

Evaluation of the New Zealand Disaster Response Partnership

Evaluation Report
March 2024



Contents

Executive Summary	1
Introduction	1
Background and context	1
Evaluation objective, approach, and methodology	1
Summary of key findings	2
Future directions and emerging areas of considerations	4
Considerations for taking findings and emerging areas forward	5
1 Overview of the New Zealand Disaster Response Partnership	6
1.1 Context and background	6
1.2 Important features of the NZDRP modality that underpin this evaluation	6
1.2.1 NZDRP Key features	6
1.3 NZDRP key components	8
1.3.1 Contestable funding	8
1.3.2 Pre-positioned relief supplies (PPRS)	9
1.3.3 Knowledge sharing	10
1.4 NZNGOs partners	10
1.5 Theory of change and outcome pathways	10
1.6 Management Governance and implementation arrangements	11
2 Evaluation Objectives	12
2.1 Purpose and use of the evaluation	12
2.2 Evaluation objectives and scope	12
2.3 Key evaluations questions	12
2.4 Evaluation approach and methods	14
2.5 Challenges and limitations	14
2.6 How to read this report	15
3 The relevance and appropriateness of the NZDRP	16
3.1 Key findings on the extent to which the NZDRP is relevant to MFAT's policy settings and partner priorities and how contextually relevant it is	16
3.1.1 The NZDRP strategically aligns with New Zealand's humanitarian policy and priorities	16
3.1.2 Lack of clarity in the alignment of the NZDRP with specific commitments in the Grand Bargain	17
3.1.3 Overall good alignment with local contexts	17
3.1.4 Level of appropriateness is driven by the defining features and variability of crises between Pacific and non-Pacific responses and contexts	18
4 The effectiveness of the NZDRP	18
4.1 Key Findings on how effectively NZDRP is in assisting NZNGOs to rapidly respond to humanitarian crises and deliver outcomes	19
4.1.1 NZDRP extends the reach of New Zealand's humanitarian and disaster efforts in the Pacific and the rest of the world	20
4.1.2 Supporting humanitarian response outcomes in Tonga and Bangladesh	21
4.1.3 Demonstrably strong partnerships with civil society creating effective humanitarian responses and strengthened capacity	22
4.1.4 Strength in promoting inclusive, gender-sensitive programming and disaster responses	22
4.1.5 Sporadic and insufficiently successful knowledge sharing between MFAT and NZNGOs	23
4.1.6 Lack of strategic and operational MEL architecture for effective programming and reporting	23

4.1.7	Features of the modality that contributed to the delivery of outcomes.	24
4.1.8	Features of the modality that hindered the delivery of outcomes	24
5	The efficiency of the NZDRP	25
5.1	Key findings on the extent to which the NZDRP business processes are effective and efficient and drive timely results	25
5.1.1	Proportionate business management processes	25
5.1.2	Business processes to operationalise pre-positioned supplies lack clarity and impede responsiveness	28
5.1.3	Risk sharing between MFAT and the NZNGOs enhances efficiency as a key feature of partnerships within NZDRP	28
5.1.4	A continuum of relational strength exists between NZNGOs and local NGOs with a correlation between stronger partnerships and greater relevance, effectiveness and efficiency of responses	28
6	Locally led and accountable responses	29
6.1	Key findings on the extent to which NZDRP enables locally led humanitarian responses that are accountable to local populations impacted.....	29
6.1.1	NZDRP-funded activities are designed and implemented fully by local partners	29
6.1.2	The majority of partnerships between NZDRP Partners and local partners demonstrate a positive working relationship.....	30
6.1.3	Tight proposal development timelines can sometimes be in conflict with locally-led responses	30
6.1.4	There is evidence that local partners are working within the disaster management framework and coordination mechanisms of local government responses to the broader emergency response	30
6.1.5	Indirectly enhancing local capacity and capability	30
7	Comparative analysis of other donor modalities	31
7.1	Key findings on the extent to which the NZDRP modality and its underlying business processes can adapt to the changing humanitarian context and uncertain future.....	31
7.1.1	Insights into other donor-funded modalities for funding humanitarian NGOs	31
7.1.2	Considerations for improvement of the NZDRP	34
8	Future directions and emerging areas of considerations	36
8.1	Emerging areas of consideration for the NZDRP	36
8.2	Considerations for taking findings and emerging areas forward.....	39

Tables and Figures

Figure 1: NZDRP Evaluation Methods	2
Figure 2: Three steps to take emerging considerations forward	5
Figure 3: Key Features, Components, and Outcome Pathways of the NZDRP Modality	7
Figure 4: Contestable Funding Process	8
Figure 5: NZDRP Theory of Change	11
Figure 6: Key NZDRP Evaluation Methods	14
Figure 7: NZDRP Funding by Region	17
Figure 8: NZDRP Funding by Country	19
Figure 9: NZDRP Funding by NZDRP Partner	19
Figure 10: Average value of funding received per work package and NZDRP Partner	20
Figure 11: Countries with NZDRP-funded PPRS	20
Figure 12: NZDRP Funding by MFAT's Humanitarian Geographic Priorities	21
Figure 13: Total NZDRP investment in Tonga	61
Table 1: NZDRP Selection Criteria for PPRS Funding	9
Table 2: Key evaluation questions	13
Table 3: NZDRP Evaluation Challenges and Limitations	14
Table 4: Strengths and limitations of the NZDRP processes	25
Table 5: Other Donor Funding Mechanisms Supporting Humanitarian NGOs	31
Table 6: Considerations for improvement based on key features of the NZDRP approach	34

Annexes

Annex 1	Other Donor Models
Annex 2	Summary of Stakeholders Interviewed
Annex 3	Key Documents Reviewed
Annex 4	Bangladesh case study
Annex 5	Tonga case study

Abbreviations

4YP	Humanitarian Four Year Plan
AHP	Australian Humanitarian Partnership
ANGO	Australian Non-government Organisation
CIC	Camp in Charge
CID	Council for International Development
DFAT	Australia's Department of Foreign Affairs and Trade
DG-ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DRR	Disaster risk reduction
EHEF	Emergency High Commission Funding
EU	European Union
GDP	Gross domestic product
GEDSI	Gender equality, disability, and social inclusion
HAP	Humanitarian Action Policy
HRP	Humanitarian Response Plan
IDC	International Development Cooperation
ISCG	Inter-sectoral Coordination Group
MEL	Monitoring, evaluation, and learning
MERL	Monitoring, evaluation, research, and learning
MFAT	New Zealand's Ministry of Foreign Affairs and Trade
NEMO	Government of Tonga's National Emergency Management Office
NGOs	Non-government Organisation
NMFA	Norwegian Ministry of Foreign Affairs
NPP	Negotiated Partnerships Programme
NZDRP	New Zealand's Disaster Response Partnership
NZNGO	New Zealand's Non-Government Organisation
OECD-DAC	Organisation for Economic Cooperation and Development's Development Assistance Committee
PBA	Programme-based Approach
PHM	Partnerships, Humanitarian, and Multilateral
PPRS	Pre-positioned Relief Supplies
ROW	Rest of the World
RRRC	Refugee Relief and Repatriation Commissioner
SGBV	Sexual gender-based violence
SIDA	Swedish International Development Agency
TOR	Terms of Reference
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs

Executive Summary

Introduction

The New Zealand Ministry of Foreign Affairs and Trade (MFAT) commissioned Tetra Tech International Development (Tetra Tech) to undertake an evaluation (the evaluation) of the New Zealand Disaster Response Partnership (NZDRP). The evaluation was conducted from June to November 2023. This report presents the evaluation findings and considerations for future directions of the NZDRP. The purpose of the evaluation was to assess the relevance, effectiveness and efficiency of NZDRP including how well it has delivered *New Zealand's Humanitarian Action Policy (HAP)* and *Humanitarian Four Year Plan (4YP)* outcomes and present options and recommendations for enhancing the NZDRP going forward.

Background and context

The NZDRP is a critical component of Aotearoa New Zealand's international humanitarian action and a key modality through which Aotearoa New Zealand works with New Zealand-based non-governmental organisations (NZNGOs). The Partnership is informed by *New Zealand's Humanitarian Action Policy 2019*¹ which presents a particular focus on responding to emergencies in the Pacific and provides a channel through which funds can be disbursed to accredited NZNGOs' emergency response activities. The NZDRP is motivated also by Aotearoa New Zealand's commitments under the Grand Bargain 2.0. The scope of the NZDRP extends also to emergencies in Southeast Asia and some of the world's most significant disasters.

The NZDRP has three key components:

- *Pre-positioned supplies* – This initiative is designed to support rapid response. The model supports selected NZNGOs to store humanitarian relief items in-country to ensure rapid mobilisation and distribution to communities in the event of a natural disaster.
- *Contestable Funding Rounds* – Accredited NZNGOs are invited to contest and apply for funding for relief and early recovery activities through the contestable funding rounds. The funding supports activities up to a year in duration with disaster risk reduction (DRR)

sometimes integrated into the response activities.

- *Knowledge Sharing* – Through its partnership, the modality provides a knowledge-sharing platform between MFAT and NZNGOs on emerging trends and issues in the humanitarian sector towards the goal of strengthening NZNGOs' humanitarian capacity, and MFAT response effectiveness.

These components were designed based on four main policy drivers at the time – to be locally led and inclusive, ensure accountability, and create a platform where NZNGOs and MFAT can learn, share, and adapt to any changes in the operating environment. Since 2014, NZDRP has signed head agreements with 14 NZNGOs and launched 24 NZDRP funding rounds and funded 151 activities through 57 humanitarian responses across 20 countries.

Evaluation objective, approach, and methodology

The purpose of the evaluation was to assess the relevance, effectiveness, and efficiency of the NZDRP as well as how well it delivered against New Zealand's *HAP 2019* and the *Humanitarian 4YP* outcomes. This included assessing the progress of the NZDRP and investigating how well its investments have been locally led and accountable as well as documenting lessons learned from similar donor models.

The key evaluation objectives were as follows:

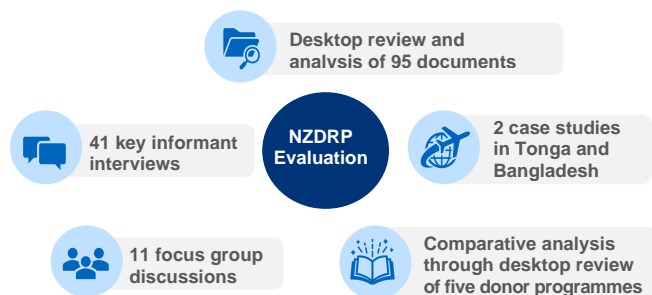
1. To assess the relevance and effectiveness of NZDRP
2. To assess the extent to which NZDRP enables humanitarian responses that are locally led and accountable to those impacted by crises.
3. To assess the efficiency of NZDRP
4. To consider other donor models for partnering with NGOs and identify lessons.

The evaluation covered the NZDRP's activities over the period from 2013 to 2023 and focused on the NZDRP accreditation process, its three key components: pre-positioned supplies, contestable funding rounds, and knowledge-sharing as well as the role of MFAT, the Council for International Development (CID), and NGOs in supporting NZDRP contestable funding rounds. The evaluation utilised a mixed-methods approach combining different forms of data collection (primary and secondary) in a phased manner and combining both qualitative and

¹ <https://www.mfat.govt.nz/assets/Aid-Prog-docs/Policy/MFAT-Humanitarian-Action-Policy-2019.pdf>

quantitative data sources. The evaluation also applied the case study by conducting a deep-dive assessment of the NZDRP-funded activities in Tonga and Bangladesh. The figure below summarises the key methods utilised in this evaluation.

Figure 1: NZDRP Evaluation Methods



Evidence from multiple data sources was then triangulated to inform the evaluation's findings and future considerations.

Summary of key findings

Relevance and appropriateness of the NZDRP: To what extent is the NZDRP relevant to MFAT's humanitarian policy, implementing partners' priorities and the local contexts they operate?

The NZDRP is a valued humanitarian funding modality that is closely aligned with Aotearoa New Zealand's humanitarian objectives. It enjoys widespread support among New Zealand and local partners and has been successfully engaged in responding to humanitarian emergencies in 20 countries over the last 10 years. The NZDRP is consistent with the principles and priorities of New Zealand's HAP and aligns closely with the strategic goals and results outlined in the Humanitarian and Disaster 4YP. Through its pre-positioned supplies and contestable funding components, the NZDRP is closely aligned with HAP priority one (Pacific disaster preparedness and rapid response) and HAP priority two (fast, effective, and targeted contributions to emergencies outside the Pacific). By incorporating consideration of gender and inclusion into proposal assessment and reporting requirements it is also broadly consistent with HAP priority three (humanitarian action that is inclusive for all). In principle, the use of NZDRP as a knowledge-sharing platform links strongly to HAP priority five (accountability, learning and improvement).

NZDRP protocols and processes appear to be broadly appropriate for producing project designs that are contextually aware and relevant to the needs of local populations. This is achieved by grounding responses in partnerships between New Zealand and local NGOs and by establishing funding rounds based

on joint needs assessments and country response plans, integrating needs analysis into proposal design and assessment, and including in-country representatives in proposal appraisal committees. Among NZDRP partners, project relevance is also seen to be enhanced by MFAT's openness to discussion. This space is seen as important for enabling a two-way dialogue in which partners can rationalise and advocate for their project design while gaining a deeper understanding of MFAT requirements or concerns. Similarly, MFAT's perceived flexibility after project approval is also valued, as this enables implementing partners to adapt to changing circumstances with relative ease.

Granting that the NZDRP is in most part relevant to New Zealand's humanitarian objectives and to meeting humanitarian needs, the question remains as to whether it is the most appropriate way for these needs and objectives to be met in different contexts. This question is particularly pertinent when comparing Pacific and non-Pacific responses where the defining features of a typical crisis can vary significantly. The most appropriate way of funding responses in the Pacific - where New Zealand has a strong presence and contextual understanding, where partnerships between New Zealand and local NGOs are likely to be stronger and where humanitarian emergencies tend to result from rapid onset natural disasters - may look quite different from the most appropriate ways of funding responses outside the Pacific. Outside of the Pacific many of the largest humanitarian crises are protracted and complex. New Zealand often has limited presence and NZNGOs may not have the same depth of relationship with local organisations. Within this context, the NZDRP operates at a point of tension between two policy objectives: 1) that of prioritising action in the Pacific; and 2) that of responding to the world's most significant humanitarian crises.

Effectiveness of the NZDRP: How effective is the NZDRP in assisting NZNGOs to rapidly respond to humanitarian crises and deliver outcomes?

Since 2014, NZDRP Partners have participated in 24 rounds of contestable funding. In total, NZDRP has funded 151 activities through 57 humanitarian responses across 20 countries. 68% of these activities are in the Pacific region. Total investments are NZD 35,236,801 with funding in the Pacific making up 41.7 percent. It is a key finding of the evaluation that despite the Pacific region being a region of primary interest to New Zealand and a priority area for humanitarian response, according to the HAP and Humanitarian 4YP, Southeast Asia and the Middle East have received more funding from the NZDRP.

The NZDRP's support of a diverse portfolio of NZNGOs is important in supporting New Zealand's humanitarian response. The diversity of partners and projects enables New Zealand to extend its influence and priorities, supporting an extensive range of activities at the country and community level. Since 2014, NZDRP Partners have participated in 24 rounds of contestable funding. There is evidence that capacity development support for local civil society through NZNGOs has contributed to skills in programme design, project management, reporting, and technical skills while supporting civil society engagement in the humanitarian sector.

NZDRP programming is generally inclusive and gender-sensitive and supports women, girls and people with disabilities through NZDRP-funded projects. Quantitative data is lacking on the number of women, girls and people with disabilities reached by the NZDRP since 2014. Key informant interviews with NZNGOs and local partners reported qualitatively that targeted programming to reach and support the most vulnerable during and after disasters occur. Gender equality and social inclusion is a common sectoral focus across the partners with projects in Tonga and Bangladesh having gender equality as a key focus. Gender equality through mainstreaming is reported by most partners with some targeted activities to support gender equality and inclusion. In Cox's Bazar, NZDRP has funded five activities that focus solely on gender equality, disability, and social inclusion (GEDSI).

Locally led and accountable humanitarian responsive: To what extent does the NZDRP enable humanitarian responses that are locally led and accountable to those impacted by crises?

There is evidence that the NZDRP is advancing locally-led response through NZNGOs close collaboration with local implementing partners in the design and delivery of the projects with opportunities to further embed localisation principles in the design and delivery of the next phase of the NZDRP. Beyond working with local partners, some stakeholders noted that 'locally led' remains a sticky issue for the NZDRP and MFAT more broadly. NZNGOs as intermediaries between MFAT and the local partners in the current context of locally led development agenda requires further thinking on what locally led humanitarian responses mean both for MFAT, NZDRP and the NZNGOs.

Efficiency of the NZDRP: To what extent has the NZDRP utilised the most effective and efficient processes, systems, and guidelines to achieve desired results in a timely manner?

Although structurally the administrative burden that comes with managing relatively small grants across a relatively large number of partners can make efficiency challenging, the NZDRP appears to have a reasonably light administrative structure and its processes for distributing and managing humanitarian funding are widely considered by partners to be proportionate. NZNGOs play an important role in risk management, monitoring, compliance, and reporting. As such, the NZDRP model offers efficiencies from an MFAT perspective by sharing the administrative burden that could otherwise fall more heavily on MFAT. This arrangement appears to work well, although its effectiveness is influenced by the strength of the relationship between NZNGOs and their local partners. In stronger relationships defined by more regular contact and mutual understanding of each organisation's capacities, NZNGOs appear to play a more active role in risk management than in weaker, more distant partnerships.

The modality: To what extent is the NZDRP modality, including management, implementation and funding arrangements, appropriate to the changing humanitarian context and how can NZDRP be adapted to be more relevant in the future?

As a modality, the NZDRP employs a one-size-fits-all approach to funding crises across vastly different geographical contexts and emergency types. Though it is relatively flexible, there may be opportunities to embed components, systems and processes that better differentiate between these and thus better respond to different disaster types. While the NZDRP appears to have been well-designed for the Pacific, as an increasing proportion of funding is now supporting responses beyond the Pacific, the single approach and underlying systems and processes may require review.

Key features of the NZDRP modality that NZNGOs and the implementing partners identified as supporting the effective delivery and achievement of outcomes include MFAT's flexibility and NZDRP Fund Managers' openness to dialogue which creates an opportunity for NZNGOs and the local partners to implement activities that are of value to affected communities as well as trial new project ideas. Working with local partners with established and deep relationships who are embedded in local coordination mechanisms and understanding of national and local contexts were noted as other key drivers of effectiveness.

Stakeholders identified several limitations and challenges related to features of the NZDRP, noting these as potential improvement areas to ensure the NZDRP is contextually relevant and fit for purpose. These include:

- **Contestable funding:** The contestability of funding rounds offers both pros and cons from an efficiency perspective. On one hand, MFAT defines efficiency as a key quality criterion during proposal assessment, enabling selection to be weighted towards what MFAT considers to be more efficient responses. However, on the other hand, the requirements of contestable funding themselves (such as developing, reviewing and assessing proposals) may impede efficiency as they take considerable time that could be bypassed under alternative partnership models designed for more rapid response.
- **Matched funding.** Matched funding requirements are widely considered among NZDRP partners to hinder efficient humanitarian response and may in some cases distort the logic of selection away from organisations that are best placed to respond to those with the greatest fundraising capacity. Some partners also noted that matched funding limits NZDRP partner agencies' ability to respond to disasters outside the Pacific in cases where the matched requirement is too high.
- **Knowledge sharing:** Knowledge sharing seems ad-hoc with insufficient evidence that it has contributed to learning and strengthening the partnership. There appears to be an appetite for more/better knowledge-sharing among stakeholders and a strong sense that knowledge-sharing can be leveraged to systematically strengthen ways of working.
- **Prepositioned supplies:** These are valuable in principle by facilitating a more rapid response. However, there is a need to strengthen processes and guidelines on inventory management and when and how to release supplies. Decisions on where to locate pre-positioned supplies and how they should be managed are not based on a clearly defined strategy.

Future directions and emerging areas of considerations

Discussions during the evaluation highlighted that it is not the intent or will of either MFAT or its NZDRP partners to consider a wholesale redesign of the NZDRP modality. Rather an intent to explore and potentially refresh certain components of NZDRP is preferred in order to support the strategic aspects of the relationship and mobilise the different assets of the diverse range of partners to achieve shared value.

Emerging areas of considerations



Strategy and policy direction

MFAT works with the partners to articulate the strategic intentions and objectives of the partnership and define how it contributes to MFAT's humanitarian objectives and priorities by facilitating discussions between MFAT and the NZDRP partners to develop and articulate the strategic intentions and objectives of the NZDRP within the current humanitarian context. This will include articulating the key purpose of partnering and identifying a set of foundational principles and ways of working. To ensure that the NZDRP is fit for purpose and contextually relevant, stakeholders therefore suggest that the design of the next phase should also explore features aligned to different disaster types and stages (e.g., through consideration of rapid response mechanisms, crisis modifiers, different funding lengths etc.).

Exploring a partnerships approach



MFAT leverages the existing NPP partnerships and explores a partnerships approach that takes into account NGOs varying capacities, and thematic and geographic focus. The evaluation proposes that NZDRP reviews contestable funding model and consider whether there is a place within the NZDRP for stronger partnership approaches in which NZDRP partners receive more flexible and predictable uncontested funding. Doing this will provide predictability to partners and support longer-term planning and human resourcing efforts.

Defining what locally-led response means for the NZDRP



MFAT explores what locally-led response means for the NZDRP by reviewing existing and well-known locally-led principles and exploring how they can be embedded in the NZDRP. Then MFAT and NZDRP partners will have to rethink how NZDRP funding can be structured to better support locally-led humanitarian response and humanitarian response effectiveness. Making this shift also requires MFAT and its NZDRP partners to consider the local implementing partners' capacities and capabilities as well as

the relationship between risk and locally-led humanitarian response. This might require more risk-informed programming approaches as well as consideration of risk management approaches.

Enhance knowledge sharing and mutual learning

Enhance knowledge sharing and mutual learning by co-designing a shared agenda for knowledge sharing that addresses issues of mutual interest. Also, MFAT could explore how the NZDRP can leverage existing knowledge-sharing platforms led by the Partnerships team and the CID Humanitarian Network and embed learning and feedback into the partnership through mechanisms such as After-Action Reviews and partnership process reviews.

Reorient MEL from projects focused to a programmatic approach for development effectiveness



Consider reorienting Monitoring, Evaluation, and Learning (MEL) from projects focused to a programmatic approach. Investments in financial and technical capability to support the Programme align activities along with the Programme results

framework/indicators will help improve consistency of reporting, aggregation of results and outcomes and inform early evidence-based course corrections.

