

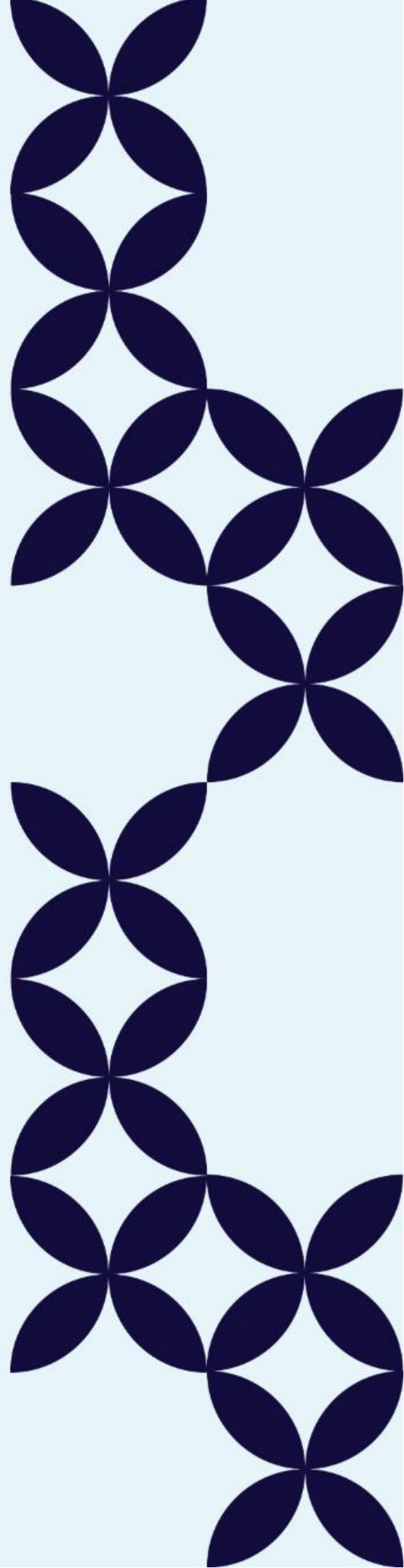
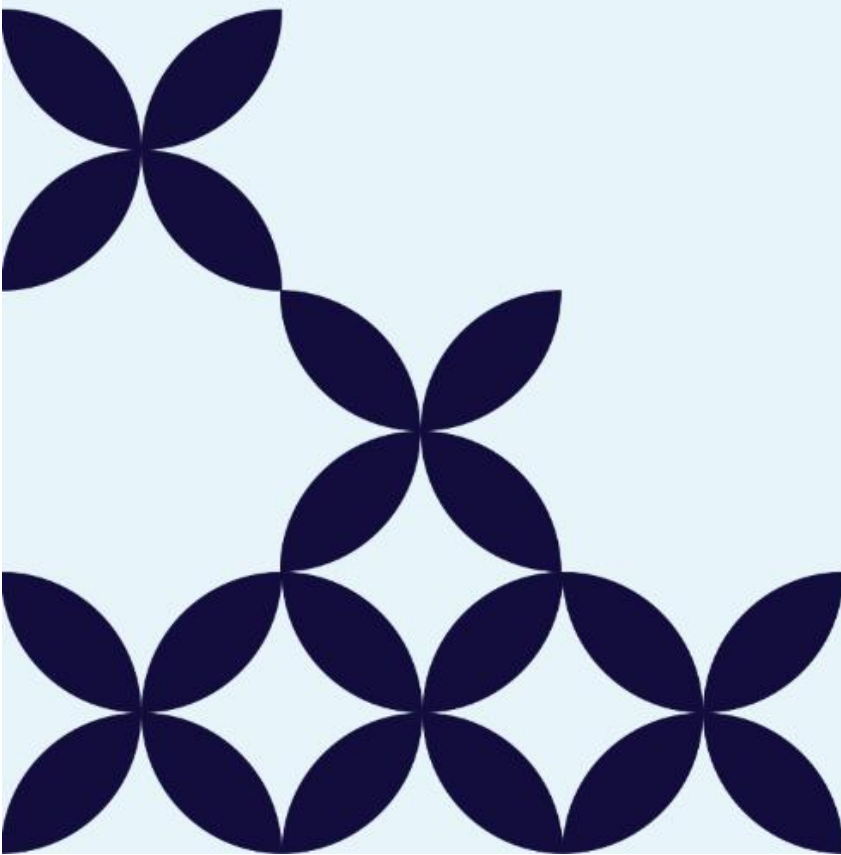


