



**Review of the
Ministry of Foreign Affairs and Trade
- New Zealand Red Cross
Strategic Partnership
2018-2024**

**Final Report
September 2023**

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Disclaimer

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Acronyms

CVTL	Cruz Vermelha de Timor-Leste /Timor-Leste Red Cross
DRM	Disaster Risk Management
ICRC	International Committee of Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IFRC APRO	IFRC Asia Pacific Regional Office
IT&T	Information technology and telecommunications
IT&T ERU	IT&T emergency response unit
MFAT	Ministry of Foreign Affairs and Trade
NFIs	Non-food items
NSD	National Society Development
NZRC	New Zealand Red Cross
PGI	Protection, Gender and Inclusion
PMER	Planning, Monitoring, Evaluation and Reporting
RFL	Restoring Family Links

Executive Summary

The New Zealand Ministry of Foreign Affairs and Trade (MFAT) and New Zealand Red Cross (NZRC) have a strategic partnership, contracted under a Grant Funding Arrangement (GFA) entitled *New Zealand Red Cross Strategic Partnership 2018-2023* (the Partnership). The duration of the Partnership was extended from five years to six in 2022; the revised end date now being 10 July 2024.

The goal of the Partnership is to: Save lives and alleviate suffering while promoting institutional resilience and addressing the effects of social, environmental and economic vulnerabilities.

The agreed Partnership outcomes are:

1. The impacts of humanitarian crises on communities are reduced by the deployment of New Zealand Red Cross Delegates who are managed under a fit for purpose, efficient, and effective delegate programme.
2. Pacific Island National Societies' institutional resilience is enhanced, enabling them to effectively address the social, environmental, and economic needs of their communities.
3. Communities in the Asia-Pacific region have an increased understanding of risk and have built resilience through disaster risk reduction, preparedness, and community capacity to respond.
4. New Zealand Red Cross has strengthened partnerships with governments and the International Red Cross and Red Crescent Movement jointly contributing to increased understanding of key humanitarian issues in the region.

The Partnership funds a portion of the NZRC's International Programme. The Partnership was designed with a total value of \$24,765,000, comprising an MFAT's contribution of \$10,670,000 and a NZRC contribution of \$14,095,000 (of which \$2,550,000 was for the NZRC contributions to International Federation of Red Cross and Red Crescent Societies, and International Committee of Red Cross as per the requirements of the Statutory Bodies of the International Red Cross and Red Crescent Movement).

MFAT and NZRC have jointly agreed to review their Partnership to inform the next phase. The objectives of the review are to (in priority order):

1. Assess the structure and design of the partnership arrangement and the effectiveness of the present format;
2. Assess the extent to which the goal and outcomes of the Partnership were achieved;
3. Assess the extent to which the achieved outcomes were consistent with, or advanced, both New Zealand's humanitarian policy (as articulated in New Zealand's Humanitarian Action Policy and the Humanitarian Four Year Plan) and NZRC strategic objectives (as articulated in the NZRC International Strategy 2020-2023);
4. Consider the extent to which achieved outputs made a difference or were impactful;
5. Provide recommendations to inform the next phase of the MFAT-NZRC relationship, including taking into account the changed humanitarian landscape since 2018.

Overall conclusion

The MFAT-NZRC Strategic Partnership is characterised by high levels of trust, mutual understanding of organisational mandates, and shared values and interests. Despite the many challenges experienced as a result of the global COVID-19 pandemic during the Partnership, tangible differences have been made through the deployment of delegates to humanitarian crises, and the provision of significant National Society Development (NSD) support to Pacific National Societies.

The success of the Partnership to date has been in no small part to the flexible approaches taken by both MFAT and NZRC. The current Partnership is a solid platform from which to launch the next Partnership arrangement.

Key opportunities to strengthen the next Partnership arrangement include maximising the role and reach of both MFAT and NZRC under a refreshed Partnership approach, and a greater focus on maximising the linkages between the domestic and international programmes of NZRC.

Summary of key findings

Structure and design of the Partnership arrangement

- Whilst the Partnership documentation does not embody a structured Partnership, in practice MFAT and NZRC have a strong mutual understanding of, and have realised their commitment to, working in partnership.
- The Partnership arrangement does not constitute the whole relationship between MFAT and the International Red Cross and Red Crescent Movement (the Movement); nor does it exclusively cover all NZRC activities funded by MFAT during the term of the Partnership.
- The Partnership arrangement is one aspect of the relationship between MFAT, NZRC and the Movement. It is an opportune time for MFAT and NZRC to consider moving to a Partnership agreement which is situated within the wider domestic and international contexts of the New Zealand Government and NZRC working together, and builds on MFAT's experience of modernising its partnership agreements.
- The Partnership design was developed against the backdrop of significant changes in the humanitarian landscape at the time, in particular the Grand Bargain package of reforms to humanitarian funding launched at the 2016 World Humanitarian Summit. These reforms have influenced the Partnership in the five years to date, and remain a relevant guide.
- Situating the design and delivery of the Partnership outcomes within the policies, plans, processes and directions of the wider Movement at the time was appropriate, and remains relevant in the updated policy and strategy context.
- The Partnership arrangement emphasised monitoring, learning and evidence-based decision-making. NZRC has made attempts at changing how it documents progress towards the Partnership outcomes, but challenges remain with situating the Partnership achievements within a broader multilateral context.
- NZRC is widely seen as an excellent example of how a member works and contributes to the Movement. NZRC presence and way of engaging with Movement partners is deeply valued; however this presence and engagement is perceived to have decreased in recent years. Requests for increased presence of NZRC goes beyond funding and is tied to the values, ways of working and technical areas of speciality of NZRC as a (domestic) National Society.
- The Partnership was undertaken in a period where maximum flexibility was required, in no small part due to the global COVID-19 pandemic. Both NZRC and MFAT demonstrated adaptability and flexibility with the Partnership, however this was managed primarily through administrative processes (contractual variations) in the absence of enabling Partnership processes.

Achieving the goal and outcomes of the Partnership

- The achievement of the Partnership outcomes is tied to the strength of the Red Cross and Red Crescent Movement's policies, plans and approaches. The outcomes are also contingent upon

the effective programming and delivery of support through coordinated discussions with IFRC, Pacific National Societies and other National Societies working internationally.

- For the first 20 months of the Partnership (July 2018 – February 2020), implementation was fairly consistent with the suite of activities outlined in the Partnership design. From early 2020, NZRC's work under the Partnership occurred in a context unimaginable at the time of the Partnership design. The closure of New Zealand's border as a result of COVID-19 had the immediate effect of pulling back delegates to New Zealand, severely impacting the delivery of the delegate programme, which contributes to all four Partnership outcomes.
- Overall, the most progress has been under Outcome 1 and Outcome 2. There has been less progress under Outcome 3. Outcome 4 had minimal to no activity expenditure after the first two years of the Partnership.

Outcome 1. The impacts of humanitarian crises on communities are reduced by the deployment of NZRC delegates, who are managed under a fit-for-purpose, efficient, and effective delegate programme.

- Early progress on the implementation of the recommendations from the 2017 Delegate Programme Review (endorsed by the NZRC Board and resourced under the Partnership design), stalled during the COVID-19 pandemic.
- The COVID-19 pandemic impacted delegate recruitment, training and engagement. The emergence of COVID-19 saw NZRC halt offshore deployments as a result of international border closures in early 2020. The flow-on effect has been minimal recruitment of new delegates from 2020 onwards.
- The engagement between NZRC and delegates has fluctuated over the Partnership lifetime with more frequent engagement evident pre-COVID-19. A common observation from delegates, and one shared by NZRC, was the potential to improve how delegates are used and supported between missions, acknowledging the depth of expertise and experience delegates possess. Another common observation was that networking and peer engagement across the delegates, and with NZRC staff (on both the domestic and international programmes), could be improved.
- Maintaining the delegate pool at the right size, and with the right skill sets, is an on-going challenge for NZRC. There is a continued need for NZRC to strengthen its recruitment and selection processes in order to meet the diverse profiles required, and to improve its engagement with the delegates it deploys.
- The delegate programme underwent significant changes in its scale, scope and geographic focus during the current Partnership. Both the number of deployments and the number of delegates being deployed have decreased over the Partnership timeframe. Unsurprisingly, a notable decrease coincided with the emergence of COVID-19. Since 2020, the majority of deployments moved to being remote support. There has been a decrease in deployments to Health/First Aid and Communications sectors over the Partnership timeframe. There has also been a notable increase in deployments to the Pacific in line with the Partnership outcomes and budget allocation.
- The delegate programme has been used flexibly to cover humanitarian and non-humanitarian human resource support under the Partnership.
- COVID-19 greatly reduced the capacity of delegates to deploy and necessitated new ways of working. Delegate support for National Society development moved to a remote model in 2020, and primarily continues as such.

Outcome 2. Pacific Island National Societies' institutional resilience is enhanced, enabling them to effectively address the social, environmental, and economic needs of their communities.

- The ways in which NZRC works within the Movement to support National Society Development (NSD) is highly valued. NZRC listens and responds to National Society's needs based on their requests. As a result the presence of NZRC in an advisory and support capacity is highly valued.
- The NZRC role in the establishment, and on-going functioning, of the CCFS initiative is noteworthy and valued by Movement stakeholders.
- Practitioner support provided by NZRC has been instrumental in making sure Pacific National Societies have had technical support in financial management and organisational governance.
- The decision of the CCFS initiative Steering Committee to review the overall effectiveness of the initiative, adding to the process review held early in 2022, is an important one, with consideration of the review findings important for the next phase of the Partnership.
- Progress under the Information Technology stream of the Knowledge Pacific Programme (KPP) has been interrupted to date by issues with shipment of equipment and the inability to travel due to COVID-19 related border restrictions, resulting in delays and changed arrangements with the roll out of IT in a Box.
- IT in a Box has been successfully established in Fiji, Tonga and Cook Islands. There is eagerness from those Pacific National Societies waiting for IT in a Box to be delivered.
- Over the course of the KPP, the once regular monthly steering group meetings have dissipated, and the other two streams of the KPP have languished. This has had the effect of IT in a Box becoming recognised as the KPP, rather than as one component of the KPP. IT in a Box is an enabling tool alongside the other streams in the KPP for supporting Pacific National Societies in making better use of data for critical decision making.
- NZRC has a shared leadership model with IFRC Suva to support commercial first aid in the Pacific. NZRC's transition away from its old model (directly delivering first aid training to Pacific National Societies through delegates, the supply of first aid teaching materials and salary support for some First Aid Coordinators) to the new model (recruitment of Pacific based health experts and First Aid staff for a longer-term, more sustainable approach under shared leadership with the IFRC) is taking time to bed down. Progress is being made with Pacific National Societies having done baseline surveys and first aid policies.
- The income generating aspect of commercial first aid dovetails with the CCFS initiative, with some Pacific National Societies now having a better understanding of how to estimate income generation through commercial first aid (a significant income generator for many of the Pacific National Societies). There is shared purpose among CCFS initiative partners to complement their respective work on the technical and business aspects of commercial first aid in order to support Pacific National Societies' commercial first aid aspirations.

Outcome 3. Communities in the Asia-Pacific region have an increased understanding of risk and have built resilience through disaster risk reduction, preparedness, and community capacity to respond.

- Support under the Partnership for community-based first aid was heavily impacted by COVID-19 travel restrictions, further exacerbated by domestic response to COVID-19 cases in Pacific countries. Many Pacific National Societies had first aid resources, including first aid staff and volunteers, redirected to COVID-19 preparedness and response operations. Activities such as COVID-19 screening and awareness raising, vaccine rollouts, Psychological First Aid (for example in isolation facilities) were prioritised over first aid activities.

- The Regional Disaster Response Team training for surge support to disasters in the Asia-Pacific was discontinued, primarily as a result of travel restrictions imposed by New Zealand's COVID-19 response.
- NZRC delegates have provided support to multiple disaster responses and preparedness activities in the Pacific. NZRC has been responsive to requests in times of disaster and works in coordinated ways with Movement partners and Pacific National Societies.
- The Partnership's approach to multilateral support for climate action has been valuable; there are opportunities for NZRC and MFAT to get behind strategic collective climate action and improve the advocacy and support on that collaboration.

Outcome 4. NZRC has strengthened partnerships with governments and the Red Cross and Red Crescent Movement (the Movement), jointly contributing to increased understanding of key humanitarian issues in the region.

- The review finds little evidence the Partnership has enabled MFAT and NZRC to leverage their strong relationship to contribute to increased understanding of key humanitarian issues in the region. The review notes missed opportunities under the Partnership for NZRC and MFAT to work together on raising the profile of key issues of mutual interest.
- The next phase of the Partnership would benefit from NZRC and MFAT having a joint engagement or dialogue agenda which sets out the expectations for leveraging both NZRC and MFAT's influence in support of the Partnership outcomes.