Enhance the utility of the prepositioned supplies

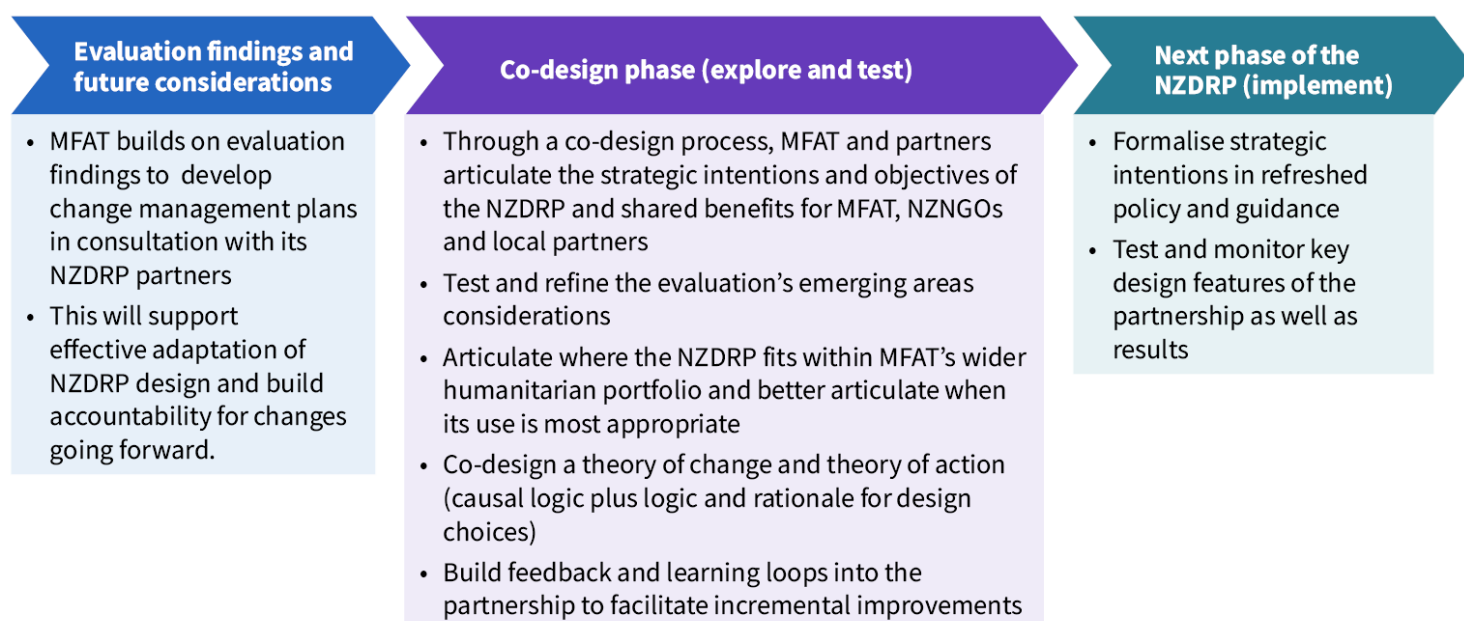


Enhance the utility of the prepositioned supplies by developing a strategy for pre-positioned supplies that considers coverage, partner capacity inventory management and replenishment and also improve process guidelines for the use and management of supplies

Considerations for taking findings and emerging areas forward

The Evaluation team recommends (a three-step process) that implementation and change processes are developed by the NZDRP team in consultation with its NZNGO partners to take forward each of the above areas of consideration as part of a co-design process of the next phase of the NZDRP. This will support effective adaptations to the modality and accountability for changes going forward. The three steps are as follows:

Figure 2: Three steps to take emerging considerations forward



1 Overview of the New Zealand Disaster Response Partnership

1.1 Context and background

The New Zealand Disaster Response Partnership (NZDRP) is an essential modality through which Aotearoa New Zealand's international humanitarian action and policies are implemented. The Partnership programme is underpinned by the strategic priorities and plans of *New Zealand's Humanitarian Action Policy (HAP) 2019*² and *Humanitarian Four Year Plan (4YP)*³ and is implemented by the MFAT. The Partnership is motivated also by Aotearoa New Zealand's commitments under the *Grand Bargain 2.0*⁴. In 2021, New Zealand, along with Australia, put out a statement emphasising that the "approach to meaningful engagement of national and local actors should be driven by the preferences of national and local stakeholders, including affected populations."

Driven by New Zealand's commitments to the Pacific region outlined in the *HAP* and *Humanitarian 4YP*, the intended primary geographic priority of the NZDRP is in responding to humanitarian and disaster events in the Pacific. The Policy states that the Pacific Island Countries and Territories are exposed to a full range of natural hazards with ten of the top 30 countries in the world with the highest average annual disaster losses in terms of gross domestic product (GDP) being in the Pacific. As a trusted modality in the region, the NZDRP has, therefore, been designed to ensure rapid mobilisation and secured allocation of funding to disaster response assistance requested by partner governments in the Pacific. This includes a no-matched funding requirement for NZDRP partners to respond to disasters in the region to incentivise activity in the region and to allow for quicker responses.

For responses outside the Pacific, MFAT focuses on Southeast Asia as a second geographic priority. Decisions for launching funding rounds in this region are driven by key risk management forums with regional partners and partner governments in Southeast Asia as well as the availability of funds. The NZDRP prioritises Southeast Asia as a secondary geographic priority by requiring a matched funding of 25 per

cent from participating NZDRP Partners while any emergency responses outside of both these regions require a matched funding of 50 per cent.

Since its inception in 2013, the NZDRP has partnered with 14 accredited NZNGOs, known as NZDRP Partners. There are three key components under the NZDRP: (1) Pre-positioned supplies, (2) contestable funding rounds, and (3) knowledge sharing (see Figure 3). These components were designed based on four main policy drivers at the time – to be locally led and inclusive, ensure accountability, and create a platform where NZNGOs and MFAT can learn, share, and adapt to any changes in the operating environment. Figure 3 below shows the key features, components, and outcome pathways that constitute the NZDRP Modality.

1.2 Important features of the NZDRP modality that underpin this evaluation

The NZDRP modality provides a system that allows NZNGOs to complement and extend New Zealand's humanitarian priorities and influence in addition to incentivising investment in the civil society organisations working in the humanitarian sector.

The policy drivers and priorities of each donor influence the various features or components of the funding modalities. For example, where transparency and diversity in the sector are prioritised, donors have favoured competitive grant funding mechanisms that are open to all NGOs and are not seen to favour a select few. The design of the NZDRP was based on four main policy drivers at the time – to be locally led and inclusive, ensure accountability, and create a platform where NZNGOs and MFAT can learn, share, and adapt to any changes in the operating environment. These key policy drivers in effect determined the key features and components of the NZDRP as explained below.

1.2.1 NZDRP Key features

- **Accreditation:** NZNGOs applying for humanitarian funding from MFAT must already be accredited to the NZDRP. The accreditation process was revised during the 2020 Policy Refresh which better aligned the NZDRP to the MFAT's Negotiated Partnerships Programme (NPP) and

² <https://www.mfat.govt.nz/assets/Aid-Prog-docs/Policy/MFAT-Humanitarian-Action-Policy-2019.pdf>

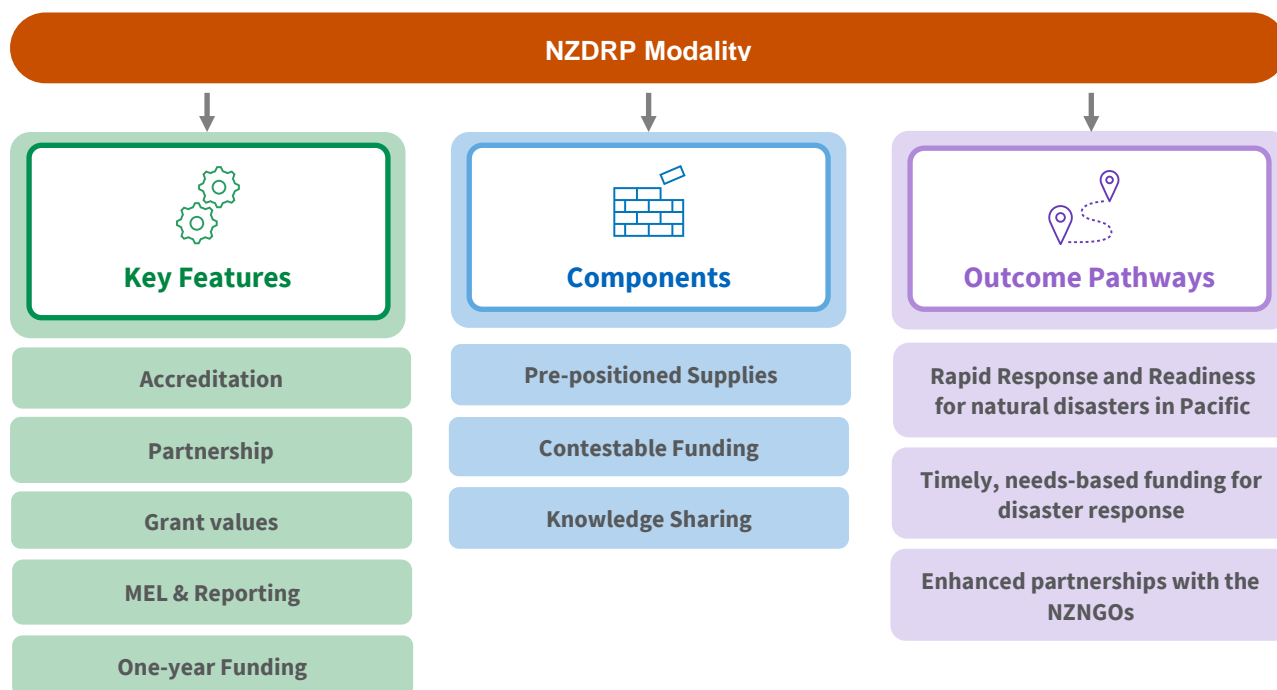
³ <https://www.mfat.govt.nz/assets/Aid/4YPs-2021-24/Humanitarian-4-year-plan.pdf>

⁴ <https://interagencystandingcommittee.org/grand-bargain-official-website/grand-bargain-20-structure>

Manaaki⁵ contestable funding rounds to improve efficiencies within MFAT. To be accredited, NZNGOs go through a process of due diligence. If NZNGOs meet the requirements of the NPP, they can become accredited NZDRP partners as well. Manaaki NZNGOs meet these requirements partially

and only need to present three statements of proof to become NZDRP Partners as well. MFAT established a streamlined partner accreditation and NZDRP application process that complements the due diligence processes already undertaken through the NPP and Manaaki.

Figure 3: Key Features, Components, and Outcome Pathways of the NZDRP Modality



⁵ Manaaki is the New Zealand Aid Programme's streamlined contestable fund, which was launched in March 2019 as a two-year pilot for registered New Zealand non-governmental

organisations (NZNGOs) seeking co-investment for smaller-scale development activities.

- **Partnership:** NZDRP works in partnership with accredited NZNGOs to support disaster responses around the world. By working with accredited NZNGOs, MFAT aims to achieve quality development outcomes and extend the reach of New Zealand's International Development Programme.
- **Grant values:** MFAT set a minimum grant value of NZ\$100,000 for the Pacific and \$150,000 for Southeast Asia and the rest of the World, with a maximum grant value to be set at the outset of each NZDRP round. This is to ensure that New Zealand's contributions are strategic, administratively proportionate, and can be scaled appropriately.
- **Monitoring, Evaluation and Learning (MEL) and reporting:** NZNGOs implementing NZDRP-funded activities are required to develop a MEL plan, including a mandatory outcome on "decreased human suffering associated with natural or human-induced disasters" with associated targets and indicators as well as submit a mid-term and completion report. Partners provide mid-term reporting to MFAT and only NZDRP Partners with up-to-date reporting are eligible for future NZDRP rounds.
- **One-year funding:** Activities funded under the NZDRP have a maximum duration of 12 months with possible requests for extensions made available, as appropriate, through contract variation mechanisms. Payments are made in two tranches instead of one, with the final 10% released upon receipt of the final activity report.

1.3 NZDRP key components

The NZDRP is made up of three key components that support its NZNGO Partners in delivering humanitarian and emergency assistance in the Pacific, Southeast Asia, and the rest of the world. The below sections describe the three NZDRP components, their objectives and implementation progress to date.

1.3.1 Contestable funding

Accredited NZNGOs contest and apply for funds through each call for proposals that MFAT launches. During the launch, MFAT presents the funding envelope available for the funding round and NZNGOs then contest for portions of the total fund.

As part of the contestable funding, MFAT requires matching funding for project proposals implemented outside the Pacific. MFAT reduced match funding requirements in Southeast Asia (for the Rohingya Refugee Response in particular) from 50% to 25% to reflect *New Zealand's International Development Cooperation (IDC) funding policy*⁶. MFAT upholds

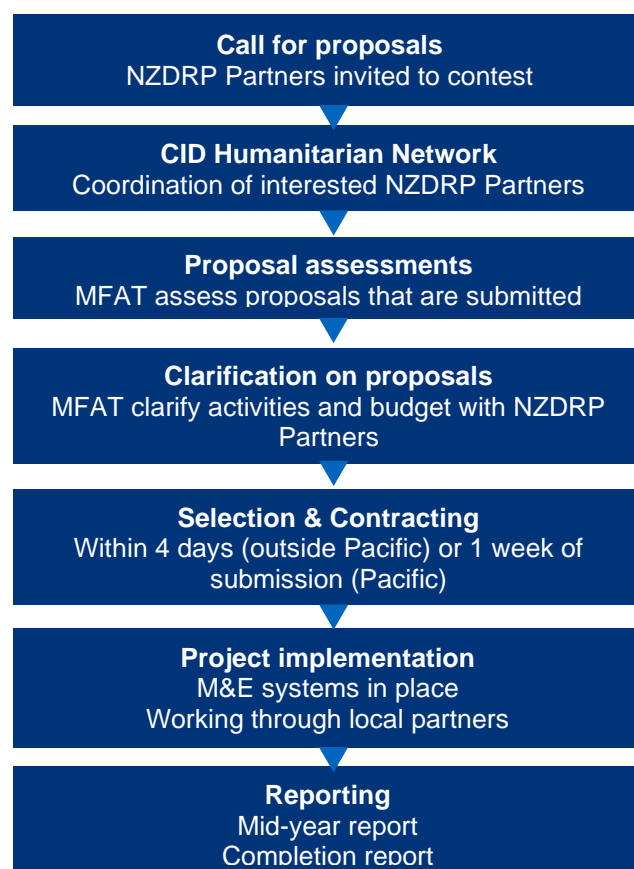
that responses in the Pacific do not require match funding to incentivise activity in the region but the 25 per cent and 50 per cent match funding requirement in Southeast Asia and the rest of the world respectively is to encourage co-investments by NZDRP partners in these projects given that the geographic locations are not the priority focus of New Zealand.

Contestable funding process

Once MFAT has decided to put out a call for proposals, NZDRP Partners are invited to contest and apply for funding for relief and early recovery activities through the contestable funding rounds. The funding supports activities up to a year in duration with DRR included in response activities as an option to NZNGOs and their local partners. Successful NZNGOs then operationalise these funds through response activities implemented by local partners.

Figure 4 below shows the process through which NZDRP Partners go through when a call for proposals is launched. Prior to the process starting, MFAT's decision to make a call is based on partner government requests, the availability of humanitarian funds, and the willingness and ability of NZDRP Partners to respond. The relationship that MFAT builds with their NZDRP Partners is essential in this instance to ensure an effective and efficient process.

Figure 4: Contestable Funding Process



⁶ <https://www.mfat.govt.nz/assets/Aid-Prog-docs/Policy/Minister-of-Foreign-Affairs-report-on-the-International-Development-Cooperation-2021-22.pdf>

1.3.2 Pre-positioned relief supplies (PPRS)

The pre-positioned supplies are designed to support rapid and effective response in the Pacific that will help meet the immediate needs of affected populations. The model supports selected NZNGOs and local partners through a contract to store humanitarian relief items in-country to ensure rapid mobilisation and distribution to communities in the event of a natural disaster. NZDRP Partners contest for PPRS funding once a call for applications is made and may seek up to NZD250,000 for the establishment of the MFAT-funded Supplies. Payment is made following a signed grant funding

agreement and submission of a tax invoice. Some of the items provided through the PPRS are hygiene kits, kitchenware, blankets, tarpaulins, water sanitation and shelter kits.

A PPRS Guideline document has been developed to outline how the supplies will be released and replenished, request requirements, and reporting requirements.

NZDRP Partners applying for the PPRS funding are appraised against four overarching criteria and four PPRS-specific criteria

Table 1: NZDRP Selection Criteria for PPRS Funding

NZDRP Overarching Criteria	PPRS-specific Criteria
<ul style="list-style-type: none"> • Demonstrate value for money • Clearly articulate outputs and outcomes and how they will be achieved, including the number of vulnerable people provided with essential assistance following natural disasters • Demonstrate NZNGO expertise and comparative advantage that includes strong and effective partnerships with in-country implementing partners and NZNGO supports, advocates for, and influences the delivery of quality and accountable humanitarian activities with their local partners • Demonstrate how the cross-cutting issues of environment, gender, and human rights have informed activity design and implementation 	<ul style="list-style-type: none"> • Demonstrate a clear rationale for the Supplies, including the need the proposal is addressing, how the proposal will address this need, analysis that shows the supplies are necessary and suitable to context, and reference international principles and standards • Demonstrate commitment to, and capability in, coordinating the provision and distribution of relief supplies in alignment with national government and other key stakeholders • Demonstrate a strong and effective distribution mechanism; and • Demonstrate capability to effectively procure, store, manage, monitor, evaluate, and report on how the supplies have been used and the effective use of NZ public finances

1.3.3 Knowledge sharing

The last component is the knowledge sharing component. The NZDRP provides a platform between MFAT and NZDRP Partners where knowledge, skills, and expertise can be shared and learned from each other. These activities are aimed at strengthening NZNGO capacity, MFAT-NZNGO relationships, and the NZDRP's responsiveness and effectiveness to emerging issues. Most knowledge-sharing opportunities are currently being organised by the Council for International Development (CID) Humanitarian Network for NZDRP Partners as well as non-NZDRP NGOs. CID is the national umbrella agency for New Zealand organisations working in international development. Through the CID Humanitarian Network, NZDRP works to support knowledge sharing as well as communication on the funding rounds to NZNGOs once a disaster occurs. The aim of the CID Humanitarian Network is to provide a collective civil society voice and forum for cooperation and shared learning for best practice in international humanitarian assistance for NZNGOs. Humanitarian Network members work closely together during humanitarian emergencies to minimise duplication and ensure their response is as effective as possible.

1.4 NZNGOs partners

Since 2014, MFAT has upheld NZDRP Head Agreements with 14 NZNGO partners. These include:

1. ADRA New Zealand
2. Caritas Aotearoa
3. CBM New Zealand
4. ChildFund New Zealand
5. Christian World Service
6. Habitat for Humanity New Zealand
7. Oxfam New Zealand
8. Rotary
9. Salvation Army
10. Save the Children New Zealand
11. SurfAid
12. Tearfund New Zealand
13. UNICEF New Zealand
14. World Vision New Zealand

Together with the 14 Partners, NZDRP works in close collaboration with the CID Humanitarian Network

1.5 Theory of change and outcome pathways

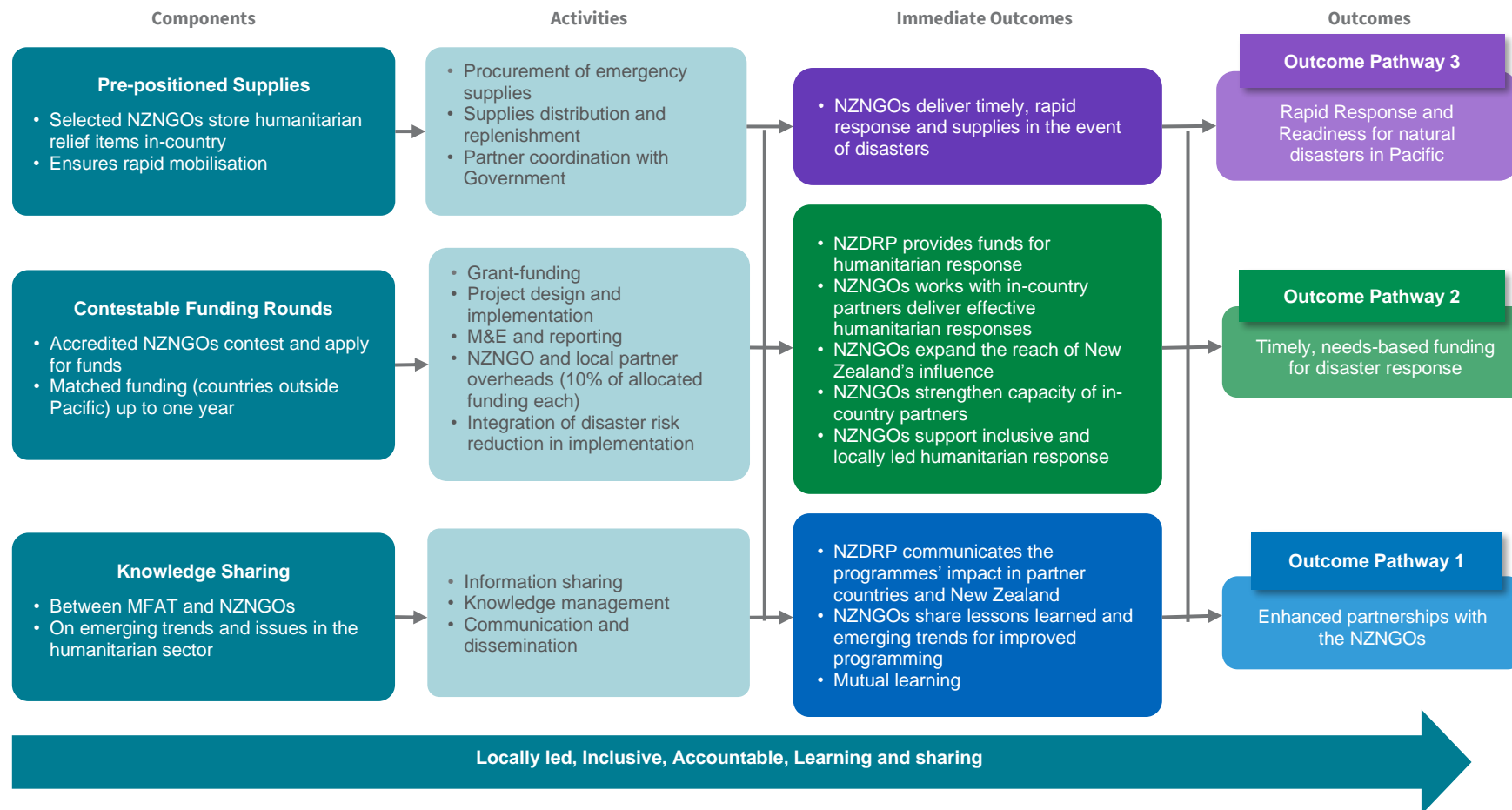
As a key focus of the evaluation is on assessing the effectiveness of the delivery modality, the evaluation team has worked with MFAT to retrospectively develop a theory of change (see Figure 5) that articulates how the NZDRP modality is implemented and how its partnership with NZNGOs and in-country partners contributes to the outcomes. The diagram outlines three key pathways that underpin the NZDRP: partnerships with NZNGOs, timely, needs-based funding for humanitarian response and the public diplomacy gains to New Zealand through the NZDRP.