NEW ZEALAND
FOREIGN AFFAIRS & TRADE
Manatū Aorere

Humanitarian and Disaster Management

Four Year Plan

January 2022



This document is one in a series of Four Year Plans published by the New Zealand Ministry of Foreign Affairs and Trade. For the latest version please go to www.mfat.govt.nz

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Purpose of this document

The New Zealand Ministry of Foreign Affairs and Trade (MFAT) has developed this Four Year Plan (4YP) to guide New Zealand's humanitarian action and our engagement with the humanitarian system.

We use the 4YP to bring clarity to what work we should prioritise and help to monitor progress towards our strategic goals.

This is a living document that we will refresh annually to ensure it responds to changes in global, regional and country contexts, including impacts of external shocks and events such as COVID-19.

An integrated approach

Aotearoa New Zealand pursues an integrated approach to engagement with the international system. We focus on coherence across our diplomatic, trade and economic, climate change, environment, security, and development objectives to deliver sustainable progress in developing countries, and advance New Zealand's interests and values. Our humanitarian advocacy efforts form an integral pillar of our foreign policy — they reflect our network of international relationships and commitments, and are an expression of our values. Aotearoa New Zealand is committed to humanitarian principles (described further below) and considers our humanitarian action to be more independent than our development cooperation.

Enduring principles for New Zealand's engagement

The **enduring principles** which guide New Zealand's engagement are:

- **Te Puna Manaaki** (Fountain of support):

Our engagement will be underpinned by the values of whakahoahoa (partnership), including honesty, trust and respect. We will listen and consult, and act in partnership with predictability and consistency. We will confidently share New Zealand's views and perspectives, being clear about the things we will do and the things we will not do. The strength of our partnerships empower us to communicate openly even where our views may differ.

- **Raranga te Muka** (Weaving the strands):

New Zealand's global development investments contribute towards global and regional security and prosperity, and to our national interests. Our support helps to address global development challenges and issues that are too big for any country to address on its own, while securing a platform on which to advocate for the things we value, including the Pacific. Through this approach we achieve pānga ngātahi (collective impact).



- **Tātou Tātou** (All of us together):

We will focus on collaborating with partners to upscale our ambition and magnify our impact, especially in the Indo-Pacific region where our engagements will contribute to ensuring New Zealand's own prosperity together with that of our regional and country partners. Through this approach we achieve painga takirua (mutual benefit).

- **Te Pae Tawhiti** (A shared horizon):

Our engagement will bring a long-term pakari (resilience) perspective, consistent with New Zealand's enduring interests. We will seek lasting impact through a focus on human capability development; economic and climate resilience, and kaitiakitanga/ stewardship.



Programme overview

The humanitarian landscape

Global needs

The global humanitarian system is struggling to respond to the unprecedented magnitude and severity of humanitarian crises. In 2022 an estimated 274 million people will need humanitarian assistance and protection³. This is a significant increase from 235 million people a year ago, which was already the highest figure in decades. The United Nations (UN) and partner organisations aim to assist the 183 million people most in need across 63 countries, which will require USD 41 billion⁴.

Globally, armed conflict and climate-related impacts are the main drivers of humanitarian need, and the COVID-19 pandemic is exacerbating these drivers. Over the last decade there has been a sharp rise in mass displacement worldwide, from one in 159 people in 2010 to one in 95 people in 2020 according to UNHCR⁵. About 42 per cent of these refugees are children, while almost 65 per cent come from just five countries: Afghanistan, Democratic Republic of the Congo, Myanmar, South Sudan and Syria.