Consistency of achieved outcomes with MFAT and NZRC policies, plans and objectives

- The Partnership outcomes are consistent with, and have advanced, New Zealand's Humanitarian Policy. It is noteworthy that the outcomes under the Partnership reach beyond the humanitarian and disaster response priorities outlined in New Zealand's Humanitarian Action Policy and Humanitarian and Disaster Management 4 Year Plan.
- The review heard tangible examples of Pacific disaster preparedness and rapid response, as well as effective and targeted contributions to emergencies outside the Pacific.
- The area where the Partnership has perhaps contributed less than what might have been expected is in relation to multilateral diplomacy to achieve better humanitarian outcomes. There were likely missed opportunities for the Partnership to more meaningfully contribute to multilateral diplomacy.
- The geographic focus of the Partnership outcomes has been consistent with the Humanitarian Policy's emphasis on the Pacific.
- The enduring principles which guide New Zealand's engagement (Humanitarian and Disaster Management 4 Year Plan) have been apparent within the Partnership outcomes.
- The Partnership is yet to realise some of the more significant shifts put forward in the NZRC Strategy 2030, and within the NZRC International Programme Strategy 2023. The NZRC 'realising shifts' document outlines where the international work of NZRC should go - in particular the increased engagement with Pacific populations in New Zealand and the linking of New Zealand domestic work with its international engagements.
- The NZRC international programme team's ways of working and approaches are seen as consistent with the values highlighted in NZRC's International Programme Strategy and Strategy 2030.
- NZRC support to the IFRC Pacific office and to the CCSF initiative is contributing towards the Red Cross and Red Crescent Movement being a trusted, leading, global humanitarian network as envisaged under the International Programme Strategy.

Recommendations

Structure of a future Partnership arrangement

MFAT and NZRC move to a Partnership arrangement with a stronger emphasis on joint outcomes, more flexible outputs and a greater focus on monitoring, evaluation and learning.

A stronger emphasis on joint outcomes would involve consideration of how funding is earmarked within the Partnership against key initiatives to deliver the outcomes (for example, the Core Cost and Financial Sustainability initiative, the Knowledge Pacific Programme, etc), as well as the areas that may benefit from unearmarked flexible funding.

In recognising the development benefits that derive from some of the key initiatives, MFAT to consider if funding for any agreed key initiatives could be sourced from non-humanitarian funding, for example, for climate action, health or information technology and telecommunications.

An important aspect of shifting towards a more outcome-focussed Partnership is the ability to learn from implementation experiences and adjust future workplans in response to shared understanding of progress towards outcomes. A future Partnership would benefit from a stronger approach to monitoring, evaluation and learning, in conjunction with partners in the Movement.

MFAT and NZRC move to a Partnership agreement which is situated within the wider domestic and international contexts of the New Zealand Government and NZRC.

It is an opportune time for MFAT and NZRC to consider moving to a Partnership agreement which takes into account the broader shared domestic and international interests of NZRC and the New Zealand Government.

It is also an opportune time for the future Partnership agreement to build on MFAT's experience of modernising its partnership agreements. This could include recognition of the compliance and other measures NZRC is subject to under its Constitution, New Zealand legislation and as a member of the International Federation of the Red Cross and Red Crescent Societies.

MFAT and NZRC consider developing a Partnership engagement strategy which sets out the expectations for leveraging both organisations' influence in support of the Partnership outcomes.

The Partnership engagement strategy would be an opportunity for NZRC and MFAT to set out the parameters (what to engage on, when, why, etc) and what resourcing is required in order to engage with the Movement to advance the achievement of the Partnership outcomes, and where appropriate, the respective policy ambitions of each organisation.

Design considerations

Partnership outcomes to more explicitly factor in the strengths of the New Zealand Red Cross domestic context.

NZRC Strategy 2030 speaks to the strengths of NZRC in supporting the Movement through the knowledge and experience gained from its domestic core services, such as international humanitarian law, disaster risk management and migration. Within the international programme partners and stakeholders there is a clear demand for NZRC's international programmatic support and Movement engagement to draw on these NZRC domestic core services.

Design should consider programme outcomes as crossing international borders and being linked with programmes being undertaken in New Zealand and within Pacific National Societies.

One aspect of this would be a clear intent on working with Pacific National Societies to help them engage with Pacific populations in New Zealand. This would entail a much deeper engagement with Pacific National Societies in their home countries on how their populations who have migrated to New Zealand can be engaged within the Pacific.

The future Partnership design would benefit from NZRC conferring with Movement partners, including Pacific National Societies, to reconfirm the strategic intent and/or working arrangements of proposed key areas of support.

The review notes that arrangements are underway for a review of the CCFS initiative. This is timely for informing the next phase of the MFAT-NZRC Partnership. Consideration could also be given to reviewing, and if necessary, reshaping, the shared leadership arrangements for the Knowledge Pacific Programme.

The review acknowledges NZRC's internal discussions regarding the scale and scope of the delegates programme. The findings from the 2017 Delegate Programme Review remain relevant for ensuring a fit-for-purpose delegate programme. In addition, consideration could be given to:

- The value of modalities such as remote and hybrid support, and co-funding roles with the Movement.
- The continued need for NZRC to strengthen its recruitment and selection processes in order to meet the diverse profiles required.
- A renewed focus on improving engagement with delegates.
- Upgrading existing, or developing new, internal systems to effectively manage the delegate pool.

1 Introduction

Section 1 (Introduction) provides background information on the Partnership, the context in which it operates and reflections on the humanitarian landscape. Section 2 (Methodology) summarises the review questions and the approach that guided the review. Section 3 (Findings) presents finding and assessments against the review questions. Section 4 (Recommendations) provides recommendations to inform the next phase of the MFAT-NZRC relationship. Section 5 (Conclusion) contains concluding remarks.

Strategic partnership

MFAT and New Zealand Red Cross (NZRC) have a strategic partnership, contracted under a Grant Funding Arrangement (GFA) entitled *New Zealand Red Cross Strategic Partnership 2018-2023* (the Partnership). The duration of the Partnership was extended from five years to six in 2022; the revised end date now being 10 July 2024.

The goal of the Partnership is to: Save lives and alleviate suffering while promoting institutional resilience and addressing the effects of social, environmental and economic vulnerabilities.

The agreed Partnership outcomes are:

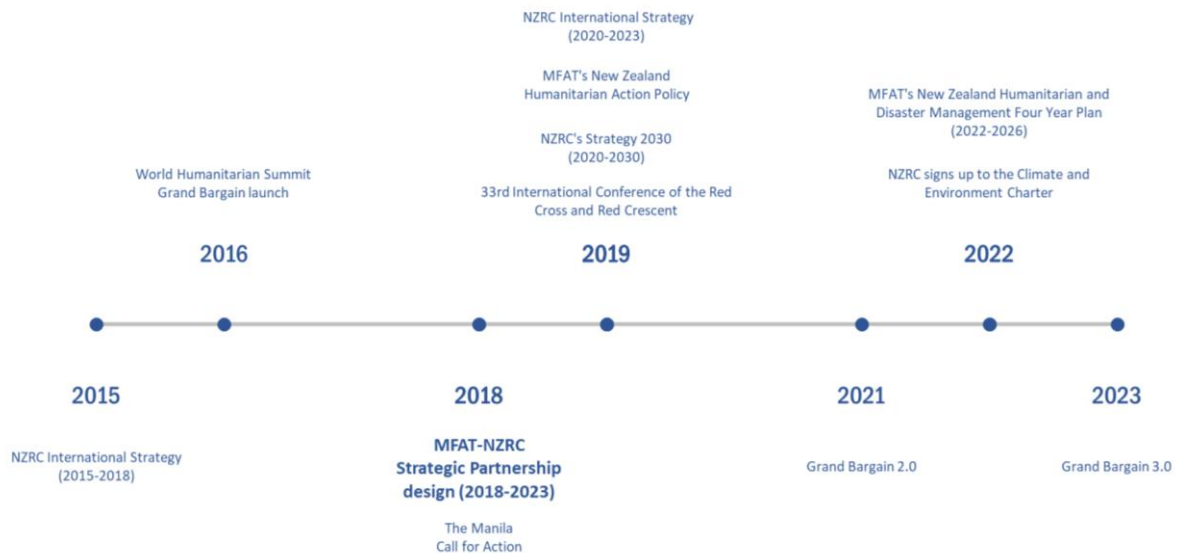
1. The impacts of humanitarian crises on communities are reduced by the deployment of New Zealand Red Cross delegates who are managed under a fit for purpose, efficient, and effective delegate programme.
2. Pacific Island National Societies' (Pacific National Societies) institutional resilience is enhanced, enabling them to effectively address the social, environmental, and economic needs of their communities.
3. Communities in the Asia-Pacific region have an increased understanding of risk and have built resilience through disaster risk reduction, preparedness, and community capacity to respond.
4. New Zealand Red Cross has strengthened partnerships with governments and the International Red Cross and Red Crescent Movement jointly contributing to increased understanding of key humanitarian issues in the region.

The Partnership funds a portion of NZRC's International Programme. The Partnership was designed with a total value of \$24,765,000, comprising an MFAT contribution of \$10,670,000 and a NZRC contribution of \$14,095,000 (of which \$2,550,000 was for NZRC contributions to IFRC and ICRC as per the requirements of the Statutory Bodies of the Movement).

Policy context

At the time of the Partnership's design there was clear alignment between the Partnership's intended outcomes, the New Zealand Government's strategic objectives, and the NZRC International Programme strategy. Over the course of the Partnership there have been several policy and strategy updates, within both MFAT and NZRC (Figure 1), as well as organisational changes within NZRC.

The current relevant MFAT and NZRC policies are New Zealand's humanitarian policy (as articulated in New Zealand's Humanitarian Action Policy and the Humanitarian Four Year Plan) and NZRC strategic objectives (as articulated in the NZRC Strategy 2030 and NZRC International Strategy 2020-2023). These are discussed further below in Section 3 (Findings).

Figure 1 MFAT and NZRC policy and strategy timeline

NZRC is a member of the International Federation of Red Cross and Red Crescent Societies (IFRC), which is supported by an IFRC secretariat. The 192 National Societies which make up the International Federation join together with the IFRC and the International Committee of the Red Cross (ICRC) collectively as the Red Cross and Red Crescent Movement (the Movement). The IFRC has its own statutory and policy environment to guide its members, and the wider Movement has its own policy environment which defines ways of working globally. The IFRC Governing Board, on which the NZRC National President is a current representative, approves the IFRC policies. In the context of the MFAT-NZRC Partnership, some notable policies within the IFRC or the Movement are:

- The Principles and Rules for Humanitarian assistance.
- The IFRC's National Society Development (NSD) policy (2022) which reaffirms the IFRC's commitment to continuous NSD and defines its focus and key principles. Furthermore, the policy sets clear rules for all NSD support within the IFRC network, provides the framework for the support by the International Committee of the Red Cross (ICRC), and inspires and guides the governments and other organizations that engage with the IFRC network on NSD. This policy encompasses the policy level commitments from the National Society Development Framework (2013) as well as the National Society Development Compact (2019), which both provide further guidance on agreed ways of providing NSD support.
- The Movement Coordination for Collective Impact Agreement (Seville Agreement 2.0) was adopted at the 2022 Council of Delegates and sets out the coordination responsibilities for the components of the International Red Cross and Red Crescent Movement.

The changing humanitarian landscape

The global humanitarian landscape has undergone significant transformations during the Partnership timeframe, reshaping the way humanitarian organisations operate and respond to crises.

The Partnership design was undertaken against the backdrop of the World Humanitarian Summit, and the resultant Grand Bargain, which provided a platform for significant shifts in the humanitarian

landscape at the time. One of the most significant shifts being the emphasis on aid effectiveness, with a focus on localisation and community-led responses. Through the Grand Bargain, humanitarian actors increasingly recognised the importance of empowering local communities and involving them in decision-making processes, improving coordination.

Since 2018, the world has witnessed a surge in humanitarian crises, ranging from natural disasters to complex emergencies. While financing for humanitarian assistance has increased (primarily in response to funding requested through the Ukraine, Afghanistan, Ethiopia and Somalia appeals), the number of people in need has grown by a record amount¹, and the financing gap is now five times greater than it was in 2013.²

The [Global Humanitarian Assistance Report 2023](#) paints a picture of a humanitarian system overwhelmed. The continued effects of COVID-19, accelerating impacts of climate change, the war in Ukraine, and a number of protracted humanitarian crisis with significant migration impacts, are pushing the system as a whole, and humanitarians on the ground, to their limits.

The vast majority of those requiring assistance live in, or have been displaced from, countries experiencing protracted crisis. Without addressing the complex, overlapping drivers (the climate crisis; slow and uneven economic growth; widening inequality; increasing instability, fragility and conflict; pandemics and disease outbreaks; and a fragmented, competitive geopolitical landscape³) these trends are likely to continue.

Grand Bargain commitments

1. Greater Transparency
2. More support and funding tools for local and national responders
3. Increase the use and coordination of cash-based programming
4. Reduce duplication and management costs with periodic functional reviews
5. Improve joint and impartial needs assessments
6. A participation revolution: include people receiving aid in making the decisions which affect their lives
7. & 8. Enhanced quality funding
9. Harmonise and simplify reporting requirements
10. Enhance engagement between humanitarian and development actors.

2 Review methodology

Review purpose

MFAT and NZRC have jointly agreed to review their Partnership to inform the next phase of the Partnership. The objectives of the review are to (in priority order):

¹ According to data by the UN Humanitarian Coordination Office (OCHA), while 255.1 million people were in need of humanitarian aid in 2021, this surged to 324.3 million in 2022 and 363.3 million in the first eight months of 2023.