These pathways, when combined, explain how the NZDRP works with NZNGOs through ongoing funding to deliver rapid and inclusive humanitarian responses. The NZDRP supports accredited NZNGOs to work with in-country partners, to deliver effective and inclusive development programmes with a focus on Gender and Social Inclusion (GEDSI). The NZDRP also supports knowledge and mutual learning efforts by communicating the programmes' impact with partners and back home in New Zealand. The outcome pathways are interrelated and have remained the same since design and could be assumed to be the pathways of the NZDRP as of this evaluation.

Evaluation of the New Zealand Disaster Response Partnership

Evaluation Report

Figure 5: NZDRP Theory of Change



1.6 Management Governance and implementation arrangements

The NZDRP is managed directly by the NZDRP Fund Manager within the Partnerships, Humanitarian, and Multilateral (PHM) division of MFAT. The Humanitarian team also works closely with the Partnerships team in the accreditation and due diligence process. NZNGOs applying for humanitarian funding from MFAT must already be accredited to the NZDRP. The governance and implementation arrangements follow the priorities and objectives set out in the HAP and the Humanitarian 4YP.

2 Evaluation Objectives

2.1 Purpose and use of the evaluation

The purpose of the evaluation is to assess the relevance, effectiveness, and efficiency of the NZDRP as well as how well it has delivered against New Zealand's HAP and Humanitarian 4YP outcomes. This includes assessing the progress and key achievements of the Partnership and investigating how well the Partnership's investments have been locally led and accountable as well as documenting lessons learned from similar donor models for partnering with NGOs.

MFAT intends to use the findings and recommendations of the evaluation to understand the impact of the NZDRP as well as to ensure that future implementation and management arrangements are responsive to needs and trends in the international humanitarian sector.

2.2 Evaluation objectives and scope

There are four objectives for this evaluation to fulfil its purpose. They are:

1. **To assess the relevance and effectiveness of the NZDRP:** Across the three key components of the NZDRP, the evaluation team assessed the progress and achievements that have been made against plans and budget, including achievements and lessons learned in cross-cutting themes such as DRR, climate adaptation, gender, and human rights. The team assessed the relevance of its activities and priorities against local contexts as well as Aotearoa New Zealand's humanitarian policy and plan.
2. **To assess the extent to which the NZDRP enables humanitarian responses that are locally led and accountable to those impacted by crises:** The evaluation team sought to understand how extensively NZNGOs' ways of working and activities have been locally led and inclusive of local government, local partners, and affected communities as well as what risks and opportunities exist to manage and enhance through the Partnership.
3. **To assess the efficiency of the NZDRP:** The evaluation team investigated the efficiency of the internal business systems including guidelines and processes within the NZDRP to understand where management arrangements and implementation can be improved to enhance efficiency for MFAT, NGO partners, and local partners.
4. **To consider other donor models for partnering with NGOs and identify lessons:** The evaluation team explored other similar

donor models for partnering with NGOs, comparing key features and gathering the lessons learned to enhance MFAT's partnerships with NZNGOs, its relevance to partners, and best practices for effectiveness and efficiency.

The Terms of Reference (ToR) outlined the scope of the evaluation as follows:

1. The NZDRP modality and its three key components: pre-positioned supplies, contestable funding rounds, and knowledge-sharing.
2. The role of MFAT, the CID, and NGOs in supporting NZDRP contestable funding rounds.
3. Activities funded under the NZDRP (including pre-positioned supplies) and sampling of activities will be agreed with MFAT, to prioritise the Pacific followed by Southeast Asia.
4. The NZDRP accreditation process.

The evaluation team focused on evaluating the partnership modality of the NZDRP as a whole assessing the key features, components and partners and weighing it against the NZNGO's humanitarian operating context, fundraising landscape, and capacity needs to ensure that the modality continues to be fit-for-purpose.

Changes to MFAT's HAP and Humanitarian 4YP, IDC priorities and policies, MFAT Governance System, and the Aid Management System, as well as the Emergency High Commission Funding (EHEF) and the CID's wider partnership with MFAT, are out of the scope of this evaluation.

2.3 Key evaluations questions

The initial key evaluation questions identified in the TOR were reviewed and realigned for consistency and flow based on best practices for evaluation design and analysis in the evaluation plan during the inception phase. The evaluation team also mapped the evaluation questions against the Organisation for Economic Cooperation and Development's Development Assistance Criteria (OECD-DAC) evaluation criteria. This alignment informed the analysis and structure of the report. The refined set of key evaluations is as follows:

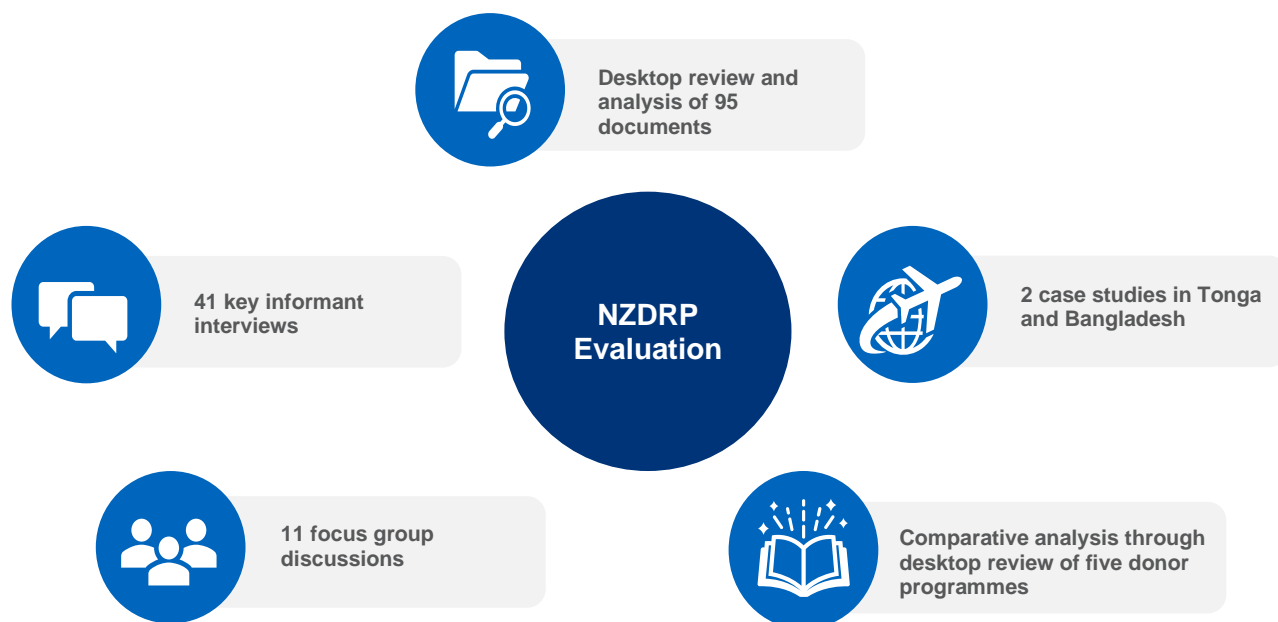
Table 2: Key evaluation questions

Objectives	Key Evaluation Questions	Sub-questions
Relevance of the NZDRP	To what extent is the NZDRP relevant to MFAT's humanitarian policy, implementing partners' priorities and the local contexts they operate in?	<ul style="list-style-type: none"> Is the NZDRP consistent with New Zealand's HAP and Humanitarian 4YP including its priorities relating to gender and disability inclusion? To what extent does NZDRP fund activities relevant to local contexts?
Effectiveness of the NZDRP	How effective is the NZDRP in assisting NZNGOs to rapidly respond to humanitarian crises and deliver outcomes?	<ul style="list-style-type: none"> What are the major partnership outcomes and outputs of delivering humanitarian responses through the NZDRP? What is the health of the NZDRP partnerships and relationships? (NZNGOs and the in-country partners) How effective are information and knowledge-sharing practices? And how have they contributed to strengthening humanitarian work undertaken by New Zealand civil society and MFAT? What are the features of the modality that contribute to or inhibit the delivery of outcomes? What is the relative importance of those features? What options exist to strengthen NZDRP's relevance and effectiveness?
Efficiency of the NZDRP	To what extent has the NZDRP utilised the most effective and efficient processes, systems, and guidelines to achieve desired results in a timely manner?	<ul style="list-style-type: none"> Do the current processes and guidelines (call for proposals, contracting, reporting, partner engagement, coordination) enable efficient and timely planning, delivery, monitoring, and reporting of humanitarian response activities? How efficient are relationship management practices between MFAT and NGOs, including consistency with the Partnerships approach? What options exist to enhance the efficiency of NZDRP for MFAT, NGO partners and local partners?
Locally led and accountable humanitarian responsive	To what extent does the NZDRP enable humanitarian responses that are locally led and accountable to those impacted by crises?	<ul style="list-style-type: none"> In what ways are local partners and affected communities engaged in the design, delivery, monitoring, evaluation, learning and improvement of NZDRP activities? In what ways does NZDRP facilitate alignment with local government response priorities and local coordination mechanisms? Is there adequate resourcing for the recognition and development of local capacity in NZDRP activities? In what ways does NZDRP encourage or discourage participation of, and accountability to, affected populations in delivering NZDRP activities?
The modality	To what extent is the NZDRP modality, including management, implementation and funding arrangements, appropriate to the changing humanitarian context and how can NZDRP be adapted to be more relevant in the future?	<ul style="list-style-type: none"> What are the key features of other donor models for delivering humanitarian results in partnership with NGOs (including contestable funds, Joint Appeals Alliances, and others)? What comparative models of NGO funding and program management have other like-minded donors employed? What lessons can be learned from other models that could enhance the relevance, effectiveness, and efficiency of the NZDRP?

2.4 Evaluation approach and methods

The Evaluation drew on both qualitative and quantitative evaluation techniques, applied in a sequential multi-phase/mixed methods approach that also applied progressive inquiry technique. Stakeholder engagement and emerging findings continually informed the evaluative approach and its ongoing refinement throughout the Evaluation. The findings for each evaluation question sequentially frame provide the evidence base to build on with evidence for the next question. The Evaluation was conducted in four phases: Inception; Consultation; Analysis; and Reporting. A brief outline of methods for data collection and analysis is shown in Figure 6 below.

Figure 6: Key NZDRP Evaluation Methods



2.5 Challenges and limitations

The evaluation team encountered several challenges and limitations throughout the process of the evaluation. These included:

Table 3: NZDRP Evaluation Challenges and Limitations

Challenge / Limitation	Details
Inadequate NZDRP and partnership-level secondary data	<ul style="list-style-type: none"> Sparse documentation relating to the NZDRP limited the ability to draw high-level outcomes for the NZDRP. The evaluation addressed this by retrospectively developing the program logic to outline the outcomes for the NZDRP and then assessing effectiveness based on the reconstructed outcome pathways
Lack of the NZDRP theory of change, theory of action and a results framework	<ul style="list-style-type: none"> The NZDRP did not have a theory of change and a theory of action which limited the evaluation's ability to assess outcomes achieved over time. The lack of clearly defined objectives and a rationale for key design features made it difficult to fully assess the relevance and effectiveness of the NZDRP from 2013 to 2023
NZDRP outcomes attribution	<ul style="list-style-type: none"> Given that NZDRP funding outside the Pacific includes a matched funding component, outcomes achieved for NZDRP-funded activities cannot be attributed to NZDRP only.
Language and cultural barriers	<ul style="list-style-type: none"> Language barrier issues were present in some interviews (i.e., for the Rohingya case study). While this was generally well-mitigated through the inclusion of the Local consultant speaking the respective language, the depth of discussion and information gathered may have been limited by this barrier.
Data quality	<ul style="list-style-type: none"> Accessing and verifying the authenticity of some of the NZDRP data was a challenge. Some data sources did not provide up-to-date data and some data points were missing limiting the ability to assess trends. In many cases, there was no baseline data which limited the evaluation's ability to assess targets achieved.

2.6 How to read this report

This report is meant to assess the implementation and management arrangements of the NZDRP from its inception in 2013 to 2023. It is primarily intended for MFAT personnel directly involved with delivering or supporting the implementation of the NZDRP to ensure findings and recommendations are feasible and utilisation focused. Below is the structure of the Report:

- **Executive Summary:** This section provides a summary of the evaluation findings and emerging areas of consideration.
- **Context and Background (Chapter 1):** This section provides an overview of the NZDRP, its features, outcome pathways, and key components, as well as the NZDRP Partners.
- **Evaluation Objectives (Chapter 2):** This section provides an overview of the evaluation, including its purpose, key objectives, and key evaluation questions, in addition to detailing the approaches and methods that were utilised.
- **Evaluation Findings (Chapters 3 to 6):** These sections present findings from the various data collection methods, including the desktop review, literature review, and stakeholder consultations against each of the key evaluation questions
- **Other donor models (Chapter 7):** This section presents a comparative analysis of other similar donor-NGO models as well as lessons and areas for consideration that MFAT may wish to adopt as it reviews its policy settings and design for the NZDRP.
- **Emerging areas for consideration (Chapter 8):** This section presents the conclusions of the evaluation analysis with overarching observations and recommendations for future consideration within the NZDRP modality and more broadly within MFAT.

Evaluation Findings

3 The relevance and appropriateness of the NZDRP

This section presents findings in relation to objective one⁷ of the evaluation and presents analysis and findings relating to NZDRP's relevance and appropriateness. In the context of this evaluation, relevance and appropriateness were complementary criteria that assessed the extent to which the NZDRP's objectives and design respond to the needs, policies, and priorities of MFAT, beneficiaries, and country/partner institutions.

Key evaluation question: To what extent is the NZDRP relevant to MFAT's humanitarian policy, implementing partners' priorities and the local contexts they operate in:

- Is the NZDRP consistent with New Zealand's HAP and Humanitarian 4YP including its priorities relating to gender and disability inclusion?
- To what extent does NZDRP fund activities relevant to local contexts?

3.1 Key findings on the extent to which the NZDRP is relevant to MFAT's policy settings and partner priorities and how contextually relevant it is

KEY FINDING 1: The NZDRP is a valued humanitarian funding modality that is closely aligned with Aotearoa New Zealand's humanitarian objectives. It enjoys widespread support among New Zealand and local partners and has been successfully engaged in responding to humanitarian emergencies in 20 countries over the last 10 years.

The NZDRP is a relevant and valued modality for funding humanitarian responses by local NGOs in partnership with New Zealand NGOs. It is closely aligned with objectives outlined in New Zealand's key humanitarian plans and policies and takes alignment

between proposal design and humanitarian needs in local contexts seriously.

However, a lack of clearly defined objectives and a rationale for key design features makes it difficult to fully assess the relevance of all components and to map its relevance to some of New Zealand's wider humanitarian commitments and ambitions (such as Grand Bargain commitments). It is also debatable whether the NZDRP is the most appropriate modality for funding humanitarian responses in all contexts, particularly in complex protracted crises where there is limited New Zealand presence and engagement. A more fully developed design logic (see 9.1) would enable a greater understanding of how the relevance and appropriateness of the NZDRP can be maximised.

3.1.1 The NZDRP strategically aligns with New Zealand's humanitarian policy and priorities

The NZDRP is consistent with the principles and priorities of New Zealand's HAP and aligns closely with the strategic goals and results outlined in the Humanitarian 4YP.

Through its pre-positioned supplies and contestable funding components, the NZDRP is closely aligned with HAP Priority One (Pacific disaster preparedness and rapid response) and HAP Priority Two (fast, effective and targeted contributions to emergencies outside the Pacific). By incorporating consideration of gender and inclusion into proposal assessment and reporting requirements it is also broadly consistent with HAP Priority Three (humanitarian action that is inclusive for all). In principle, the use of NZDRP as a knowledge-sharing platform links strongly to HAP Priority Five (accountability, learning and improvement). However, as detailed later in the report (see #), the extent to which the NZDRP has promoted knowledge sharing in practice is limited.

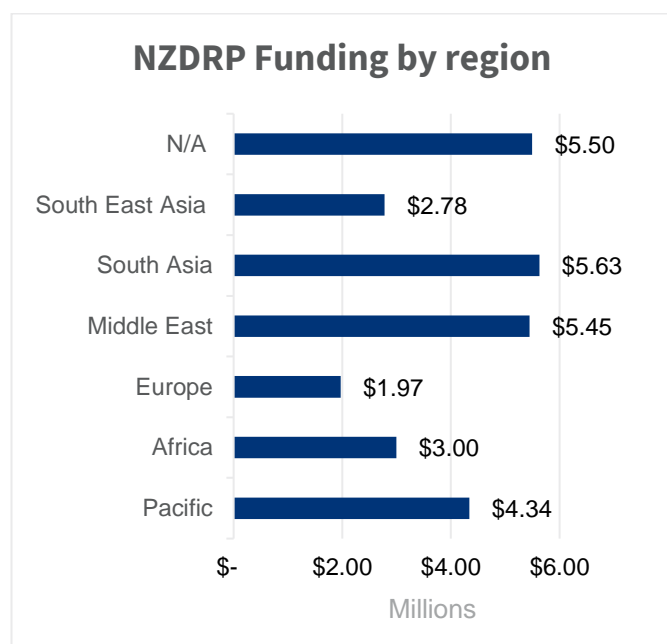
The NZDRP's most significant contribution to the 4YP is through Short-Term Outcome 5 (*the New Zealand Disaster Response Partnership provides targeted, effective, and timely community-level response and early recovery support*) and Medium-Term Outcome 4: (*New Zealand's humanitarian responses are timely, well-coordinated, empower local actors, and are targeted to the essential needs of affected populations*).

It is a key finding of the evaluation that despite the Pacific region being of primary interest to New Zealand and a priority area for humanitarian response, according to the HAP and Humanitarian 4YP, Southeast Asia and the Middle East have

⁷ Evaluation objective one assesses the extent to which the NZDRP is relevant to MFAT's humanitarian policy, implementing partners' priorities and the local contexts.

received more funding from the NZDRP. Figure 7 below demonstrates NZDRP investments by each region and sub-region as well as by the NZDRP priority regions.

Figure 7: NZDRP Funding by Region



While the NZDRP is undoubtedly consistent with New Zealand's humanitarian objectives, it is worth noting that a lack of documentation on the NZDRP design, including a MEL framework, means its logic and objectives are not fully spelt out and contribution pathways between the NZDRP and some policy goals are assumed rather than clearly defined.

3.1.2 Lack of clarity in the alignment of the NZDRP with specific commitments in the Grand Bargain

The absence of a documented design logic and M&E framework made it difficult to assess the NZDRP's relevance to achieving New Zealand's Grand Bargain commitments. While it is clearly aligned with several Grand Bargain outcome pillars and commitments, it is not clear which of the commitments MFAT intends to meet through the NZDRP and which are covered by other humanitarian funding modalities. Viewed on its own merits, the NZDRP performs relatively weakly against quality funding commitments (commitments 7.1 and 8.2). However, it is not clear whether MFAT expects the NZDRP to contribute to meeting this commitment or whether this is covered by other humanitarian funding modalities, such as New Zealand's support of UN-managed pooled funds.

Areas of moderate to strong alignment to the Grand Bargain include support to local responders (commitment 2.1), keeping reporting requirements simple (commitment 9.1), working according to joint needs assessment and analysis (commitment 5.1), and working at the humanitarian-development nexus

(commitment 10.4). Areas of weaker alignment (where alignment could reasonably be expected) include increased use of cash-based assistance (commitment 3.1) and increased use of flexible multi-year funding (commitment 7.1).

3.1.3 Overall good alignment with local contexts

NZDRP protocols and processes appear to be broadly appropriate for producing project designs that are contextually aware and relevant to the needs of local populations, predominantly driven by:

- Grounding responses in partnerships between New Zealand and local NGOs.
- Establishing funding rounds based on joint needs assessments and country response plans.
- Integrating needs analysis into proposal design and assessment.
- Including in-country representatives in proposal appraisal committees.

Among NZDRP partners, project relevance is also seen to be enhanced by MFAT's openness to discussion. This space is seen as important for enabling a two-way dialogue in which partners can rationalise and advocate for their project design while gaining a deeper understanding of MFAT requirements or concerns. Similarly, MFAT's perceived flexibility after project approval is also valued as this enables implementing partners to adapt to changing circumstances with relative ease.

Although perceptions of NZDRP relevance among partners and stakeholders are largely positive, respondents also identified several factors that can negatively affect the alignment of responses to local needs, involving:

- The requirement for NZDRP partners to provide funding matches for responses outside the Pacific. This is largely considered arbitrary, and concern was raised that this can skew the logic of funding decisions away from who is best placed to respond towards who has the greatest fundraising capacity.
- Delays in funding decisions can at times reduce the capacity of partners to respond to immediate needs and may invalidate components of proposed projects requiring amendments that further delay response.
- MFAT's reluctance to fund responses inside conflict areas is seen by some partners as detrimental to relevance by excluding those perceived to be in the most acute need of humanitarian support.

Better integration of disaster preparedness into the NZDRP modality was also raised as an opportunity to strengthen relevance.

While it is beyond the scope of this evaluation to assess in detail the degree of alignment between individual NZDRP-funded responses and local needs,

discussions with recipients of NZDRP assistance in Tonga and Bangladesh suggest that assistance has been well received and valued. However, it is worth noting that in some cases NZDRP activities are not responding to needs identified as the highest priority. For example, in Bangladesh recipients of NZDRP assistance consistently identified food as their top priority reflecting their experiences of food rations being incrementally reduced from USD 12 per person per month to USD 8. While NZDRP-funded activities were valued, the perception among many recipients was that these were responding to lower-order priorities. This is a view supported by the Camp in Charge (CIC) of one of the refugee camps:

“We need to focus on priorities – the top will be food. Funding cuts are starting with food, this should be last. Health is also being cut. A lot of WaSH employees are being cut ... DRR, livelihoods, and protection are still funded. Overall allocation of funds across sectors is not being rationalised”.

As a relatively small donor, it is not unreasonable for NZDRP funding to be focussed on specific niche areas and gaps where it can make a demonstrable difference, nevertheless, this raises questions about the relevance of responses and ultimately whether the NZNGO-local NGO partnership modality is the most appropriate in certain contexts.

The NZDRP's funding for the pre-positioning of supplies is generally seen as relevant in principle to local needs by facilitating a more rapid response. However, decisions on where to fund pre-positioned supplies do not appear to be connected to an overarching strategy, making it appear somewhat piecemeal. Confusion around inventory management and the decision-making process for the release of supplies also contributes to a sense that the component is not based on a clearly defined logic.