Another global concern is famine, with food insecurity at unprecedented levels and 811 million people worldwide being undernourished. Famine-like conditions remain a real possibility in 43 countries around the world.

While women, girls, boys and men all suffer in a crisis, structural gender inequalities mean that women and girls continue to be disproportionately affected by conflict and disaster. They also face greater obstacles accessing protection and assistance, and participating in humanitarian planning and decision-making processes. These barriers are exacerbated for people with disabilities and those of diverse genders.

Today's humanitarian crises are often protracted in nature, and driven by conflict and/or recurrent natural disasters. To meet the complex challenges of the day humanitarian actors are increasingly taking a more holistic and integrated approach that engages a range of actors to address the critical linkages between humanitarian action, development, human rights, peace and stability. International actors are also looking to innovate through measures such as anticipatory humanitarian action, to help reduce risk and impacts before crises get out of control. Cash based transfers are increasingly being used as a cost-efficient, faster and more flexible way to provide assistance.

International humanitarian actors, including Aotearoa New Zealand, have committed to improve the efficiency and effectiveness of humanitarian action, including through commitments under the Grand

³ [UN OCHA Global Humanitarian Overview 2022](#)

⁴ Ibid

⁵ <https://www.unhcr.org/en-au/figures-at-a-glance.html>



Bargain⁶. In addition to the enhanced provision of quality funding, including more flexible, predictable, and multi-year contributions, the Grand Bargain 2.0 calls for enhanced focus by international humanitarian actors on localisation and on increasing participation by, and accountability to, those impacted by humanitarian crises.

The Pacific

Pacific and other small island states are extremely vulnerable to natural disasters, with some already experiencing the impacts of climate change. Pacific countries and territories are exposed to the full range of natural hazards – cyclones, earthquakes, tsunamis, volcanos – that can lead to disasters and humanitarian need. The impacts of this exposure are significant. Four Pacific nations are included in the list of the ten countries in the world most vulnerable to disaster, while ten Pacific nations are on the list of the 30 countries with the highest average annual disaster losses in terms of Gross Domestic Product (GDP).

While large events such as Tropical Cyclone Yasa (which affected Fiji and Tonga in December 2020) gain some international attention, the accumulated impact of small and medium-sized events such as flooding, high waves and localised drought also undermine Pacific Island countries' resilience and place past, present and future development gains at risk. At the same time, Pacific people are resilient and Pacific governments are taking a leading role in developing fit-for-purpose disaster risk management and response measures.

South East Asia

South East Asia is affected by frequent natural disasters. Periodically, it also experiences pockets of conflict and associated displacement. While national and regional response capacity is generally strong, events occur from time to time that exceed national and regional response capacity. Several South East Asian countries are also experiencing significant COVID-19 outbreaks.

COVID-19 impacts

The COVID-19 pandemic has led to a considerable increase in humanitarian need and has brought about new complications with respect to providing humanitarian assistance. Humanitarian need has spiked in countries where the number of COVID-19 patients requiring medical treatment has overwhelmed local health system capacity. Flow-on effects of the pandemic include disrupting access to livelihoods and considerably increasing protection risks, including the risk of sexual and gender-based violence.

Restrictions on travel and health and safety considerations associated with the pandemic have also affected traditional humanitarian delivery models, accelerating the shift to increased reliance on local actors in the Pacific and globally. The pandemic has put considerable pressure on humanitarian supply chains and it poses challenges for sustaining emergency responses over a longer period of

⁶ The Grand Bargain is a set of commitments launched at the 2016 World Humanitarian Summit and agreed to by various governments, UN agencies and other organisations with the intent of improving the effectiveness and efficiency of humanitarian action.



time. Communities across all Pacific countries have experienced significant secondary impacts from the pandemic, including considerable economic disruption and associated negative impacts on livelihoods and food security.

In the current COVID-19 environment, some Pacific countries that have not had COVID-19 outbreaks⁷ are more cautious about receiving international humanitarian teams. In these circumstances, Aotearoa New Zealand will primarily look to provide assistance through safe delivery of relief items and support for in-country actors that are well placed to deliver fast and effective support. This may include partnering with local Non-Governmental Organisations (NGOs) and with New Zealand NGOs that are able to implement with their local partners under the New Zealand Disaster Response Partnership. Where practical support from Aotearoa New Zealand is required we will mobilise carefully with COVID-19 risks in mind, including to guard against the potential risk of inadvertently contributing to the spread of COVID-19.