² Development Initiatives, 2023. Global Humanitarian Assistance Report 2023. Available at: <https://devinit.org/resources/global-humanitarian-assistance-report-2023>

³ UNOCHA Strategic Plan 2023-2026. Available at: <https://www.unocha.org/publications/report/world/ochas-strategic-plan-2023-2026-transforming-humanitarian-coordination>

1. Assess the structure and design of the partnership arrangement and the effectiveness of the present format;
2. Assess the extent to which the goal and outcomes of the Partnership were achieved;
3. Assess the extent to which the achieved outcomes were consistent with, or advanced, both New Zealand's humanitarian policy (as articulated in New Zealand's Humanitarian Action Policy and the Humanitarian Four Year Plan) and the NZRC's strategic objectives (as articulated in the NZRC International Strategy 2020-2023);
4. Consider the extent to which achieved outputs made a difference or were impactful;
5. Provide recommendations to inform the next phase of the MFAT-NZRC relationship, including taking into account the changed humanitarian landscape since 2018.

Review scope

The focus of the review is the Partnership arrangement, and the outputs and outcomes funded under the Partnership from 2018 to date; guided by the above review objectives.

The review notes that NZRC is undertaking an internal review of its current operational activity for its international programmes, and has recently completed an analysis of humanitarian issues in the Pacific and globally leading up to the year 2030.

From time-to-time NZRC receives MFAT funding outside of the Partnership Agreement to respond to emergency situations. In general, these activities were not included in the primary focus of the review. However, the review team did not exclude consideration of these activities where they provide examples of the relationships and collaboration between NZRC and National Societies to create better outcomes within the Pacific.

The review is focused on the MFAT-NZRC Partnership. Consideration of broader New Zealand humanitarian responses, or MFAT's contributions to the broader Red Cross Red Crescent network are out of scope. Also out of scope is an assessment or recommended changes to MFAT's humanitarian policy and plans, and NZRC strategies.

Approach

The review is both summative (assessing achievement of outcomes) and formative (with a focus on informing the future Partnership). The review was conducted in four phases: planning and scoping, culminating in this review plan; document review; data collection (remote consultations) and data analysis, concluding with a sense-making workshop; and, report writing, feedback and review finalisation. The review team conducted 40 interviews with staff from MFAT, NZRC and stakeholders in the wider Red Cross Red and Crescent Movement. Annex A provides a summary of the review phases, including the stakeholders consulted, and the processes used for data collection and analysis. The list of key documents can be found at Annex B.

3 Findings

Structure and design of the Partnership arrangement

This section assesses the structure and design of the Partnership arrangement, and the effectiveness of its present format.

Whilst the Partnership documentation does not embody a structured Partnership, in practice MFAT and NZRC have a strong mutual understanding of, and have realised their commitment to, working in partnership.

Despite its nomenclature the Strategic Partnership design and accompanying Grant Funding Agreement reads more as a donor-funded project (with pre-determined activities to be implemented under set budget lines) than a partnership. The Partnership design does not document MFAT's role in the Partnership, nor does it provide details on the respective roles/responsibilities of MFAT and NZRC in progressing the Partnership outcomes. This is particularly relevant for Outcome 4 which seeks to increase understanding of humanitarian issues, in part through a strengthened relationship with the New Zealand government.

While the Partnership design and Grant Funding Agreement mirror a project approach, the relationship between MFAT and NZRC, and their ways of engaging are carried out with a strong Partnership intent. There are demonstrably high levels of trust in the relationship, mutual understanding of each other's positions and organisational mandates, shared values and interest, and the principles under which NZRC operates are well-accepted by MFAT.

The Partnership arrangement does not constitute the whole relationship between MFAT and the Movement; nor does it exclusively cover all NZRC activities funded by MFAT during the term of the Partnership.

The Partnership arrangement is one aspect of the relationship between MFAT, NZRC and the Movement. The Partnership design covers activities and funding relevant to a portion of NZRC's work internationally. The review notes there are many aspects of NZRC's work abroad, and domestically, that are relevant to the achievement of the Partnership outcomes and influence NZRC's capacity to implement the Partnership activities. These aspects (for example, pledges, surge funding, or international engagement by NZRC Board members, management, domestic staff or volunteers) are not currently well captured in the Partnership design. These aspects are however reflected on from time to time in the Partnership annual reporting.

The Partnership design posits the provision of a facility to allow for NZRC to request emergency surge funding from MFAT as part of their wider disaster response, primarily in the Pacific. In practice, emergency surge funding was provided outside the confines of the Partnership. The review heard from both MFAT and NZRC that the strong relationship under the Partnership provided a platform for the two parties to respectively leverage resources in collaboration with, or in support of, their response activities and those of other actors, for example the IFRC or Pacific National Society.

Funding under the Partnership is one part of the New Zealand Government's contribution to the Movement. The New Zealand Government's contributions as a state party to the Geneva Conventions, and MFAT's interactions with the IFRC and the ICRC are managed separately to the MFAT-NZRC Partnership.

Stakeholders involved with the Partnership design at its inception spoke of a collaborative process, appropriately led by the partner, i.e. NZRC in collaboration with Movement stakeholders. The review heard that since that time, MFAT's experience of partnership approaches has evolved, with a move away from pre-determined project-based outputs to partnerships which are based on agreed principles and outcomes.

It is an opportune time for MFAT and NZRC to consider moving to a Partnership agreement which is situated within the wider domestic and international contexts of the New Zealand Government and NZRC working together, and builds on MFAT's experience of modernising its partnership agreements.

The Partnership design was developed against the backdrop of significant changes in the humanitarian landscape at the time, in particular the Grand Bargain package of reforms to humanitarian funding launched at the 2016 World Humanitarian Summit.

These reforms have influenced the Partnership in the five years to date, and remain a relevant guide.

The Partnership design, on paper and in practice, embodies working with National Societies as co-partners. Review consultations highlighted that the ways in which NZRC works to deliver the Partnership outcomes are aligned with the Grand Bargain commitments. In particular greater transparency, support and funding tools for local and national responders, and joint and impartial needs assessments.

The Partnership design mentions multilateral ways of working, without elaborating that much of the planning is coordinated and completed through the IFRC Secretariat function as part of the move towards more joint and impartial needs assessment (Grand Bargain Commitment 5). Greater articulation and formal structuring of this would help all stakeholders, in particular Pacific National Societies, to understand how NZRC is engaging, and to demonstrate to all stakeholders how NZRC (and therefore MFAT) are aligned with the Grand Bargain.

Situating the design and delivery of the Partnership outcomes within the policies, plans, processes and directions of the wider Movement at the time was appropriate, and remains relevant in the updated policy and strategy context.

The Partnership design notes that the achievement of the Partnership outcomes would be in line with the policies and plans of the Movement partners, specifically the IFRC, ICRC and its sister societies in Asia and the Pacific. The Movement recognises the efficiencies, effectiveness and value-for-money found by leveraging comparative advantage and resources for the greatest overall impact.

In practice, this has meant aligning with the processes and coordination mechanisms of the wider Movement. The review heard of NZRC's strong support and leadership for working closely with Movement partners in the Pacific region as 'One Red Cross'. The review notes that where NZRC support is provided directly to a sister society, NZRC has consistently done so in coordination with Movement partners. Outside the Pacific, NZRC's contributions to global crises has worked through, and is appreciated by, the IFRC and ICRC.

The Partnership arrangement emphasised monitoring, learning and evidence-based decision-making. NZRC has made attempts at changing how it documents progress towards the Partnership outcomes, but challenges remain with situating the Partnership achievements within a broader multilateral context.

The Partnership design notes that the impact brought about through the implementation of the Partnership will be monitored through regular real-time assessments, programmatic reviews, as well as evaluations on completion of significant pieces of work. The review heard evidence of collective reflection within the Movement, but that learning does not appear to be shaping the Partnership discussions between NZRC and MFAT. The formal annual Partnership discussions are brief and focus on high-level 'snapshots' under the Partnership, while the more frequent contact between NZRC and MFAT is usually instigated in response to a particular issue or humanitarian need. The Partnership arrangement does not structure time for NZRC and MFAT to formally, or informally, reflect and share learning. This is critically important to enhance both NZRC and MFAT's ability to improve the effectiveness of the Partnership, as well as engage in global and regional humanitarian dialogue.

The Partnership design notes that the four outcomes will be approached with five cross-cutting issues in focus: gender; disability; humanitarian diplomacy; environment; and youth. The five cross-cutting issues in the Partnership design have not been visibly embedded across the Partnership monitoring and reporting.

The Partnership outcomes and reporting do not adequately reflect the Partnership delivery model whereby NZRC works in support of, and through, the IFRC Secretariat and its sister societies. Nor does it consider the international contributions of NZRC domestic staff and volunteers.

NZRC is widely seen as an excellent example of how a member works and contributes to the RCRC movement.

The review heard consistently that NZRC models how a Red Cross National Society should engage externally with the wider Movement. The Partnership design process was highlighted as a relatively groundbreaking attempt at the time to demonstrate openness, transparency and meaningful coordination with stakeholders. While targeting NZRC's strengths and traditional areas of engagement, key activities included within the Partnership were based on needs indicated by stakeholders at the time.

The review heard that engagement with, and channelling of support through, the IFRC secretariat was a key focus on NZRC ways of working. NZRC support for staffing key roles in IFRC Secretariat offices is seen as critical in both supporting the IFRC secretariat mandate to support all its members, but in also expanding the reach of NZRC in supporting National Societies across the Pacific in particular. The review heard that NZRC's engagement in and commitment to unified planning and pooled resources for NSD, as well as its commitments to global pledges is a valuable contribution to a more effective and coordinated movement, particularly in the Pacific.

The review heard that at a global level, New Zealand is seen as an important, balanced and values-based contributor to the statutory and governing environment of the IFRC and to the wider Movement. As a representative on the Governing Board of the IFRC, the NZRC National President has an opportunity to amplify the voices and interests of New Zealand and the Pacific. As the Asia Pacific Youth Network Chair, the NZRC Youth Representative and National Board member participates globally representing NZRC and Pacific youth.

The NZRC presence and way of engaging with Movement partners is deeply valued; however this presence and engagement is perceived to have decreased in recent years.

While the review heard from multiple Movement stakeholders that NZRC have significant value to offer as a key member of the global system, and that NZRC's presence and way of engaging are deeply valued. Stakeholders also noted that the level of engagement from NZRC has decreased over time under the Partnership. There is little doubt that border closures and travel restrictions related to COVID-19 had a direct impact on the capacity for NZRC to engage (both in person and virtually) with Movement partners in recent years. The review notes stakeholder reflections that NZRC is currently 'not taking up their seat at the table globally', and for some in the Pacific was becoming a 'distant family member'.

Requests for increased presence of NZRC goes beyond funding and is tied to the values, ways of working and technical areas of speciality of NZRC as a (domestic) National Society.

Over the course of the Partnership, NZRC has delivered its support in accordance with the multilateral model outlined in the Partnership design. This shift is a way of having greater impact with limited resources, and increasing aid effectiveness. However, shifting to a predominantly multilateral support model risks partners missing out on direct engagement with, and value add from, NZRC voice and experience. The review heard that sustained engagement is what IFRC, ICRC and National Societies are seeking from NZRC under the multilateral model of working.

The review notes the Partnership arrangement does not include an engagement strategy indicating where to engage and why, nor do resources appear to have been allocated to support engagement.

As a result, despite evidence of increased support into the Pacific under the Partnership, and NZRC leading the shift to the 'one red cross' approach in the Pacific, there remains a perception of a lack of visibility of NZRC within the movement. The next phase of the Partnership arrangement would benefit from an engagement strategy.

The desire for increased NZRC presence and engagement is also linked to its context as the country with large Pacific populations. There is recognition within NZRC and Pacific stakeholders that the Partnership does not sufficiently engage Pacific populations in New Zealand when supporting the relevant sister society in the Pacific.

The Partnership was undertaken in a period where maximum flexibility was required, in no small part due to the global COVID-19 pandemic. Both NZRC and MFAT demonstrated adaptability and flexibility with the Partnership, however this was managed through administrative processes in the absence of enabling Partnership processes.

The relationship between the two parties has been one of flexibility, however as one stakeholder described it, Partnership flexibility has been managed through contractual variations to the Grant Funding Agreement rather than through joint planning processes that support adaptability. During COVID-19, the dynamic situation was managed through a range of variations. Examples of the adaptability of both parties are evident in the reallocation and rollover of funds, and one-year extension to the Partnership through until 2024.

The review notes that narrowly defining activities in the Partnership design can restrict how well the activities, and associated budget, are able to adapt to changing circumstances. It also leads to the potential situation, as described by a stakeholder, of outputs driving outcomes. The willingness to find solutions, beyond rigid outputs, has been seen towards the latter part of the Partnership. One example being the process underway by NZRC to support the cash hub establishment in the Pacific, which is not currently defined under the outputs. Cash and Voucher, as an assistance modality, is gaining traction as a more effective and alternative assistance modality to that of non-food item distributions. It also meets the increased use and coordination of cash-based programming aimed for under the Grand Bargain.

Achieving the goal and outcomes of the Partnership

This section assesses the extent to which the goal and four outcomes of the Partnership were achieved. Consideration of the extent to which achieved outputs made a difference or were impactful is included under each of the four outcomes.

The goal of the Partnership is to: Save lives and alleviate suffering while promoting institutional resilience and addressing the effects of social, environmental and economic vulnerabilities.

The Partnership design sets out four expected outcomes, which it states are based on priorities identified in individual country and regional plans, wider Red Cross and Red Crescent Movement strategies, and the international commitments of NZRC and MFAT. Each outcome has a list of activities, each with its own budget line. The design does not elaborate on how the selected activities are expected to contribute to achieving the outcomes. Rather, the Partnership design notes that NZRC is committed to working multilaterally, in particular, supporting the efforts of the IFRC in the Asia-Pacific region.