Knowledge-sharing within the NZDRP as experienced at the local level is relevant but limited. For local partners, this mostly involves NZNGOs sharing funding opportunities and providing guidance around compliance with MFAT requirements.

3.1.4 Level of appropriateness is driven by the defining features and variability of crises between Pacific and non-Pacific responses and contexts

Granting that the NZDRP is in most part *relevant* to New Zealand's humanitarian objectives and to meeting humanitarian needs, the question remains as to whether it is the most *appropriate* way for these needs and objectives to be met in different contexts.

This question is particularly pertinent when comparing Pacific and non-Pacific responses where

the defining features of a typical crisis can vary significantly. The most appropriate way of funding responses in the Pacific, (where New Zealand has a strong presence and contextual understanding, where partnerships between New Zealand and local NGOs are likely to be stronger and where humanitarian emergencies tend to result from rapid onset natural disasters), may look quite different from the most appropriate ways of funding responses outside the Pacific (where many of the largest humanitarian crises are protracted and complex, where New Zealand often has limited presence and where NZNGOs may not have the same depth of relationship with local organisations). In this sense, the NZDRP operates at a point of tension between two policy objectives, that of prioritising action in the Pacific and that of responding to the world's most significant humanitarian crises.

4 The effectiveness of the NZDRP

This chapter presents the analysis and findings relating to NZDRP's effectiveness and performance against its programme outcomes and responds to objective one⁸ of the evaluation. In the context of this evaluation, effectiveness involves assessing the extent to which the intervention achieved or is expected to achieve, its objectives and results and sometimes the term effectiveness is used as an aggregate measure of the extent to which an intervention has achieved or is expected to achieve relevant and sustainable impacts, efficiently and coherently.

This chapter first assesses the extent to which the NZDRP was expected to, and did, achieve its outcomes. The section further summarises the outcomes of delivering development through the NZDRP while exploring the extent to which the modality features and components have contributed to strengthening the humanitarian work undertaken by the NZNGOs.

⁸ Evaluation objective assesses how effective the NZDRP is in assisting NZNGOs to rapidly respond to humanitarian crises and deliver outcomes

Key evaluation question: How effective is the NZDRP in assisting NZNGOs to rapidly respond to humanitarian crises and deliver outcomes:

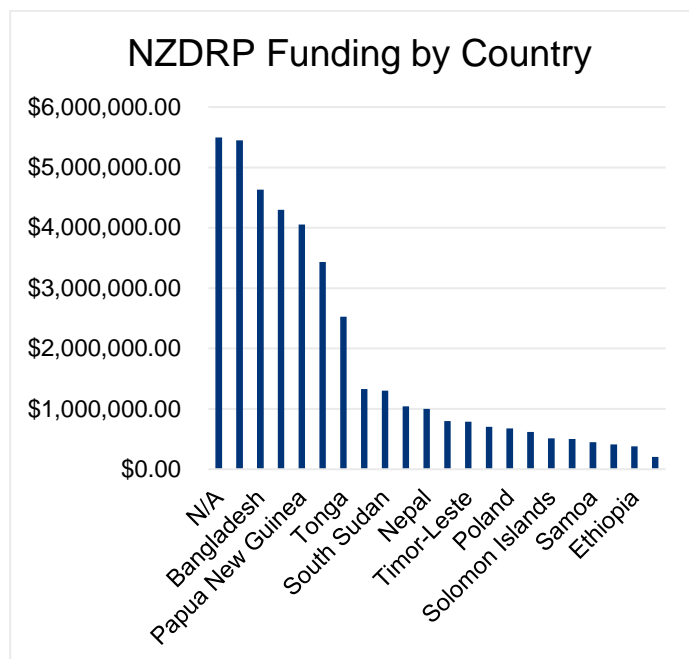
- What are the major partnership outcomes and outputs of delivering development through the NZDRP?
- What is the health of the NZDRP partnerships and relationships? (NZNGOs and the in-country partners)
- How effective are information and knowledge-sharing practices? And how have they contributed to strengthening humanitarian work undertaken by New Zealand civil society and MFAT?
- What are the features of the modality that contribute to or inhibit the delivery of outcomes? What is the relative importance of those features?
- What options exist to strengthen NZDRP's relevance and effectiveness?

4.1 Key Findings on how effectively NZDRP is in assisting NZNGOs to rapidly respond to humanitarian crises and deliver outcomes

Since 2014, NZDRP Partners have participated in 24 rounds of contestable funding. In total, NZDRP has funded 151 activities through 57 humanitarian responses across 20 countries

68% of these activities are in the Pacific region. Total investments are NZD 35,236,801 with funding in the Pacific making up 41.7 percent. Figure 8 below shows the number of activities funded and the total value of funding allocated by country. Overall, Syria has received the highest amount of funding through three activities while Vanuatu has received the highest amount of funding in the Pacific.

Figure 8: NZDRP Funding by Country



In terms of funding allocations by NZDRP Partners, Figure 9 below shows variation in funding across NZDRP partners with one partner receiving funding two times those of others in terms of investment value and another Partner being more successful in winning rounds of work packages.

Figure 9: NZDRP Funding by NZDRP Partner

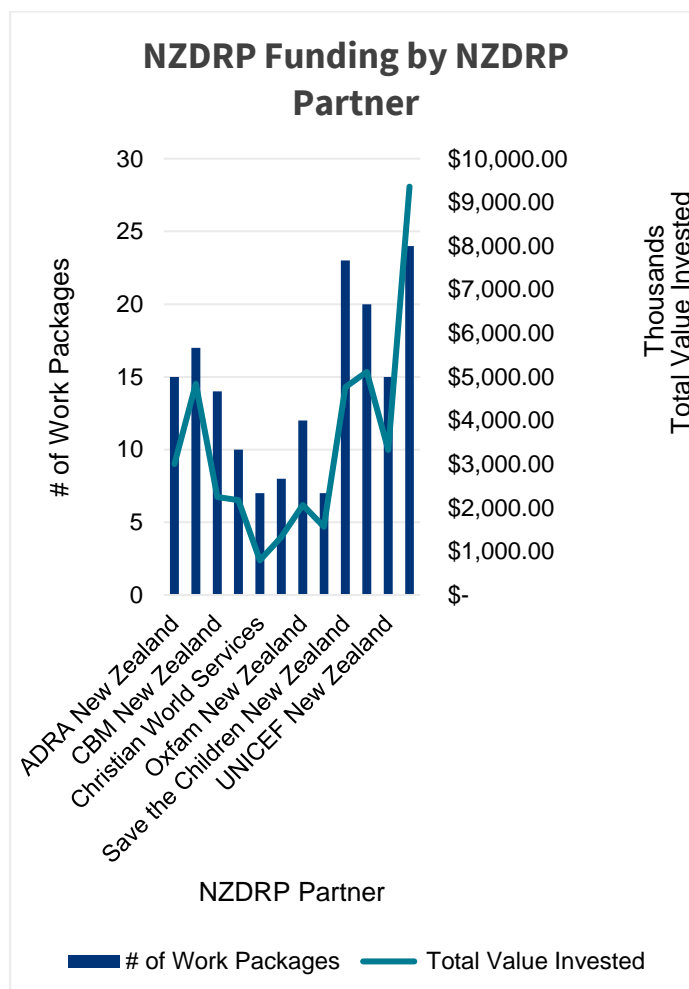
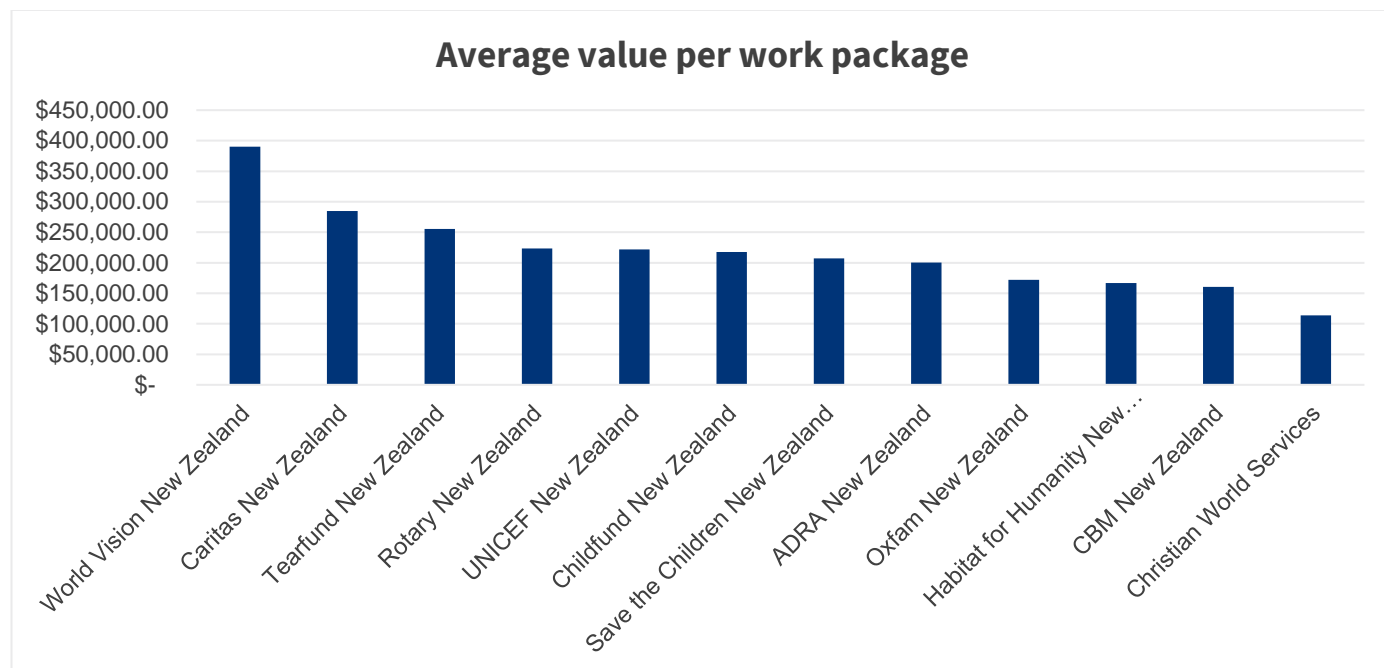


Figure 10: Average value of funding received per work package and NZDRP Partner



In 2015, six Pacific countries currently store pre-positioned relief supplies managed by Rotary New Zealand, Adventist Development and Relief Agency (ADRA) New Zealand, Caritas New Zealand, UNICEF New Zealand, and World Vision New Zealand. Figure 11 below shows the countries where NZDRP-funded PPRS are located.

Figure 11: Countries with NZDRP-funded PPRS



KEY FINDING 2: In the absence of a clear theory of change and a results framework designed to measure outcomes achieved over time, MFAT and the NZDRP have not been able to measure and report on outcomes achieved by the NZDRP. Within this context, the evaluation sought to retrospectively gather evidence of outcomes achieved in line with the three outcome pathways while leveraging existing project and portfolio data to assess coverage and reach of the NZDRP. There is evidence of achievements against each of the outcome pathways.

The NZDRP's theory of change (see Figure 5) which was retrospectively developed by the evaluation team in collaboration with MFAT at the inception of this evaluation identifies three outcome pathways, which the Evaluation found to reflect the policy and strategic intentions of NZDRP as well as key humanitarian

priorities for the NZNGOs. The three inter-related outcome pathways are:

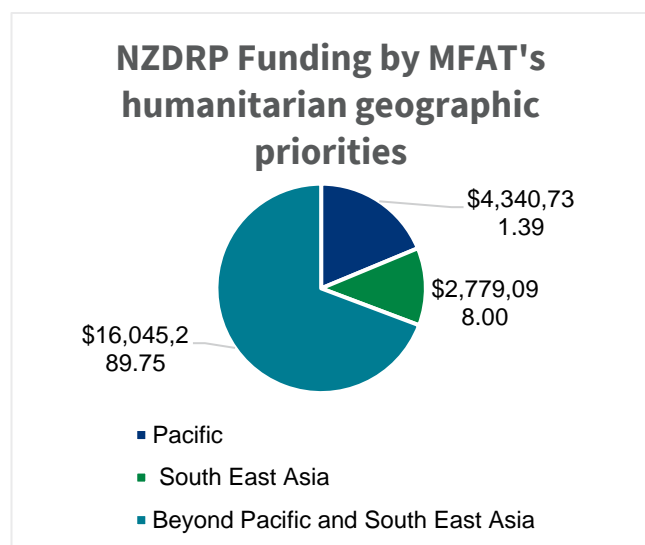
- Outcome pathway 1: Enhanced partnerships with the NZNGOs
- Outcome pathway 2: Timely, needs-based funding for disaster response
- Outcome pathway 3: Rapid Response and Readiness for natural disasters in the Pacific

4.1.1 NZDRP extends the reach of New Zealand's humanitarian and disaster efforts in the Pacific and the rest of the world

New Zealand's HAP (2019) identifies four humanitarian action priorities: Pacific disaster preparedness and rapid response; fast, effective and

targeted contributions to emergencies outside the Pacific; inclusive humanitarian action for all and multilateral diplomacy to achieve better humanitarian outcomes.

Figure 12: NZDRP Funding by MFAT's Humanitarian Geographic Priorities



The NZDRP's support of a diverse portfolio of NZNGOs is important in supporting New Zealand's humanitarian response through contestable funding and preposition supplies implemented by local partners. The diversity of partners and projects enables New Zealand to extend its influence and priorities, supporting an extensive range of activities at the country and community level. There is evidence that NZDRP's sectoral and geographic reach is wide and beyond the Pacific. Since 2014, NZDRP Partners have participated in 24 rounds of contestable funding and funded 151 activities through 57 humanitarian responses across 20 countries. Sixty-eight of these activities are in the Pacific region. Total investments through NZDRP are NZD35 million with funding in the Pacific making up 41.7 per cent (NZD15 million). Though data on the number of people reached through the NZDRP is not easily accessible, the quantum of funding and the geographical reach of the projects show the scale of support and funding by New Zealand in the humanitarian space. NZDRP partner reporting shows NZDRP funding projects in multiple sectors including health, water and sanitation, economic empowerment, housing, child protection, GEDSI, and infrastructure among others.

Interviews and sense-making workshop with the NZDRP partners highlights the importance of the NZDRP to New Zealand's humanitarian response priorities. Stakeholders in Tonga and Bangladesh through interviews highlight that the NZDRP funding has ensured that the local partners are able to continue supporting communities through some of the worst disasters. For instance, in Tonga, local partners noted that after the Hunga Tonga Hunga Ha'apai disaster in 2022, NZDRP acted swiftly to support communities to access water and essential supplies. Overall, the NZDRP funding to NZNGOs is

valued and has been effective in supporting immediate disasters and even in protracted crises such as the Rohingya refugee crisis in Bangladesh. When asked what could be done to improve the funding going forward, partners noted that the timelines of the funding could be improved to ensure that funds reach affected people immediately post-disasters. Some partners noted that in some instances, funding has reached local partners at times when they have transitioned from immediate disaster response to early recovery. They noted that the future design should explore design features that can help the NZDRP respond better in different contexts with trigger mechanisms for immediate disasters, early recovery and different types of disasters.

4.1.2 Supporting humanitarian response outcomes in Tonga and Bangladesh

There is some evidence of impact of the NZDRP-funded activities in Tonga and Bangladesh. In the absence of logical frameworks that outline outputs and outcomes for individual activities, it was challenging for the evaluation to assess outputs and outcomes achieved of the activities. However, the evaluation team through in-country interviews and focus group discussions with the community members observed impact and humanitarian outcomes of NZDRP activities. For instance, short-term cash transfers and shopping vouchers after disasters were deemed a lifesaver in Tonga and are highly valued both by the implementing partner and the affected communities. Focus group discussions with the community members noted that the shopping vouchers were a lifesaver and had enabled them to get back on their feet. Most noted that this was a good initiative that should be replicated in similar situations in the future, especially as a response to disasters as destructive as the Hunga Tonga Hunga Ha'apai. Furthermore, the team visited greenhouses funded by NZDRP which are providing fresh vegetables to the displaced communities as well as water tanks providing safe drinking water in the communities.

In Bangladesh, the provision of healthcare services was commonly identified as a key priority and Save the Children's health post and Food for the Hungry's primary health centre were identified as particularly impactful and much needed projects. While reaching only a small number of people, the support provided by the Centre for Disability in Development was experienced as transformational for individuals who were provided with assistance tailored to their specific disability.

Less immediately impactful, but still valued were initiatives aimed at supporting protection and food security through community groups and initiatives.

4.1.3 Demonstrably strong partnerships with civil society creating effective humanitarian responses and strengthened capacity

The NZDRP works with 14 accredited NZNGOs (see 2.4) to support response to immediate disasters and protracted crises (such as the Rohingya refugee crisis in Bangladesh). As of the time of this evaluation, 24 rounds of contestable funding for the NZDRP have been held which has seen the participation of all NZDRP partners, with the exception of SurfAid and Salvation Army who have been inactive participants of the NZDRP.

NZNGOs reported through key informant interviews that the relationship between MFAT and the NZNGOs is positive and highly valued. MFAT is seen as a flexible, responsive, and nimble development partner. Focus group discussions and interviews with NZNGOs and local partners highlight that NZDRP funding has ensured that the local partners continue with activities in contexts where some other development partners have left. For instance, partners noted that NZDRP has remained in Cox's Bazar for the Rohingya refugee crisis when most donors have since left.

NZNGOs work with local implementing partners in-country to deliver projects through the contestable funding of the pre-positioned supplies components. There is evidence that capacity development support for local civil society through NZNGOs has contributed to skills in programme design, project management, reporting, and technical skills. Interviews with local implementing partners in Tonga and Bangladesh highlighted skills in these key areas with some noting that they have learned and gained skills working with the NZNGOs. Furthermore, reporting and interviews with MFAT, NZNGOs and local NGO partners highlighted that the NZDRP modality supports locally-led development. By requiring that NZNGOs deliver projects through local partners, NZNGOs work closely with local NGOs, and local government partners and through formal and informal networks to reach grassroots communities. NZNGOs have been able to use these relationships to draw on local development insights and have mobilised good practice systems and processes to support localised responses.

CASE STUDY SPOTLIGHT: Supporting accessible and resilient housing in Tonga

NZDRP through Habitat for Humanity in partnership with Tonga Institute for Science and Technology (TIST) have built resilient and accessible housing for communities affected by the disasters in Tonga. One of the selection criteria was housing for those households with people with disabilities and or, vulnerable people such as the elderly. Site visits in Tonga confirmed how well-designed and built the houses are with ramps to ensure that people with disabilities can access the houses with ease. Interviews with some community members living in the new houses note that they are now at ease and are able to sit together as a family and with every family member



4.1.4 Strength in promoting inclusive, gender-sensitive programming and disaster responses

NZDRP programming is generally inclusive and gender-sensitive and supports women, girls and people with disabilities through NZDRP-funded projects. Even though data is lacking on the number of women, girls and people with disabilities reached by the NZDRP since 2013, focus group discussions and key informant interviews with NZNGOs and local partners reported targeted programming to reach and support the most vulnerable during and after disasters.

Gender equality and social inclusion is a common sectoral focus across the partners with projects in Tonga and Bangladesh having gender equality as a key focus. Mainstreaming gender equality through programme design and implementation is reported by most partners with some targeted activities to support gender equality and inclusion. In Cox's Bazar,

NZDRP is funding five activities that focus solely on GEDSI. For instance, World Vision International and the local partner are supporting gender equality through activities such as skills development, nutrition, kitchen gardening and child nutrition and in promoting awareness of women's safety.

Based on NZDRP partner reports, NZDRP partners are raising awareness amongst women about financial literacy, sexual and reproductive health, and rights, sexual and gender-based violence (SGBV), and leadership through women's groups. Partner reports also highlights evidence that women are taking up leadership positions in their communities and leading advocacy work at the local to national level.

Through promoting awareness and behaviour change around the safety and security of women and girls at home, in their camps, and disaster and conflict situations, NZDRP partners are working towards ending violence against women and girls. In Cox's Bazaar, to enhance access to safe community spaces and networks for learning and support, one project supported women's access to safe spaces where refugee women get to interact with each other and learn in a conducive environment. This initiative has reportedly led to increased awareness of women's safety in the camps and led prevention of violence in the camps' communities.

Disability inclusion was also reported with some targeted activities to support disability inclusion. In Bangladesh, in 2022, Christian Blind Mission (CBM) had disability inclusion as a key outcome area. Through the project, CBM made a substantial increase in the accessibility of integrated healthcare and inclusive services in the refugee camps. Through home-based support, CBM offered a range of rehabilitation services to residents in camps, enabling people with severe physical disabilities to receive services.

Overall, the NZDRP's commitment to GEDSI is strong through its project design and reporting ensuring that GEDSI is embedded in partner systems and projects across diverse geographic and thematic areas. Disaggregated data from partner reports show that NZDRP projects actively engage with marginalised and people in vulnerable situations. GEDSI has been considered a significant feature of the majority of NZDRP-funded programmes where reporting was available to the evaluation team. Additionally, reporting provides NZNGOs with the tools and guidance to report against gender equality indicators and provide gender-disaggregated data.

4.1.5 Sporadic and insufficiently successful knowledge sharing between MFAT and NZNGOs

Knowledge sharing is one of the three components of the NZDRP (see 2.3). Overall, knowledge-sharing between MFAT and NZDRP partners remains sporadic and has often been informal rather than

planned. It should be noted that COVID-19 restrictions have hindered knowledge-sharing opportunities in recent years. The component intended that MFAT, and NGOs share knowledge and information on current humanitarian issues and crises, in order to strengthen New Zealand civil society, humanitarian capacity, and MFAT response effectiveness. CID often plays a facilitation role and sometimes as a convener between NZNGOs and MFAT. Overall, the evaluation found that knowledge sharing as a component of the NZDRP seems ad-hoc with insufficient evidence that it has supported learning and strengthening humanitarian work undertaken by NZNGOs and MFAT. Except for very few NZDRP-led knowledge-sharing sessions before COVID-19, most NZNGOs noted that knowledge-sharing has been occurring through the CID Humanitarian Network. Through the CID network, NZNGOs had opportunities to learn, share and hold anticipatory discussions for NZDRP funding before funding rounds were announced.

In theory, the knowledge-sharing component of the NZDRP offers the potential to review and identify process improvements with stakeholders on an ongoing basis. A good example of this is the 2020 Policy Refresh which based its recommendations on feedback from NZDRP partners. Opportunities for collective knowledge-sharing, reflection and learning between NZNGOs, NZDRP, MFAT and other partners are highly valued, but there are limited structured processes within the NZDRP to facilitate this to happen which leads to lost opportunities in terms of sharing lessons, supporting enhanced collaboration, advocacy, evidence-informed policy dialogue and enhancing the profile of the NZDRP.