COVID-19 outbreaks in Aotearoa New Zealand also constrain the nature and extent of practical humanitarian support that we are able to provide to other countries. Where international humanitarian teams are requested in the Pacific in a COVID-19 context and Aotearoa New Zealand is able to respond favourably, we will carefully consider the domestic situation, the operating environment offshore, and the risks that COVID-19 poses to the health, safety and well-being of humanitarian staff when evaluating humanitarian response options. This also applies for staff deployed locally.

New Zealand's humanitarian action

Our humanitarian action is guided by Aotearoa New Zealand's Humanitarian Action Policy (2019). The policy is built on the fundamental principle that people who are affected by disaster or conflict have a right to life with dignity and, therefore, are entitled to protection and assistance. Our conviction that action should be taken to prevent and alleviate human suffering is rooted in the rights and protections enshrined in international humanitarian law, international human rights law and refugee law.

New Zealand's humanitarian action is underpinned by the humanitarian principles of:

- humanity (the centrality of saving human lives and alleviating suffering)
- impartiality (actions are needs-based, without discrimination between or within affected populations)
- neutrality (action does not favour any side in an armed conflict), and
- independence (autonomy of humanitarian objectives from political, economic, military or other objectives).

⁷ Most Polynesian countries have escaped widespread COVID-19 outbreaks so far due to tight border restrictions.



The Humanitarian Action Policy reaffirms that New Zealand's primary geographic focus for humanitarian assistance is support to Pacific governments to implement disaster preparedness, response and early recovery activities. We are a part of the Pacific region and have deep relationships and the diplomatic footprint to deploy our widest range of humanitarian capabilities in this region, and it is where we can make the biggest difference.

Our second geographic priority is South East Asia, where we engage in regional disaster preparedness and response mechanisms.

When allocating funding to emergencies outside the Pacific and South East Asia regions, we consider the scale and severity of humanitarian needs, prioritising the greatest needs and guided by the decision-making framework set out in the Humanitarian Action Policy. This policy outlines principles for how Aotearoa New Zealand undertakes humanitarian action. Aotearoa New Zealand recognises the importance of local leadership and management of disaster preparedness and response, and this is reflected in how we work with local, national and regional disaster management organisations. The policy prioritises inclusive humanitarian action including access to humanitarian support and participation in decision making, and sexual and reproductive health and rights for all.

Communities affected by humanitarian crises experience different levels of vulnerability and need. Some communities are disproportionately affected; face multiple barriers in accessing information, protection and assistance; and are particularly exposed to violence, exploitation and abuse. Many people experience multiple and intersecting forms of discrimination that exacerbate exclusion. Intentional steps need to be taken to ensure humanitarian action is inclusive for all. We recognise the important role that local and national civil society organisations, NGOs and multilateral partners play in advancing inclusive humanitarian action.

Gender equality and the empowerment of women and girls is a core value underpinning New Zealand's humanitarian action. Aotearoa New Zealand is also committed to inclusive humanitarian action more broadly, including improving collection, analysis and use of disaggregated data (by sex, age and disability status), and taking into account the diverse needs, vulnerabilities and capacities of different people and groups.

We will work through both advocacy and investments to:

- support humanitarian action that provides a platform for decision-making and leadership by women, youth, people with disabilities and other marginalised groups
- support humanitarian action that recognises and addresses the particular needs of women and girls, including their sexual and reproductive health and rights
- strengthen understanding of the needs of different groups through collection and analysis of data that is disaggregated by sex, age and disability status
- support disability-inclusive humanitarian action in line with our obligations under the Convention on the Rights of Persons with Disabilities and our commitment to the Charter for Inclusion of Persons with Disabilities in Humanitarian Action, and



- promote inclusion and protection of people with diverse gender identity, expression and sexual orientation.