Consequently, **the achievement of the Partnership outcomes is tied to the strength of the Red Cross and Red Crescent Movement's policies, plans and approaches. The outcomes are also contingent upon the effective programming and delivery of support through coordinated discussions** with IFRC, Pacific National Societies and other National Societies working internationally.

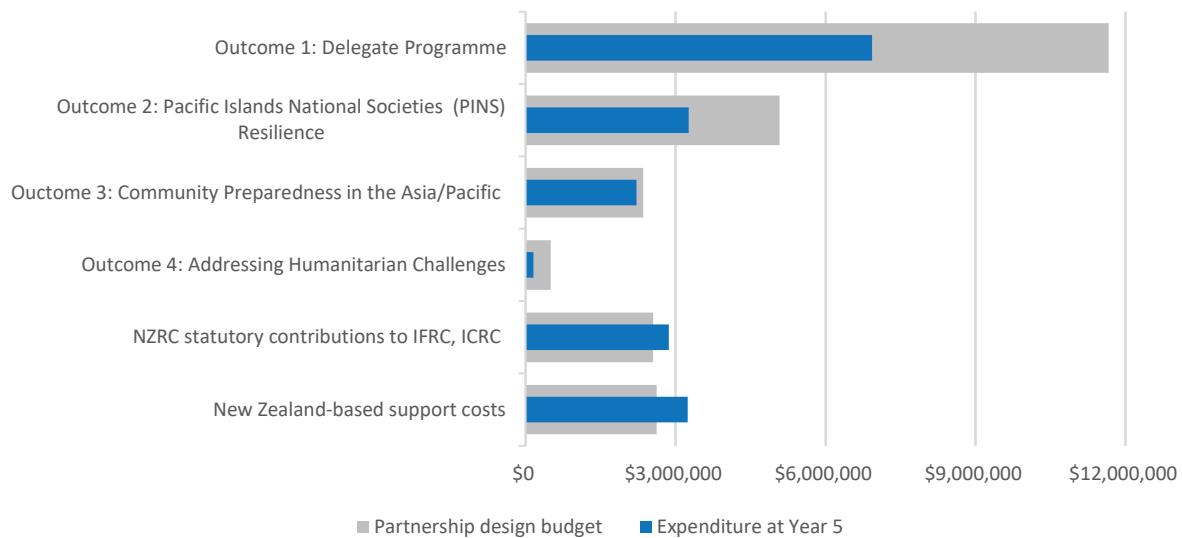
Findings

For the first 20 months of the Partnership (July 2018 – February 2020), implementation was fairly consistent with the suite of activities outlined in the Partnership design. Notwithstanding the addition of an activity under Outcome 3 and underspends in Outcome 4 there were few substantial adjustments to the budget and/or implementation schedule.

From early 2020, NZRC's work under the Partnership occurred in a context unimaginable at the time of the Partnership design. The closure of New Zealand's border as a result of COVID-19 had the immediate effect of pulling back delegates to New Zealand, severely impacting the delivery of the delegate programme, which contributes to all four Partnership outcomes. Underspends have been experienced across all four outcome areas (Figure 2).

Partnership outcomes

1. The impacts of humanitarian crises on communities are reduced by the deployment of New Zealand Red Cross Delegates who are managed under a fit for purpose, efficient, and effective Delegate Programme.
2. Pacific Island National Societies' institutional resilience is enhanced, enabling them to effectively address the social, environmental, and economic needs of their communities.
3. Communities in the Asia-Pacific region have an increased understanding of risk and have built resilience through disaster risk reduction, preparedness, and community capacity to respond.
4. New Zealand Red Cross has strengthened partnerships with governments and the International Red Cross and Red Crescent Movement jointly contributing to increased understanding of key humanitarian issues in the region.

Figure 2 5-Year original budget versus expenditure as at end Year 5

Overall, the most progress has been under Outcome 1 and Outcome 2, and to a lesser extent Outcome 3. Outcome 4 has been slow to start, with minimal to no activity expenditure after the first two years of the Partnership. Findings specific to each of the four outcomes are outlined below.

Outcome 1. *The impacts of humanitarian crises on communities are reduced by the deployment of NZRC delegates, who are managed under a fit-for-purpose, efficient, and effective delegate programme.*

Measuring reduced impacts of humanitarian crises on communities was out of scope for the review. The review looked primarily at how fit-for-purpose, efficient, and effective the delegate programme has been throughout the current Partnership timeframe. Examples of where delegates have contributed to humanitarian operations are provided further below.

The review found limited evidence of the effective implementation of the recommendations from the delegate programme review over the timeframe of the Partnership (Annex C contains a summary of the recommendations from the 2017 Delegate Programme Review). **Early progress on the implementation of the review recommendations (endorsed by the NZRC Board and resourced under the Partnership design), stalled during the COVID-19 pandemic.**

Examples of early progress in implementing the review recommendations included:

- the piloting of a capacity building training course in 2018/19.
- strengthening the diversity of the delegate pool through recruitment in profiles such as Protection, Gender and Inclusion (PGI), Financial Management, Cash Management, Planning, Monitoring, Evaluation and Reporting (PMER), Information Management, Restoring Family Links (RFL) and Migration/Displacement.
- NZRC domestic staff deployed as delegates in Disaster Risk Management (DRM), RFL, Communications, Finance and Migration/Displacement.
- Joint disaster response training exercises with NZRC Information Technology and Telecommunications (IT&T) delegates and NZRC domestic disaster response staff.

The COVID-19 pandemic impacted delegate recruitment, training and engagement.

The emergence of COVID-19 saw NZRC halt offshore deployments as a result of international border closures in early 2020. The flow-on effect has been minimal recruitment of new delegates from 2020 onwards, and as a consequence IMPACT training has been halted. The last in-person IMPACT training occurred in June 2019, although two delegates participated in an online IMPACT training in 2020/21. In 2020 and 2021 the annual IT&T emergency response unit (ERU) technical training was cancelled, necessitating work arounds such as online training and loaning out of equipment to IT&T ERU members for short periods of time to maintain their hands-on experience.

The engagement between NZRC and delegates has fluctuated over the Partnership lifetime with more frequent engagement evident pre-COVID-19. Domestic and international movement restrictions in response to COVID-19, and funding constraints within NZRC have affected the level of on-going professional development and training to delegates. Attempts by NZRC to keep delegates engaged, despite reduced deployment opportunities, included online training, webinars and forums.

A common observation from delegates, and one shared by NZRC, was the potential to improve how delegates are used and supported between missions, acknowledging the depth of expertise and experience delegates possess. Another common observation was that networking and peer engagement across the delegates, and with NZRC staff (on both the domestic and international programmes), could be improved.

Maintaining the delegate pool at the right size, and with the right skill sets, is an on-going challenge for NZRC. There is a continued need for NZRC to strengthen its recruitment and selection processes in order to meet the diverse profiles required, and to improve its engagement with the delegates it deploys.

The Information Management system for delegates and their related deployments was identified as an area of much needed improvement at the time of the Partnership design. Notwithstanding the improvements made early in the Partnership to consolidate the numerous files, there remains a significant issue with NZRC unable to know in real-time which delegates are available for deployment.

The review heard that NZRC is looking to assess the delegate pool; with COVID-19 limiting deployment opportunities, NZRC identified that many delegates had not been deployed in some time, or at all. Assessing the delegate pool will necessitate NZRC taking into consideration the technical and other expertise (such as language competencies and capacity building skills) which are in high/consistent demand, as well as the ways in which delegate can/should be deployed in humanitarian and development roles.

IFRC's global surge support deployment alerts continue to be an important source of information regarding the needed profiles (including technical, leadership and language competencies to complement and/or fill gaps in a National Society's own rapid response capacity). The focus on NSD under the current Partnership is likely to continue; necessitating a delegate programme that supports flexible and longer-term support options. Delegates possessing good capacity building skills, in addition to their technical profiles, is important for localisation and is particularly relevant for the Pacific. The review notes the soon-to-be released IFRC National Society Development (NSD) Competency Framework which will go some way in guiding selection and deployments of NSD practitioners working in support of capacity building efforts in National Societies.

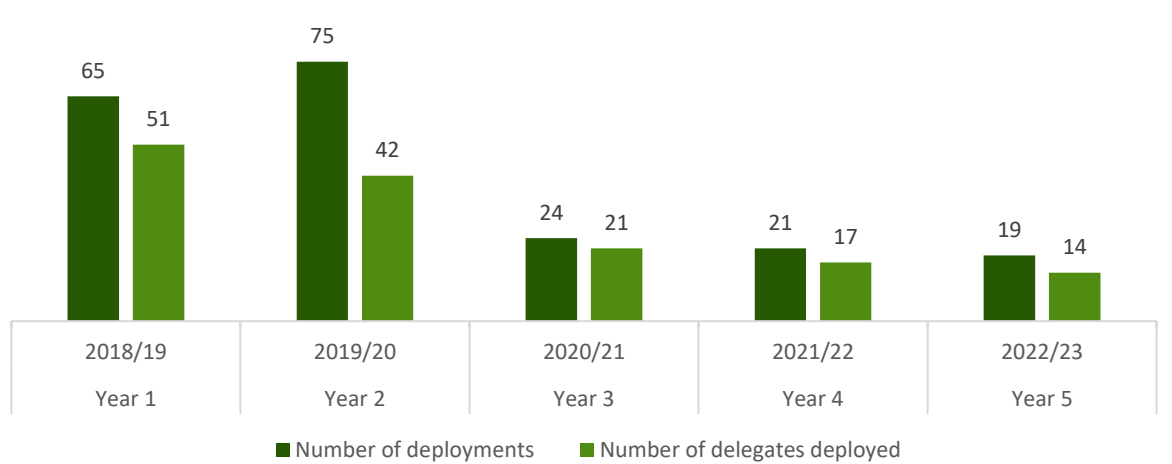
Stakeholders reflected on both the value, and the limitations, of the NZRC delegate programme. Common feedback included being able to rely upon NZRC to provide generalists with strong cultural engagement skills, and the value of a global IT&T ERU capability being situated in New Zealand. Limitations included the lack of depth of specialists within the delegate programme in technical areas (for example, Cash and Vouchers, WASH, Shelter) which can result in NZRC offering delegates for roles

outside their skill set. There was an appreciation that NZRC could generally be relied upon to try and find the right profile/delegates for a deployment, even if there was an awareness that they were unlikely to have that particular area of expertise within their delegate pool.

The delegate programme underwent significant changes in its scale, scope and geographic focus during the current Partnership. Notwithstanding these changes the delegate programme remained the primary mechanism to provide humanitarian and non-humanitarian human resource support under the Partnership.

Both the number of deployments and the number of delegates being deployed have decreased over the Partnership timeframe. Unsurprisingly, the notable decrease coincided with the emergence of COVID-19. Since 2020, the majority of deployments moved to being remote support: 71 per cent of deployments in 2020/21 were remote support, and 62 per cent in 2021/22 were remote support.

Figure 3 Number of deployments and delegates across the Partnership, 2018-2023



Note: Some deployments are multi-year and are counted in each year of deployment.

Stakeholders commented on the decline in delegate deployments, with many noting while the rest of the world was going into humanitarian crises and deployments quickly, there were more restrictions on New Zealand delegates' travel. A combination of reasons were proffered for this, including New Zealand's COVID-19 quarantine requirements, risk assessments, limited funding in the context of rising travel costs and insurance premiums, and in some cases insurance not being available. Some of these reasons were time bound (for example, New Zealand quarantine requirements), others (for example, rising insurance costs and limited travel budget) are an on-going concern for NZRC as it looks to increase delegate deployments in future.

There has been a decrease in deployments to Health/First Aid and Communications sectors over the Partnership timeframe (Table 1).

Table 1 Deployments by sector, 2018-2023

Sector areas deployed to:	Year 1	Year 2	Year 3	Year 4	Year 5
	2018/19	2019/20	2020/21	2021/22	2022/23
Climate	3%	9%	8%	5%	5%

Communications	2%	11%	21%	14%	0%
Disaster management	11%	17%	29%	14%	53%
Health	40%	19%	4%	5%	5%
IT & T	28%	11%	0%	14%	26%
National society development	9%	25%	17%	38%	11%
Protection	8%	8%	21%	10%	0%

Increased deployments to Pacific

There has also been a notable increase in deployments to the Pacific in line with the Partnership outcomes and budget allocation.

Table 2 Deployments by destination, 2018-2023

Destinations deployed to:	Year 1	Year 2	Year 3	Year 4	Year 5
	2018/19	2019/20	2020/21	2021/22	2022/23
Pacific	58%	83%	73%	74%	90%
Asia	<i>Incl. in 58% above</i>	12%	23%	17%	5%
Rest of World	17%	5%	4%	9%	5%

The delegate programme has been used flexibly to cover humanitarian and non-humanitarian human resource support under the Partnership.

The delegate programme has been utilised to respond to humanitarian crises, as well as support NSD and other outcomes across the Partnership. Some of the deployments into humanitarian crises (in particular those with the ICRC) are not funded under the Partnership, but they are included in the Partnership annual reports so as to reflect the full contribution of the delegate programme to humanitarian crises.

