, respondents identified a number of disadvantages of moving (wholly) to longer term programme funding. These included: a reduced pool of funded applicants; a risk of reducing the opportunity for new and innovative work; a risk that start dates might be delayed and / or any sense of urgency might be lost.

8.40 Finally, one respondent said that it is not the job of government to provide long-term funding for NGOs.

Improving monitoring and evaluation (Q20)

8.41 Question 20 asked respondents about their views on how monitoring and evaluation of programme investments and initiatives could be improved.

⁸ Browne, E. (2015). *Incentives from donor funding mechanisms for civil society organisations (GSDRC Helpdesk Research Report 1257)*. Birmingham, UK: GSDRC, University of Birmingham. See <http://www.gsdr.org/wp-content/uploads/2015/10/HDQ1257.pdf>

Question 20: Scottish Government recognises that evaluation of our investments and initiatives must inform better targeting of our efforts. Please share any views on how we might improve our monitoring and evaluation.

8.42 In their comments, respondents affirmed the importance of monitoring and evaluation, and provided examples of existing monitoring and evaluation frameworks which they thought were helpful in this context (e.g. THET, DfID Girls Education Challenge (GEC)).

8.43 Comments about improvements to current practice focused on the following, each of which are discussed further below:

- The importance of longer term, more holistic and wider evaluations in addition to individual project specific arrangements
- The development of more opportunities for learning and sharing successes and challenges in relation to project outcomes
- An increased focus on intended project / programme outcomes from the outset, together with an articulated theory of change to guide monitoring and evaluation frameworks and the use of templates across all projects
- The importance of building capacity for monitoring and evaluation within partner countries
- The importance of adequate funding for monitoring and evaluation.

Longer term evaluations

8.44 Respondents from all groups made the point that the impact of particular projects and / or programmes may not be fully realised until years after the project or programme had completed. In addition, there are wider questions (e.g. What types of approach have been more and less successful? Has learning been taken up into practice?) that would require a more holistic approach, and would have to draw on evidence about both processes and outcomes generated across a range of projects and programmes over a longer period of time.

8.45 In general, respondents thought these longer term evaluations could be undertaken by academic organisations, either on their own or in partnership with those involved in project and programme delivery. Crucially, these longer term evaluations were required to be independent.

Opportunities for sharing the learning from monitoring and evaluation

8.46 Respondents wished to see more opportunities for sharing the learning from monitoring and evaluation. This could be done partly through better sharing of regular monitoring and evaluation reports, but was more often referred to in the context of meetings, workshops, webinars and other types of learning events. Respondents emphasised the importance of learning not just from projects which had worked well, but also from those which had encountered difficulties. The learning should be both about the approach to monitoring and evaluation as well as about the outcomes which had been achieved.

8.47 Respondents also suggested that there should be more face-to-face contact with civil servants, throughout the life cycle of projects. Respondents recognised that there was insufficient capacity at the Scottish Government at present to achieve this, but thought this would be helpful going forward.

Outcome-focused evaluations using a common approach

8.48 Respondents thought that monitoring and evaluation could be improved by adopting common approaches to (i) identifying outcomes; (ii) identifying a theory of change; (iii) developing logic models / driver diagrams; and (iv) identifying baseline positions and appropriate measures. In this context respondents emphasised the importance of using both qualitative and quantitative approaches.

8.49 This would help to focus more directly on defining the outcomes for projects and programmes. Respondents thought that organisations would benefit from having access to templates and supportive materials, as well as individualised support in developing the overall framework.

Building capacity for evaluation in partner countries

8.50 Respondents highlighted the importance of undertaking both the design and the implementation of monitoring and evaluation approaches within the host countries; they contrasted this with an approach where monitoring and evaluation was led solely from Scotland. This would help to build capacity for monitoring and evaluation in partner countries, which was thought to be an important consideration.

Funding for monitoring and evaluation

8.51 Respondents wished to see adequate resources allocated for monitoring and evaluation. One respondent suggested that the current allocation of 5% should be increased to a minimum of 7%.

Other issues

8.52 Finally, it was suggested that the timeframe for the submission of end-of-grant reports should be extended. This was currently set for one month after project completion. An extension to three months was thought to represent a more realistic timeframe for reports to be submitted.

Enhancing the operation of the international development programme

8.53 The consultation paper and accompanying questions mainly focused on strategic issues relating to the priorities, objectives and overall design of the international development programme and the funding models which might best support this work. Many respondents, however, used their response to questions throughout the consultation to comment on more operational aspects of programme management and delivery as summarised here.

Use of programme funds

8.54 There was a wide range of suggestions for specific activities that should be pursued and / or funded via the programme. These included:

- Initiatives and networking structures (including the development of online resources) in Scotland and in partner countries to support partnership working, capacity building, knowledge exchange, civic involvement and sustainability
- Twinning initiatives, exchanges and visits
- Student and academic placements and exchanges; academic partnerships addressing particular global issues; exploratory visits and meetings
- Training and support for Scottish NGOs and partner country organisations
- Volunteering programmes
- Encouragement of appropriate trade and business practices
- Projects to address specific research questions that are relevant in both Scotland and a particular partner country
- IT facilities to assist with partnership building.

8.55 Other suggestions mentioned (usually by just one or two respondents) were:

- Changing from a donor-recipient model to a co-partner model (where the funds are accessed mutually by all applicants)
- Committing a small sum (up to 15% of the IDF) to an 'institutional strengthening fund'
- Using small grants for capacity building – especially for smaller organisations.

8.56 In addition, there was a clear view that individual projects funded by the Scottish Government should be aligned with the principles underpinning the programme as a whole; i.e. they should support capacity building, sustainability, equality of partnership, community participation, etc.

8.57 There were, though, varying views on the number and scale of projects which should be funded. Some favoured focusing on a smaller number of projects, including large-scale high profile projects which might increase visibility; others favoured the diversity achieved through multiple small projects.

Applying for funding

8.58 In terms of eligibility, some respondents thought that it should be a requirement for lead applicants to be based in Scotland; while others were keen to see the direct funding of partner country NGOs.

8.59 In terms of the application process, respondents called for more scrutiny of applicants in terms of their financial standing, experience, personnel, and current links. There was also a suggestion that it should be easier for small community-based organisations to apply for funding.

Programme and project management

8.60 There were calls for a coherent programme of interlinked projects that would maximise impact. Respondents emphasised the importance of following good project and

programme management principles and of undertaking appropriate research, monitoring and evaluation (at both programme, sector and project level).

8.61 They also emphasised the importance of having appropriately knowledgeable and skilled Scottish Government staff involved in all aspects of the programme, complemented by input and participation from partner countries.

9 Partnership working and capacity building (Q3, Q18, Q16, Q17, Q10a, Q10b)

9.1 Throughout the consultation paper, there were references made to the importance of partnership working and (organisational) capacity building in the Scottish Government's approach to international development.

9.2 This chapter focuses on six questions within the consultation paper which addressed how partnership working and capacity building might be enhanced and how expertise available from a range of sectors and partners might be harnessed. The responses to these questions have been analysed together, as there was considerable overlap in the comments. Therefore, the material is presented thematically rather than on a question-by-question basis.^{9,10}

Question 3: Scottish Government seeks to develop the model of Scotland's international development approach (working in bi-lateral partnership, as in Malawi) with a new set of fewer priority countries. What else might we specifically do to enhance the effectiveness of this partnership approach?

Question 10a: When considering that the Scottish Government's partnership approach also draws upon sources of expertise in priority countries, are there specific considerations to include when harnessing 'local expertise' to help deliver programme ambitions?

Question 10b: When considering that the Scottish Government's partnership approach also draws upon sources of expertise in priority countries, are there specific considerations to include when harnessing 'local expertise' to ensure that the programme priorities continue to match each country's priorities?

Question 18: Scottish Government believes that partnerships can also be realised through peer-peer knowledge sharing on key areas of mutual interest, through which both institutions can strengthen their knowledge, skills and capacity and empower their people. We are keen to adapt our current funding mechanisms to support this interest. Please share any views you have, especially on funding mechanisms, on how best to support this ambition.

Question 16: Scottish Government believes we could make better use of the expertise of the Scottish private sector in future through our international development work. Please share any views and ideas on how best to achieve this ambition.

Question 17: Utilising Scottish expertise is a principle of the Scottish Government International Development programme. Thinking of the academic sector in Scotland, in particular, please share any views you have, on how we could improve engagement between the Programme and Scotland's academic expertise.

⁹ Note that Question 10b did not raise any distinct themes and the views expressed in response to this question are presented alongside other views on partnership working and harnessing local expertise.