We prioritise our contributions and engagement where there is need, tailored to where we have relevant relationships and capability, and to where we are best placed to make a fast and effective contribution. We emphasise partnership and coordination: internally, with affected governments, with the international community, and with other donors.

We support the international humanitarian system to deliver effective, efficient and impactful humanitarian action by providing timely and flexible funding to relief efforts of the UN and international Red Cross Movement.

By partnering with New Zealand NGOs, especially in the Pacific and South East Asia, we can leverage their expertise, resources and networks to support timely, effective and inclusive humanitarian action at the community level.

Humanitarian and Disaster Management Programme 4YP strategic goals

Strategic goals

**Goal One:
Partner
governments and
other humanitarian
actors in the Pacific
lead effective and
inclusive
humanitarian
responses.**

We aim to support effective, locally-led responses in the Pacific. Our preparedness investments and engagement in the Pacific will support readiness and response capabilities among key humanitarian and emergency responders in the Pacific.

By making sure that Aotearoa New Zealand supports both local actors and action, as well as providing practical assistance when needed and requested, we empower Pacific countries and communities to lead their own humanitarian action that meets immediate needs effectively and supports quick recovery.

Key indicators of progress

- Number of humanitarian preparedness interventions in the Pacific (#)
- Percentage of the total humanitarian allocation spent on humanitarian preparedness activities (\$ value, %)
- Percentage of the total spend on humanitarian preparedness activities which is targeted to inclusion (\$ value, %)



Strategic goals

**Goal Two:
Crisis affected
countries and
communities are
accessing the
assistance and
protection they
need.**

Aotearoa New Zealand responds to a wide range of natural disasters and humanitarian emergencies in the Pacific. We aim to provide needs-based assistance in support of Pacific-led responses.

We respond to major events in South East Asia where national and regional capabilities are constrained and Aotearoa New Zealand can provide complementary assistance to that provided by other actors. Outside of South East Asia and the Pacific, we respond to the world's most significant humanitarian crises.

Key indicators of progress

- New Zealand's All of Government responses are well coordinated, effective and efficient (as assessed by relevant response partners, Posts and Bilateral teams)
- Number of responses launched within mandated timeframes (#)
- Number of humanitarian crises responded to in the Pacific (#, \$ value)
- Number of humanitarian crises responded to in the rest of the world (#, \$ value)
- Number of people reached through New Zealand Disaster Response Partnership Activities (#)

**Goal Three:
New Zealand's
humanitarian
advocacy promotes
a principled,
effective, efficient
and inclusive
humanitarian
system.**

We engage with the international humanitarian system to promote humanitarian action that meets the needs of crisis affected populations effectively. For example, we are active participants in Grand Bargain discussions, Donor Support Groups, and the Good Humanitarian Donor initiative.

By advocating for principled, effective, efficient, innovative, inclusive and accountable humanitarian action we encourage the international humanitarian system to respond to the world's humanitarian challenges in the most appropriate ways possible.

Key indicators of progress

- Number of humanitarian resolutions Aotearoa New Zealand has engaged on (#)
- The extent of New Zealand's engagement with international humanitarian partners and fora (evidenced by way of qualitative data presentation)



Specific outcomes linked to our strategic goals

The logic diagram annexed to this 4YP sets out how our strategic goals for New Zealand's humanitarian action, which are long term outcomes, drive more specific short and medium term outcomes. Aotearoa New Zealand will work towards these outcomes together with our humanitarian and disaster management partners, including government entities, multilateral agencies, NGOs and the international Red Cross Movement.

Assumptions

In setting out the logic diagram and outcomes, we have made the following key assumptions which we will continue to test and monitor during the implementation of this 4YP:

- Natural disasters and humanitarian emergencies will continue unabated over the short term at regional and global levels.
- Current trends showing increasing conflict, displacement, political instability, climate change and the impact of the COVID-19 pandemic are likely to continue in the coming year.
- Needs will continue to outstrip available resources, which means that the humanitarian system and humanitarian action must continue to find ways to be as efficient and effective as possible, and local actors need to be well supported.