NZNGOs reported that there is a desire across NZDRP stakeholders for a more joined-up and relevant approach to knowledge sharing, learning, and policy dialogue, which the NZDRP is currently not delivering. The high appetite for a more structured knowledge-sharing was expressed by all NZNGOs with a recognition, however, that effective knowledge-sharing needs to be planned, curated, facilitated and timely. It also needs to link with other parts of MFAT such as the Partnerships team and leveraging the spaces already managed by CID. There was high interest by NZNGOs in approaches such as After-Action Reviews to facilitate learning and knowledge sharing after funding rounds as well as exploring spaces where local implementing partners are invited to share lessons and best practices from the countries and communities. Doing this, most NZNGOs noted will enhance the local partners' closer engagement and participation in the NZDRP in the spirit of supporting locally-led humanitarian response

4.1.6 Lack of strategic and operational MEL architecture for effective programming and reporting

Analysis of the NZDRP MEL documentation, systems and processes highlights the limitations and challenges of the MEL architecture of the NZDRP.

Further, analysis shows capacity gaps and limited enabling environment for a thriving MEL system. NZDRP did not have a theory of change at design which is the strategic foundation of a MEL system. This lack of strategic clarity results in a skewed and or fractured understanding of NZDRP's purpose, value proposition and results amongst different stakeholder groups, and leaves room for interpretation of the strategic intentions of the modality and its intended strategic priorities and means to achieve those priorities.

The NZDRP's theory of change was retrospectively developed by the evaluation team as part of the inception of this evaluation which outlined three outcome pathways (see Figure 5) for the NZDRP. The lack of a shared theory of change and theory of action (causal logic and rationale for design choices) has limited the NZDRP's ability to report and assess progress towards outcomes for the modality. This does not mean that MEL has not been conducted for the NZDRP. The current system has been project and portfolio-focused designed to support aggregate project reporting and partner reach and is not adequately designed to capture and communicate data that examines effectiveness and efficiency gains. Opportunities exist for the next phase of the NZDRP to shift MEL from a project to a programmatic and strategic MEL that assesses both the effectiveness of the modality and the achievement of humanitarian and development outcomes. This will shift emphasis from day-to-day project data collection and reporting functions to strategic outcome reporting and communication.

This can be achieved in the next phase by having a clear theory of change accompanied by a theory of action on how the results and outcomes will be achieved and a clear results indicator. Given that NZDRP is a modality, evaluations can be embedded in the MEL systems to provide meaningful insights into the quality of programming and development outcomes. For an actionable MEL system, MEL capacity and capability should be present to ensure that the frameworks and tools are applied. Assessing the effectiveness of activities is highly dependent on having fit-for-purpose measurement frameworks in place, support, and incentives put in place to ensure they are measured and reported against.

4.1.7 Features of the modality that contributed to the delivery of outcomes.

The evaluation found high-level factors and features of the modality that facilitated the effective delivery of outcomes. These factors and features were reported by the NZNGOs and the local implementing partners to have contributed to the delivery of outcomes:

- **MFAT'S flexibility and openness to discussion:** The NZDRP modality demonstrates flexibility which has provided partners with space to trial new sectoral areas as well as change activities and interventions in line with the changing local contexts and community's needs. This flexibility and openness to change is highly

valued, particularly by NZNGOs and their partners as it creates an opportunity for NZNGOs and the local partners to implement activities that are of value to affected communities as well as trial new project ideas. Flexibility was noted for instance where the NZDRP allowed the NZNGOs the ability to roll over a proportion of funds every year at no cost supporting project continuity, adaptation, and flexibility. Flexibility is also important for downward accountability mechanisms as opportunities for change signal that the partners are listening and responding to community needs and priorities. From a partnership perspective, flexibility can create efficiency in the long run because it creates spaces and processes where programming bottlenecks are addressed, and new ways of working are trialled and implemented.

- **Working with local partners with established and deep relationships who are embedded in local coordination mechanisms:** Effective and efficiency gains were noted in contexts where NZNGOs and local partners had pre-existing relations based on mutual accountability, respect, and trust.
- **Understanding both national and community contexts and continuously engaging communities as the project progressed:** There was evidence in Tonga and Bangladesh, where considerable consultation with community members before implementation enhanced community understanding of the activity and hence local ownership.

4.1.8 Features of the modality that hindered the delivery of outcomes

The following factors were found to hinder the delivery of outcomes:

- **Lack of flexible multi-year funding:** There was a concern amongst some of the NZNGOs that the lack of multi-year funding to partners is limiting programme delivery and overall effectiveness and undermining efforts to plan and deliver humanitarian support. Global best practice of supporting NGOs shows that multiyear funding not only drives effectiveness but also creates efficiency dividends by streamlining annual work planning, budgeting, and reporting processes and shifting policy dialogue between development partners and local partners from short-term activity-driven prioritising to strategic long-term planning and outcomes-focused planning. Absence of multi-year funding and a one-year project implementation period, partners noted that the timeframes are short for any meaningful results to occur.
- **Project implementation delays:** Big time lapses from scoping to implementation can undermine relevance and effectiveness especially where national priorities, partners,

and communities needs change. There was a reported delay in Tonga for more than 8 months for the housing projects and by the time the project started, the local communities' needs and priorities had changed. This observation doesn't suggest that the Programme rush a project but reinforces the need to continuously engage with the partners during delays and maintain open communication channels.

5 The efficiency of the NZDRP

This chapter responds to objective three⁹ of the evaluation and presents analysis and findings relating to how efficient the business systems and processes of the NZDRP are. The chapter explores efficiency from the perspective of the NZDRP's systems and processes as well as the relationships between MFAT and NZDRP partners and NZNGOs and local NGOs.

Key evaluation question: To what extent has the NZDRP utilised the most effective and efficient processes, systems, and guidelines to achieve desired results in a timely manner?

- Do the current processes and guidelines (call for proposals, contracting, reporting, partner engagement, coordination) enable efficient and timely planning, delivery, monitoring, and reporting of humanitarian response activities?
- How efficient are relationship management practices between MFAT and NGOs, including consistency with the Partnerships approach?
- What options exist to enhance the efficiency of NZDRP for MFAT, NGO partners and local partners

5.1 Key findings on the extent to which the NZDRP business processes are effective and efficient and drive timely results

KEY FINDING 3: The NZDRP is effectively a grants program. Structurally the administrative burden that comes with managing relatively small grants across a relatively large number of partners can make efficiency challenging, the NZDRP appears to have a reasonably light administrative structure and its processes for distributing and managing humanitarian grants are widely considered by partners to be proportionate.

Overall, the NZDRP is an efficient modality for MFAT to fund humanitarian response through New Zealand NGOs. NZNGOs play an important role in alleviating some of the administrative burden from MFAT and as intermediaries between MFAT and local NGOs on issues related to accountability and compliance. Routine grant management processes are functioning relatively efficiently. However, these can be further streamlined by better documenting and communicating NZDRP processes and by leveraging the knowledge-sharing component of the NZDRP to regularly review and refine procedures, tools and templates.

5.1.1 Proportionate business management processes

Respondents identified strengths and limitations to the key business processes and modality features that are the foundation of the NZDRP and for administering grants. The analysis of these strengths and limitations is summarised in Table 4 below.

Table 4: Strengths and limitations of the NZDRP processes

Process/system	Strengths	Limitations
Accreditation	<ul style="list-style-type: none">• Synergy with the process for accrediting NPP and Manaaki partners makes the accreditation process efficient.	<ul style="list-style-type: none">• The length of validity for accreditation is unclear. The process and timeline for renewing accreditation are not formally established.• Accreditation could be better integrated with partner capacity mapping which in turn could enable more targeted funding calls.

⁹ Evaluation objective three assesses the extent to which the NZDRP utilised the most effective and efficient processes,

systems, and guidelines to achieve desired results in a timely manner

Process/system	Strengths	Limitations
		<ul style="list-style-type: none"> Assessment of local partnerships is not integrated into the accreditation process. Partners are not always aware of the criteria or metrics used for assessing organisations.
Decision on the rounds	<ul style="list-style-type: none"> Enables funding to be aligned with New Zealand's strategic priorities. Ensures NZDRP responses are aligned with partner governments through basing funding rounds on country needs assessment and response plans. MFAT-NZNGO engagement prior to decision drives efficiency by testing appetite for funding and response. 	<ul style="list-style-type: none"> No established targets for timeliness of decision-making. Timeliness of response can be impeded when there are delays in receiving country needs assessments and response plans. These delays can sometimes render the NZDRP unsuitable for immediate response and may make it more appropriate for early recovery. Established targets for timeliness would help in making decisions on whether a response should be for immediate response or early recovery. Unclear how decision-making on funding rounds is connected to the Emergency Task Force and Emergency Coordination Centre in MFAT
Calls for proposals	<ul style="list-style-type: none"> Provides NZNGOs and local partners with the opportunity to respond to humanitarian crises. Ensures there is a coordinated, collaborative, and transparent process between NZNGOs and MFAT. Funding envelope is clear helping NGOs with budgeting and pre-planning. Simple and straightforward proposal templates mean that the proposal process is not unduly burdensome. 	<ul style="list-style-type: none"> No established targets for timeliness. Short period for developing proposals can be challenging for developing locally-led designs. The rationale for making funding contestable is not clearly defined making it difficult to assess performance against its purpose. Making funding contestable can reduce efficiency when compared to partnership approaches where organisations have a predictable funding window. Matched funding requirements can sometimes result in delays as NGOs seek additional financing. Matched funding requirements can favour organisations with the greatest fundraising capacity rather than those who are best placed to respond.
Coordination among NZDRP partners facilitated by CID	<ul style="list-style-type: none"> Reduces competition and facilitates collaboration and partnership between NZNGOs. Coordination prior to proposal development helps NZNGOs avoid duplication of activities and identify local partners early. 	<ul style="list-style-type: none"> Pre-proposal coordination may weaken the logic of competition inherent in contestable funding – can be perceived as anti-competitive. Coordination tends to focus on financial decisions (i.e., equitable allocation of funds among NGOs) rather than programmatic decisions (e.g., identifying gaps, potential duplication and synergies between responses).
Proposal assessments	<ul style="list-style-type: none"> Reviewing proposals is beneficial to MFAT in building a better understanding of the needs and context as well as the capacity of local partners to respond. 	<ul style="list-style-type: none"> No established targets for the timeliness of the proposal review. Perceptions among NZDRP partners on the timeliness of proposal review and feedback are mixed.

Process/system	Strengths	Limitations
	<ul style="list-style-type: none"> MFAT Activity Quality Rating enables proposal appraisal along agreed-upon criteria and standards. Efficiency is included as a criterion in the Activity Quality Rating ensuring that assessment is weighted towards responses that are deemed to be more efficient. 	<ul style="list-style-type: none"> Partners are not always aware of proposal selection criteria and metrics which creates inefficiencies when time is repeatedly spent on unsuccessful proposals. The role of MFAT Post in assessing proposals is not always known.
Clarification on proposals	<ul style="list-style-type: none"> MFAT is open to providing informal feedback. Feedback from MFAT provides the opportunity to strengthen proposals and for NZNGOs to justify and advocate for proposal design. Two-way communication and feedback enhance mutual understanding and partnership between NZNGO and MFAT. 	<ul style="list-style-type: none"> Some feedback provided for both successful and unsuccessful applicants Back and forth can lead to delays in the final decision and disbursement of funds.
Contracting	<ul style="list-style-type: none"> Builds on due diligence carried out during accreditation. Allocation of funds for local partner overheads is important for enabling capacity development and achieving compliance. Optional allocation of an additional 20% funding for Disaster Risk reduction helps to bridge the development-humanitarian nexus. 	<ul style="list-style-type: none"> N/A
Project implementation (monitoring)	<ul style="list-style-type: none"> Monitoring requirements are relatively simple and are flexible enough to support the use of existing partner systems. NZNGOs play an important role in compliance, reporting and risk management enabling the administrative burden to be distributed across MFAT and partners. Flexibility to shift output expenditures facilitates adaptive management and ensures responses remain relevant to changing contexts. 	<ul style="list-style-type: none"> The role of MFAT Post in monitoring projects is not defined. Role of NZNGOs in monitoring compliance, reporting and risk management is dependent on the strength of the partnership between the NZNGO and local partners. The role appears to be weaker in non-Pacific responses where partnerships may be less established.
Reporting	<ul style="list-style-type: none"> Relatively simple reporting templates that are reasonably well-aligned with harmonised templates developed to support the implementation of the Grand Bargain (8+3 template). NZNGO's role in tailoring reporting to MFAT language is helpful for local partners. 	<ul style="list-style-type: none"> Report submission from partners is frequently delayed. Reporting lines from within local partners and between local partners, NZNGOs and MFAT are not well understood by local partners. The role of MFAT Post in reviewing reports is not always understood. Quality criteria used in the Completion Report template are based on the OECD DAC evaluation criteria but do not reflect efforts to adapt these to humanitarian action (e.g. through inclusion of criteria on appropriateness, coverage and

Process/system	Strengths	Limitations
		coherence, and using connectedness rather than sustainability).
Letters of variation/ extensions	<ul style="list-style-type: none"> MFAT is flexible to extensions and modifications, enabling projects to adapt readily to changing circumstances. 	<ul style="list-style-type: none"> Some variations reflect a lack of prioritisation by partners due to the relatively small funding envelope. In protracted crises in which partners bid for multiple funding rounds, gaps between rounds can inhibit efficiency for example by forcing activities to stop and staff to be laid off. This inevitably creates efficiency and continuity challenges that would be avoided with more predictable, timely or long-term funding.
Overall communication and coordination	<ul style="list-style-type: none"> Very positive relationship between MFAT and NZNGOs. MFAT is perceived to be open and responsive by partners. 	<ul style="list-style-type: none"> MFAT staff rotation policy / high turnover disrupts continuity. Lack of program documentation throughout the process (Objectives, Guidance, SOPs, tracking tools, etc.) creates room for misunderstanding and inefficiency.

5.1.2 Business processes to operationalise pre-positioned supplies lack clarity and impede responsiveness

While not all NZDRP partners were aware of the PPRS supply component of the NZDRP, those that did mostly saw it as a positive feature with the potential to speed up response times and increase efficiency. However, a lack of clarity on the process for making supplies available and delays in decisions to release supplies were noted. Respondents also questioned the suitability of inventory management practices and raised concerns that outdated supplies may limit the benefit of pre-positioning.

Furthermore, decisions on where to locate supplies and what supplies are most needed do not appear to be based on a defined strategy. This raises questions as to whether the pre-positioned supply component of the NZDRP is optimised for efficiency.

5.1.3 Risk sharing between MFAT and the NZNGOs enhances efficiency as a key feature of partnerships within NZDRP

NZNGOs play an important role in risk management, monitoring, compliance, and reporting. As such, the NZDRP model offers efficiencies from an MFAT perspective by sharing the administrative burden that could otherwise fall more heavily on MFAT. This arrangement appears to work well, although its effectiveness depends on the strength of the relationship between NZNGOs and their local partners. In the Bangladesh case study, for example, many of the compliance, quality control and risk management functions were being filled by

management entities within or associated with the local organisation (e.g. national branches of the organisation) rather than by the New Zealand partner. This may call into question the efficiency and rationale of using NZNGOs as intermediaries in certain contexts and where partnerships are not well-established.

Matched funding requirements are widely considered among NZDRP partners to hinder efficient humanitarian response as fundraising can take time. Moreover, matched funding requirements may in some cases distort the logic of selection away from organisations that are best placed to respond to those with the greatest fundraising capacity.

The contestability of funding rounds offers both pros and cons from an efficiency perspective. On one hand, merit-based selection in which efficiency is a key quality criterion enables MFAT to weight selection towards more efficient responses. However, on the other hand, the steps required to develop, review, and assess proposals take considerable time and could be bypassed under alternative partnership models for more rapid response.

5.1.4 A continuum of relational strength exists between NZNGOs and local NGOs with a correlation between stronger partnerships and greater relevance, effectiveness and efficiency of responses

All local NZDRP partners pointed to the valuable role of NZNGOs in helping them understand MFAT requirements and ensuring proposals and reports are consistent with MFAT expectations. However, significant variation in the strength of the partnerships

between NZ and local partners in different contexts was observed, with relationships ranging from close and collaborative to something more akin to that between a distant donor and implementing partner. Several informants indicated that in cases where partnerships are weak and when the NZNGO does not have detailed knowledge of the local context, proposal development and implementation are more likely to be slow.

6 Locally led and accountable responses

This chapter presents findings on the extent to which the NZDRP enables humanitarian responses that are locally led and accountable. The chapter explores ways in which local partners and communities affected by disasters are engaged in the design and delivery of NZDRP projects. It further looks at how NZDRP aligns with local government response priorities and local coordination mechanisms as well as how NZDRP partners facilitate the engagement of affected populations in delivering NZDRP activities.

Key evaluation question: To what extent does the NZDRP enable humanitarian responses that are locally led and accountable to those impacted by crises?

- In what ways are local partners and affected communities engaged in the design, delivery, monitoring, evaluation, learning and improvement of NZDRP activities?
- In what ways does NZDRP facilitate alignment with local government response priorities and local coordination mechanisms?
- Is there adequate resourcing for the recognition and development of local capacity in NZDRP activities?
- In what ways does NZDRP encourage or discourage participation of, and accountability to, affected populations in delivering NZDRP activities?

6.1 Key findings on the extent to which NZDRP enables locally led humanitarian responses that are accountable to local populations impacted

KEY FINDING 4: The absence of a clear policy position on locally-led development that defines what and how localisation should occur within NZDRP limits the effectiveness and consistency

of locally-led approaches by various actors involved with the modality.

There is evidence of locally led responses within the NZDRP, however, the evaluation did not find a clear policy position and strategy on what locally led development means for the NZDRP beyond working with local partners. Support for locally led development requires a systematic re-thinking of how the whole aid system works within the humanitarian sector, requiring a complete shift in how, planning, design, MEL, and implementation approaches are done to effectively redistribute power into the hands of local actors meaning MFAT and NZNGOs need to refine their role in shifting partnerships and power relations. To this end, there is a need for a shift to reorient funding to support local partners in line with localisation principles advocated in the humanitarian sector. Ideally, this should start from a policy framework for how MFAT sees localisation within its engagement with civil society to which NZDRP can align and review guidelines and procedures to support local partners in a genuine and meaningful way. Though MFAT noted that it is unlikely for MFAT to have a policy position on localisation in the short to medium term, future efforts should focus on adopting existing global localisation principles and exploring how they can be embedded in the NZDRP.

6.1.1 NZDRP-funded activities are designed and implemented fully by local partners

Focus group discussions and key informant interviews with NZDRP Partners and their respective local partners confirmed that from the proposal development process, NZNGOs and local partners are clear on their roles and responsibilities. Firstly, NZDRP Partners do not move forward with a proposal unless their respective local partners have the capacity and appetite to take on the response and are able to develop the proposal. Secondly, local partners then coordinate themselves to go through the activity design process, consulting with affected communities and coordinating bodies such as the CIC, the Inter-sectoral Coordination Group (ISCG) in Bangladesh and the National Emergency Management Office (NEMO) in Tonga. This approach was validated through several in-country consultations in Bangladesh and Tonga with affected communities, coordinating bodies, and local partners. Multiple NZNGOs and local partners reported that the role NZNGOs play in the proposal development process is to tailor the proposal to MFAT language and requirements. NZDRP Partners largely played the role of facilitating and coordinating the funding stream and reporting compliances.

6.1.2 The majority of partnerships between NZDRP Partners and local partners demonstrate a positive working relationship

Consultations reveal that the working relationship between NZDRP Partners and local partners is largely positive. When asked about the key drivers for this positive relationship, some partners noted that the roles and responsibilities of each partner are always clear and that they have established ways of working. Some MFAT and NZDRP stakeholders reported that where partnerships are strong, activities were also more effective while in contexts where the relationships were not strong or emerging, activity implementation challenges were reported.

6.1.3 Tight proposal development timelines can sometimes be in conflict with locally-led responses

Interviews with NZNGOs and local partners noted that sometimes the call for proposal process happens in the midst of the disaster where local partners' immediate priority is the immediate response. At this stage, local partners noted that fully engaging in the design process can be challenging. Two NZNGOs report that the timeframe provided for them to work with local partners to develop the proposal is not always sufficient. More often than not, local partners have competing priorities during the emergency and are already responding to a crisis with limited human resources through other donor-funded activities. Furthermore, depending on the context of the broader response, local partners may need time while the activity design is being reviewed by the coordination mechanism and body in the country, such as the UN Office for the Coordination of Humanitarian Affairs (UN OCHA). Another factor that could be affecting the proposal process is whether the NZNGO and the local implementing partner are a part of the same larger umbrella organisation.

“We work directly with local CSOs. And that is why there is a gap between MFAT launching a call officially and the teams putting a proposal together. It's not my counterpart, it's the CSO implementing the program. So they would need more time.. otherwise, it would be easier for us to draft the proposal from here and just put it through but that's not how it works” - NZNGO

6.1.4 There is evidence that local partners are working within the disaster management framework and coordination mechanisms of local government responses to the broader emergency response

Through in-country interviews in Tonga and Bangladesh, local partners and coordinating bodies revealed that NZDRP-funded activities are being implemented within the disaster management framework of their respective coordination mechanisms. For example, local implementing partners in Bangladesh ensure that any activities proposed go through CIC approval before it is submitted to NZNGOs for finalisation. The CIC is the person in charge of each camp and the role comes under the Office of the Refugee Relief and Repatriation Commissioner (RRRC), a Government of Bangladesh agency responsible for supporting relief efforts for the Rohingya refugees in Cox's Bazar and their eventual repatriation back to Myanmar. Activities are also aligned with the findings from the joint needs assessments conducted by the ISCG, a UN OCHA-managed coordination group. This is evident also in Tonga. For example, Caritas sits in at the coordination group meetings with the Government of Tonga's NEMO and has an MoU set up with them to mobilise pre-positioned supplies quickly in the event of a disaster. Caritas Tonga appears to have a particularly close relationship with NEMO. However, it wasn't clear if this was the case for other local partners and NZNGOs. Even though the local partners are aligned with the local coordination mechanism, there was no evidence in the NZDRP grant funding arrangements and contracts that mandates the local partners to work within local government coordination mechanisms implying that it is happening even without the requirement by NZDRP to do so.

6.1.5 Indirectly enhancing local capacity and capability

The NZDRP is indirectly enhancing local partner capacities and capabilities. However, the sustainability of the capacities is not known and guaranteed. Enhancing local capacity and capability does not appear to be mandated through the grant funding agreements. However, it can be somewhat argued that local capacities and capabilities are being enhanced indirectly through the modality because of two factors (1) the modality requires NZNGOs to work through local partners and (2) NZNGOs are quite removed from the implementation. Given these factors, it can be argued that the modality is enhancing locally-led development and, in turn, capacities and capabilities. It is also not clear how sustainable and guaranteed the approach is to ensure continuous enhanced capacities.