¹⁰ Note that Questions 8 and 9 asked for views on how expertise **from Scotland** could be harnessed to deliver any potential new thematic priorities. The analysis of respondents' comments on these two questions are summarised in Annex 5.

9.3 There was a high degree of consensus amongst respondents about the importance of these approaches – partnership working, capacity building, harnessing expertise – for achieving successful and sustainable outcomes for the IDF.

9.4 Respondents thought that (efforts to develop) partnership working and capacity building were closely linked. Indeed one of the main benefits of undertaking capacity building would be to enhance partnership working. Moreover, respondents saw capacity building as important not only in terms of organisations, but also in terms of increasing capability and expertise for individuals and communities.

Principles underpinning partnership working

9.5 Some respondents – particularly established iNGOs – identified core principles which they thought should underpin partnership working as summarised below.

- **Equality of relationship:** Respondents saw the nature of the relationship between the Scottish Government and partner countries as fundamental to the success of the approach. In particular respondents argued that partnerships should be based on mutual respect, recognition of relative strengths and expertise, and shared priority and objective setting.
- **Participation:** Respondents were clear that partnership working should be based on engagement and participation at all levels and with all sectors of society including national and local government, private sector organisations, NGOs, civic organisations and community groups, faith organisations and academia. Respondents emphasised the importance of involving grass roots organisations and individual communities in the selection, development, delivery and evaluation of projects. Some wished to see links encouraged between Scotland and partner countries at all levels of civic society.
- **Governance and accountability:** Respondents suggested that partnership working could help promote good governance. Accountability was seen as important for all parties including the Scottish Government. Those focusing on accountability within partner countries argued for governments and organisations to take ownership of programmes and projects or for clarity of roles and responsibilities in delivering and overseeing projects and programmes.
- **Understanding the context and learning from others:** Respondents emphasised that good partnership working relied on a willingness to understand the context and to learn from others. They suggested that in developing its partnerships, Scottish Government should take an evidence-based approach, and work with others in a way that avoids overlap and facilitates coordination and collaboration.

9.6 Respondents also noted that partnership working was more effective when programme priorities were aligned with the priorities of the partner country. For the most part, respondents thought that development work should be driven by the priorities of the partner countries, or should be based on jointly agreed shared priorities. (Indeed, there was some concern that the document as a whole should have been more clearly framed in terms of partner country rather than Scottish Government priorities.) This was seen as

being in line with partnership working, as capitalising on local knowledge and expertise and as leading to efficiency, effectiveness and sustainability.

9.7 Those offering different – although not necessarily mutually exclusive – perspectives noted the following points:

- There may be certain key priorities which the Scottish Government wished to promote, and it may be able to use its leverage in ensuring they were addressed.
- An international external perspective on local issues could be useful, and it was legitimate to challenge partner country governments on their priorities.
- Weak governance in some countries meant it might be important to maintain some independence and not to be completely tied to other governments' priorities.
- It should be recognised that it is in the interests of partner country organisations to develop projects to fit with external partner priorities – whether or not they share those priorities.

9.8 Some respondents focused on the relationship between Scottish Government priorities and 'official' government priorities of partner countries. They discussed the importance of maintaining good ongoing links with governments, government departments and public bodies, and engaging with local planning processes. They also noted that it was important to be aware that governments in partner countries may have limited capacity to deal with the demands of multiple external partners.

9.9 The comments from respondents suggested, however, that many took a wider view in defining a 'country's priorities' and did not see this as synonymous with the government's 'official' priorities. In doing so, they further highlighted the importance of harnessing local expertise in its many forms to gain insight and understanding regarding a country's needs and priorities.

Partnership development through knowledge sharing

9.10 Respondents emphasised the importance for partnership development of a continued Scottish Government commitment to research and knowledge sharing across all its programmes. Respondents highlighted the success of existing mechanisms in generating peer-to-peer knowledge sharing.

9.11 Respondents thought that the Scotland Malawi Partnership and NIDOS were both highly successful in building peer-to-peer knowledge sharing. They wished these kinds of developments to be extended to, for example, increased local authority and NHS linkages.

9.12 There was a great appetite for more learning events of all kinds, including: topic focused workshops, 'sandpit' events, exchanges, teleconferences, visits, social media interaction. It was thought that continuing funding for all these types of events, which contributed to partnership development through knowledge sharing, was vital. There were also suggestions that funding for knowledge transfer partnerships, mentoring and coaching programmes, and volunteer programmes would be useful for partnership development.

9.13 Looking further afield, respondents mentioned other existing mechanisms which provided helpful models for knowledge sharing. These included: the THET Health Partnership model, the Scottish DEC's, Tearfund's Climate Justice Project and DfID's GEC programme.

Partnership development through partnership funding mechanisms

9.14 Respondents thought funding processes could be developed to encourage more collaboration and partnership working. For example, the grant application process should be structured in such a way as to support this, and funding should be available for partnership development. (See also the discussion of funding in paragraphs 8.9 to 8.12 above).

9.15 Organisations involved in partnership funding mechanisms might be NGOs, governments, academic institutions, or private sector partners (or any combination of these). Partnerships with academic institutions were highlighted most often, both in relation to having an academic partner on a bid but also in relation to having academic partners in both Scotland and the partner country included. It was suggested that more coordination and less competition between academic institutions for these funds would be desirable.

Capacity building through harnessing the expertise of the private sector

9.16 Respondents from across all groups thought there was potential for greater engagement of, and collaboration with, the private sector – both in Scotland and in partner countries. Respondents identified a range of potential benefits which could accrue, and suggested some models and mechanisms which might be useful in this regard. However, respondents across all groups, but particularly from within the NGO sector, also provided strong caveats to any (greater) engagement. They emphasised that the relationship with, and involvement of, the private sector would have to be governed by a clear focus on the aims of the Scottish Government and a close alignment with the needs of the partner country.

Potential benefits of private sector engagement

9.17 Potential benefits of greater collaboration with the private sector were identified as:

- **Additional funding and / or leverage for international development programmes.** This could be achieved through donations, private sponsorship of awards, private foundations, matched funding initiatives, and access to other (wider) sources of funding.
- **Increased income and income security for partner countries.** This could be achieved through initiatives to make existing markets work better (using for example market assessments to improve value chains) as well as creating opportunities for new markets.
- **Enhanced sustainability for programmes.** This could be achieved as a consequence of a greater focus on trade (rather than aid). For example, NGOs may be able to transition from not-for-profit organisations to social enterprise organisations, and a more export-oriented focus in general could be developed.

9.18 However, a note of caution was also injected into the discussion of potential benefits by one individual. This respondent commented at length on work carried out 10 years ago through the Scotland Malawi Business Group which, despite great efforts and many pledges, had not led to any financial contributions from private sector donors. Another respondent said it would be important to take account of the findings of a forthcoming DfID report on working with the private sector.

Mechanisms for increasing and developing private sector engagement

9.19 It was suggested that events and / or fora to bring together potential private sector partners should be initiated by the Scottish Government, and facilitated by Scottish Government and / or one of its funded network organisations (NIDOS, SMP, Scottish Fair Trade Forum). This kind of event could be used to gauge levels of interest and encourage dialogue.

9.20 Specific suggestions to increase private sector engagement with Scotland's international development work included:

- Providing tax breaks / incentives for private sector organisations (in particular SMEs) to work in partner countries. This might make use of Scotland's new tax raising powers
- Developing schemes that utilise a matched funding arrangement whereby the private sector would provide matched funding on projects which could utilise their expertise
- Developing initiatives to encourage pro bono support in specific areas
- Enhancing exchanges and work experience opportunities which benefit the partner country
- Involving the private sector in the design of Scotland's international development programmes.

Topics which are suited to (increased) private sector collaboration

9.21 Respondents provided a range of examples of fruitful collaboration with the private sector including in relation to both agriculture and education. The successful examples had been delivered in partnership with local experts.

9.22 More generally, respondents suggested the following might benefit from (increased) private sector involvement: 'infrastructure' projects; the energy sector (especially solar energy and renewable energy more generally); agriculture; manufacturing; accounting and financial services projects; tourism; and medical and teaching expertise.

Conditions attached to private sector engagement

9.23 Respondents across all groups repeatedly emphasised that any collaboration with the private sector should reflect the core values of IDF, and should only be supported if there was sufficient common interest between the Scottish Government and the partner country.