Stakeholders shared examples of the value of NZRC co-funding longer-term positions with the Movement, for example co-funding (with American Red Cross) the Climate and Resilience Delegate (IFRC Pacific office) and co-funding (with the Danish Red Cross) the Asia Pacific Migration and Displacement Coordinator (IFRC Asia Pacific Regional Office (APRO)). There are cost efficiencies, for NZRC, to be had from these types of arrangements, particularly in cases when the total remuneration is beyond what NZRC is able to cover on its own.

COVID-19 greatly reduced the capacity of delegates to deploy and necessitated new ways of working

The COVID-19 global pandemic prevented the usual mode of operation, which relied on delegates' ability to travel to provide direct support and accompaniment to colleagues working in the field. Adapting to these travel restrictions meant reducing the number of deployments, the amount of in-country support that delegates could provide, and the kinds of activities that could be undertaken.

Delegates were deployed to humanitarian assignments outside of the Pacific region in a greatly reduced capacity due to travel restrictions and fewer pre-existing relationships in these areas. During COVID, delegates were successfully physically deployed outside the Pacific region to Armenia (2020) and Bangladesh (2020).

The IT&T ERU function was not deployed internationally in 2020-2021. During this time the unit continued to remotely support the Fiji Red Cross to install new High Frequency (HF) radios to communicate long distance with remote branch offices.

Delegate support for National Society development moved to a remote model in 2020, and primarily continues as such. Delegate support has been provided remotely to Pacific National Societies in key areas of organisational development including strategic planning, sustainability, financial and information management. The review heard that basing delegates in New Zealand to provide remote support was more viable in the Pacific region where NZRC has stronger ties and pre-existing relationships.

The review heard that remote assistance worked best in contexts where delegates were already familiar with the country, operating environment and had pre-existing relationships with local colleagues. As much as possible, NZRC used delegates with previously existing relationships with Pacific National Societies, in recognition of the fact that strong relationships are a key factor in achieving success in the Pacific.

One unintended and positive consequence of international travel restrictions has been the increased use of communication technology tools in National Societies. The level of internet connectivity, particularly for Pacific National Societies, can however influence the extent to which these kinds of technologies are able to be effectively used.

The review heard of instances where deployments were able to adjust in positive ways to the challenges of COVID-19. For some National Societies, the continuation and flexibility of NZRC's delegate support during the COVID-19 pandemic was appreciated: *"it was nice and supportive of NZRC to find a way around COVID restrictions to help us remotely and to send us delegates"* (Pacific National Society). Other stakeholders commented on challenges such as the decline in NZRC receiving surge funding to help respond to particular emergencies or to re-task delegates in country.

Examples of impactful deployments

NZRC six-monthly delegate reports contain many examples of impactful deployments in times of humanitarian crisis. Among these many examples are (to name but a few): a Security Delegate deployed to Ukraine; a Cash and Vouchers Assistance - Information Management Coordinator supporting cash and voucher programmes in Poland, Slovakia, Romania, Ukraine, Hungary, and Moldova; an Operations Manager supporting the Vanuatu Red Cross Society to implement relief activities relating to Tropical Cyclone Harold; a Communications Coordinator supporting the Armenian Red Cross Society to communicate and engage with people affected by the Nagorno-Karabakh conflict; a Surge Delegate deployed to Tonga to assist with drafting documentation for a housing cash assistance initiative; a Migration and Displacement Surge Delegate supporting the Myanmar Red Cross Society; health delegates deployed to Nigeria, Indonesia, and Afghanistan covering roles of Public Health Coordinator, Manager of Health Clinic Programmes, and Deputy Health Coordinator respectively. As noted above, not all of the roles deployed in response to humanitarian crises are funded under the Partnership, but are included in the Partnership annual reporting.

The review also heard examples of impacts from MFAT and NZRC leveraging their Partnership relationship to deploy delegates (funded outside the Partnership budget) during times of crises, in particular:

- Nine Surge health delegates were deployed to Samoa July - 31Dec 2019 to assist with the acute medical needs arising from the Samoa measles outbreak and assisted with the mass vaccination campaign.

- With the assistance of MFAT and the New Zealand Defence Force, three IT & Telecommunications delegates and their equipment were deployed to support Vanuatu Red Cross regain connectivity following Tropical Cyclones Judy and Kevin in March 2023.

(We) had a delegate here in Vanuatu during cyclones to help with communications and various support during response. That intervention made a big difference for us, power was down, they came with a couple of generators and the Starlink connection, immediately had power and internet so we could communicate while a lot of places in town were still struggling because internet facilities were down. We were already up and running because of the New Zealand team here (Vanuatu Red Cross).

The review heard that in humanitarian response, the work of the IT&T ERU has had an impact on National Societies being able to move quickly to meet humanitarian mandates. In addition, NZRC has been able to leverage the skills and equipment in the IT&T ERU for the benefit of New Zealand (not funded under the Partnership). Members of the IT&T ERU created and staffed an emergency IT services desk for all NZRC volunteers operating in the field as part of the NZRC COVID-19 response. They were also deployed in early 2023 in response to Northern floods and Cyclone Gabrielle.

Outcome 2. *Pacific Island National Societies' institutional resilience is enhanced, enabling them to effectively address the social, environmental, and economic needs of their communities.*

NZRC's support for enhancing Pacific National Societies' institutional resilience has occurred in a context unimaginable at the time of the Partnership design. The loss of life, social and economic impacts from the global COVID-19 pandemic have been profound. Many other global challenges are playing out in the Pacific, with direct consequences for Pacific National Societies. The review heard of the significant impact of increasing inflation on the operating costs of National Societies, the decreasing numbers of nurses across the region (some of whom are leaving to fill global nursing shortages)⁴, and the effect of labour mobility schemes to Australia and New Zealand⁵ have had on stripping capability from Pacific National Society networks. Taken in these contexts, the challenges for National Society Development (NSD) are many and varied.

NZRC's approach to NSD is to work multilaterally, and with bilateral inputs, to support key areas of Pacific National Societies organisational development. There are a number of NSD policies and framework used by the Movement, and NZRC is working with IFRC Suva and other partner National Societies (namely Australian Red Cross and American Red Cross) to take a more coordinated approach to NSD planning with Pacific National Societies.

The ways in which NZRC works within the Movement to support National Society development is highly valued.

NZRC was highlighted by almost all stakeholders as a model partner in terms of listening to National Society's, and where resourcing permitted, responding to their requests. As a result the advisory presence of NZRC, and its capacity support is highly valued. NZRC's approach to NSD was described as balanced, needs-based and not driven by their own, or their back donor, objectives.

⁴ <https://islandsbusiness.com/latest-magazine-articles/pacific-nursing-crisis/>

⁵ For Tonga and Vanuatu, over 11% of their working age populations have been engaged in the two seasonal work schemes in the past year. If looking solely at the male populations, Tonga and Vanuatu had a fifth (20%) of their men aged 20-59 years recruited for seasonal work in 2022-23. <https://devpolicy.org/pacific-labour-mobility-over-the-last-year-continued-growth-20230808/>

Outcome 2 includes the NZRC's contributions to the Core Cost and Financial Sustainability (CCFS) initiative, the Knowledge Pacific Programme (KPP) and Commercial First Aid, as well as coaching and mentoring through delegate deployments in support of these three areas.

The CCFS initiative, KPP and Commercial First Aid are all multilateral models with elements of shared leadership; the review notes there have been varying degrees to which these collective multilateral approaches have been maintained during the Partnership timeframe. A multistakeholder Steering Committee has been consistently convened to oversight the CCFS initiative, while the multistakeholder management arrangements for the Knowledge Pacific Programme do not appear to have successfully bedded down to date.

The review found the greatest progress has been made in the CCFS initiative, with international travel restrictions and domestic responses to the global COVID-19 pandemic across the Pacific affecting the progress of NZRC contributions to the Knowledge Pacific Programme, Commercial First Aid and coaching/mentoring to varying degrees.

Core Cost and Financial Sustainability (CCFS) initiative

The CCFS Initiative between Pacific National Societies, IFRC Suva, ICRC, NZRC, ARC, and latterly the American Red Cross, enables participating Pacific National Societies to apply for and receive core funding. The CCFS initiative's goals are that by 2023 all Pacific National Societies:

1. can define and account for core expenses and income generated from diverse sources
2. will have increased % of income and annual budget from own resource mobilisation programme.

As a project initiative, the CCFS has harmonised reporting by accepting audited financial statements and annual plans as compliance requirements to receive funds. Annual plans and audited financial statements are pre-existing accountability requirements that Pacific National Societies need to produce under local legislation and governance statutes, and are a key requirement for Annual General Meetings. Pacific National Societies are assisted through peer-to-peer networking (such as the Finance Mangers Network and Finance Practitioners Group) to become compliant with these requirements.

The Partnership annual reporting notes most Pacific National Societies have achieved the first goal, with some such as Solomon Islands Red Cross and Palau Red Cross demonstrating an impressive level of competency with their financial literacy and others a marked improvement, such as Tuvalu.

However, the second goal is still a challenge for most. A number of Pacific National Societies are now providing a well-thought-out resource mobilisation plan, demonstrating an improved understanding of financial sustainability; others tend to be overly ambitious. Discussions continue to ensure Pacific National Societies' resource mobilisation plans can be realised, in a context where Pacific National Societies ability to raise money domestically is heavily constrained.⁶

The tremendous pressure on National Societies' income streams as they simultaneously had massive demands on their services during the COVID-19 pandemic was consistently mentioned through the

⁶ The resumption of tourism, higher public investment and construction have fuelled the Pacific region's economic recovery from COVID-19 but a combination of persistently high imported inflation and interest rate hikes in major markets is forecast to pull down GDP forecasts for 2024, according to new forecasts released by the World Bank: https://www.worldbank.org/en/country/pacificislands/brief/pacific-economic-update-recovering-in-the-midst-of-uncertainty-august-2023?cid=eap_fb_pacific_en_ext

review consultations. Movement partners, including Pacific National Societies, noted that without the CCFS initiative it would have been difficult for Pacific National Societies to continue to operate, as well as respond to the COVID-19 pandemic.

The NZRC role in the establishment, and on-going functioning, of the CCFS initiative is noteworthy and valued by Movement stakeholders.

Stakeholders spoke of the CCFS initiative as a tangible step forward in aligning some key aspects of NSD actions of Movement partners with the needs of Pacific National Societies. The review heard of NZRC's early role in supporting the establishment of the CCFS initiative and advocacy for a collective approach. Stakeholders reflected that NZRC's contribution to the CCFS initiative is felt not only in financial terms, but also in the flexibility with which it approaches the use of the 'virtual' pool of funding for use in the Pacific National Societies. Stakeholders also noted NZRC's consistently strong contributions and collaborative way of working in the CCFS initiative Steering Committee, and its leadership shown within that forum over the Partnership timeframe.

The review heard that the practitioner support provided by NZRC has been instrumental in making sure Pacific National Societies have had technical support in financial management, resource management and organisational governance. Stakeholders noted the practitioner groups that support implementation in a hands-on way with Pacific National Societies, along with the specific technical expertise, is in large part what makes the CCFS initiative successful.

One aspect of note for the way in which the CCFS initiative operates is that although it is a collective effort with a virtual pool of funding, the review heard a consistent narrative has developed around 'New Zealand supported National Societies' and 'Australian supported National Societies'. This is likely due in no small part to the fact that the pool of funding is virtual, with actual payments made directly from one National Society to another. It is also likely that decision-making within both NZRC and the ARC as to where their technical support for NSD can be situated contributes to this narrative. The review notes that the Partnership budget for NSD is fairly set, and while some flexibility has been able to occur, NZRC's decision-making is limited to the available funding. Review consultations highlighted that, at times, NZRC technical support has been intermittent or pulled back (the example of the NZRC restructure was cited) which can see gaps in support for the Pacific National Societies supported by NZRC.

An independent review of the practice and processes of the CCFS initiative was conducted in 2022, with the NZRC Partnership annual report noting that the CCFS initiative Steering Committee held a three-day meeting to discuss the initial findings of the review⁷ and next steps. However, the Partnership annual reporting does not reflect on how NZRC support would, or would not, respond to the findings, next steps and the Steering Committee reflections. This is an example of a missed opportunity for sharing learning with MFAT under a Partnership model. The decision of the CCFS initiative Steering Committee to review the overall effectiveness of the initiative, adding to the process

⁷ The independent mid-term assessment focused on the practice and processes of the CCFS initiative. The assessment did not cover the achievements of outcomes or test the implied theory of change. Issues identified for improvements included lack of proper governance framework and Terms of Reference for the Steering Committee, lack of commitment and engagement of National Society leadership level, non-compliance in terms of accountabilities at governance and operational levels, and lack of capacity for the National Societies to effectively prepare realistic budget, planning, understanding core functions and structure to calculate core cost, and resource mobilisation.

review held early in 2022, is an important one, with consideration of the review finding important for the next phase of the Partnership. The review notes that sustainability conversations are at the centre of the CCFS initiative, which is approached as a developmental process and long-term commitment for Movement partners to work together with Pacific National Societies in line with Grand Bargain commitments.

Reflections from stakeholders point to the following benefits and impacts from the NZRC contributions to the CCFS initiative:

- In 2020 there was a greater understanding of the initiative from the Pacific National Societies, a testament to the work of NZRC delegate teams working with them, and the transfer and embedding of knowledge being demonstrated by the Pacific National Societies through their subsequent work practices.
- A standout has been the ability for Pacific National Societies to develop a resource mobilisation plan. It is a planning stage that had not been done before, and importantly gets Board endorsement every year.
- In 2018 many Pacific National Societies were 5 or 6 years behind on their compliance. To have a delegate able to sit with the five focus countries for NZRC was a great support mechanism at a time of need for those National Societies.
- The support for Constitutional reviews and management manuals has been a major organisational development contribution to the relevant Pacific National Societies.