Risks

We have noted the following key risks which we will continue to monitor and develop mitigation measures for during the implementation of this 4YP:

Strategic level risks	Mitigation measures
<p>COVID-19 enters more Pacific countries and there is significant community transmission across the region, leading to spikes in humanitarian need and adding operational complications for New Zealand's humanitarian action.</p>	<p>We will work closely with humanitarian partners to monitor COVID-19 impacts in partner countries and manage our humanitarian response work accordingly. Empowering and strengthening the resilience of local partners and communities will help mitigate risks.</p>
<p>Pacific Island and other focus countries are impacted by major natural disasters or extreme weather events, resulting in significant damage, loss of life and disruption to development initiatives.</p>	<p>We will offer support when required, drawing on our humanitarian partnerships and national capabilities. We will closely monitor the impacts of natural disasters and extreme weather in partner countries and will manage our programmes / projects accordingly. We will ask our partners to integrate climate and disaster resilience measures into activities as relevant to mitigate the impacts of climate change and disasters and, through the Partnerships 4YP, will support initiatives that strengthen</p>



Strategic level risks	Mitigation measures
	climate change adaptation, disaster preparedness and risk reduction.
Humanitarian responses that are not targeted to needs and do not support and empower local leadership and action prolong humanitarian crises and damage New Zealand's relations in the region.	New Zealand's humanitarian responses, if delivered on the basis of need and in a fast, effective and culturally appropriate way, have the potential to meet humanitarian needs, support early recovery, and strengthen New Zealand's relationships with partner countries in the Pacific.
A combination of natural disasters and COVID-19 outbreaks in the region could lead to levels of humanitarian need beyond New Zealand's capacity to respond.	New Zealand's close coordination with other actors (e.g. through the FRANZ arrangement with France and Australia, and with UN agencies) and partner countries who may be able to respond will reduce this risk.
Humanitarian need continues to rise, with increases in unmet humanitarian need and threats to global stability.	We will support and work with multilateral humanitarian partners to identify new ways to meet humanitarian need effectively and efficiently.

How we put this plan into action

To operationalise this 4YP Aotearoa New Zealand will collaborate with a wide range of humanitarian partners. We have a suite of ongoing actions across our five key result areas:

- Pacific disaster preparedness
- New Zealand response readiness
- fast, effective and targeted humanitarian responses in the Pacific, South East Asia and further afield
- impactful advocacy in support of a stronger humanitarian system, and
- public engagement.

Pacific disaster preparedness

Our primary focus will continue to be our engagement in the Pacific and on issues that matter to Pacific people and governments.

We will promote and support Pacific leadership and coordination in disaster preparedness and response, and will progressively increase our support for nationally-led disaster preparedness activities. We have a range of investments to support preparedness in the region. These include providing funding to implement regional initiatives, creating partnerships with emergency



management agencies, supporting emergency medical teams to respond rapidly, and partnering with New Zealand NGOs who have effective delivery mechanisms across the Pacific.

We partner with New Zealand NGOs through the New Zealand Disaster Response Partnership to hold relief supplies (through their local partners) which can be released rapidly and replenished when disasters strike.

New Zealand response readiness

It is important for Aotearoa New Zealand to respond quickly to requests for assistance from Pacific countries affected by significant disasters. We ensure that Aotearoa New Zealand can do this through investment in early warning systems (e.g. the New Zealand MetService's tropical cyclone forecasting) and by maintaining a well-coordinated New Zealand government offshore humanitarian response system that includes All of Government guidelines, briefings and exercises, and working with New Zealand Government partners to maintain deployable capabilities. We also maintain a stock of relief supplies in Auckland for rapid transport to affected countries.

Our ongoing partnerships with the Council for International Development (including its Humanitarian Network) and New Zealand Red Cross are also critical for our response readiness.

We work with others through multilateral mechanisms that support operational readiness; for example, the UN International Search and Rescue Advisory Group and WHO Emergency Medical Team coordination mechanisms.