9.24 Respondents offered a range of examples of documents which set out principles / codes of practice which were relevant to the governance of this issue. Moreover, there was agreement that (i) the private sector should be held to the same standards of delivery as other IDF participants; (ii) the role of the private sector should be fully transparent and open to scrutiny by civil society; (iii) due diligence should be carried out on any potential private sector partner including in relation to their alignment with human rights standards; (iv) it would not be appropriate for companies with interests in alcohol, tobacco, soft drinks etc. to be supported; (v) there must be close collaboration with local experts; and (vi) the benefits and profits accruing from private sector involvement should remain in the partner country.

Objections to private sector engagement with Scotland's IDF

9.25 A few NGOs offered more significant objections to private sector involvement with Scotland's IDF, stating that:

- There should be no private sector involvement in the international development programme; any involvement of the private sector should come about through trade and investment initiatives rather than through development funding.
- Private sector involvement in relation to health or education would not be appropriate.
- The private sector should not be eligible to apply directly to the IDF but could be included in collaborative bids led by a non-private sector organisation.

Capacity building through harnessing the expertise of the academic sector

9.26 Respondents were almost unanimous in affirming that the academic sector had much to offer Scotland's international development programme. The sector was seen as an important source of expertise across a wide range of topic areas: e.g. climate change, the environment, and renewable energy technologies. In addition, the academic sector was thought to have the necessary skills for assessing the effectiveness of programmes and their impacts, which was vital for future programme development.

9.27 Respondents, particularly those who were engaged with the academic sector (either because their organisation was an academic or research organisation or because their organisation worked now or had in the past worked with an academic partner), thought that current arrangements were good and productive. Specific examples were offered of successful relationships and collaborations. In particular the Scotland Malawi Partnership explained that it worked in partnership with every Scottish university. Moreover the SMP knowledge exchange mechanism was thought to work well and its training programmes were thought to be worthwhile.

9.28 One academic respondent specifically highlighted the likelihood that capacity in international development in Scottish universities is set to increase (soon) in response to the UK Global Challenges Research Fund. Another highlighted that there was scope for better coordination of existing activities through the Scottish Universities Insight Institute.

Improving links with, and capacity building through, the academic sector

9.29 A strong case was made by respondents across all groups and sectors for additional networking and learning opportunities through events, conferences, workshops and / or a 'matching service'.

9.30 It was thought that the knowledge translation and exchange activities should be given more prominence within programmes. If more of the knowledge which was 'held' within academic institutions could be 'translated' to local partners, then successful programmes could be expanded and replicated more quickly. This was described by some as 'bridging the gap' between (the work of) NGOs, communities, civil society and the academic sector. Joint applications between NGOs and the Scottish academic sector were thought to offer potential benefits.

9.31 Building capacity and capability within the academic institutions of partner countries was thought to be vital, and it was suggested that Scottish academic organisations should work (more often) with these institutions. Respondents emphasised the importance of the relationship between local academic organisations and Scottish academic institutions being a 'two-way street' with mutual learning and opportunities for 'different ways' of interacting. Work based placements and exchanges were suggested as a key mechanism for achieving this.

9.32 Other suggestions for improvement included:

- The establishment of a database of international development interests in universities (in Scotland specifically)
- All future IDF programmes and / or projects having an academic partner
- Scholarship programmes (for students from partner countries) being established in Scottish universities linked to thematic areas
- Academic experts in local languages being supported to help local applicants with project planning; preparing volunteers and workers; and with technical advice.

Caveats in relation to (increased) academic engagement with Scotland's IDF

9.33 A few respondents, mainly from the NGO sector, were more sceptical about the value of engaging with the academic sector, although the reasons for their scepticism were not always clear. The comments ranged from 'cut out the university overhead' to 'academia is not an end in itself' to 'don't give academics control' to 'too much funding is already given to Scottish universities' and 'the academic sector is competitive'.

Capacity building through harnessing local expertise

9.34 Respondents offered views on a range of issues relating to capacity building through harnessing local expertise. These covered: the rationale for using local expertise; identifying and developing local expertise; and considerations in using local expertise.

The rationale for using local expertise

9.35 Across all sectors, there was a high level of agreement that using local expertise was 'essential' and 'critical' to true partnership working and to achieving successful and sustainable outcomes. It was also highlighted as a key feature of Scotland's 'distinct' approach to international development work. Some respondents contrasted this approach with a more 'paternalistic' or 'one size fits all' approach which relied on bringing in expertise from elsewhere and 'imposing' external solutions.

9.36 In general, respondents felt that local people had an understanding of contexts, cultures and challenges which meant they could advise on priorities and offer solutions which ensured local needs were met and long-term change was achieved. Some also suggested that there were specialist and technical areas (e.g. water and sanitation, micro-finance) where local personnel could offer more expertise than their Scottish counterparts. Harnessing local expertise was also seen as important in developing links and securing wider local support, building capacity, promoting knowledge exchange and learning, avoiding duplication of efforts and aligning Scottish and partner country priorities.

9.37 One of the reasons for favouring the use of local expertise was that it supported capacity building, and, thus, the long-term sustainability of development work. As such, respondents argued that using local expertise should be a first option, with Scottish or other external expertise only used when local expertise was not available, and that the harnessing of local expertise should be taken forward based on the principles of partnership working (discussed above at paragraph 9.5).

9.38 The importance of building capacity at individual, community and local government levels in order to support active dialogue and participation was also noted.

Identifying and developing local expertise

9.39 Respondents put forward a wide range of individual suggestions as to who might provide local expertise including:

- Political parties and elected representatives
- Government bodies (national and local)
- Academics and academic institutions – across disciplines and at all levels
- Third sector organisations and community groups
- Partner country operations of iNGOs, and other government development programmes (including DfID)
- Private sector organisations, including large and small business, and those in the financial sector
- Professionals in specific areas: health, education, agriculture, etc.
- Faith-based organisations (an alternative view, though, was that development work should be secular in nature)
- Service providers
- Specific individuals – for example, traditional leaders, entrepreneurs or those advocating for marginalised groups.

9.40 At a more general level, however, respondents noted the importance of engaging with a wide range of sectors and organisations (public, private and third sector), and of engaging directly with local communities. Respondents stressed the importance of inclusiveness and advocated drawing on expertise in all geographic areas, and from all types of people – e.g. men, women, young people, those with disabilities, people living in poor and marginalised communities, and those directly affected by the issues being addressed. Some also noted the option of drawing on expertise in neighbouring countries.

9.41 Other respondents suggested that appropriate and relevant expertise should be identified on a project-by-project basis.

9.42 Although most respondents offered examples of individuals and organisations who could provide local expertise, others discussed more generally how expertise might be identified. A few respondents commented specifically that the Scottish Government was currently not well placed to do this, and that resources should be available to allow staff to familiarise themselves with local projects and local expertise.

9.43 Respondents also recognised that a potential barrier to using local expertise was lack of capacity, and argued that capacity building was required to develop local expertise in the first place, through activities such as academic and business partnerships, knowledge exchange initiatives, training schemes, etc. They also highlighted the importance of individual projects providing training, support and mentoring for local staff. There were suggestions for this to be a requirement of accessing funding, and for capacity building to be recognised in project budgets.

Considerations in using local expertise

9.44 Respondents were keen to see local expertise involved in all aspects of programme and project work (management, research, development, design delivery, and monitoring and evaluation), at all levels of seniority; involving local people in partner country volunteer programmes was also mentioned.

9.45 In harnessing local expertise, respondents noted the importance of Scottish Government initiatives offering adequate remuneration and clear and consistent terms of engagement underpinned by partnership principles, clear expectations and clarity of roles, and mutual respect.

9.46 It was also seen as important that those providing local expertise (individuals or organisations) were able to offer:

- Credibility and authority to access gatekeepers and engage with – and challenge – all partners
- Individual integrity or sound organisational governance
- An appropriate track record and proven success
- A commitment to development principles and an understanding of Scottish Government objectives and goals (with appropriate orientation provided).

10 Supporting sustainable growth and encouraging trade and investment (Q19)

10.1 As set out in the consultation document, trade and investment is another part of the 'development toolkit'. Question 19 asked respondents about their views on supporting sustainable growth in partner countries and encouraging trade and investment links with Scotland.

Question 19: Scottish Government's ambition in its international development programme is to support sustainable growth in our priority partner countries, and to encourage better trade and investment links between these countries and Scotland. Please share any views you have on how this ambition might be achieved.

10.2 A range of examples of good practice were identified in relation to trade and investment links between partner countries and Scotland. In particular, mention was made of the good work of the Scotland Malawi Partnership, of Just Trading Scotland, and of UNICEF's Water Sanitation and Hygiene (WASH) programme.

10.3 The main substantive themes identified by respondents in relation to this ambition were: the importance of the 'policy coherence for development approach'; support for and access to expertise and finance; and infrastructure development support. In addition, respondents emphasised that the approach adopted should fit with the core principles of international development funding. Each of these topics is addressed in turn below.