The review heard that participating in the CCFS initiative has given NZRC a deeper appreciation of the Pacific National Societies - how they operate, what constraints they have and where confidence and competencies are being built.

In National Societies someone applies for one role, they start the job and then find out they are actually doing three jobs.

Pacific National Society

Knowledge Pacific Programme (KPP)

The intent of the KPP is to bridge the digital divide in the Pacific through the provision of equipment and expertise to support Pacific National Societies in making better use of data for critical decision making. This increased use of data and an evidence base by PINS aims to improve both their day-to-day functioning, as well as their emergency management capability. The KPP is divided into three functional streams:

1. information governance and organisational development (IFRC focus)
2. information standards and practices (ARC focus)
3. information technology (IT) tools (NZRC focus)

The KPP fits within a wider IFRC global “Digital Transformation Programme” which commenced in 2020, and is the Pacific mechanism for delivering on the Movements’ Digital Transformation efforts and objectives.

Under the Partnership to date, NZRC has concentrated on the third stream of the KPP, with the provision of IT equipment and support to create a solid foundation from which to build more advanced knowledge capabilities. Once the IT tools are in place, deliverables in the other streams are support to assist Pacific National Societies to make use of available data and information to better inform their

decision making. Increasingly, NZRC is also supporting the development of Pacific National Societies' information management capacity. This is in parallel with the provision of IT tools to ultimately improve their service delivery.

*IT in a Box*⁸ is one of the elements that sits within the IT tools component of KPP. The aim of *IT in a Box* is to increase Pacific National Societies' access to fit-for-purpose IT as a prerequisite for improved information management. NZRC also supports Pacific National Societies' disaster communications capability under the KPP. This includes High Frequency (HF) / Very High Frequency (VHF) Radio, VHF repeaters and satellite phones. Many of these devices are aging and failing. Unable to be repaired, NZRC has a programme of replacing outdated communications equipment a part of the IT tools component of KPP.

Progress under the IT stream of KPP has been interrupted to date. Encouraged by positive *IT in a Box* user experiences in Fiji Red Cross and Tonga Red Cross, NZRC set out early in the Partnership to undertake IT audits in other Pacific National Societies, with a view to disseminating *IT in a Box* more widely. However issues with the shipment of equipment and the inability to travel due to COVID-19 related border restrictions, saw delays and changed arrangements with the roll out of *IT in a Box*. There were also delays with the communications equipment replacement work. The review heard that work arounds were found where possible, for example the *IT in a Box* prepared for the Solomon Islands Red Cross was redirected to the Cook Islands Red Cross, where borders between New Zealand and the Cook Islands were open.

Review consultations confirmed the widely-accepted reality that IT support remains a massive need for the Pacific National Societies. There is eagerness from those Pacific National Societies waiting for *IT in a Box* to be delivered – “*IT in a Box will be a big assistance for us. We don't have a server to store our data at the moment, and we're looking forward to IT in a Box helping us with this*” (Pacific National Society).

Review consultations point to several considerations important to the future direction of the IT tools component of the KPP:

- Over the course of the KPP, the once regular monthly steering group meetings have dissipated, and the other two streams of the KPP have languished. This has had the effect of *IT in a Box* becoming recognised as the KPP, rather than as one component of the KPP.
- The delivery model for *IT in a Box* is premised on NZRC delegates being able to travel in-country to set up equipment. This model did not hold up during the COVID-19 pandemic, and raises questions about the extent to which contingencies, such as local procurement or providers, can (or cannot) be feasibly built into the model in future.
- The decentralised branch model that many Pacific National Societies operate under necessitates connectivity solutions that may be a variation of, or in addition to, the current *IT in a Box* model. Coupled with changes in the IT industry (for example a move away from a

⁸ The “IT in a Box” has been designed and built using IT industry standard components, from a pattern aimed at maximising service availability at a minimal ongoing operational cost. The box was specifically designed for the Pacific environment, is weather resistant and includes all the elements of a fully functional IT environment. The equipment provides networking, local application services, secure storage, remote support, and telephony services that are critical building blocks for PINS to store and access knowledge assets with confidence.

perpetual licence to a subscription model for software, and an increase in cloud-based software), there is an on-going need for research and development to find appropriate IT solutions with Pacific National Societies.

- There has been demonstrable benefit from NZRC leveraging the expertise from the IT&T ERU team, and funding from other Movement partners (notably, Australian Red Cross), to support the IT component of the KPP.

Reflections from stakeholders on the benefits and impacts from NZRC contributions to the IT tools stream of the KPP include:

- The successful establishment of *IT in a Box* in the Cook Islands in 2022, with the Secretary General confirming the system is working well and has put much needed structure around their file management. *“The company who came to install, they came back and we did an exercise on how to move it and operate remotely from outside the office. It was impressive, we can do emails and access internet during a disaster. Haven’t had the need to test it out in a real situation.”* An unexpected consequence for the Cook Islands Red Cross was the cost of power doubling.
- NZRC engagement with Fiji Red Cross on remote IT monitoring and maintenance with the server and on-going assistance to the former IT person was noted as being very helpful with the protection of their digital assets.
- Tonga Red Cross confirmed the *IT in a Box* is running well, and has been excellent for communications. Tonga Red Cross were able to use their local IT infrastructure during the 2022 volcanic eruption and ensuing tsunami, and run business as usual and disaster operations despite restricted internet communications to other countries.

Commercial first aid

In 2017, NZRC commissioned a review of its long-term support to Pacific First Aid. The focus on commercial first aid under Outcome 2 in the Partnership design responds to the review recommendation that a clear distinction be made between the commercially focused social enterprise first aid model and the delivery of first aid programmes into vulnerable communities.

NZRC has a shared leadership model with IFRC Suva to support commercial first aid in the Pacific. There are three main activities integral to Pacific National Societies’ commercial first aid programmes, as outlined in the Pacific First Aid Roadmap. These are:

1. A baseline survey. This outlines the country specific context of Pacific National Societies to conduct commercial first aid including current status, market position, other providers etc. This should be conducted by each PIN.
2. A first aid policy. Pacific National Societies must have a first aid policy that provides the necessary guidance, consistency, accountability, and clarity on how a programme is implemented. It also includes a commercial first aid component. During this period, remote support was provided to assist Pacific National Societies to develop first aid policies.
3. A pool of competent first aid instructors. Instructors with the relevant qualifications and experience to deliver courses are required to implement first aid programmes - both commercial and community based. Conducting regular training of trainers to ensure there is a pool of sufficiently staffed trainers with up-to-date skills is essential to the maintenance of

first aid programmes. In the past, training of trainers support and the revalidation of skills was usually provided every two to three years.

The review heard that NZRC's transition away from its old model (directly delivering first aid training to Pacific National Societies through delegates, the supply of first aid teaching materials and salary support for some First Aid Coordinators) to the new model (recruitment of Pacific based health experts and First Aid staff for a longer-term, more sustainable approach under shared leadership with the IFRC) is taking time to bed down. With a move to recruiting staff from within the Pacific and thus the absence of New Zealand First Aid experts/trainers flying in to undertake trainings in the old model, there remains a perception among some Pacific National Societies that NZRC support for, and commitment to, commercial first aid has decreased.

Capacity building for at least 10 years has always been supported by NZRC, until 2-3 years ago, they restructured their support to the Pacific in terms of First Aid, which is unfortunate as First Aid is one of our main services to the communities and we are the only consistent provider of First Aid in the country. Every now and again we ask for support, but most times First Aid support is not available.
Pacific National Society

The 2021/22 Annual Report notes that, some Pacific National Societies have not received any external training and development (which had not been possible to deliver online due the level of instruction and supervision required) for more than three years. Commercial first aid activities of Pacific National Societies were significantly impacted during the COVID-19 pandemic. Business closures, lack of tourism and travel restrictions preventing people from being able to attend trainings, all limited the number of requests for commercial first aid trainings. While the delivery of trainings was extremely limited, some Pacific National Societies were supported to develop their first aid policies.

The review also heard of the progress being made with Pacific National Societies having done baseline surveys and first aid policies. NZRC's Partnership Annual Report for 2021/22 has the status of baseline surveys and first aid policies across the 12 Pacific National Societies as:

Baseline Survey		First Aid Policy	
In process	6	Approved	3
Conducted	6	Draft	4
Total	12	No policy	5
		Total	12

The income generating aspect of commercial first aid dovetails with the CCFS initiative, with the review hearing some Pacific National Societies now have a better understanding of how to estimate income generation through commercial first aid (which is one a significant income generator for many of the Pacific National Societies). The review heard there is shared purpose among CCFS initiative partners to complement their respective work on the technical and business aspects of commercial first aid in order to support Pacific National Societies' commercial first aid aspirations.

Outcome 3. Communities in the Asia-Pacific region have an increased understanding of risk and have built resilience through disaster risk reduction, preparedness, and community capacity to respond.

The Partnership design presents a suite of activities that NZRC would support in order for National Societies to work with their communities to build understanding of risk and resilience through disaster risk reduction, preparedness, and community capacity to respond.

The Partnership design activities included community-based first aid, pre-positioned essential non-food items, disaster response training, awareness of climate effects (particularly around early warning and early action), vulnerability reduction and a contribution to the Movement consortium supporting the Timor-Leste Red Cross.

Community-based first aid

As mentioned above, the Partnership design responded to the 2017 Pacific Programme First Aid review recommendation that a clear distinction be made between the commercially focused social enterprise first aid model and the delivery of first aid programmes into vulnerable communities.

Support under the Partnership for community-based first aid was heavily impacted by COVID-19.

The focus of support to community-based first aid under Outcome 3 has been on supporting IFRC Pacific office to provide technical advice and expertise to develop first aid volunteers on a “low cost, low tech, local resources and low waste” approach. This is to support greater sustainability of first aid programmes by being more cost effective and less dependent on resources which are often unavailable across communities in the Pacific. This includes Training of Trainer courses to build Pacific National Societies capacity to facilitate first aid programmes at a community level. Pacific National Societies’ senior first aid instructors co-facilitate these Training of Trainer courses to build the expertise of local instructors and support the sustainability and continuation of the community first aid programme in the National Society.

The benefits of the Training of Trainer approach are being realised, with the review hearing of the contribution the support has made for a qualified and skilled instructor within the Fiji Red Cross now doing peer-to-peer sharing with Pacific National Societies and assisting with Train the Trainer courses in other Pacific countries.

The review heard the support for community-based first aid programmes has been heavily impacted by the extended travel restrictions, further exacerbated by domestic response to COVID-19 cases in Pacific countries. Many Pacific National Societies had first aid resources, including first aid staff and volunteers, redirected to COVID-19 preparedness and response operations. Activities such as COVID-19 screening and awareness raising, vaccine rollouts, Psychological First Aid (for example in isolation facilities) were prioritised over first aid activities.

While COVID-19 safety restrictions also limited the number of Training of Trainer courses that could be held in recent years, the review heard some training has continued, with the Fiji Red Cross and the Solomon Islands Red Cross participating in online training for staff and volunteers. The review also heard of renewed momentum in community first aid as travel between countries in the Pacific has become possible again.

Disaster response training and support

The Regional Disaster Response Team training for surge support to disasters in the Asia-Pacific was discontinued.

One Regional Disaster Response Team training was delivered in New Zealand in 2019 to selected Pacific-Based Disaster Response Managers to build their capacity to respond to disasters. Originally scheduled to be held once per annum, the training did not proceed beyond the single occurrence in 2019. NZRC reporting notes the training was not held in 2020, 2021 or 2022 due to the travel restrictions imposed by New Zealand’s COVID-19 response.

Review consultations pointed to broader concerns with this training modality beyond COVID-19 related travel restrictions. The effectiveness of the training in light of turnover of Disaster Managers was also cited as a reason for discontinuing the training.

NZRC delegates have provided support to multiple disaster responses and preparedness activities in the Pacific during the Partnership, including:

- Fiji Red Cross - TCs Yasa, Ana and Cody
- Palau Red Cross - Typhoon Surigae
- Tuvalu Red Cross - Drought
- Vanuatu Red Cross - Volcanic Ash and TC Harold
- Tonga Red Cross- Hunga-Tonga-Hunga-Ha'apai volcanic eruption and tsunami
- Marshall Islands Red Cross - Drought
- Solomon Islands Red Cross - Civil unrest
- Tonga and the Solomon Islands National Societies - country-specific disaster simulation exercises developed to test their level of preparedness.
- Solomon Islands, Palau and Samoa National Societies - support for WASH activities to improve their ability to support WASH needs in the event of emergency or disaster.
- Cook Islands Red Cross - comprehensive support to strengthen their disaster management processes.

The review heard that NZRC is very responsive to requests in times of disaster and works in coordinated ways with Movement partners and Pacific National Societies. There is also an appreciation that the relationship between NZRC and MFAT is one that serves the relationship with National Societies.

A common theme in the review consultations was the need for a greater focus on preparedness and coordinated information-sharing across Movement partners in support of Pacific National Societies preparedness activities. In this regard, participation of NZRC in the Movement's Disaster Management network is important, as is its participation in any preparedness coordination processes.

Prepositioning of Non-Food Items

NZRC pre-positions non-food items (NFIs) across the Pacific region based on annual and expected adverse weather events, particularly before and during the cyclone season.