There are, however, missed learning and sharing opportunities within the NZDRP excluding local

partners in knowledge sharing sessions. Interviews with NZNGOs, coordinating bodies, and local partners indicate that knowledge-sharing sessions only include NZDRP Partners as well as NGOs as part of the CID humanitarian network. However, it could be beneficial to include local partners in knowledge-sharing sessions, especially as part of reflection workshops post-response to ensure that reflections, lessons learned, and recommendations include the perspectives of all actors in the response process.

7 Comparative analysis of other donor modalities

This chapter responds to objective four¹⁰ of the evaluation by presenting a comparative analysis and findings relating to other donor-NGO funding approaches in the humanitarian sector. The Evaluation reviewed a number of publicly available policy and programme documents for NGO humanitarian engagement modalities of five like-minded donors and partners: Australia, Sweden, New Zealand, Norway, European Union as well as two appeal mechanisms in New Zealand and the European Union.

Key evaluation question: To what extent is the NZDRP modality, including management, implementation, and funding arrangements, appropriate to the changing humanitarian context and how can NZDRP be adapted to be more relevant in the future?

- What are the key features of other donor models for delivering humanitarian results in partnership with NGOs (including contestable funds, Joint Appeals Alliances, and others)?
- What comparative models of NGO funding and program management have other like-minded donors employed?
- What lessons can be learned from other models that could enhance the relevance, effectiveness, and efficiency of the NZDRP?

7.1 Key findings on the extent to which the NZDRP modality and its underlying business processes can adapt to the changing humanitarian context and uncertain future

It is important to recognise that the funding and programme management arrangements established within any modality are a means to an end and that the desired 'end' varies significantly between donors and modalities – shaped by a number of different policy drivers and priorities. A like-for-like comparison between the modalities is not possible, because they were all set up to achieve different things, in different ways, with different actors and in different contexts. As such, rather than undertake a like-for-like analysis, the Evaluation adopted a realist approach to considering what works, for whom and in what circumstances. Table 5 provides a summary of how different modalities are used by donors to affect their funding delivery and humanitarian programming and the effectiveness of these modalities in doing so. This summary in turn informs our analysis of key lessons for the NZDRP.

7.1.1 Insights into other donor-funded modalities for funding humanitarian NGOs

Table 5: Other Donor Funding Modalities Supporting Humanitarian NGOs

Other NGO funding modalities	Description	Lessons for MFAT
Australian Humanitarian	<ul style="list-style-type: none">• The AHP facilitates and emphasises a more formal partnership approach to the allocation of funds.	<ul style="list-style-type: none">• Consider replacing the contestable funding mechanism with one that

¹⁰ Evaluation objective four assesses the extent to which the NZDRP modality, including management, implementation and funding arrangements, appropriate to the changing humanitarian

context and how can NZDRP be adapted to be more relevant in the future?

Other NGO funding modalities	Description	Lessons for MFAT
Partnership (AHP)	<p>The AHP model creates a more transparent decision-making process where all stakeholders, including DFAT, are involved in the process as part of the Response Committee. Decision-making is also faster as the onus is on the Australian NGOs (ANGOs) to decide on how funds will be allocated, which is also based on a pre-agreed Capability Map of ANGO partners. The Capability Map outlines by country the organisational strength, extent of partner government approval to operate, sectoral focus, and geographic presence of each ANGO.</p> <ul style="list-style-type: none"> • The Partnership is delivered by a Support Unit/Managing Contractor who acts as a bridge between DFAT and ANGO partners. The structure is theoretically meant to alleviate the management burden of DFAT. • AHP integrates a more formal platform for sharing lessons learned during the implementation of the response activity which are then shared across AHP stakeholders and partners. • One of the main components of the AHP is focused on preparedness and resilience through building local humanitarian capacity in the Pacific and targeted at four at-risk countries in the Pacific and Timor-Leste. • Local implementing partners are included in the AHP Steering Committee 	<p>facilitates a partnership approach between NZDRP NGOs.</p> <ul style="list-style-type: none"> • Consider working in partnership with CID to establish platforms for learning and sharing lessons which can then be summarised and distributed to local implementing partners. • Consider how local partners' voices can be included better in the NZDRP governance and management arrangements.
Swedish International Development Agency (Sida) and Norwegian Ministry of Foreign Affairs (NMFA) program-based approaches	<ul style="list-style-type: none"> • Allocation of NGO funding is based on strategic partnership agreements that give each partner a predictable funding envelope for use throughout the duration of the agreement (usually three or four years). • Humanitarian initiatives can then be carried out by the strategic partner itself or through their partners. • Within several of these partnerships, Sida and NMFA have established a 'programme-based approach' (PBA). Under the PBA model rather than funding being earmarked for a specific project or intervention, funding is earmarked only to the level of a country programme. • To receive PBA funding, organisations submit a country programme strategy and budget and indicate the percentage of budget contribution they seek. Strategies are required to support the achievement of Sida/NMFA's high-level policy goals and must fall within the scope of Humanitarian Response Plans (HRP) or other coordinated responses. Beyond these criteria, and agreement on the size of country funding envelopes, decisions on how funding is used within a country are at the discretion of the partner. • Reporting is similarly carried out at the programme level, with partners reporting on results achieved at a country level. 	<ul style="list-style-type: none"> • Strategic partnership agreements can reduce the administrative burden and enable more efficient humanitarian response. • Strategic partnership agreements provide greater predictability enabling better long-term and strategic planning, particularly in protracted crises. • Consider setting aside a multi-year budget allocation for repeated humanitarian emergencies, especially in the Pacific.

Other NGO funding modalities	Description	Lessons for MFAT
	<ul style="list-style-type: none"> PBAs have been shown to support the strengthening of partner organisational systems, enable greater flexibility to respond to changing circumstances and make it easier to respond to both new and overlooked crises. Partnership agreements are suitable for strong-performing organisations where there is a high degree of trust in organisational systems and processes. 	
Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO)	<ul style="list-style-type: none"> The following organisations are eligible for partnership: International NGOs with a Programmatic Partnership Certificate, United Nations agencies and bodies, International Committee of the Red Cross and International Federation of the Red Cross and Red Crescent Societies, and the EU Member States Specialist Agencies Funds can be managed indirectly by an external entity driven by its internal rules and procedures. Funding is available via multi-year or in stages. Co-financing options provide more flexibility to NGOs in how funds are secured and mobilised. To be certified, NGOs go through an independent external auditor to assure DG-ECHO that it meets its stated requirements for NGO partners. In addition to implementing through non-certified local implementing partners, certified NGOs may also choose to implement responses directly or co-implement with other certified NGOs. Completion Reports are due at the end of the grant-funding period, which is usually one year. 	<ul style="list-style-type: none"> The Humanitarian Partnership 2021-2027 allows for more flexibility through its funding modalities with options such as multi-year funding vs staged funding approaches, co-financing vs full financing, and direct vs indirect management. Given the nature of humanitarian and emergency contexts, MFAT may want to consider several of these approaches to improve predictability, reduce administrative burden, and increase efficiencies across the NZDRP.
Global Start Network	<ul style="list-style-type: none"> The Start Fund is structured specifically to provide rapid mobilisation of funds to member agencies in the immediate phase following an emergency or humanitarian crisis. Funds are disbursed within 72 hours and projects are designed and implemented for the first 45 days. The modality responds more rapidly than the NZDRP with projects that are much smaller in scale. Also, these are laid out clearly in the Start Fund Handbook which provides member agencies with greater predictability of the alert process. Start Fund uses the scale of the crisis as a determining factor to respond while NZDRP uses geographic priority areas with a primary focus in the Pacific. This might mean that NZDRP funds are only mobilised in the bigger responses outside the Pacific while the Start Fund responds to smaller-scale emergencies. Given the NZDRP's identified priority region is in the Pacific, disbursing funds to small to medium-scale responses outside of the Pacific may not be fit for purpose for New Zealand's strategic priorities. Start Fund uses a networking model where Start Network member agencies play a critical role in 	<ul style="list-style-type: none"> Due to the issue of delayed timeframes, the NZDRP modality is often considered to be too slow in decision-making which then results in delayed disbursement of funds to local partners to begin implementation. Introducing a pre-approval process for more rapid mobilisation of NZDRP funds to NZNGOs, especially in the Pacific, could improve the speed of response.

Other NGO funding modalities	Description	Lessons for MFAT
	<p>decision-making. All decisions are made by member agencies, depending on their governance and management role.</p> <ul style="list-style-type: none"> The Start Fund has a process set up for pre-emergency alerts and mechanisms in place to support member agencies submitting anticipation alerts, such as the AA Grant and FOREWARN. These mechanisms ensure that the anticipation alerts and process are based on credible forecasting. 	
Emergency Appeals Alliance (EAA)	<ul style="list-style-type: none"> The Emergency Appeals Alliance (EAA) is a partnership of national appeals (currently 11 countries) established in May 2013. New Zealand Emergency Alliance is an observer of the Emergency Appeals Alliance (they can only be members after being in existence for two years) Each appeal, including the Emergency Alliance in New Zealand, uses joint appeals to harmonise voices from humanitarian partners in the immediate time following an emergency. EAA promotes high standards of humanitarian practice and public accountability. Members of a national alliance must meet several criteria to be eligible for funding: <ul style="list-style-type: none"> Be a signatory of the Red Cross/Red Crescent and NGOs Code of Conduct Be legally constituted as a not-for-profit organisation or an equivalent legal entity. Be mandated to run national appeals for international disasters. Be fully accountable to the relevant statutory bodies within their respective countries. Be in existence as a legal entity for at least 2 years. Follow best practice standards for fundraising in their national context. 	<ul style="list-style-type: none"> The joint appeal modality, particularly when linked globally, as in the case of the EAA, is intended to create broader and collaborative action on global issues such as climate change. Creation of a formal model and partnership of organisations decreases competition for resources and increases opportunities for collaboration. Consider synergies between the Emergency Alliance modality and the NZDRP – including whether funds raised via EAA NZ can be considered as part of the match funding requirement.

7.1.2 Considerations for improvement of the NZDRP

In the absence of a design logic by the NZDRP, it is therefore unclear what certain design choices are intended to achieve. With the review of the above other donor models, some areas for MFAT to consider are outlined in Table 6 below together with the trade-offs that would need to be considered vis-à-vis current features of the modality.

Table 6: Considerations for improvement based on key features of the NZDRP approach

Key features of the NZDRP approach	Considerations for improvement	Trade-offs
Accreditation and eligibility requirements	<ul style="list-style-type: none"> Consider whether the number of NGOs is appropriate and/or whether to establish different tiers of partnership reflecting different levels of partner capacity. Strengthen capacity and capability mapping of NGOs to enable better targeting of funding calls and to facilitate more effective proposal assessment. 	<ul style="list-style-type: none"> Different tiers of partnership offer possibilities for differentiated partnership models but may increase the complexity of the NZDRP. Having different partnership tiers can act as a performance incentive.

Key features of the NZDRP approach	Considerations for improvement	Trade-offs
Matched funding requirements	<ul style="list-style-type: none"> Review the rationale for matched funding requirements and consider whether it serves its intended purpose. 	<ul style="list-style-type: none"> Removal of matched funding requirements would likely result in MFAT receiving more proposals within funding rounds outside the Pacific. This would increase the administrative burden.
Contestability	<ul style="list-style-type: none"> Review the rationale for making funding contestable and consider modifying partnership approaches to provide more predictable funding. 	<ul style="list-style-type: none"> Contestability gives MFAT a strong decision-making role for each response. Partnership models based on pre-approved or non-earmarked funding give greater decision-making authority to partners and require a higher degree of trust.
Duration of funding	<ul style="list-style-type: none"> Consider the duration of funding and explore the possibility of offering multi-year funding (in particular for protracted emergencies). 	<ul style="list-style-type: none"> Multi-year funding allows for more efficient and strategic programming, but reduces MFAT control over responses and makes it more difficult to withdraw funding based on emerging/changing priorities
MEL and Reporting	<ul style="list-style-type: none"> Develop a design logic and associated MEL framework as a matter of priority to enable MFAT to better assess the performance of the NZDRP modality as well as results achieved through partners. 	<ul style="list-style-type: none"> Not having a design logic and MEL Framework limits the ability of MFAT to assess performance of the NZDRP and impedes management decision-making.
Knowledge sharing	<ul style="list-style-type: none"> Intentionality and purposeful knowledge sharing (not resourced; no clear strategy; no clear structure). Consider including local partners. Consider working with the NPP/CID team to embed learning. After action review – lessons learned at the close of an emergency response with participating partners (including local partners). 	<ul style="list-style-type: none"> Knowledge-sharing has the potential to enhance the partnership and turn it into more of a forum for learning and improvement. This will require resourcing and may increase the administrative burden.
Geographic priorities	<ul style="list-style-type: none"> NZDRP current emphasis on the Pacific and yet most funding has been outside the region needs consideration in order to align policy, intention and actual responses 	<ul style="list-style-type: none"> As MFAT's geographical priorities may not match the locations of greatest humanitarian needs, the NZDRP will require some modification if it is to fully prioritise the Pacific.

8 Future directions and emerging areas of considerations

Emerging areas for consideration by and for the NZDRP are summarised below. They are based on the evaluation findings, lessons learned from review of other donor models as well as recommendations from internal and external stakeholders consulted on the future strategy and policy direction of the NZDRP.

Discussions during the Evaluation highlighted that it is not the intent or will of either MFAT or its NZDRP partners to consider a wholesale redesign of the NZDRP modality, but rather an intent to explore and potentially refresh certain components of NZDRP applied to support the strategic aspects of the relationship and mobilise the different assets of the diverse range of partners to achieve shared value.

8.1 Emerging areas of consideration for the NZDRP



MFAT works with the partners to articulate the strategic intentions and objectives of the partnership and define how it contributes to MFAT's humanitarian objectives and priorities

A key consideration for the future of the NZDRP is clearly understanding and articulating the strategic intentions and objectives of the partnership and defining how it contributes to MFAT's humanitarian objectives and priorities. Findings indicate that the partnership objectives, outcomes and how the Partnership intends to achieve these objectives in practice have not been clearly articulated or communicated. Though the NZDRP's objectives and outcome pathways were retrospectively developed by the evaluation team, this means that for more than ten years, the partnership has worked without a policy and strategic policy position.

Development practice views strategic programmes and partnership approaches as a long-term and strategic arrangement of individual yet interlinked projects/activities that aim to achieve large-scale impacts in their areas of focus. Programmatic approaches should seek to maximise impact (i.e., through leveraging relationships, replicating successes and innovations in a context-specific manner) and increase synergies between activities and relationships with key actors (i.e., partner countries and other donors). For this approach to succeed, the literature indicates that it should provide a clear mandate and value-add, be guided by an overarching strategic framework (including a strategic results framework) and be guided by clear and sound governance mechanisms.

Considerations for the future include:

- Facilitating discussions between MFAT and the NZNGOs to develop and articulate the strategic intentions and objectives of the NZDRP within the current humanitarian context. This will include articulating the key purpose of partnering and identifying a set of foundational principles and ways of working. These discussions should take into account MFAT's intentions and priorities in the humanitarian sector. Discussions should include consultations within MFAT itself first and then together with NZNGOs. As the different stakeholder groups have varying priorities and interests, it is suggested that a series of discussions be held to more fully understand the priorities of each of the partners and explore how these priorities and needs merge and align within the NZDRP.
- Develop a clear theory of change and theory of action accompanied by a clear performance assessment and results frameworks for monitoring and evaluating performance over time. Once the strategic objectives and intentions are co-designed by the NZDRP and the partners, there will be a need to develop the overarching theory of change accompanied by a programme logic to reflect the new objectives and outcomes of the partnership, the core interventions utilised to achieve these outcomes and measures/indicators for tracking progress against agreed-upon outcomes. The logic should include a definition of NZDRP's humanitarian objectives as well as objectives related to its partnerships and key design features (e.g.) what the NZDRP intends to achieve for and among partners, what matched funding is intended to achieve etc). Doing this will ensure that the NZDRP is well defined and fulfilling its intended purposes, partnership expectations and direction are clear (enabling purposive partnership development), performance is measurable and there is a clearer understanding of when it is most appropriate to deploy the NZDRP and in what contexts.
- Include in the refreshed design the trigger mechanisms of the NZDRP funding in different contexts. MFAT should consider how it can better link decisions on whether to fund humanitarian responses outside the Pacific with decisions on which of its response modalities are most appropriate in different contexts. This may also offer avenues for greater prioritisation of action in the Pacific as more funding becomes available including for preparedness and long-term recovery from MFAT's other programmes and other donors. Also, outline where the NZDRP fits into different contexts (protracted crisis vs sudden onset disasters) vis-à-vis other MFAT modalities.



Explore partnerships approach

The NGO Humanitarian Reform Project¹¹ notes that effective partnership in the humanitarian context “is not just about mechanistic relationships where actors come together to achieve a set of common objectives, dividing up responsibilities and planning joint work. Rather it requires attention to underlying issues of power, attitudes, and styles of working, as well as identifying which partner is best placed to deliver on each of the desired outcomes”. Similarly, the Global Humanitarian Platform (GHP) adopted Principles of Partnership (PoP) outlines equality, transparency, a results-oriented approach, responsibility and complementarity as the key principles for a partnership approach within the humanitarian context. These principles also provide a framework for all international humanitarian actors to improve engagement with national actors, including local civil society. In this vein, NZDRP should explore a move towards a funding modality that facilitates a partnership approach between NZDNGOs and MFAT. As seen from other donor models such as AHP and Sida, strategic partnership agreements provide greater predictability enabling better long-term and strategic planning, particularly in protracted crises. Also, strategic partnership agreements can reduce the administrative burden and enable more efficient humanitarian response.

Considerations for the future include:

MFAT could leverage the existing NPP partnerships and accreditation to adopt a partnerships approach that takes into account NGOs varying capacities, thematic and geographic focus through a range of measures:

- MFAT review the NZDRP contestable funding model and considers whether there is a place within the NZDRP for stronger partnership approaches in which NZDRP partners are allocated more predictable funding. This is especially relevant for responses to protracted crises where the short funding cycles and uncertainty about whether new funding will become available create a stop-start approach to project management where longer-term planning and implementation cycles would be more efficient. In which NZDRP partners receive more predictable uncontested funding.
- This could include strategic partnerships and multi-year funding with tier 1 NGOs - (NGOs with a high capacity to deliver, have multiple funding streams, offer niche areas for NZDRP humanitarian response and have strong local partnerships). Doing this will provide predictability to partners and support longer-term planning and human resourcing efforts.
- This could include maintaining contestable funding for Tier 2 NGOs (that are small, geographic or thematic focus)
- This could include establishing clear pathways for Tier 2 NGOs to become Tier 1 partners.
- MFAT should review the rationale for matched funding requirements and consider whether its benefit outweighs resulting inefficiencies and potential distortions in project selection based on the fundraising capacity of partners.



Explore and define what locally-led response means for the NZDRP

Locally led humanitarian response is increasingly recognised as a key component of effective development practice. Humanitarian actors note that part of working “toward just, fair, and prosperous societies requires shifting power to underrepresented and/or marginalised groups who have historically held less power. In international development and humanitarian response systems, this often means localising—or shifting power—to communities in the Global South that are most affected by development and humanitarian programming. This necessitates decentralising power and resources from the Global North and empowering local actors to lead on decision-making, agenda setting, program implementation, financial resource management, and more. It also means acknowledging and strengthening the capacity of local actors, supporting local solutions, and working with humility. InterAction¹² one of the largest U.S.-based alliance of international NGOs and partners notes that locally-led development in the humanitarian sector should recognise the historic inequities in the aid sector between NGOs from the Global North and Global South, establish equitable and inclusive local partnerships, strengthen local ownership of projects, and connect and facilitate collaboration between the local actors and

¹¹ <https://www.icvanetwork.org/uploads/2021/09/NGO-Humanitarian-Reform-Principles-of-Partnership.pdf>

¹² <https://www.interaction.org/the-dei-compact-ingo-commitments-toward-greater-diversity-equity-and-inclusion/locally-led-development-and-localization-in-humanitarian-response/#:~:text=Humanitarian%20Response%20%2D%20InterAction-,Locally%2Dled%20Development%20and%20Localization%20in%20Humanitarian%20Response,have%20historically%20held%20less%20power.>



Explore and define what locally-led response means for the NZDRP

global and regional actors. Evaluation findings note that the set-up of the NZDRP is facilitating locally-led project design and implementation with local partners as the key implementers of the NZDRP projects with NZNGOs playing intermediary project implementation support, capacity building and as connectors of local partners with the New Zealand IDC

By the time of this evaluation report, MFAT does not have a policy position on what locally led development means for the New Zealand IDC. Though MFAT noted that it is unlikely for MFAT to have a policy position on localisation in the short to medium term, future efforts should focus on adopting existing global localisation principles and exploring how they can be embedded in the NZDRP

Considerations for the future include:

- Reviewing existing global locally-led principles and exploring how they can be embedded in the NZDRP.
- Then, rethink how NZDRP funding can be structured to better support locally-led humanitarian response and effectiveness.
- Making this shift also requires MFAT and its NZDRP partners to consider the local implementing partners' capacities and capabilities as well as the relationship between risk and locally-led development. This might require a more risk-informed programming approaches as well as consideration of risk management approaches



Enhance knowledge sharing and mutual learning

NZNGOs reported that there is a desire across NZDRP stakeholders for a more joined-up and relevant approach to knowledge sharing, learning, and policy dialogue, which is not being fulfilled within the NZDRP. The appetite for a more structured knowledge-sharing was expressed by all NZNGOs with a recognition, however, that effective knowledge-sharing needs to be planned, facilitated and timely. It also needs to link with other parts of MFAT such as the Partnerships team and leveraging the spaces already managed by CID.

Considerations for the future include:

- Co-designing a shared agenda for knowledge sharing that addresses issues of mutual interest
- Explore how the NZDRP can leverage existing knowledge-sharing platforms led by the Partnerships team and the CID Humanitarian Network
- Embedding learning and feedback into the partnership through mechanisms such as After-Action Reviews and partnership process reviews. This could facilitate learning and knowledge sharing after funding rounds as well as exploring spaces where local implementing partners are invited to share lessons and best practices from the countries and communities. Doing this, most NZNGOs noted will enhance the local partners' closer engagement and participation in the NZDRP in the spirit of supporting locally-led humanitarian response.



Enhance the utility of the pre-positioned supplies

The evaluation findings note that the PPRS is working well and is appreciated by the local partners and the NZNGOs as a tool that supports preparedness for disasters in the Pacific.

Considerations for the future include:

- Developing a strategy for pre-positioned supplies that considers coverage, partner capacity inventory management and replenishment.
- Improving process guidelines for the use and management of supplies



Reorient MEL from projects focused to a programmatic approach for development effectiveness

A key challenge for a programme such as the NZDRP that is multi-country, multi-partner, is the ability to demonstrate the value and effectiveness of the investments made. In this context MEL becomes important in



Reorient MEL from projects focused to a programmatic approach for development effectiveness

demonstrating effectiveness, value for money and partnering and relationship outcomes. This helps build the evidence base and in effect a stronger support and interest in the programme.