Policy coherence for development

10.4 Respondents from all organisational types emphasised the importance of implementing a 'policy coherence for development' (PCD) approach. It was thought that this cross-departmental approach, would allow the aid and trade dimensions of international development to be joined up, and would offer the greatest potential for maximising the benefits of trade for job creation and inclusive growth. Only by taking a cross-cutting approach would it be possible to deal with issues such as import and export tariffs, and trade rules more generally. This topic is discussed further in Chapter 11 ('Beyond Aid').

Enhanced access to expertise and finance

10.5 Respondents identified a variety of issues on which partner countries would need support and expertise including: finance and access to capital; intelligence on markets and emerging markets; logistical support; product specifications for trading with Scotland; and business models including micro-credit and circular / shared business. Respondents also suggested that access to affordable (micro) finance for developing businesses was key.

10.6 In some cases it was argued that this support was required for partners in Scotland as well as those in the host country.

Support for infrastructure development

10.7 Support for infrastructure development across a wide range of areas – e.g. transport; building, including schools; renewable energy; IT – was thought to be vital to achieve the Scottish Government's ambitions. These developments would in turn support

access to education and training which was required to build better trade and investment links.

Fit with core principles

10.8 Underpinning all these substantive comments was an insistence that the development of trade and investment had to comply with the core principles of international development funding. Thus, poverty alleviation and the promotion of human development should be central. Moreover, all developments should be congruent with the objectives of the partner country, should be done in partnership and be inclusive, and should be aimed at developing sustainable, fair trade.

Other suggestions

10.9 Other suggestions included:

- The Scottish Government should fund a fair trade organisation to advocate for trade rules that would make import of value-added products more likely.
- An information / media campaign should be commissioned to educate the public about international development and making positive choices in relation to consumer decision-making.

Caveats and disagreements

10.10 A small number of respondents did not agree with the premise of the question, and offered a number of views:

- The IDF should be ring-fenced for non-commercial development work.
- International development and trade were competing priorities and could not both be achieved.
- It was not realistic to deliver this ambition on any substantial scale.
- Focusing on exports to Scotland was not appropriate; trading regionally was more beneficial.

11 'Beyond aid' agenda (Q21)

11.1 Section 5 of the consultation document explained that the consultation would also include reference to other Scottish Government portfolios, in recognition of the Scottish Government's commitment to 'policy coherence for development' (PCD) and of the international work that other Ministers were engaged in. Question 21 invited comments on this.

Question 21: In the longer term, Scottish Government is committed to integrating the principles and priorities of its International Development programme into its broader policy agenda. Please share any views you have as to where we should best focus our efforts in the 'Beyond Aid' agenda.

11.2 Respondents affirmed the importance of the 'Beyond Aid' agenda and that tackling the underlying causes of poverty and moving away from dependency on external development funds required policy action on a very broad front. Indeed the 'Beyond Aid' agenda was seen by some as synonymous with 'policy coherence for development'. Other broad areas of focus for the 'Beyond Aid' agenda were also identified. These are considered in turn below.

Policy coherence for development

11.3 Respondents across all groups agreed that PCD was required and emphasised the importance of developing and implementing (an action plan for) it. Respondents, especially those connected to NIDOS, pointed to a range of recently published reports which had set out recommendations for how to achieve PCD.¹¹ Examples of good practice within PCD were offered (e.g. in relation to climate change, DECAs).

11.4 Aspects of the PCD approach which were particularly emphasised included:

- The importance of a cross-departmental and cross-party approach, aligned with other appropriate organisations (e.g. DfID), with coordination achieved through the First Minister's office
- Regular (annual) reports providing an assessment of the impact of policy on international development
- Aligning domestic policy (Scotland, UK) with the Global Goals
- Ensuring the breadth of both aid and non-aid policy was included (e.g. human rights, gender policies, tax evasion, climate change).

¹¹ <http://www.nidos.org.uk/news/scotland%E2%80%99s-place-building-just-world>
[http://www.nidos.org.uk/sites/default/files/PCD%20Exploring%20and%20Learning%20from%20Europe%20\(2014\)_NIDOS.pdf](http://www.nidos.org.uk/sites/default/files/PCD%20Exploring%20and%20Learning%20from%20Europe%20(2014)_NIDOS.pdf)
http://www.nidos.org.uk/sites/default/files/Sub-State%20International%20Development%20Policy%20and%20Programmes_Final%20Report_0.pdf

Other areas for focus in relation to the 'Beyond Aid' agenda

11.5 A range of other broad areas were identified as vital in relation to the 'Beyond Aid' agenda. These covered:

- **Educating all citizens both at home and abroad about the international development agenda and the global outcomes being sought.** The embedding of global citizenship as a topic within the Curriculum for Excellence in Scotland was welcomed. However, more focus on public engagement activities was thought to be required as well as more education on specific topics (such as the impact of tourism).
- **Improving governance through building strong institutions in partner countries.** This was thought to be very important given the prerequisite of good governance for tackling poverty and for holding governments to account. Respondents called for capacity building within institutions in partner countries through exchanges, and through sharing knowledge and expertise. Good governance would also require proper arrangements to be in place for evaluation.
- **Focusing on sustainable economic development and improving trade arrangements.** Respondents discussed the importance of fair trade principles and good practice in procurement.
- **Partnership working.** Building and developing structures for partnership which include national and local government, civil society, business, and local communities. These must build respect and mutual support.

Specific initiatives for focus in relation to the 'Beyond Aid' agenda

11.6 Respondents discussed a very wide variety of specific initiatives which could be pursued in relation to the 'Beyond Aid' agenda. These included projects in arts, education, technology, business, renewables, food production, visa application systems, digital transformation, health, water and sanitation, organic agriculture, micro loan finance, and more.

12 Other issues (Q22)

12.1 A final consultation question gave respondents the opportunity to comment on matters not covered elsewhere in the consultation paper and accompanying questionnaire. It was noted that the Scottish Government was particularly interested in hearing views on ‘any issues which might arise in relation to ensuring a refreshed international development policy that takes forward the Scottish Government’s commitment to the Global Goals through a global development contribution that is focused, targeted and impactful’:

Question 22: Please provide any views on any other issues that we have not otherwise covered in this consultation paper, and on which you would like to give your views.

12.2 Respondents often used the space provided by this question to reinforce or summarise the main points of their response to preceding questions, particularly in relation to their general overall views on the Scottish Government’s ambitions in relation to its International Development Fund. (To some extent, this reflects the fact that there was no space for comments at Question 1.)

12.3 Thus, many of the points made in response to Question 22 have been covered in relation to preceding questions and are not presented again here in any detail.

12.4 In general, respondents voiced:

- Support for the Scottish Government’s broad and distinctive approach, based on collaboration, partnership working, engagement with civic society – at home and in partner countries
- Praise for the four networks core-funded by the Scottish Government which were seen to be an important element in the overall approach; there were calls for the networks (NIDOS in particular) to take a greater role in activities such as coordination, facilitating collaboration, and knowledge exchange
- Support for a continued relationship with Malawi, and for the approach taken in working with Malawi – there was also a suggestion that the Scottish Government might take on a wider role in coordinating and facilitating all development activities in Malawi.

12.5 By and large, respondents wished the Government to continue pursuing this broad approach.

12.6 Respondents also took the opportunity to reiterate their broad support for the proposal to introduce greater focus to the Government’s programme, particularly with regard to geographic focus, or to restate reservations about a narrowing of the thematic focus of the programme.

12.7 Respondents also highlighted a number of overarching issues as being particularly important to progressing the Government’s international development agenda:

- Respondents restated calls for the Government to take full cognisance of the Global Goals in its work, and to adopt a cross-policy, holistic approach to both domestic and international policy activity. Some argued that responsibility for work related to the Global Goals should not rest solely with the international development policy team. There was, however, a less common – and not entirely contradictory – view that the Government should not lose sight of the importance of addressing poverty and hunger through simple focused initiatives and projects.
- Respondents welcomed the commitment shown to international development work and the Global Goals in Scotland to date, but emphasised the importance of these issues continuing to have a high profile. Respondents were keen for work to be led by a dedicated Minister based in the First Minister’s office. They also argued for ‘mainstreaming’ across policy areas, for development of an action plan, for monitoring and reporting, and for the Global Goals to be incorporated into the Scottish Government’s National Performance Framework. There were also calls for the international development budget to be increased or index linked.
- The need to improve public awareness and understanding of international development work, and its links with individual actions and domestic policy was noted. Respondents wished to see a wide a variety of channels and activities used in engaging the general public and civic society on this issue. They also wished to see the continued development of global citizenship education and education for sustainability in schools. This was seen as important in building public support for government level international development work.