Fast, effective and targeted humanitarian responses in the Pacific, South East Asia and further afield

The Pacific

MFAT leads New Zealand's offshore humanitarian responses under New Zealand's National Security system. We work in close coordination with other government partners including the Department of Prime Minister and Cabinet, New Zealand Defence Force, New Zealand's Ministry of Health, the National Emergency Management Agency, New Zealand Police, and Fire and Emergency New Zealand.

Aotearoa New Zealand provides assistance through a range of mechanisms, including financial assistance to local and international response actors (including via the New Zealand Disaster Response Partnership), deployment of technical teams from New Zealand, provision of relief supplies and logistics support.

In each response New Zealand's emergency relief assistance will be guided by the exact needs and requests of crisis-affected Pacific governments. We will work with affected governments and other responders through coordination systems that affected governments have established. We coordinate closely with France and Australia under the FRANZ arrangement, as well as with the UN and other humanitarian actors to ensure our support complements that of other actors.



We will incorporate early recovery, disaster risk reduction and resilience measures into our response plans, and will coordinate with other parts of the Pacific and Development Group to ensure a complementary approach across the disaster risk cycle.

South East Asia

In South East Asia we provide financial contributions to the efforts of UN and Red Cross partners, or to New Zealand NGOs (providing \$3 for every dollar our NGO partners contribute to New Zealand Disaster Response Partnership activities). We can provide direct operational assistance as a supporting partner where national and local capacities are constrained and our support is requested.

Further afield

Beyond the Pacific and South East Asia New Zealand's primary mechanisms of support are through financial contributions to support the humanitarian response efforts of UN or International Red Cross Movement partners. In some instances, such as very significant natural disasters, we may also provide support via the New Zealand Disaster Response Partnership on a dollar for dollar matched funding basis.

Aotearoa New Zealand is unable to respond to all global emergencies. In considering which crises to prioritise we will consider the scale of humanitarian need and other factors as set out in the decision framework in Aotearoa New Zealand's Humanitarian Action Policy⁸.

Impactful advocacy in support of a stronger humanitarian system

We will continue to advocate and engage with the international humanitarian system through a range of multilateral fora⁹. Through these engagements we call for principled and effective humanitarian action that is inclusive for all and meets the needs of affected populations. In the Pacific we engage with partner countries and other humanitarian actors to promote action that is fit for purpose in this region.

Aotearoa New Zealand supports good practices, emphasising coherence and coordination amongst donors to encourage principled donor engagement and improve humanitarian action.

Public engagement

We will provide information to the New Zealand public, including Pasifika, on New Zealand's humanitarian action.

⁸ [Aotearoa New Zealand Humanitarian Action Policy](#)

⁹ For example, Grand Bargain discussions, the Good Humanitarian Donor initiative, the UN ECOSOC Humanitarian Affairs Segment and in Donor Support Groups.



How we assess progress against this plan

We report on progress towards our goals via MFAT's Annual Report¹⁰. In addition, we track progress on the actions taken under this plan via our interactions within the international humanitarian system and New Zealand NGOs. This not only gives us an opportunity to discuss what has been achieved in partnership, but also to test whether our plan remains fit-for-purpose and what aspects of it we may need to adapt.

Progress is also measured through a high level monitoring and evaluation framework which was developed as part of ongoing efforts to improve responses to rapid onset natural disasters in the Pacific. The purpose of this framework is to:

- support decision-making during responses
- improve the evidence base on the impact of humanitarian response efforts
- improve the effectiveness of future responses through identification of lessons, and
- support better communication of the difference made for affected communities and governments.

We aim to strengthen the way we track and monitor our humanitarian activities in real time to ensure effectiveness and ongoing strategic alignment.

The results and lessons learned from activity level monitoring are compiled annually. This feeds into an annual reflection discussion and report on progress against the 4YP outcomes, which in turn informs the annual update of the 4YPs. This process supports ongoing improvement of our engagement towards the strategic goals.