In addition to the standard support provided each year, NZRC provides additional supplies if needed following a disaster/event. For example, NZRC sent relief supplies to Vanuatu in response to Tropical Cyclone Harold, and to Fiji in response to Tropical Cyclone Yasa. The cost of transporting the supplies and replenishing the stocks in the Auckland warehouse were covered by reallocating underspends from other activities under the Partnership.

The review notes NZRC is adapting this output in recent times with a process underway to support the establishment of the Cash Hub in the Pacific. This is in response to the Cash and Voucher assistance modality gaining traction as a more effective modality to that of NFI distributions. NFI assistance is likely to remain a need in the Pacific. At the same time, the Red Cross Red Crescent Movement is moving towards the increased use of cash-based programming in order to meet the IFRC global commitments to deliver 50% of humanitarian assistance through the use of cash and vouchers by 2025.

Climate resilience programme

The Partnership's approach to multilateral support for climate action has been valuable; there are opportunities for NZRC and MFAT to get behind strategic collective climate action and improve the advocacy and support on that collaboration.

NZRC's support for climate action under the Partnership design included the deployment of two NZRC delegates (a Climate and Resilience Delegate and a Senior Climate Adviser Delegate) to the Red Cross Red Crescent Climate Centre (RCRCCC), whose aim is to reduce the impacts of climate change and extreme weather events on vulnerable people.

The scope of work covered by the delegates was broad, and supported integration of climate risk management capability into IFRC CCST Suva operations, Pacific National Societies (including their national/sub-national partner institutions) and Pacific regional and donor organisations and programmes, and influencing regional climate policy and technical fora. This work included support to Pacific National Societies, National Meteorological Services and other national partners of 14 Pacific Island countries (Cook Islands, Fiji, French Polynesia, Kiribati, Marshall Islands, the Federated States of Micronesia, Nauru, New Caledonia, Palau, Papua New Guinea, Samoa, Solomon Islands, Tuvalu and Vanuatu).

The support was targeted at both a high level with National Meteorological Services and other relevant climate bodies, as well as at a grass roots community level. The Climate and Resilience Delegate worked with communities in the Pacific on Early Warning Early Action, based on forecasting information and resources created by the Senior Climate Adviser Delegate. The Senior Pacific Climate Adviser was also co-chair of the Pacific Islands Climate Services Panel.

The review heard that through NZRC, support to the climate centre provided opportunities for collaboration and access to high-level conversations within the Pacific. These were not fully capitalised on, with NZRC support remaining activity based rather than strategic and in closer partnership with MFAT.

NZRC support for climate action changed over time, with NZRC now co-funding the Climate Resilience Delegate within the IFRC Pacific office. The review heard this approach is supporting the strategic thinking and foundational work for the Pacific Climate Hub's work with partners to deepen the collective impact approach to climate action. This presents an opportunity for NZRC and MFAT to engage in a systematic way with the climate change support building up in the IFRC.

It also presents opportunities for NZRC, MFAT and the IFRC to share Pacific experiences, identify opportunities for advocacy and deepen understanding on where respective priority areas and resourcing for climate action might align, and to access knowledge that sits within NZRC domestic teams.

Vulnerability reduction programme to address effects of sexual and gender-based violence and increase disability inclusion

Another example of where NZRC worked within the Movement was the coordination with ARC, IFRC APRO and IFRC Suva on Protection, Gender and Inclusion (PGI) work. NZRC supported two key roles, a PGI Coordinator based at IFRC APRO, and a localised PGI officer role at IFRC Pacific office.

NZRC supported activities aimed at improving safeguarding and inclusion practices in the Pacific, enacting the RCRC International Conference commitments shared with the New Zealand government to meet the needs of people with disabilities in humanitarian emergencies and reduce SGBV in emergencies. It also reflects NZRC's commitment to promoting the IFRC Strategic Framework on Gender and Diversity Issues 2021-2025, and the IFRC Minimum Standard Commitments to Gender and Diversity in Emergency Programming. Partnership annual reporting includes examples of Pacific

National Societies undertaking training, and developing PGI, Prevention of Sexual Exploitation and Abuse (PSEA) and SGBV prevention policies.

The review notes there was no budget allocation for this support in 2022/23, nor any forecast budget for 2023/24.

Contribution to Red Cross Red Crescent consortium supporting the Timor-Leste Red Cross (CVTL)

At the beginning of the Partnership NZRC provided contributions to the Red Cross Red Crescent consortium supporting the Timor-Leste Red Cross (CVTL). NZRC worked closely with the Australian Red Cross and IFRC APRO to coordinate support to CVTL. A NZRC NSD worked closely with ARC and CCD Jakarta to support organisational development of CVTL. The NSD delegate provided support according to CVTL identified needs, with a focus on planning and reporting and communicating with donors. CVTL were supported to complete their Strategic Plan 2020-2024, which was adopted at their national assembly. During COVID-19 travel restrictions, NZRC delegate continued to provide remote support to CVTL. The review heard the well-established relationships between NZRC delegate and CVTL staff proved beneficial during the prolonged period of remote support, with the continuation of remote coaching.

In 2020, NZRC signed a direct grant funding arrangement (outside of the Partnership) to support the CVTL Integrated Community-Based Risk Reduction (ICBRR) programme which works with some of the most vulnerable and isolated communities in Timor-Leste to increase their resilience. It also builds the capacity of CVTL. The ICBRR was based on a shared leadership model, with partner National Societies providing technical and financial support towards the goal that CVTL would eventually manage the programme independently. NZRC support for the ICBRR came to a close in 2022/23.

Outcome 4. NZRC has strengthened partnerships with governments and the Red Cross and Red Crescent Movement (the Movement), jointly contributing to increased understanding of key humanitarian issues in the region.

Outcome 4 has had the least expenditure under the Partnership budget, with minimal to no expenditure after the first two years of the Partnership.

Reporting on activities early in the Partnership focused on the contributions delegates were making within the Movement on key humanitarian issues, for example, climate change, migration and displacement and PGI.

Partnership annual reporting also highlighted events such as the inaugural Pacific Resilience Meeting held in May 2019 (attended by 14 Pacific National Societies) which was planned, coordinated and facilitated with NZRC delegate support. A milestone event supported under Outcome 4 was a reception hosted at New Zealand Parliament by the then Prime Minister, the Rt Honourable Jacinda Ardern, on behalf of NZRC. The event celebrated 70 years of the Geneva Conventions, and was attended by Members of Parliament, judges, ambassadors, NZRC members, and young humanitarian leaders.

More recently, reporting under Outcome 4 focused on descriptions of COVID-19 responses, particularly across the Asia-Pacific examples of support provided by NZRC (for example, communications advice, video conferencing kits, logistical support for procuring personal protective equipment for Red Cross health and essential workers) in support of those responses.

The review finds little evidence the Partnership has enabled MFAT and NZRC to leverage their strong relationship to contribute to increased understanding of key humanitarian issues in the region.

The review notes missed opportunities under the Partnership for NZRC and MFAT to work together on raising the profile of key issues of mutual interest, for example climate change. As noted under Outcome 3, NZRC support to the Red Cross Red Crescent Climate Centre provided a platform for engagement on climate change in the Pacific that does not appear to have been leveraged.

The review notes that the Partnership annual reporting focuses primarily on the activities managed by the NZRC International Programmes team. There is little mention of the international engagements undertaken by NZRC domestic programme staff, and no reference to the significant opportunity the NZRC National President has as a representative on the Governing Board of the IFRC to amplify the voices and interests of New Zealand and the Pacific on the global stage. It is likely NZRC is under-reporting the impact of their work on increasing the understanding on humanitarian issues in the region, and globally.

The next phase of the Partnership would benefit from NZRC and MFAT having a joint engagement or dialogue agenda which sets out the expectations for leveraging both NZRC and MFAT's influence in support of the Partnership outcomes.

Consistency of achieved outcomes with MFAT and NZRC policies, plans and objectives

This section assesses the extent to which the achieved outcomes were consistent with, or advanced, both New Zealand's humanitarian policy (as articulated in New Zealand's Humanitarian Action Policy and the Humanitarian Four Year Plan) and NZRC strategic objectives (as articulated in the NZRC International Strategy 2020-2023).

Table 3 MFAT and NZRC policy outcomes and goals

NZRC International Strategy (2020-2023)	New Zealand Humanitarian Action Policy (2019)	New Zealand Humanitarian and Disaster Management Four Year Plan (2022-2026)
<p>Outcome One: New Zealand Red Cross international humanitarian action reduces the impact of global humanitarian crises and alleviates suffering.</p> <p>Outcome Two: Pacific National Societies are supported to be effective local actors strengthening resilience in the region.</p> <p>Outcome Three: The Red Cross Red and Crescent Movement is supported to be a trusted, leading, global humanitarian network.</p>	<p>Humanitarian priorities:</p> <ol style="list-style-type: none"> 1 Pacific disaster preparedness and rapid response 2 Fast, effective and targeted contributions to emergencies outside the Pacific 3 Humanitarian action that is inclusive for all 4 Multilateral diplomacy to achieve better humanitarian outcomes 	<p>Goal One: Partner governments and other humanitarian actors in the Pacific lead effective and inclusive humanitarian responses.</p> <p>Goal Two: Crisis affected countries and communities are accessing the assistance and protection they need.</p> <p>Goal Three: New Zealand's humanitarian advocacy promotes a principled, effective, efficient and inclusive humanitarian system.</p>

Findings

The Partnership outcomes are consistent with, and have advanced, New Zealand's Humanitarian Policy. It is noteworthy that the outcomes under the Partnership reach beyond the humanitarian and disaster response priorities outlined in New Zealand's Humanitarian Action Policy and Humanitarian and Disaster Management 4 Year Plan.

The review heard tangible examples of Pacific disaster preparedness and rapid response, as well as effective and targeted contributions to emergencies outside the Pacific.

The area where the Partnership has perhaps contributed less than what might have been expected is in relation to multilateral diplomacy to achieve better humanitarian outcomes. There were likely missed opportunities for the Partnership to more meaningfully contribute to multilateral diplomacy. The review heard that there is strong engagement by the NZRC Board and management in the statutory processes of the International Federation and the wider Movement (for example, sponsoring commitments/pledges at general assemblies and other Movement events). The review also heard there is scope for NZRC, in step with the New Zealand Government to do more as a valued and influential humanitarian voice that advocates for Pacific priorities, an effective and innovative humanitarian system, and principles-driven humanitarian action.

The review heard MFAT Posts are not necessarily across the Partnership or NZRC activities in the Pacific. MFAT reporting on NZRC activities in the Pacific has been focused on NZRC contributions during emergencies and natural disaster responses. MFAT Humanitarian team could do more to promote awareness of the partnership and NZRC activities in the Pacific (internally and externally). This would also help in support of Pacific National Society relationships with MFAT and, MFAT understanding of the regional engagement and influence of the Movement through the IFRC.

The geographic focus of the Partnership outcomes has been consistent with the Humanitarian Policy's emphasis on the Pacific.

The enduring principles which guide New Zealand's engagement (Humanitarian and Disaster Management 4 Year Plan) have been apparent within the Partnership outcomes.

Review consultations pointed to several examples of NZRC engagement, which underscore the presence of the enduring principles in driving open and respectful collaboration, shared focus on collective impact and a common long-term vision.

The enduring principles which guide New Zealand's engagement:

- **Te Puna Manaaki** (Fountain of support)
- **Raranga te Muka** (Weaving the strands)
- **Tātou Tātou** (All of us together)
- **Te Pae Tawhiti** (A shared horizon)

The Partnership is yet to realise some of the more significant shifts put forward in the NZRC Strategy 2030, and within the NZRC International Programme Strategy 2023. The NZRC 'realising shifts' document outlines where the international work of NZRC should go - in particular the increased engagement with Pacific populations in New Zealand and the linking of New Zealand domestic work with its international engagements. It is expected these linkages will begin to be realised as the NZRC internal restructure takes hold in coming years. In particular, linkages between local and international disaster risk management activities will enable NZRC to use domestic expertise to support international humanitarian responses.

Stakeholders valued the ways of working of the NZRC international programme team and approaches are seen as consistent with the values highlighted in the **NZRC International Programme Strategy and the Strategy 2030.**

NZRC support to the IFRC Pacific office and to the CCSF initiative has contributed towards the Red Cross and Red Crescent Movement being a trusted, leading, global humanitarian network as envisaged under the International Programme Strategy. In particular the financial management support to Pacific National Societies is ensuring an increased emphasis on integrity and accountability, together with the national society development support focused on ensuring a stronger legal and statutory base for Pacific National Societies.

4 Recommendations

This section provides recommendations to inform the next phase of the MFAT-NZRC relationship, including taking into account the changed humanitarian landscape since 2018.

Structure of a future Partnership arrangement

MFAT and NZRC move to a Partnership arrangement with a stronger emphasis on joint outcomes, more flexible outputs and a greater focus on monitoring, evaluation and learning.

A stronger emphasis on joint outcomes would involve consideration of how funding is earmarked within the Partnership against key initiatives to deliver the outcomes (for example, the Core Cost and Financial Sustainability initiative, the Knowledge Pacific Programme, etc), as well as the areas that may benefit from unearmarked flexible funding.

In recognising the development benefits that derive from some of the key initiatives, MFAT to consider if funding for any agreed key initiatives could be sourced from non-humanitarian funding, for example, for climate action, health or information technology and telecommunications.