Other comments

12.8 There were also a small number of comments on two further issues:

- **Terminology:** There was a preference for the term ‘Sustainable Development Goals’ rather than ‘Global Goals’ to be used.
- **Continued engagement:** A range of organisational respondents drew attention to their own interests and work, to related ongoing initiatives, and to published reports, and indicated a willingness to be involved in further discussions and collaborative activity with the Scottish Government with regard to progressing the international development / PCD / Global Goals agendas.

12.9 In addition, there was further debate on the number and scale of projects which should be funded. Some favoured focusing on a smaller number of projects, including large-scale high profile projects which might increase visibility; others favoured diversity achieved through multiple small projects.

12.10 Finally, a few respondents commented on the consultation process or paper. These comments have been analysed along with responses to the full set of evaluation questions which formed part of the online questionnaire and the findings from this analysis are presented at Annex 6.

Annex 1: Organisational respondents

Non-governmental organisations / charities (Scotland / UK base only) (34):

- The Active Learning Centre
- Bressay Outreach
- Chance For Change (C4C)
- Charity Education International
- Classrooms for Malawi
- Dalgety Bay Friends of Engcongolweni
- EMMS International
- First Aid Africa
- Friends of Chitambo SCIO
- The Global Concerns Trust
- The HALO Trust
- Just Trading Scotland Ltd.
- Link Community Development International
- LUV+ (Leprosy at Utale Village PLUS)
- Malawi Fruits
- Mary's Meals
- Mbwa Wa Africa Animal Rescue / Friends of Mbwa Africa
- MicroLoan Foundation
- Mission Aviation Fellowship UK
- Opportunity International UK
- Project Trust
- RESULTS UK
- Sashita Developing Rural Communities
- Scotland-Malawi Mental Health Education Project (SMMHEP)
- Scottish Fair Trade Forum
- Sense Scotland
- Signpost International
- The Soko Fund
- Starfish Asia
- Stonewall Scotland
- Students for Malawi
- Vine Trust
- WOSDEC

- Zambia Therapeutic Art

Non-governmental organisations: part of wider international network (iNGOs) (18):

- ActionAid UK
- CBM UK
- Christian Aid
- Concern Universal
- The International Union Against Tuberculosis and Lung Disease
- Lepra
- The Leprosy Mission Scotland
- Meningitis Research Foundation
- Mercy Corps Europe
- Oxfam Scotland
- People's Postcode Lottery
- SCIAF - Scottish Catholic International Aid Fund
- Tearfund
- UN Women Malawi
- Unicef UK
- VSO
- Water Witness International
- WaterAid

Coalitions / networking / organisational umbrella bodies (10):

- IDEAS, International Development Education Association of Scotland
- Learning for Sustainability Scotland
- Malawi Scotland Partnership
- Malawi Travel Marketing Consortium
- NIDOS
- The Rwanda Partnership
- Rwanda Scotland Alliance
- Scotland Malawi Partnership
- Scotland Zambia Partnership
- Stop Climate Chaos Scotland

Private sector (including social enterprises) (6):

- African Lakes Company Limited
- Imani Development
- International Tartans
- Mulanje Electricity Generation Agency (MEGA) Malawi
- The Responsible Safari Company
- UMODZI Consulting

Academic / research organisations (6):

- College of Medicine, University of Malawi
- Glasgow Centre for International Development, University of Glasgow
- The James Hutton Institute
- Kasisi Agricultural Training Centre (KATC)
- The Open University
- University of Strathclyde

Scottish public sector respondents (6):

- Glasgow City Council
- Knightswood Secondary School

- NHS Health Scotland
- Police Scotland
- Sanday Community School
- Scottish Water

Faith-based organisations (5):

- Bible Society of Rwanda (BSR)
- Church of Scotland - World Mission Council
- Free Methodist Church of Rwanda
- Good News International
- Kwenderana Partnership Group

Other organisational respondents (6):

- Director of Comfort Rwanda & Congo and Honorary Consul for Rwanda to Scotland
- Haiti Support Group
- High Commission of the Republic of Zambia
- Royal College of Physicians and Surgeons of Glasgow
- Royal College of Physicians of Edinburgh
- Royal College of Surgeons

Annex 2: Response rate for individual consultation questions

	Consultation question	Number of responses received	% of total 129 responses
Q1	Do you support the Scottish Government ambition to improve its International Development programme, through focusing our efforts more effectively? (Yes / No / Don't know)	122	95%
Q2	In the context of reducing our geographical focus, which, if any, additional criterion could best help us select priority countries? (Please explain which criterion, and why.)	109	84%
Q3	Scottish Government seeks to develop the model of Scotland's international development approach (working in bi-lateral partnership, as in Malawi) with a new set of fewer priority countries. What else might we specifically do to enhance the effectiveness of this partnership approach? (Please explain why.)	110	85%
Q4a	Are there any of these countries, in addition to Malawi , that you would support continuing engagement with? (Please select two from the list: Rwanda / Tanzania / Zambia / Pakistan / Bangladesh / India) Please explain your choices.	98	76%
		115	89%
Q4b	Is there any alternative country that you would consider Scotland would be better investing in, rather than the current priority countries? (Yes / No)	102	79%
	If yes, please say which alternative country you would consider.	32	25%
	Please explain your answer.	59	46%
Q5a	A further element of refocusing Scottish Government partnerships and efforts is to consider whether regional clusters among or within priority countries would support the delivery of a more effective and focused programme. Please share your views on this proposition, including which inter-national (among countries) clusters you think would work best and why.	75	58%
	Please explain what cluster would work best and why.	103	80%
Q5b	Which intra-national (within a country) clusters you think would work best and why.	53	41%
	Please explain your answer.	84	65%
Q6a	Currently Scotland engages with its diaspora	115	90%

Q6b	<p>communities to engender better links with priority countries. Do you consider diaspora links to be adding value to our International Development programme? (Yes / No / Don't know)</p> <p>If yes, are there ways we could use our diaspora links to greater value?</p>	77	60%
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	Consultation question	Number of responses received	% of total 129 responses
Q7a	Scottish Government supports a number of thematic priorities (listed below) across all the priority nations. In seeking to focus our efforts better, and connect better to the Global Goals, which of the current themes do you think are best suited to our partnership working approach, and the specific priority countries we will work with? (Respondents could tick as many as they liked from the list: Health / Water and sanitation / Education / Governance and human rights / Sustainable economic development / Renewable energy / Food security / Climate change) Comments	103 79	80% 61%
Q7b	Please select up to 5 themes that you consider most useful for our future planning. Please tell us why.	100 103	78% 80%
Q8	Are there alternative themes that you believe should replace the current themes, to best support the partnership working approach and ambition to work with fewer countries? (Respondents invited to suggest three themes and give their reasons.)	61	47%
Q9	Using the themes identified above, when considering that the Scottish Government partnership approach draws on expertise in Scotland, whose specific expertise do you think could be harnessed to help deliver the programme ambitions?	76	59%
Q10a	When considering that the Scottish Government partnership approach also draws upon sources of expertise in priority countries, are there specific considerations to include when harnessing 'local expertise' to help deliver the programme ambitions? (For example, priority countries' academic expertise, governance, private sector, science, third sector)	97	75%
Q10b	When considering that the Scottish Government partnership approach also draws upon sources of expertise in priority countries, are there specific considerations to include when harnessing 'local expertise' to ensure that the programme priorities continue to match each country's priorities? (For example, priority countries' academic expertise, governance, private sector, science, third sector.)	80	62%
Q11a	Currently Scottish Government partnership	113	88%

	projects also adopt cross-cutting themes (gender equality, human rights, inclusivity). Do you believe these add value to project outcomes? (Yes / No / Don't know) Why?	95	74%
Q11b	Would you suggest further or alternative cross-cutting themes? If so, which would you suggest and why?	103 58	80% 45%
Q12	Scottish Government is keen to deploy the best funding models for its main country programmes, to suit our strategic priorities, and effectively deliver outcomes. Please share any views you have on the best model(s) to achieve this ambition.	103	80%
Q13	Scottish Government recognises that flexible funding between funding rounds is often required to meet specific demands. Please share any views you have on how Scottish Government could best support both planned and flexible spending.	87	67%