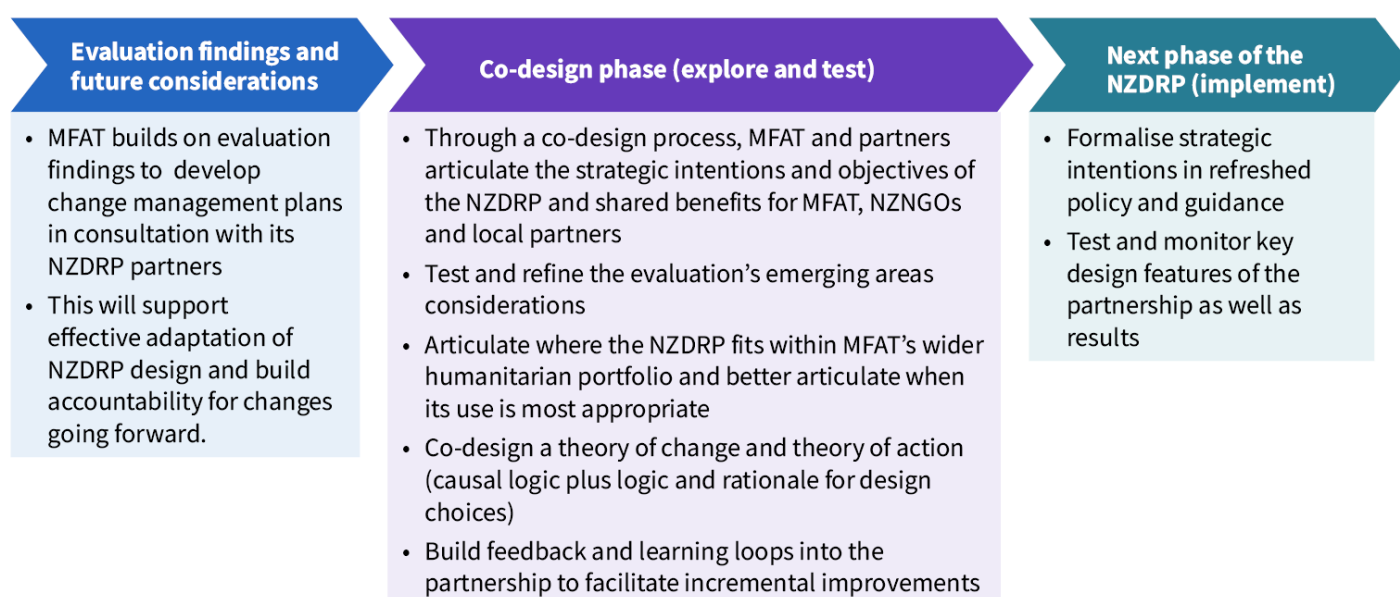
Evaluation findings report a weak MEL system for the NZDRP with evidence of project focus and reporting without a program-level framework for looking at combined programme results. This focus on measuring the contribution of NGO projects at the activity level has the unintended consequence of diffusing the demonstration of development effectiveness and impact across the programme. While the NZDRP has a good understanding of lessons learned, there is little evidence that these have been adequately documented, shared, and contributing to improvements in practice or informing decision-making. The evaluation recommends that the next phase of the NZDRP reorients the MEL system from a project and reporting focus to a more programmatic approach that prioritises outcomes achieved across a range of activities which supports telling the story of NZDRP progress and results achieved over time.

Considerations for the future:

- Invest in resourcing (financial and technical capability) to support the NZDRP to align activities along with the NZDRP results framework/indicators and to improve consistency of reporting for the Programme. This will also support the aggregation of results up to the programme level. MEL efforts need to be adequately resourced from the beginning, including through access to timely technical capability.
- Where appropriate and for larger/longer activities, utilise mid-term reviews and evaluations to supplement evidence and strengthen weak MEL frameworks. Evaluations can help assess the achievement of outcomes. The Programme could draw on joint evaluations for activities implemented in partnership with other donors to assess both the achievement of outcomes and the programme's contribution to the outcomes. Doing this will bring more robust evidence of outcomes achieved which will support communication and visibility of the NZDRP within MFAT but also externally with partners.
- Embed mechanisms to share lessons learned across activities and within the Programme itself. Structured and consistent reflection and learning workshops will provide spaces to reflect on what is working and not for the Programme to inform decision-making.

8.2 Considerations for taking findings and emerging areas forward

The Evaluation team recommends (a three-step process) that implementation and change processes are developed by the NZDRP team in consultation with its NZNGO partners to take forward each of the above areas of consideration as part of a co-design process of the next phase of the NZDRP. Doing this will support a shared understanding of the key findings and for effective changes and adaptations to the partnership in line with MFAT priorities, NZNGO needs and the changing humanitarian funding landscape. This will support effective adaptations to the modality and accountability for changes going forward.



Annexes

Annex 1: Other donor models



European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG-ECHO)

€	Budget: N/A
Calendar icon	Time period: Ongoing
People icon	Partners: 200 partner organisations

The DG-ECHO department, situated under the European Commission, complements the EU's humanitarian assistance to affected countries and populations. Its main mission is to preserve lives, prevent and alleviate human suffering and safeguard populations affected by natural disasters and man-made crises. Currently, the department works with 200 partner organisations through the Humanitarian Partnership 2021-2027 to provide humanitarian assistance throughout the world. The Partnership between the European Commission and NGOs is established in a Certificate that varies according to the type of partner involved. It has an annual humanitarian budget of just over €1 billion, helping millions of people across the globe each year.

There are two types of financing or budget management modalities available to partner organisations. They are direct/indirect management modalities and co-financing (multi-donor/full financing modalities). These will be explained further in the following section.

1. What does it look like?

- Interim Reports are not expected for responses that are less than 10 months. For longer responses, interim reports are expected as follows:

Duration of the response in months	Interim Reports after months
< 10	-
11 and 12	8 or 9
18	9, 18
24	9, 18
36	9, 18, and 30

2. How is it different from the NZDRP and what are the trade-offs?

- Funding modalities are available via multi-year or in stages
- Funds can be managed indirectly by an external entity driven by its internal rules and procedures
- Co-financing options provide more flexibility to NGOs in how funds are secured and mobilised
- To be certified, NGOs go through an independent external auditor to assure DG-ECHO that it meets its stated requirements for NGO partners
- In addition to implementing through non-certified local implementing partners, certified NGOs may also choose to implement responses directly or co-implement with other certified NGOs
- Completion Reports are due at the end of the grant-funding period, which is usually one year

3. What are some lessons learned from this modality?

The Humanitarian Partnership 2021-2027 allows for more flexibility through its funding modalities with options such as multi-year funding vs staged funding approaches, co-financing vs full financing, and direct vs indirect management. Given the nature of humanitarian and emergency contexts, MFAT may want to consider several of these approaches to improve predictability, reduce administrative burden, and increase efficiencies across the NZDRP.



Australian Humanitarian Partnership

€	Budget: Over AUD50 million
Calendar icon	Time period: 2017-2027
People icon	Partners: 6 Australian NGOs

The AHP is a ten-year (2017-2027) partnership between the Australian Government and six selected Australian NGOs with two five-year phases. Using Australia's resources, the AHP leverages Australian NGOs' networks and expertise to deliver effective humanitarian assistance around the world. NGOs mobilise these funds by supporting partner countries, local organisations, and communities to prevent, prepare for, respond to, and recover from disasters and other humanitarian crises. In DRR and resilience, the AHP delivers the ten-year, AUD 100 million Disaster READY initiative across the four Pacific countries and Timor-Leste. The Partnership works with local, Pacific-based partners to support Pacific communities and governments to better prepare for and respond to disasters, emphasising the inclusion of women, people with a disability, and faith-based organisations in disaster preparedness.

The six Australian NGOs in partnership with the Australian Government are:

- CARE Australia
- Save the Children Australia
- Caritas Australia / Church Agencies Network Disaster Operation (CAN DO)
- Plan International Australia
- Oxfam Australia
- World Vision Australia

What does it look like?

- The partnership is administered by the contracted Support Unit (AHPSU – AUD5 million over 5 years) who act as a bridge between DFAT's Humanitarian and Partnership Division (HPD) and the six Australian NGOs
- AHPSUs are responsible for facilitating the coordination, communication, and learning between DFAT, Australian NGOs, and other stakeholders to promote overall program quality, compliance, and collaboration while DFAT's HPD leads policy and program engagement with internal and external stakeholders to mobilise

resources, ensure policy coherence, and represent Australia's interests

- Includes a key component on Preparedness and Resilience called Disaster READY which focuses on building the capacity of women, youth, children, people living with disabilities and other at-risk groups to be better prepared and resilient to disasters and climate change in selected Pacific countries and Timor-Leste
- Oversight of the AHP is through the Steering Committee made up of a Director from the HPD as Chair, representatives from the six ANGOs, a disability organisation, and representatives from consortia, local partners and other stakeholders
- Disaster READY Country Committees (DRCC) are the country-level governance bodies for Disaster READY
- AHPSU have contractual agreements with the six lead ANGOs who also have agreements with their consortia partners and local partners
- Pre-determined allocation of AUD50 million over 4.5 years is available for the Disaster READY, partnership learning and practice, and AHPSU components while funding for the rapid onset and protracted crisis responses is allocated by DFAT on an ad-hoc basis
- ACFID Humanitarian Reference Group (HRG) is a forum for the broader ANGO humanitarian community to consult and discuss humanitarian policy interests and directions
- AHPSU coordinates annual Partnership Health Checks led by an external partnership broker
- The degree of effort and application of resources across the three Intermediate Outcomes (IO) in each country will differ with each country's context, capacity, and engagement
- ANGOs decide which countries they will work in and which consortia and local partners they will work with through the Disaster READY design process
- DRCCs (including local partners) draft a 4.5 year Country Plan for each of the five focus countries and the ANGOs draft annual Activity Plans that contribute to the Country Plans
- Activation of a response begins with the approval of the Ministry for Foreign Affairs of the affected country for DFAT to mobilise resources through the AHP. The subsequent process for mobilisation of the funds is as follows:



- ANGO Implementation Plans will be collated and submitted by the AHPSU to DFAT 8 weeks after activation. Adjustments to activities are permitted up to this point adapting to the changing operational context.
- Consolidated Response Progress Reports are required every 6 months from the point of activation
- AHPSU, ACFID and HRG Chairs will facilitate a lesson-learning event open to all HRG members within 3 months of activation
- AHPSU distributes a summary report of key findings and actions to all HRG members and shares it with local implementing partners within 2 weeks of the lesson-learning event
- Funding is provided to the ANGOs through the AHPSU once an invoice has been submitted to DFAT
- The SOP and associated timelines differ slightly for slow onset and protracted crisis responses

How is it different from the NZDRP and what are the trade-offs?

- The AHP facilitates and emphasises a more formal partnership approach to the allocation of funds while the NZDRP uses a contestable funding modality where MFAT is the decision-maker. The AHP model creates a more transparent decision-making process where all stakeholders, including DFAT, are involved in the process as part of the Response Committee. The decision-making process is also quickened as the onus is on the ANGOs to decide on how funds will be allocated, which is also based on a pre-agreed Capability Map of ANGO partners. The Capability Map outlines by country the organisational strength, extent of partner government approval to operate, sectoral focus, and geographic presence of each ANGO
- The Partnership is delivered by a Support Unit/Managing Contractor who acts as a bridge between DFAT and ANGO partners. The structure is theoretically meant to alleviate the management burden of DFAT. However, it may also mean a bigger funding envelope to make up for the management fees.
- AHP integrates more formally a platform for sharing lessons learned during the implementation of the response activity which are then shared across AHP stakeholders and partners
- One of the main components of the AHP is focused on preparedness and resilience through building local humanitarian capacity in the Pacific and targeted at four at-risk countries in the Pacific and Timor-Leste.
- Local implementing partners are included in the AHP Steering Committee

What are some lessons learned from this modality?

- Consider setting aside a multi-year budget allocation for repeated humanitarian emergencies, especially in the Pacific
- Consider replacing the contestable funding mechanism with one that facilitates a partnership approach between NZDRP NGOs
- Consider working in partnership with CID to establish platforms for learning and sharing lessons which can then be summarised and distributed to local implementing partners
- Consider how local partners' voices can be included better in the NZDRP governance and management arrangements



Global Start Network

€	Budget: Over N/A
📅	Time period: 2014 - Ongoing
👥	Partners: 40+ member agencies

The Global Start Network was developed in 2014 and is a family of funds focused on risk-based, anticipatory, and rapid-response financing when and where it is most needed. The Start Fund is the flagship funding modality aimed at three types of humanitarian needs. It focuses on underfunded small to medium-scale crises, forecasts of impending crises and spikes in chronic humanitarian crises. It is one of the fastest humanitarian assistance finance mechanisms in the world as funds are disbursed to NGOs and implementing partners within 72 hours of the crisis alert.

1. What does it look like?

- All decisions are made by Start Network members
- The Alert Cycle begins with the pre-alert stage where member agencies identify a crisis to be discussed with other interested members
- WITHIN 24 HOURS: A member agency then completes an alert note and emails it to the Start Fund team, including a request for a third-party briefing note to help with allocation decisions. An online member survey is then sent out by the Start Fund team. Once this is completed and analysed, the Start Fund team will convene a decision meeting to decide on whether to allocate funding to the alerted crisis
- WITHIN 48 HOURS: Member agencies are invited to submit project proposals to the Start Fund team by the stated deadline
- WITHIN 72 HOURS: Start Fund Committee representatives nominate in-country colleagues, including partners, to participate in the project selection committee. If there is a standing decision-making group in the affected country, participating agencies and partners volunteer for the project selection committee. Funds are then transferred and implementation begins and is completed in 45 days.
- WITHIN 60 DAYS: A learning and evaluation session is organised for interested stakeholders and member agency project lead to share lessons learned. Findings from these sessions

are then distributed to members and local partners.

- WITHIN 75 DAYS: Project reporting is submitted from all participating member agencies.
- Start Fund has set up standing decision-making groups at the national and regional levels to help provide consistent, locally informed project selection in countries that are likely to have a high number of alerts. Where there are no standing decision-making committees, project selection committees are convened with local member representatives to select projects for Start Fund-ing
- The Start Fund Anticipation process supports members to carry out advanced preparedness work and/or early response actions, enabling communities to prepare and reduce the likelihood of harm or loss. Along with scientific/forecasting partners, Start Network members are part of the FOREcast-based Warning and Response Network (FOREWARN) to ensure Anticipations are informed by technically-sound advice.
- Start Fund Anticipation also offers the Analysis for Action (AA) Grant – up to £10,000 to enable inter-agency risk analysis. Findings are then used to raise an anticipation alert if appropriate.

2. How is it different from the NZDRP and what are the trade-offs?

- The Start Fund is structured specifically to provide rapid mobilisation of funds to member agencies in the immediate phase following an emergency or humanitarian crisis. Funds are disbursed within 72 hours and projects are designed and implemented for the first 45 days. The modality responds more rapidly than the NZDRP with projects that are much smaller in scale. Also, these are laid out clearly in the Start Fund Handbook which provides member agencies with greater predictability of the alert process
- Start Fund uses the scale of the crisis as a determining factor to respond while NZDRP uses geographic priority areas with a primary focus in the Pacific. This might mean that NZDRP funds are only mobilised in the bigger responses outside the Pacific while the Start Fund responds to smaller-scale emergencies. Given the NZDRP's identified priority region is in the Pacific, disbursing funds to small to medium-scale responses outside of the Pacific may not be fit-for-purpose for New Zealand's strategic priorities
- Start Fund uses a networking model where Start Network member agencies play a critical role in decision-making. All decisions are made by member agencies, depending on their governance and management role
- The Start Fund has a process set up for pre-emergency alerts and mechanisms in place to support member agencies submitting anticipation alerts, such as the AA Grant and FOREWARN. These mechanisms ensure that the anticipation

alerts and process are based on credible forecasting

3. What are some lessons learned from this modality?

- Due to the issue of delayed timeframes, the NZDRP modality is often considered to be too slow in decision-making which then results in delayed disbursement of funds to local partners to begin implementation. Introducing a pre-approval process for more rapid mobilisation of NZDRP funds to NZNGOs, especially in the Pacific, could improve the speed of response.



Swedish International Development Cooperation Agency (Sida)¹³

The Government of Sweden's international development cooperation agency (Sida) has long been a pioneer of partnership approaches to development and humanitarian funding.

While its humanitarian support is mostly directed through the same channels as MFAT (i.e. the UN, the International Committee for the Red Cross (ICRC) and NGOs), unlike MFAT its support to NGOs is provided by way of multi-year strategic partnerships.

1. What does it look like?

Strategic partnerships are held with 11 Swedish and international NGOs. These are:

- Action Against Hunger
- Act Church of Sweden
- Danish Refugee Council
- International Rescue Committee
- Islamic Relief
- Norwegian Refugee Council
- Oxfam UK
- Plan International Sweden
- Save the Children
- Swedish Mission Council
- Swedish Red Cross

Strategic partnership agreements give each partner a predictable funding envelope for use throughout the agreement (usually three or four years). This has been shown to enable better long-term planning, reduce the administrative burden in grant management, and facilitate more rapid deployment of humanitarian funds.

Humanitarian initiatives can be carried out either by the strategic partner itself or through their partners.

Within several of these partnerships, Sida has established a 'programme-based approach' (PBA). Under the PBA model rather than funding being earmarked for a specific project or intervention, funding is earmarked only to the level of a country programme.

To receive PBA funding, organisations submit a country programme strategy and budget and indicate the percentage of budget contribution they seek. Strategies are required to support the achievement of Sida's high-level policy goals and must fall within the

scope of Humanitarian Response Plans (HRP) or other coordinated responses. Beyond these criteria, and agreement on the size of country funding envelopes, decisions on how funding is used within a country are at the discretion of the partner.

Reporting is similarly carried out at the programme level, with partners reporting on results achieved at a country level and indicating the percentage of the response Sida has contributed to.

PBAs have been shown to support the strengthening of partner organisational systems, enable greater flexibility to respond to changing circumstances and make it easier to respond to both new and overlooked crises.

2. How is it different from the NZDRP and what are the trade-offs?

- Allocation of funding is based on multi-year partnership agreements that establish a funding envelope for several years.
- Partnership agreements are suitable for strong-performing organisations where there is a high degree of trust in organisational systems and processes.

3. What are some lessons learned from this modality?

- Partnership agreements can reduce the administrative burden and enable more efficient humanitarian response.
- Partnership agreements provide greater predictability enabling better long-term and strategic planning.

¹³ Note, the Norwegian Ministry of Foreign Affairs (NMFA) has a very similar approach to Sida and has collaborated in piloting

programme-based approaches. It is not included here separately to avoid repetition.



Emergency Appeals Alliance

€	Budget: Over N/A
📅	Time period: 2023 - Ongoing
👥	Members: 11 countries

The Emergency Appeals Alliance (EAA) is a partnership of national appeals (currently 11 countries¹⁴) established in May 2013. EAA's mission is "to share knowledge and resources to enable our members to increase the funds they raise for overseas emergencies and ensure this money is spent effectively."

EAA in each country aims to unite aid agencies with the private and public sectors to respond to humanitarian emergencies coherently.

1. What does it look like?

- Each appeal, including the Emergency Alliance in New Zealand, uses joint appeals to harmonise voices from humanitarian partners in the immediate time following an emergency.
- In addition, EAA promotes high standards of humanitarian practice and public accountability. EAA is also working to create a network of global corporate partners to support in each national context.
- Members of a national alliance must meet several criteria to be eligible for funding:
 - Be a signatory of the Red Cross/Red Crescent and NGOs Code of Conduct
 - Be legally constituted as a not-for-profit organisation or an equivalent legal entity
 - Be mandated to run national appeals for international disasters
 - Be fully accountable to the relevant statutory bodies within their respective countries

- Be in existence as a legal entity for at least 2 years
 - Follow best practice standards for fundraising in their national context
- Members of the EAA are experienced global humanitarian agencies as well as the media. Both parties work together to support the appeals by informing the public and decreasing fundraising costs by providing free ad space
- Partnerships within the EAA also include private sector partnerships. This may take many forms from country to country but generally involve the private sector in preparation for rapid deployment and support of relief efforts.
- The EAA was established to pool resources but also to increase the benefits of collaboration, share knowledge and improve collective impact.
- The EAA articulates additional benefits of a joint appeals approach including:
 - Shared knowledge
 - Joint evaluation
 - Global influence
 - Membership and international leverage

2. How is it different from the NZDRP and what are the trade-offs?

- The modality is used to go beyond humanitarian response to also encourage best practice among members
- There is a focus on public-private partnerships as well as coordination with the media to reduce barriers to making public appeals
- Reporting is required more frequently than in the NZDRP. This might be a result of progressively refining the activity as implementation goes
- EAA NZ uses a joint appeals mechanism where all public appeals are made together and no individual NGO is appealing for funds on its own

3. What are some lessons learned from this modality?

- The creation of a formal model and partnership of organisations decreases competition for resources and increases opportunities for collaboration.
- Consider synergies between the EAA NZ mechanism and the NZDRP – including whether funds raised via EAA NZ can be considered as part of the match funding requirement

¹⁴ Australia, Austria, Belgium, Canada, Germany, Japan, Spain, Sweden, Switzerland, The Netherlands, United Kingdom

Annex 2: Summary of Stakeholders Interviewed

Stakeholder Organisation	In-person / Remote	Consultation Method
Partnerships, Humanitarian, and Multilateral (PHM) Division, MFAT	Remote	KII
Humanitarian Team, PHM, MFAT	In-person	KII
Partnerships Team, PHM, MFAT	In-person	KII
MFAT Posts (Vanuatu, Tonga, and PNG)	Remote / In-person (Tonga)	KII
Emergency Alliance	In-person	KII
Council for International Development	Remote	KII
Caritas New Zealand	Remote and In-person	KII
ADRA New Zealand	Remote and In-person	KII
ChildFund New Zealand	In-person	KII
World Vision New Zealand	In-person	KII
Save the Children New Zealand	Remote	KII
Oxfam New Zealand	In-person	KII
Rotary New Zealand	Remote	KII
Christian World Service New Zealand	Remote	KII
Tearfund New Zealand	Remote	KII
UNICEF New Zealand	Remote	KII
Habitat for Humanity New Zealand	Remote	KII
CBM New Zealand	Remote	KII
Caritas Tonga	In-person	KII
Civil Society Forum of Tonga	In-person	KII
Habitat for Humanity Tonga	In-person	KII
National Emergency Management Office (NEMO), Government of Tonga	In-person	KII
Oxfam Tonga	In-person	KII
Tearfund	In-person	KII
Tonga Institute of Science and Technology (TIST)	In-person	KII
Tonga National Congress	In-person	KII
World Vision Bangladesh	In-person	KII
CBM-CDD Bangladesh	In-person	KII
Caritas Bangladesh	In-person	KII