An important aspect of shifting towards a more outcome-focussed Partnership is the ability to learn from implementation experiences and adjust future workplans in response to shared understanding of progress towards outcomes. A future Partnership would benefit from a stronger approach to monitoring, evaluation and learning, in conjunction with partners in the Movement.

MFAT and NZRC move to a Partnership agreement which is situated within the wider domestic and international contexts of the New Zealand Government and NZRC.

It is an opportune time for MFAT and NZRC to consider moving to a Partnership agreement which takes into account the broader shared domestic and international interests of NZRC and the New Zealand Government.

It is also an opportune time for the future Partnership agreement to build on MFAT's experience of modernising its partnership agreements. This could include recognition of the compliance and other measures NZRC is subject to under its Constitution, New Zealand legislation and as a member of the International Federation of the Red Cross and Red Crescent Societies.

MFAT and NZRC consider developing a Partnership engagement strategy which sets out the expectations for leveraging both organisations' influence in support of the Partnership outcomes.

The Partnership engagement strategy would be an opportunity for NZRC and MFAT to set out the parameters (what to engage on, when, why, etc) and what resourcing is required in order to engage with the Movement to advance the achievement of the Partnership outcomes, and where appropriate, the respective policy ambitions of each organisation.

Design considerations

Partnership outcomes to more explicitly factor in the strengths of the New Zealand Red Cross domestic context.

NZRC Strategy 2030 speaks to the strengths of NZRC in supporting the Movement through the knowledge and experience gained from its domestic core services, such as international humanitarian law, disaster risk management and migration. Within the international programme partners and stakeholders there is a clear demand for NZRC's international programmatic support and Movement engagement to draw on these NZRC domestic core services.

Design should consider programme outcomes as crossing international borders and being linked with programmes being undertaken in New Zealand and within Pacific National Societies.

One aspect of this would be a clear intent on working with Pacific National Societies to help them engage with Pacific populations in New Zealand. This would entail a much deeper engagement with Pacific National Societies in their home countries on how their populations who have migrated to New Zealand can be engaged within the Pacific.

The future Partnership design would benefit from NZRC conferring with Movement partners, including Pacific National Societies, to reconfirm the strategic intent and/or working arrangements of proposed key areas of support.

The review notes that arrangements are underway for a review of the CCFS initiative. This is timely for informing the next phase of the MFAT-NZRC Partnership. Consideration could also be given to reviewing, and if necessary, reshaping, the shared leadership arrangements for the Knowledge Pacific Programme.

The review acknowledges NZRC's internal discussions regarding the scale and scope of the delegates programme. The findings from the 2017 Delegate Programme Review remain relevant for ensuring a fit-for-purpose delegate programme. In addition, consideration could be given to:

- The value of modalities such as remote and hybrid support, and co-funding roles with the Movement.
- The continued need for NZRC to strengthen its recruitment and selection processes in order to meet the diverse profiles required.
- A renewed focus on improving engagement with delegates.
- Upgrading existing, or developing new, internal systems to effectively manage the delegate pool.

5 Conclusion

The MFAT-NZRC Strategic Partnership is characterised by high levels of trust, mutual understanding of organisational mandates, and shared values and interests. Despite the many challenges experienced as a result of the global COVID-19 pandemic during the Partnership, tangible differences have been made through the deployment of delegates to humanitarian crises, and the provision of significant National Society Development (NSD) support to Pacific National Societies.

The success of the Partnership to date has been in no small part to the flexible approaches taken by both MFAT and NZRC. The current Partnership is a solid platform from which to launch the next Partnership arrangement.

Key opportunities to strengthen the next Partnership arrangement include maximising the role and reach of both MFAT and NZRC under a refreshed Partnership approach, and a greater focus on maximising the linkages between the domestic and international programmes of NZRC.

Annex A: Review methodology

The full review methodology is contained in the Review Plan, submitted separately to MFAT and NZRC. This annex provides an overview of the phases of the review and the governance arrangements.

Review phases

The review was conducted in four phases; (i) planning and scoping, culminating in this review plan; (ii) a document review; (iii) data collection (remote consultations) and data analysis, concluding with a sense-making workshop; and, (iv) report writing, feedback and review finalisation. The four phases are described in detail further below.

The key tools to guide the review included: a review framework; a participant information sheet; interview guides to support data collection; an online survey instrument; and NVivo (a qualitative research software) to support the analysis of data collected.

Phase one: planning and scoping

The review team held joint discussions with MFAT and NZRC to confirm the review scope, stakeholder engagement, governance arrangements, review principles and potential risks.

The review team held follow-up discussions separately with both MFAT and NZRC to discuss arrangements for consultations with key staff within their respective organisations, and their views on the Partnership.

Phase two: document review

Phase two comprised a comprehensive review of MFAT and NRZC documentation, which:

- Was a systematic review of all documentation against the review objectives.
- Provided an overview of design assumptions and contextual factors related to implementation under the Partnership.
- Summarised activities under the Partnerships outputs to date and progress towards outcomes and any challenges experienced (for further clarification during the data collection phase).
- Informed the lines of enquiry (questions guides) and further sources of information for the data collection phase of the review.

A list of the key documents is included at Annex B.

Phase three: data collection and analysis

Data collection

Following the document review, the review team collected and triangulated data through online, phone and face-to-face semi-structured individual and group interviews with the following 40 individuals (most interviewees are listed under their current organisation, others their former organisation depending on which role they were speaking to as part of the review. Some interviewees were able to speak from multiple organisational perspectives):

Organisation	Number
Australian Red Cross	2
Cook Islands Red Cross	1
Fiji Red Cross	1
ICRC	1
IFRC Geneva	3

Organisation	Number
IFRC Pacific	9
MFAT	7
New Zealand Red Cross (staff and delegates)	13
Tonga Red Cross	1
Tuvalu Red Cross	1
Vanuatu Red Cross	1
Total	40

Interview guides steered the semi-structured interviews, which were conversational in nature. The guides acted as prompts to ensure major topics were explored and were adjusted throughout the process to pick up new trails of data.

Data analysis

Analysis of the data occurred on an ongoing basis during the data collection phase. The review team recorded and tracked major observations, impressions and emergent sense-making of the data during the data collection phase. Evidence was triangulated to ensure rigour - emerging themes from the document review and interviews were tested in subsequent interviews.

The review team's notes of all interviews were coded against the review objectives, emerging themes and other insights. NVivo (a qualitative research software) was used to code responses from interviews against the key review objectives. This enabled consistent analysis of interview data and identifying emerging themes and gaps and drawing out findings and lessons.

Sense making workshop

At the conclusion of the data collection stage the review team presented the initial collated data to MFAT and NZRC, through a sense-making workshop on 25 July 2023. The workshop allowed MFAT and NZRC to collectively reflect on the information gathered through the review consultation process, using a pattern spotting approach, which involved a process of identifying: (i) generalisations; (ii) exceptions; (iii) contradictions; (iv) surprises; and, (v) puzzles.

The review team conducted a final analysis on the data collected, taking into account discussions from the sense-making working.

Phase four: Reporting

The MFAT contract manager coordinated feedback on the draft report. The review team produced this final report drawing out key findings, conclusions, insights, lessons and recommendations.

Governance arrangements

This Review is being undertaken with the mutual agreement of MFAT and NZRC. Documentation (less financial) should be submitted by the Supplier to both the MFAT Contract Manager and NZRC points of contact. When providing written feedback to the Supplier on documentation, NZRC and MFAT are to endeavour to provide consolidated feedback.

As the contracting party, MFAT signed off on all Services, Outputs and/or Deliverables, including for the purposes of payment milestones.

MFAT and NZRC will jointly decide on whether the full review report, or an abstract thereof, would be proactively made publicly available (noting all information is regardless subject to the Official Information Act).

Annex B: Key Documents

Document name	Document owner	Date of publication
NZRC Strategy Documents		
Strategy 2030	NZRC	November 2019
Realising 2030: Overview of shifts & benefits	NZRC	October 2022
Realising 2030 Emergency Management and International Group Pack – Decision document	NZRC	September 2022
International Programme Strategy 2020-2023	NZRC	November 2019
Mid-Term Report on the Core Cost - Financial Sustainability Initiative (CCFSI) - Review (May 2022)	NZRC	April 2022
MFAT Strategy Documents		
New Zealand's Humanitarian Action Policy	MFAT	2019
New Zealand's Humanitarian Four Year Plan	MFAT	January 2022
Strategic Partnership Documents		
MFA Submission: A Five-Year Strategic Partnership with New Zealand Red Cross	MFAT	June 2018
Strategic Partnership 2018-23 Activity Design Document	MFAT / NZRC	
Grant Funding Arrangement (GFA)	MFAT	June 2018
Grant Funding Arrangement (GFA) Variations Summary Document	MFAT	May 2023
Strategic Partnership Outputs		
Annual Progress Reports		
Annual Progress Report One 1 July 2018 – 30 June 2019	NZRC	August 2019
Appendix 3: Delegate Deployment Statistics	NZRC	August 2019
Annual Progress Report Two 1 July 2019 – 30 June 2020	NZRC	August 2020
Annual Progress Report Three 1 Jul 2020 – 30 June 2021	NZRC	September 2021
Annual Progress Report Four 1 July 2021 – 30 June 2022	NZRC	August 2022
Six Monthly Delegate Reports		
Six Monthly Delegates Report One 01 Jul-31 Dec 2018	NZRC	February 2019
Delegates Report One 01 - Highlights	NZRC	February 2019
Six Monthly Delegates Report Two 01 Jan-30 Jun 2019	NZRC	August 2019
Delegates Programme Highlights Jan 2020	NZRC	August 2019
Six Monthly Report Three 01 Jul – 31 Dec 2019	NZRC	February 2020
Six Monthly Delegates Report Four 01 Jan - 30 Jun 2020	NZRC	August 2020
Delegates Report Highlights Two – Jul 19 – June 2020	NZRC	August 2020
Six Monthly Delegate Report Five 01 Jul - 31 Dec 2020	NZRC	February 2021
Six Monthly Delegate Report Six 01 Jan - 30 June 2021	NZRC	August 2021
Delegates Report Highlights Three – Jul 2020 – June 2021	NZRC	August 2021
Six Monthly Delegate Report Seven 01 July 2021 - 31 December 2021	NZRC	February 2022
Delegates Report Highlights Four – Jul 2021 – June 2022	NZRC	August 2021
Six Monthly Delegate Report Eight 01 January - 30 June 2022	NZRC	August 2022
Six Monthly Delegate Report Nine 01 July - 31 December 2022	NZRC	February 2022

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Document name	Document owner	Date of publication
<i>High-level Summary</i>		
High-Level Summary Year 1 (18-19)	NZRC	
High-Level Summary Year 2 (19-20)	NZRC	
High-Level Summary Year 3 (20-21)	NZRC	August 2021
High-Level Summary Year 4 (21-22)	NZRC	
High-Level Summary Year 5 (22-23)	NZRC	September 2023
<i>Historical Strategic Partnership Documents</i>		
NZRC/MFAT Partnership for Disaster Preparedness and Response 2015-2018 Completion Report – 1 July 2015 – 30 June 2018	NZRC	September 2019
NZRC Delegate Programme Review 2017 - Summary Paper	NZRC	2017
First Aid Review	NZRC	September 2017
<i>Other Documents</i>		
NZRC Global Environment Positioning Paper (Internal document).	NZRC	2023
New Zealand Red Cross Annual Report 2022	NZRC	2022
National Society Development (NSD) compact	IFRC	2019

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Annex C: 2017 Delegates Programme Review Recommendations

The text in this Annex is an extract from the 2017 Delegates Programme Review Report.

The 2017 Delegates Programme Review analysed if the Programme was fit for purpose at the time, and assessed how prepared it was to meet the humanitarian challenges of the future. The Review was undertaken with three outcomes in mind. These were to assess the extent to which:

- The delegate programme works to purpose and strategy;
- The delegate programme has the right people, in the right place, at the right time; and
- NZRC delegates are as safe and secure as possible, well connected, and supported.

The Review found that the Delegate Programme was being constrained by a two-fold problem:

- NZRC is struggling to place trained delegates with its partners, and
- NZRC is not providing the delegates they do deploy with sufficient career development opportunities that will allow them to progress beyond short-term technical roles.

The Review concluded that NZRC needs to strengthen its recruitment and selection processes in order to meet the increasingly diverse profiles required from today's humanitarian environment, and furthermore, to improve its duty of care for the delegates it deploys.

Additionally, the Review advised that in order to further build the impact of the Programme, NZRC make several significant changes to the management of the Delegate Programme. These changes will ensure that the programme is able to meet the demands of a changed - and constantly changing - humanitarian aid and international development sector. Specifically, the 2017 Review recommended:

Recommendation 1: Modernise the delegate programme, and invest time and resources in developing a programme that is fit for purpose and future-ready.

Recommendation 2: Develop a strategic partnership framework for the delegate programme that links to relationships within the broader NZRC.

Recommendation 3: Train fewer delegates, strengthen recruitment processes, increase diversity and develop deeper pools of technical expertise and experience.

Recommendation 4: Work as 'one Red Cross' by driving greater integration between international and domestic programmes, notably in disaster risk management.

Recommendation 5: Enhance remuneration processes, training and development, administrative support and HR systems.

Recommendation 6: Develop a culture of knowledge management, within the delegates programme, the organisation as a whole, and NZRC work in the Pacific.

Recommendation 7: Increase investment in security, health, safety, delegate wellbeing and enhanced monitoring systems.