	Consultation question	Number of responses received	% of total 129 responses
Q14	In order to focus its funding efforts better, Scottish Government is inclined to adjust the proportions of funding that are allocated to its (long term) IDF programme, and to its flexible funded elements. Please share any views you have on this in the text box below.	72	56%
Q15	Thinking further ahead, Scottish Government would like to support term funded programmes across political and funding periods. Please share any views and ideas, or examples of good practice on what conditions and arrangements would be required to support this ambition.	87	67%
Q16	Scottish Government believes we could make better use of the expertise of the Scottish private sector in future through our international development work. Please share any views and ideas on how best to achieve this ambition.	91	71%
Q17	Utilising Scottish expertise is a principle of the Scottish Government International Development programme. Thinking of the academic sector in Scotland, in particular, please share any views and ideas you have, on how we could improve engagement between the Programme and Scotland's academic expertise.	83	64%
Q18	Scottish Government believes that partnerships can also be realised through peer-peer knowledge sharing on key areas of mutual interest, through which both institutions can strengthen their knowledge, skills and capacity and empower their people. We are keen to adapt our current funding mechanisms to support this interest. Please share any views you have, especially on funding mechanisms, on how best to support this ambition.	73	57%
Q19	Scottish Government's ambition in its international development programme is to support sustainable growth in our priority partner countries, and to encourage better trade and investment links between these countries and Scotland. Please share any views you have on how this ambition might be achieved.	80	62%
Q20	Scottish Government recognises that evaluation of our investments and initiatives must inform better targeting of our efforts. Please share any views on how we might improve our monitoring and evaluation.	80	62%

Q21	In the longer term, Scottish Government is committed to integrating the principles and priorities of its International Development programme into its broader policy agenda. Please share any views you have as to where we should best focus our efforts in the 'Beyond Aid' agenda.	89	69%
Q22	Please provide any views on any other issues that we have not otherwise covered in this consultation paper, and on which you would like to give your views.	57	44%

Annex 3: Main geographical focus of organisational respondents

Africa focus (37):

- The Active Learning Centre
- African Lakes Company Limited
- Bible Society of Rwanda (BSR)
- Bressay Outreach
- Classrooms for Malawi
- Dalgety Bay Friends of Engcongolweni
- Director of Comfort Rwanda & Congo and Honorary Consul for Rwanda to Scotland
- First Aid Africa
- Free Methodist Church of Rwanda
- Friends of Chitambo SCIO
- High Commission of the Republic of Zambia
- Imani Development
- International Tartans
- Kasisi Agricultural Training Centre (KATC)
- Kwenderana Partnership Group
- Link Community Development International
- LUV+ (Leprosy at Utale Village PLUS)
- Malawi Fruits
- Malawi Scotland Partnership
- Malawi Travel Marketing Consortium
- Mbwa Wa Africa Animal Rescue / Friends of Mbwa Africa
- MicroLoan Foundation
- Mulanje Electricity Generation Agency (MEGA) Malawi
- The Responsible Safari Company
- The Rwanda Partnership
- Rwanda Scotland Alliance
- Sashita Developing Rural Communities
- Scotland Malawi Partnership

- Scotland-Malawi Mental Health Education Project (SMMHEP)
- Scotland Zambia Partnership
- The Soko Fund
- Students for Malawi
- UMODZI Consulting
- University of Malawi, College of Medicine
- UN Women Malawi
- Vine Trust
- Zambia Therapeutic Art

Asia focus (3):

- Charity Education International
- Lepra
- Starfish Asia

International (28):

- ActionAid UK
- CBM UK
- Chance For Change (C4C)
- Christian Aid
- Church of Scotland - World Mission Council
- Concern Universal
- EMMS International
- The Global Concerns Trust
- Good News International
- The HALO Trust
- The International Union Against Tuberculosis and Lung Disease
- Just Trading Scotland Ltd.
- The Leprosy Mission Scotland
- Mary's Meals
- Meningitis Research Foundation
- Mercy Corps Europe
- Mission Aviation Fellowship UK
- Opportunity International UK
- Oxfam Scotland
- People's Postcode Lottery
- Project Trust

- SCIAF - Scottish Catholic International Aid Fund
- Signpost International
- Tearfund
- Unicef UK
- VSO
- WaterAid
- Water Witness International

Scotland (20):

- Glasgow Centre for International Development, University of Glasgow
- Glasgow City Council
- IDEAS, International Development Education Association of Scotland
- The James Hutton Institute
- Knightswood Secondary School
- Learning for Sustainability Scotland
- NHS Health Scotland
- NIDOS
- Police Scotland
- Royal College of Physicians and Surgeons of Glasgow
- Royal College of Physicians of Edinburgh
- Royal College of Surgeons
- Sanday Community School
- Scottish Fair Trade Forum
- Scottish Water
- Sense Scotland
- Stonewall Scotland
- Stop Climate Chaos Scotland
- University of Strathclyde
- WOSDEC

Rest of the UK (2):

- The Open University
- RESULTS UK

Other (1):

- Haiti Support Group

Annex 4: Thematic focus, Q7a and Q7b closed questions

The Scottish Government's International Development Fund currently has eight thematic priorities: health; water and sanitation; education; governance and human rights; sustainable economic development; renewable energy; food security; and climate change.

The consultation asked which of the current themes are best suited to the partnership working approach taken by the Scottish Government and the specific priority countries the Scottish Government will work with (Q7a), and which are best connected to the Global Goals and most useful for the Scottish Government's future planning (Q7b).

Question 7a: Scottish Government supports a number of thematic priorities across all the current priority nations. In seeking to focus our efforts better, and connect better to the Global Goals, which of the current themes do you think are best suited to our partnership working approach, and the specific priority countries we will work with? [Health / Water and sanitation / Education / Governance and human rights / Sustainable economic development / Renewable energy / Food security / Climate change]

Question 7b: Scottish Government supports a number of thematic priorities across all the current priority nations. In seeking to focus our efforts better which of the current themes do you think best connect to the Global Goals?

Please select up to 5 themes that you consider most useful for our future planning, and tell us why. [Health / Water and sanitation / Education / Governance and human rights / Sustainable economic development / Renewable energy / Food security / Climate change]

Question 7a listed the current eight themes, and invited respondents to select those that are best suited to the Government's partnership working approach and the specific priority countries Scotland will work with. Respondents could select as many of the eight themes as they wanted, and space was provided for respondents to explain their answers.

Question 7b asked respondents to select **up to five themes** that they considered most useful for the Scottish Government's future planning of international development. However, the online survey form allowed respondents to tick more than five – up to seven – and some ticked all seven.

Both of these questions were very complex, and it was clear that respondents interpreted the questions in different ways. Thus, **the findings to the closed questions for 7a and 7b (presented in the tables below) should be treated with caution.**

Question 7a – quantitative findings

One hundred and three (103) respondents (69 organisations and 34 individuals) chose at least one of the themes listed at Question 7a. Twenty respondents selected all eight themes, and ten selected just one. Moreover, 19 respondents (17 organisations and 2 individuals) did not select **any** of the themes, but wrote comments in the space provided. This latter group generally stated in their comments that they thought **all** the themes were important.

Table A4.1 shows the number and proportion of respondents who ticked each of the eight themes. Education and health were selected most often. Around three-quarters of respondents chose these two themes.

Table A4.1: Q7a – Which of the current themes do you think are best suited to our partnership working approach, and the specific priority countries we will work with?

Respondent type	Number / proportion selecting each theme					
	Organisations		Individuals		Total	
	n	%	n	%	n	%
Theme						
Education	51	74%	28	82%	79	77%
Health	50	72%	25	74%	75	73%
Sustainable economic development	46	67%	13	38%	59	57%
Food security	43	62%	14	41%	57	55%
Water and sanitation	39	57%	17	50%	56	54%
Renewable energy	39	57%	16	47%	55	53%
Governance and human rights	36	52%	13	38%	49	48%
Climate change	33	48%	9	27%	42	41%
Total number of respondents (base)	69		34		103	

Percentages do not total 100% because respondents could choose more than one theme.

Organisational respondents generally selected more themes than individual respondents. Although a similar proportion of organisations and individuals chose education and health as priorities, a higher proportion of organisations chose all of the remaining six themes.

Question 7b – quantitative findings

Respondents were asked to select **up to five themes** that they considered most useful for the Scottish Government's future planning of international development.

However, the online survey form allowed respondents to tick more than five – up to seven – and some ticked all seven.

Altogether 100 respondents (68 organisations and 32 individuals) selected at least one theme from the list provided. Thirty-four respondents selected all seven. In addition, 16 respondents wrote comments at Question 7b, but did not select any of the themes. Table A4.2 shows the number of respondents who selected each of the themes as one of their first five.