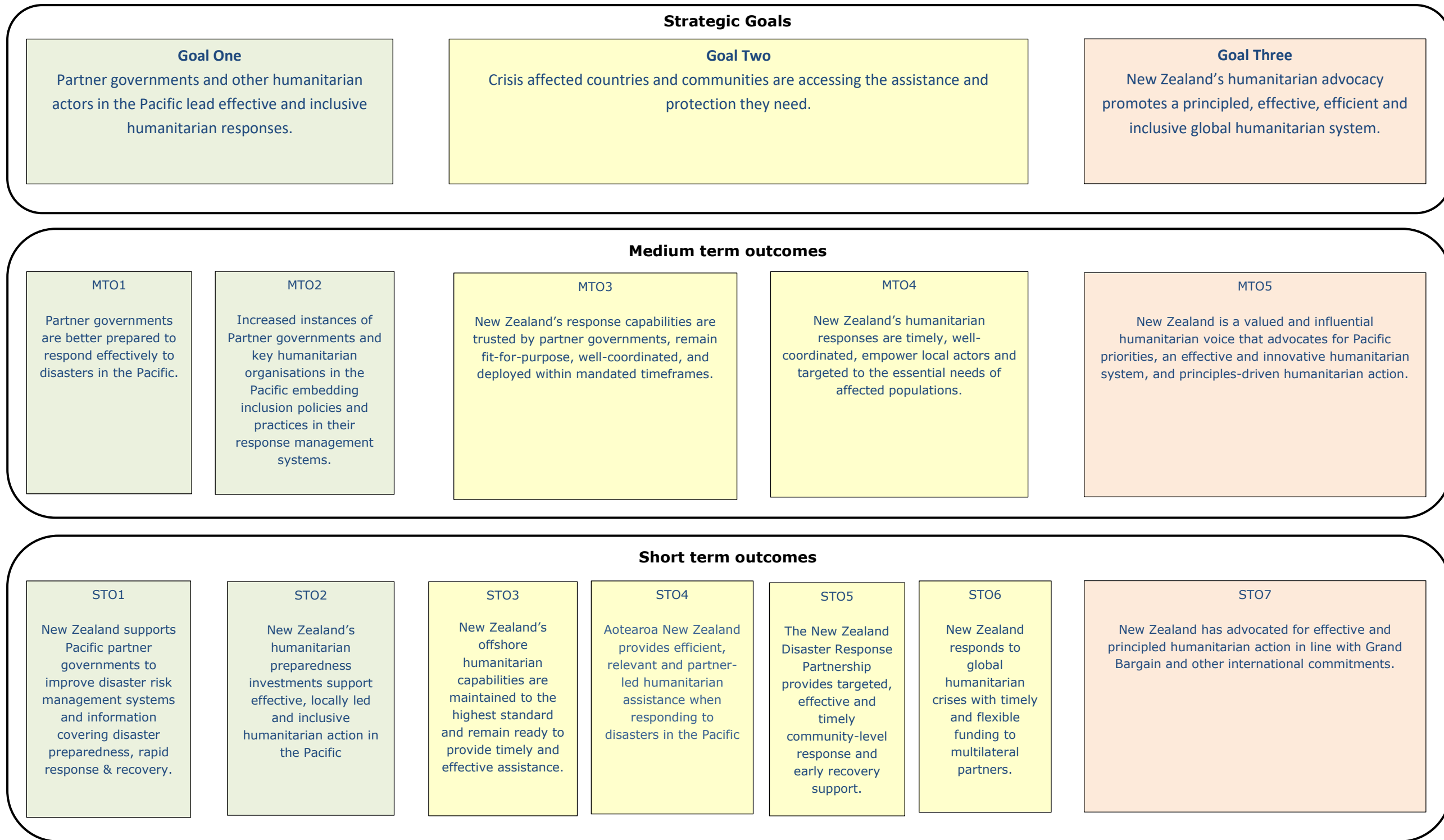
For further information

To find out more about MFAT's Humanitarian and Disaster Management programme go to our website, at <https://www.mfat.govt.nz/en/aid-and-development/humanitarian-action/> or contact PHM@mfat.govt.nz.

¹⁰ <https://www.mfat.govt.nz/en/about-us/mfat-annual-reports/>



Annex One: 4YP Intervention Logic Diagram



Key
 Green – Preparedness
 Yellow – Response
 Orange – Global Humanitarian Action and Policy