As with Question 7a, education and health were selected most often – both by organisations and by individuals. These two were followed by food security; water and sanitation; renewable energy; sustainable economic development and governance and human rights. Climate change was the theme least likely to be selected as one of the first five, either by organisations or by individuals.

Table A4.2: Q7b – Which of the current themes best connect to the Global Goals?

Respondent type	Number / proportion selecting each theme					
	Organisations		Individuals		Total	
	n	%	n	%	n	%
Education	51	75%	28	88%	79	79%
Health	51	75%	26	81%	77	77%
Food security	35	51%	19	59%	54	54%
Water and sanitation	33	49%	18	56%	51	51%
Renewable energy	35	51%	14	44%	49	49%
Sustainable economic development	33	49%	13	41%	46	46%
Governance and human rights	30	44%	15	47%	45	45%
Climate change	24	35%	11	34%	35	35%
Total number of respondents (base)	68		32		100	

Percentages do not total 100% as respondents could select more than one theme. The table displays only those themes that were selected as one of the first five in respondents' replies.

Annex 5: Suggested alternative themes and sources of expertise (Q8 / Q9)

The consultation asked (in Question 8) whether any alternative themes should replace the current themes. Space was provided for respondents to suggest up to three alternative themes, and to give their reasons. Respondents were then asked (in Question 9) whose specific expertise could be harnessed to deliver the programme ambitions in relation to the themes suggested.

Sixty-one respondents (48 organisations and 13 individuals) commented at Question 8, and 78 (57 organisations and 21 individuals) made comments at Question 9. The comments in Question 9 did not always relate to the specific suggestions made by respondents in Question 8. Some respondents identified possible alternative themes, but did not always go on to say whose expertise could be harnessed to help deliver the programme’s objectives in this area. Others took the opportunity to make more general comments about the issue of whose expertise should be drawn upon to help deliver Scotland’s international development programme.

The table below provides a summary of the responses to both questions.

Alternative themes suggested (Question 8)	Suggested source(s) of expertise (Question 9)
<p>Themes related to equalities, inclusion and human rights:</p> <ul style="list-style-type: none"> • Gender equality (including ‘women and girls’; ‘women and children’; ‘sexual and gender-based violence’ and ‘reproductive rights’) • Disability (including disability related to children) • Human rights education • Minority communities 	<p>Gender:</p> <ul style="list-style-type: none"> • NGOs and other charities involved in the empowerment of women and girls • Universities (including University of Edinburgh’s School of African Studies) • Women’s groups from all sectors in Scotland • Private sector • Other funders (including People’s Postcode Lottery, Big Lottery Fund, and Comic Relief) • Individuals (including ‘female leaders who have grown up in the poorer areas of Scotland who know what it is to fight for what they believe in and need for their community’)

	<ul style="list-style-type: none"> • Women’s rights organisations • Gender in health: NHS, universities, NGOs working on girls’ and women’s health and rights • Gender in education: local authorities, universities and NGOs working on girls’ and women’s access to public life • Gender in governance and human rights: Feminist NGOs, political parties, politicians in various levels of government (community councils, local councils, Scottish Parliament), churches, NGOs working to support women’s engagement in politics <p>Disability:</p> <ul style="list-style-type: none"> • Research and academic organisations (including Universities of Edinburgh and Strathclyde) • Health sector • Third sector disability organisations (including Enable, Inclusion Scotland, Scottish Disability Equality Forum, Mental Health Foundation) • Civil society • Scottish Government Equality Unit • Scottish Human Rights Commission • NGOs working in the area of disability
<p>Themes related to health:</p> <ul style="list-style-type: none"> • Health and sanitation • Public health • HIV/AIDS • Trauma healing training • Under-nutrition • Maternal neonatal and child health 	<p>Health and sanitation:</p> <ul style="list-style-type: none"> • James Hutton Institute and other research organisations <p><i>Public health</i></p> <ul style="list-style-type: none"> • Academic / research organisations (including Social & Public Health Sciences Unit, Glasgow; Global Health Academy; Centre for African Studies, University of Edinburgh)

(MNCH)	<ul style="list-style-type: none"> • Scottish charities working in public health • Public bodies (NHS Scotland, health partnerships through the Tropical Health and Education Trust) • Professional bodies • Civil society and advocacy groups (such as mental health service user groups) • Diaspora groups <p><i>HIV/AIDS</i></p> <ul style="list-style-type: none"> • Third sector <p><i>Trauma healing training</i></p> <ul style="list-style-type: none"> • Third sector
<p>Themes related to education and capacity building</p> <ul style="list-style-type: none"> • Teacher training • Skills development • Local capacity building • Inclusive and equitable education • International educational exchange partnerships 	<p>Skills development:</p> <ul style="list-style-type: none"> • Teacher and school exchanges • Academies and colleges • Apprenticeships <p>Local capacity building:</p> <ul style="list-style-type: none"> • NGOs working in development • Diaspora (cultural knowledge) • Private sector (including renewable energy sector and small businesses in Highlands and Islands) • Community development organisations in remote areas <p><i>International educational exchange partnerships</i></p> <ul style="list-style-type: none"> • Secondary school governing bodies
<p>Themes related to children and young people</p> <ul style="list-style-type: none"> • Youth empowerment (including through 	<p>Youth empowerment:</p> <ul style="list-style-type: none"> • Volunteering and gap year programmes (including those offered through the International Citizenship Service (ICS) and Project Trust)

<p>the development of 'Global Citizenship')</p> <ul style="list-style-type: none"> • Child protection • Child rights • Maternal neonatal and child health (MNCH) 	
<p>Themes related to water, climate and energy</p> <ul style="list-style-type: none"> • Water provision and management • Climate and energy (including water management) 	<p>Water provision and management:</p> <ul style="list-style-type: none"> • James Hutton Institute and other research organisations • Hydro Nation Programme (including the Hydro Nation Scholars Programme and the Centre of Expertise for Waters hosted by Scotland's academic / research institutions) • Public bodies (including Scottish Water and Scottish Environment Protection Agency (SEPA)) • Charitable and private sector (including Alliance for Water Stewardship and Water Witness International, Diageo)
<p>Themes related to economic and private sector development</p> <ul style="list-style-type: none"> • Private sector development (including 'decent work and economic growth', 'large-scale entrepreneurship', 'sustainable business practices', 'income generating activities' and 'manufacturing') • Tourism • Industry and artisan technical training • Economic inequality 	<p>Private sector development:</p> <ul style="list-style-type: none"> • Academic experts (University of Edinburgh, University of Hull) • Third sector • Private sector and social enterprises <p>Tourism:</p> <ul style="list-style-type: none"> • Private sector (including companies working in tourism in Malawi, and Scottish tourism bodies)

<p>Themes related to organisational development</p> <ul style="list-style-type: none"> • Functional institutions • Human resources (including looking at 'career pathways for professionals') 	<p>Functional institutions:</p> <ul style="list-style-type: none"> • Academic / university organisations (particularly schools of management) • Public and private sector (including sector specific areas of expertise in health, education, engineering, etc.)
<p>Themes related to justice and peace</p> <ul style="list-style-type: none"> • Legal and judicial systems (including 'training of magistrates', 'youth justice, community justice and restorative justice', and 'security and law enforcement') • Peace and reconciliation • Violence reduction, conflict resolution / mediation and global partner building • Secularism 	<p>Legal and judicial systems:</p> <ul style="list-style-type: none"> • Legal bodies (including the judiciary, children's panel system, community payback system, courts, Legal Aid system) • Public bodies (including Scottish Prison Service, social services, social welfare system) <p>Peace and reconciliation:</p> <ul style="list-style-type: none"> • Church <p>Violence reduction, conflict resolution / mediation and global partner building:</p> <ul style="list-style-type: none"> • Public bodies: (including Police Scotland, Scottish Violence Reduction Unit, Scottish Police College work on community policing) • Academic organisations • Private sector • Civic society (John Smith Memorial Trust, Beyond Borders) • Charities and NGOs (HALO Trust) • Examples given of Scotland's role in international diplomacy (Georgia, Armenia and Azerbaijan, Dec 2003; Turkish MPs, academics and political journalists, Jul 2011; Conference for Special Envoy's Syrian Women's Advisory Board, May 2016).
<p>Themes related to technology</p> <ul style="list-style-type: none"> • Information and communications technology 	<p>Information and communications technology:</p> <ul style="list-style-type: none"> • Academic / research organisations (including university departments of computing

<ul style="list-style-type: none"> • Technology in general 	<p>and the University of Edinburgh e-Health network)</p> <ul style="list-style-type: none"> • Scottish Government experts • Special Health Boards (NES) • Remote and Rural Health Educational Alliance (RRHEAL), Inverness • Mobile phone companies (Airtel in Zambia and other African countries) • Private sector computing companies • Global networks (including mhealth, Healthcare Information for All (HIFA)) • HIFA-Zambia Global Health Network • NGOs working in this area
<p>Themes related to agriculture and rurality</p> <ul style="list-style-type: none"> • Sustainable agriculture (including ‘food and nutrition resilience’ and ‘Zero Hunger’) • Rurality 	<p>Sustainable agriculture:</p> <ul style="list-style-type: none"> • James Hutton Institute and other academic / research organisations <p>Rurality:</p> <ul style="list-style-type: none"> • NHS Education for Scotland RRHEAL • University of Zambia, School of Medicine and Department of Nursing Sciences • NGOs (including Maternal and Child Health Advocacy International based in the Scottish Highlands) • HIFA-Zambia Global Health Network
<p>Themes related to resilience and emergency response</p> <ul style="list-style-type: none"> • Resilience (including ‘disaster risk reduction’) • Emergency response (including ‘natural and man-made disasters’) 	<p>Resilience:</p> <ul style="list-style-type: none"> • Academic / research organisations <p>Emergency response:</p> <ul style="list-style-type: none"> • Public bodies (including NES Knowledge Services and Medical Directorate); fire, ambulance and rescue services (both in Scotland and Africa) • Academic / research organisations / medical schools / hospitals (including University of Dundee and Ninewells Hospital A&E Department)

	<ul style="list-style-type: none"> • Government • NGOs (including On-Call Africa, the Virtual Doctor, EMMS) • Global networks (Health Care Information for All – HIFA)
<p>Other suggested themes</p> <ul style="list-style-type: none"> • Refugees and displaced persons • Global citizenship • Sport and physical activity • Social cohesion (including counteracting religious divides) • Animal welfare (including neutering to reduce number of stray dogs, and rabies treatment) • Art and culture (including spirituality and natural history) • Social welfare (including ‘poverty intervention’ relating to street children, ex-child soldiers, orphans and widows) • Research 	<p>Refugees and displaced persons:</p> <ul style="list-style-type: none"> • Development Education Centres across Scotland • Government • Research / academic organisations • Civil society <p>Global citizenship:</p> <ul style="list-style-type: none"> • Volunteering and gap year programmes (including International Citizenship Service (ICS) and Project Trust) <p>Social cohesion:</p> <ul style="list-style-type: none"> • Other funders (including People’s Postcode Lottery, Big Lottery, and Comic Relief) • Other governments with similar international investment programmes <p>Sport and physical activity:</p> <ul style="list-style-type: none"> • Sport Scotland • Commonwealth Games Scotland <p>Animal welfare:</p> <ul style="list-style-type: none"> • Glasgow and Edinburgh Universities (rabies specialists)

Annex 6: Views on the consultation process

The online survey included two final questions which asked respondents for their views on (i) the consultation process and (ii) using the Scottish Government's online consultation hub:¹²

Evaluation Question 1: How satisfied were you with this consultation?
Evaluation Question 2: How would you rate your satisfaction with using this platform (Citizen Space) to respond to this consultation?

Each question asked respondents to rate their satisfaction (very satisfied to very dissatisfied), and included a space for providing further comments.

Satisfaction with the consultation and online platform

A total of 113 respondents completed Evaluation Question 1 – tick-box, and 112 respondents completed Evaluation Question 2 – tick-box.

Table A6.1: EQ1 – How satisfied were you with this consultation?

Respondent type	Organisations		Individuals		All	
	n	%	n	%	n	%
Very satisfied	34	44%	14	40%	48	42%
Slightly satisfied	24	31%	13	37%	37	33%
Neither satisfied nor dissatisfied	12	15%	4	11%	16	14%
Slightly dissatisfied	6	8%	2	6%	8	7%
Very dissatisfied	2	3%	2	6%	4	4%
Total	78	100%	35	100%	113	100%

Table A6.2: EQ2 – How would you rate your satisfaction with using this platform (Citizen Space) to respond to this consultation?

Respondent type	Organisations		Individuals		All	
	n	%	n	%	n	%
Very satisfied	42	54%	19	56%	61	54%
Slightly satisfied	20	26%	7	21%	27	24%
Neither satisfied nor dissatisfied	10	13%	4	12%	14	13%
Slightly dissatisfied	3	4%	2	6%	5	4%
Very dissatisfied	3	4%	2	6%	5	4%
Total	78	100%	34	100%	112	100%

¹² The analysis presented in this annex takes account of comments on the consultation process made in response to other consultation questions (i.e. Questions 1 to 22).

Both tables show a similar pattern, with around three-quarters of respondents – organisations and individuals – stating they were satisfied with both the consultation (75% very or slightly satisfied) and the experience of responding using the online platform (78% very or slightly satisfied). A higher proportion of respondents were, however, ‘very satisfied’ with the consultation compared to the online platform.

Views of respondents

Fifty-four respondents provided additional comments at one or both of the questions – 49 respondents provided comments at EQ1 (two of whom did not complete the tick-box part of the question); 32 respondents provided comments at EQ2 (one of whom did not complete the tick-box part of the question). The comments made have, however, been analysed together as respondents often referred to both the consultation process in general and the online platform in their comments at individual questions (particularly at EQ2).

Views on the consultation

There was a range of views on the consultation, the consultation paper and the consultation questions.

The consultation

Those commenting at a very general level were, for the most part, very positive about the process. They welcomed what they saw as an open and engaging consultation on an important issue, and appreciated the opportunity to give their views. Those qualifying their general support made two points: they suggested that the consultation focused too much about on international development, without taking account more account of the domestic aspect of the SDGs; and they hoped ‘target’ countries have had a chance to give their views.

There were a number of positive comments from those who had attended – and enjoyed participating in – the consultation events.

On the negative side, one respondent thought the consultation was ‘farcical’ and another expressed some scepticism about the process, saying that their level of satisfaction depended on ‘the degree of interest in the responses’.

There were two specific suggestions for how the consultation process might be improved: by offering two versions of the consultation questionnaire – one brief and one more detailed; by sending reminders to potential respondents.

The consultation paper

A few respondents commented on the consultation paper. While some were positive about the document, welcoming it as ‘comprehensive and insightful’, and ‘inclusiveness, open and consultative’, others thought it was overlong and criticised it for containing too much outdated jargon.

The consultation questionnaire

The aspect of the consultation which attracted most comment was the questionnaire, with a wide range of mixed views expressed.

Those commenting on the questionnaire at a general level commented on two main issues:

- Length: Respondents had found the questionnaire long and / or time consuming to complete. Some indicated that this was why they had not completed the questionnaire, while others were concerned that this may have deterred others from contributing their views. This was seen as a particular issue for individuals. One respondent used the phrase 'death by questionnaire'.
- Complexity of the issues covered: Respondents indicated that they had not always felt they had the knowledge or expertise to answer the questions posed. One respondent thought this highlighted the 'limits of public consultations'.

Those offering positive comments thought there was good range of questions, which were well organised, clear and focused. They further thought that the questions allowed respondent to say what they wanted, and give scope for thinking and reflection.

More often, however, respondents were critical of the individual questions, and offered the following main points:

- The questions were seen as repetitive, overlapping or too similar.
- Some questions (and the way they were to be answered) were criticised for being unclear, confusing or meaningless.
- Some of the questions – Question 1 in particular – were regarded as 'leading'.
- Some questions were too restrictive – e.g. because of tick-box structure, and filtering – and had not allowed people to respond in the way they wanted. The absence of an open-text box at Question 1 was highlighted.
- Some questions were not suitable for non-experts.
- Some questions (e.g. the questions on priority countries) offered limited value in that they merely invited people to respond in line with their own interests.

One respondent suggested the questions would have benefited from 'pre-testing', and another suggested a question on grant management policies and practices would have been helpful.

Views on the online platform (Citizen Space)

Those who were positive about the experience of using the online platform typically commented that they found it to be 'easy' or 'straight forward' to use, or described it as 'user friendly'.

The comments from those with less positive experience focused on two main issues: technical functionality and the process of completing the questionnaire.

Respondents reported frustrations with accessing the survey using the unique code, and losing a part completed response as a result of a power-cut. There were suggestions for the option of being able to save responses and return for later completion, and being able to review a full response prior to submission. One respondent had encountered problems when weblinks did not work when included as part of a response, and another thought an option to upload supporting documents would have been useful.

Several respondents commented on the extent to which the platform supported the process of completion. Some commented that they would have liked a downloadable version of the questionnaire for completion or for assisting them in preparing their response; others wished to have a way of sharing the consultation with others as part of collaborative completion process.



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