Stakeholder Organisation	In-person / Remote	Consultation Method
Educo SKUS	In-person	KII
Camp in Charge	In-person	KII
Save the Children Bangladesh	In-person	KII
Food for the Hungry Association	In-person	KII
Oxfam in Bangladesh	In-person	KII
Nutrition Sector Coordinator (ICG – UNICEF)	In-person	KII
Beneficiary communities from Caritas (2), CBM-CDD, Educo (2), FH Association, World Vision Bangladesh (2)	In-person	KII

Annex 3: Key documents reviewed

Document Name	Org
221205 DRP Rohingya BFC Activity CANZ_CRS_CB	Caritas
GFA 2023 NZDRP Rohingya Refugee Response Caritas	Caritas
NZDRP Application 2023 Cox's Bazar	Caritas
Application document cbm	CBM
Budget proposal	CBM
GFA cbm 2023 response	CBM
Budget 2023 Rohingya CF	ChildFund
GFA Childfund 2023 Rohingya NZDRP	ChildFund
Proposal Document CF	ChildFund
GFA NZDRP 2023 Rohingya Refugee Response Save the Children	Save the Children
NZDRP Application_Rohingya_v(2)	Save the Children
NZDRP Budget and Acquittal Document (1)	Save the Children
Final NZDRP Application Template 2023 Cox's Bazar 1 1	Tearfund
GFA NZDRP 2023 Rohingya Refugee Response Tearfund	Tearfund
Tearfund Detailed Budget 04122022	Tearfund
2023 Rohingya Refugee Response NZDRP Activity Application	World Vision
GFA NZDRP WVNZ Rohingya 2023 response	World Vision
World Vision 2023 Rohingya Refugee Response Budget	World Vision
2021 Rohingya CBM Mid Term Report	CBM
Budget 2021 Rohingya	CBM
Financial Acquittal	CBM
NZDRP 2021 Rohingya cbm Mid-term Financial report	CBM
Proposal 2021 Rohingya	CBM
Rohingya cbm Completion Report	CBM
Completion Report 2021 Rohingya SCNZ	Save the Children
NZDRP Budget Rohingya 2021	Save the Children
NZDRP GFA Rohingya Response SCNZ	Save the Children
NZDRP Mid Term Financial Report_SCNZ_Rohingya	Save the Children
NZDRP Mid Term Report_SCNZ_Rohingya (2021)	Save the Children
NZDRP Proposal DRP Rohingya 21	Save the Children
Reallocation of funding email trail	Save the Children
2021 Rohingya Response TF Final Report	Tearfund
2021 Rohingya Response Budget and Financial Acquittal Tearfund FINAL	Tearfund
Budget 2021 Rohingya CANZ	Tearfund
NZDRP GFA Rohingya Response TearFund	Tearfund
NZDRP Proposal 2021 Rohingya Crisis	Tearfund

Document Name	Org
TFNZ DRP final report	Tearfund
Appendix 1 and 2 Midterm Financial Acquittal 2021 Rohingya Response Budget	World Vision
Budget 2021 Rohingya Response	World Vision
Financial Acquittal_NZDRP Learn to Live	World Vision
NZDRP Completion Report	World Vision
NZDRP GFA Rohingya Response (4)	World Vision
NZDRP Proposal Rohingya Response 2021	World Vision
WVNZ L2L Mid Term Report_NZ MFAT	World Vision
Re: CWS NZDRP Extension LOV1.msg	Christian World Service
Approved-2014-2017-NZDRP-Pre-positioned-Supplied Guidelines (3)	MFAT
DFAT-MFAT-Humanitarian-Monitoring-and-Monitoring-Framework-for-the-Pacific (1)	MFAT / DFAT
Humanitarian-4-year-plan (4)	MFAT
MFAT-Humanitarian-Action-Policy 2019 (2)	MFAT
NZDRP Africa Food Round - DM-PHM Recommendation Note (1)	MFAT
NZDRP Call for Proposal Guidelines	MFAT
NZDRP Due Diligence Humanitarian Standard	MFAT
Appraisal Notes and Scoring Template (3)	MFAT
NZDRP - Activity Quality Rating Matrix (3)	MFAT
NZDRP - Completion Report Template (1)	MFAT
NZDRP - Application Template April 2021	MFAT
NZDRP Budget and Acquittal Document (1)	MFAT
NZDRP Mid-term report template	MFAT
NZDRP Scoring Matrix Blank Template (3)	MFAT
HFHNZ NP Annual Report Year 1 of NP Programme (folder)	Habitat for Humanity
Habitat revised DRP tonga budget 14 Sept 22 MFAT	Habitat for Humanity
Habitat Tonga DRP follow up from Zoom meeting video footage from Tonga (1)	Habitat for Humanity
Info on Variation Request.msg	Habitat for Humanity
LOV 1 Habitat for Humanity Tonga Volcano Response (4)	Habitat for Humanity
LOV 2 Extension.msg	Habitat for Humanity
NZDRP HFHNZ application Tonga	Habitat for Humanity
NZDRP Tonga earthquake and Tsunami budget template MFAT	Habitat for Humanity
NZDRP GFA Habitat Tonga (4)	Habitat for Humanity
NZDRP GFA Tonga Oxfam	Oxfam
Oxfam HTHH Response NZDRP Application (1)	Oxfam
Oxfam HTHH Response NZDRP Budget	Oxfam
LOV 1 Tonga Volcano Tearfund	Tearfund
Letter from NEMO	Tearfund
NZDRP - Tonga 2022 response - mid activity report - TFNZ	Tearfund

Document Name	Org
NZDRP Application Tonga Tearfund Budget	Tearfund
NZDRP Application Tonga Tearfund	Tearfund
NZDRP GFA Tearfund Tonga	Tearfund
Tearfund - NZDRP Tonga - revised budget	Tearfund
Tearfund - Variation Request to MFAT - NZDRP 2022 Tonga Response	Tearfund
Tonga Volcanic eruption and Tsunami Disaster Response Partnership Financial Report	Tearfund
New Zealand's Humanitarian Action Policy: Te Kaupapa Atawhai Tangata 2019	MFAT
Humanitarian and Disaster Management Four Year Plan- January 2022	MFAT
New Zealand Disaster Response Partnership: Pre-positioned Relief Supplies (PPRS) Guidelines	MFAT
New Zealand Disaster Response Partnership Guidelines	MFAT
New Zealand Disaster Response Partnership Due Diligence Framework: Standards and Indicators	MFAT
Appraisal Framework for Programme Design and Budget August	MFAT
NZDRP Activity Master List	MFAT
Rethinking NGO Engagement - NZDRP	MFAT
Template – Appraisal Notes and Scoring Template	MFAT
Template – NZDRP – Activity Quality Rating Matrix	MFAT
Template – NZDRP – Completion Report Template	MFAT
Template – NZDRP – Application Template April 2021	MFAT
Template – NZDRP – Budget and Acquittal Document	MFAT
Template – NZDRP – Mid-term Report	MFAT
Template – NZDRP Scoring Matrix	MFAT

Bangladesh Case Study Report

Evaluation of the New Zealand Disaster Response Partnership (NZDRP)



Contents

1	Introduction.....	54
2	Background.....	54
2.1	Background to NZDRP funding for Bangladesh Response	54
2.2	Partners and key activities and interventions.....	54
2.3	Methods and approach used in the case study	55
3	Case study findings and lessons learned.....	55
3.1	Relevance and appropriateness of NZDRP support.....	55
3.2	Local NGO – NZNGO partnerships	56
3.3	Locally led and accountable response.....	57
4	Overall lessons learned	58

1 Introduction

This case study examines perspectives of NZDRP processes from those involved in NZDRP responses to the Rohingya refugee crisis in Bangladesh. It is exploratory in nature, focussing on the suitability of NZDRP design, processes and tools rather than assessing the effectiveness of individual responses. It is based on a document review combined with key informant interviews and focus group discussions with local partner organisations, beneficiaries and professionals involved in humanitarian coordination in Bangladesh.

2 Background

2.1 Background to NZDRP funding for Bangladesh Response

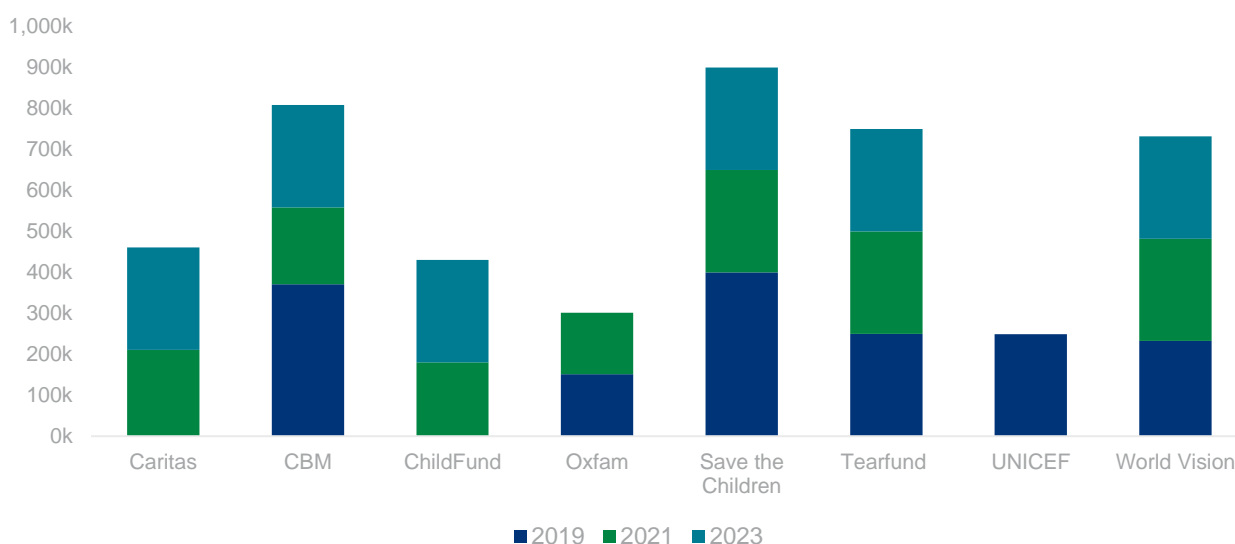
Following an escalation of violence against Myanmar's Rohingya population in 2017, an estimated 745,000 refugees fled across the border to Bangladesh. The population of refugees has since grown significantly, with some 930,292 refugees residing in 34 camps disbursed among a host population of 541,021 in Cox's Bazar District.

The humanitarian needs, political context and response are complex, with the 2023 Joint Response Plan calling for USD 876 million to fund activities planned by more than 94 organisations and 113 implementing partners. MFAT distributed its first round of NZDRP funding to support the Rohingya response in 2019 and has since launched two more funding rounds, one in 2020 and another in 2023.

2.2 Partners and key activities and interventions

Since 2019, eight NZDRP partners have received a combined \$4.63 million across the three funding rounds. This funding has enabled partners to implement 20 work packages focussed on health, nutrition, protection and support to persons with disabilities. All projects also address issues related to gender and social inclusion.

NZDRP partners and funding received by the year



Six NZDRP partners are currently managing projects in the camps. These are outlined below together with their local partners and the primary sector of work.

Current NZDRP Partners and corresponding local partners by sector

NZDRP Partners	Local Partners	Sector
CBM	<ul style="list-style-type: none"> Center for Disability in Development 	Disability
Save the Children	<ul style="list-style-type: none"> Save the Children Bangladesh 	Health
Tearfund	<ul style="list-style-type: none"> Medair FH Association (Food for the Hungry) 	Health and nutrition
World Vision	<ul style="list-style-type: none"> World Vision Bangladesh 	Protection and nutrition
Caritas	<ul style="list-style-type: none"> Caritas Bangladesh 	Protection and Psycho-Social Support
ChildFund	<ul style="list-style-type: none"> Educo Bangladesh Samaj Kalyan Unnayan Shangstha 	Disaster risk reduction and protection

2.3 Methods and approach used in the case study

The case study is exploratory, having been designed to gather and examine perspectives of NZDRP processes and responses from those closest to humanitarian action in Cox's Bazaar District. Given the complexity of the Rohingya crisis and the scale of humanitarian needs, the case study approach provides a useful lens through which to examine how the NZDRP plays out in contexts vastly different from the Pacific.

The case study does not evaluate the effectiveness of individual responses, but rather is intended to:

- Understand the relevance and appropriateness of responses from the perspective of beneficiaries and local stakeholders.
- Explore the relationship between NZNGOs and local partners.
- Verify to the extent possible results reported through NZDRP reporting (recognising that it is beyond the scope of the evaluation to assess the outcomes and effectiveness of individual activities).
- Assess engagement with coordination mechanisms.
- Gather the perspectives of stakeholders peripheral to the NZDRP who may have insights into NZDRP design and processes.

The case study is based on key informant interviews, focus group discussion and document review. Consultations took place in Cox's Bazar District from the 15th to the 21st of July and included interviews and project site visits with seven local partners, eight focus group discussions with project recipients, and three interviews with members of the camp management and coordination structure (Inter-Sector Coordination Group and Camp in Charge).

3 Case study findings and lessons learned

3.1 Relevance and appropriateness of NZDRP support

The coordination structure governing organisations operating in the camps (managed by the Refugee Relief and Repatriation Commissioner and Inter Sector Coordination Group) requires that all NZDRP projects are aligned with Government of Bangladesh policies, are broadly relevant to the needs of affected populations, and correspond to objectives in the Joint Response Plan. Thus, project relevance is broadly assured by adhering to this structure. Additionally, under this arrangement, all projects must be approved by a 'Camp in Charge' of each camp ensuring that service delivery is to some extent coordinated and duplication is avoided.

Beyond this overarching structure, all local NZDRP partners also provided evidence that their interventions were informed by more targeted and in-depth needs assessments and/or community engagement efforts carried out during the design phase. For most projects, this dialogue continued into implementation with the

establishment of community representation groups that serve various functions from identifying target groups to promoting project services and providing community feedback to project staff.

During focus group discussions, project participants indicated that the goods and services provided through the NZDRP are valued and expressed a desire for them to continue. However, when questioned about where project services fit into their order of priorities, it was consistently noted that NZDRP services addressed lower-order priorities. It is important to note that this finding comes at a critical juncture in the crisis where a decrease in humanitarian funding in the camps is leading to the rationalisation and in some cases reduction or withdrawal of services. This is most acutely felt in relation to food security where a reduction in food rations from USD 12 per person per month to USD 8 is creating shortfalls that most respondents cited as their most urgent priority.

Following food rations, the provision of primary healthcare services and livelihood opportunities were most commonly identified as the next highest priorities. The exception to this is recipients of highly targeted support to address challenges related to disabilities. While they were fewer in number, the support provided was considered transformational in their ability to function in their daily lives. Initiatives focussing on protection, disaster risk reduction, psychosocial support and nutrition were considered valuable lower-order priorities.

In the challenging funding environment in the Refugee camps, a common perception is that reductions to services and rationalisation of humanitarian programmes are not well aligned with the hierarchy of refugee needs. This is summarised by the Camp in Charge of one of the camps:

“We need to focus on priorities – the top will be food. Funding cuts are starting with food, this should be last. Health is also being cut. A lot of WaSH employees are being cut ... DRR, livelihoods, protection still funded. Overall allocation of funds across sectors is not being rationalised”.

This raises some potentially uncomfortable questions for the NZDRP. While NZDRP funding is supporting valuable interventions, they are not always what the recipients identify as what is needed most. While there are clear arguments for using the NZDRP to fund niche or underserved areas of programming where the NZDRP's relatively modest grants can make a distinct difference, this logic is challenged when more fundamental needs are not being adequately met. In these cases, it is worth considering whether alternative funding modalities may allow more flexibility to respond to changing needs or may better augment the efforts to meet the most basic humanitarian needs.

In contexts with well-functioning markets, cash-based programming may be another way to ensure funding is meeting the needs prioritised by recipients and is something the NZDRP should consider encouraging where appropriate.

3.2 Local NGO – NZNGO partnerships

Unsurprisingly, relationships between local NGOs and NZNGOs appear to be more distant in the Bangladesh context when compared with those observed in the Pacific. This raises the question of whether the value added by channelling funding through NZNGOs is enough to justify the potential for inefficiency when compared to alternative funding modalities.

- For the most part, the role of NZNGOs in Bangladesh centred on:
- Identifying the funding opportunity and communicating this with the local organisations.
- Reviewing project proposals for alignment with MFAT language and priorities (rather than inputting on technical components or project design).
- Reviewing and editing reports to align with MFAT language.

It is clear that several local organisations perceive the relationship with their NZNGO partner to be more akin to that of a donor rather than a collaborating partner. Indeed, several partners referred to their projects as the ‘NZNGO name’ project rather than as an MFAT or NZDRP project. This may partly be the result of matched funding requirements, which can make the funding sources less obvious. Overall, it appears that many staff of local NGOs were only peripherally aware of MFAT's role in the funding, and most had little awareness of the NZDRP modality and its components.

Whereas in the Pacific context, NZNGOs are observed playing a greater role in compliance, risk management and accountability, in Bangladesh these functions were more commonly served within the local organisation and its national and international affiliates. For example, national branches of the local partner frequently provided management oversight and compliance monitoring, while support on technical elements of project design often came from national and/or international (non-NZ) affiliates.

Perceptions of NZDRP

As noted above, local partners did not have a strong awareness of the NZDRP or its components, with several viewing NZDRP funding more as a grant from their NZNGO partner rather than from the New Zealand Government. Nevertheless, the elements with which they interacted (primarily proposal and report writing and budget management) were viewed positively within all local organisations.

Respondents considered the proposal and reporting templates to be on the less arduous end of the spectrum when compared with other donors and felt like the requirements were clear and proportionate to the size of the funding. The degree of flexibility was also viewed positively with all local NGO respondents indicating that the funding requirements allowed room for adapting responses to changing circumstances (while remaining true to the original intent of the project).

However, one area of perceived weakness noted repeatedly is the short funding term and the uncertainty around whether and when a new funding round will be made available. Respondents generally felt that given the crisis is long-term in nature with no resolution in sight, longer funding timeframes would make more sense.

When probed about what a longer funding timeframe would enable them to do differently or more effectively, local partners indicated that they would largely continue to do the same things but could avoid interruptions to programming and communicate with more certainty to project recipients about ongoing service provision. Thus, the benefits of a longer timeframe were understood more from an efficiency and continuity perspective rather than from a perspective of enabling more strategic and effective project design based on longer-term thinking.

Indeed, gaps between funding rounds pose significant efficiency challenges for implementing partners with considerable time and momentum lost during start-up and close-down periods and the gaps and uncertainty in funding making it challenging to retain project staff. Moreover, regardless of length, each project has to go through the same approval process with the Camp in Charge, a process that can take several months. Therefore, multi-year funding represents a much more efficient proposition requiring only one set of approvals as opposed to new approval for each round.

3.3 Locally led and accountable response

In the Rohingya response context, there is strong local leadership over NZDRP responses, with project design primarily being led by local partners rather than NZNGOs. While NZNGOs play a crucial role in connecting local partners to NZDRP funding, it is the local organisations who develop the fundamentals of project design (often with technical advice and oversight from affiliates in the country).

However, if we expand the definition of locally led to mean being led by affected populations, arguments for being locally led become weaker. While all local organisations provided evidence of having consulted affected populations prior to project design, there is nevertheless a frequent mismatch between priorities identified by camp residents and the responses. This is not so much a problem with the design of the projects, but rather the prioritisation of funding across sectors.

While this prioritisation is something that should be led by the humanitarian coordination apparatus, given the breadth and scale of needs, the multiplicity of funding streams, and the diversity of actors' mandates, missions and competencies, it is often imperfect. The challenge for the NZDRP is that in contexts without a strong New Zealand presence and when relationships between NZNGOs and local partners are remote, it is difficult for the NZDRP to ensure responses are truly aligned with needs.

To facilitate feedback on projects, all local partner organisations participate in a joint feedback and complaints mechanism managed through the humanitarian coordination body. While all NZDRP partner organisations displayed information on how to make a complaint and feedback boxes were located at project sites, awareness among staff on protocols and processes for managing feedback was limited. Similarly, awareness of feedback mechanisms from project beneficiaries was also marginal.

However, although interaction with the formal feedback and complaints system appeared to be minimal, most projects have established community representation groups which were perceived by both project staff and beneficiaries as more suitable and accessible channels for feedback.

4 Overall lessons learned

- The NZDRP funds a range of responses that are valued by project recipients. However, against a backdrop of decreasing humanitarian funding and a subsequent retrenchment of humanitarian services, these responses are not always responding to priorities defined as the most critical by project recipients.
- In the Bangladesh context, NZNGOs have a limited role in compliance, risk management and accountability compared with partnerships observed in the Pacific. The NZDRP should better articulate the expected role and value add of NZNGOs in the partnership to facilitate improved performance assessment and to better understand the NZDRP's suitability in different contexts.
- NZNGOs play a bridging role in connecting MFAT funding with local partners. Because of this, relationships between the NZNGO and local partner resemble something more akin to that between a donor and partner than collaborating partners. Staff from local partner organisations are sometimes under the impression that the funding comes from the NZNGO rather than from the New Zealand Government.
- Efficiency is lost due to the one-year funding cycles as project implementation is interrupted. Longer-term funding will promote improved efficiency and may create the space for more strategic responses in protracted crises. MFAT may wish to consider if opportunities exist for providing multi-year funding in protracted crises.
- The short funding cycle limits the capacity for outcome monitoring. If multi-year funding is to be considered it could be coupled with strengthened requirements for outcome monitoring.
- Output monitoring is being carried out by project partners in Bangladesh. However, this is not organised by MFAT at a programme or portfolio level, limiting the ability to carry out programme or portfolio-level analysis.

Tonga Case Study Report

Evaluation of the New Zealand Disaster Response Partnership (NZDRP)



Introduction

The New Zealand Ministry of Foreign Affairs and Trade (MFAT) commissioned Tetra Tech International Development (Tetra Tech) to evaluate the New Zealand Disaster Response Partnership (NZDRP). The purpose of the evaluation is to assess the relevance, effectiveness, and efficiency of the NZDRP as well as how well it has delivered against New Zealand's Humanitarian Action Policy and Humanitarian Four-Year Plan outcomes. This includes assessing the progress and key achievements of the Partnership and investigating how well the Partnership's investments have been locally led and accountable as well as documenting lessons learned from similar donor models for partnering with non-governmental organisations (NGOs). The scope of the evaluation also includes undertaking case studies in Tonga and Bangladesh to document a live NZDRP response to generate a solid evidence base about what works and lessons learned.

This report presents the key findings and lessons learned from the case study undertaken of the Tonga response in July 2023. The findings within this report are based on an analysis of evidence gathered from document reviews and interviews with implementing partners and community members affected by disasters in Tonga. These findings and lessons contribute to the broader evaluation of the NZDRP and are intended to inform future response decisions in Tonga.

Background

Background to NZDRP funding for Tonga Response

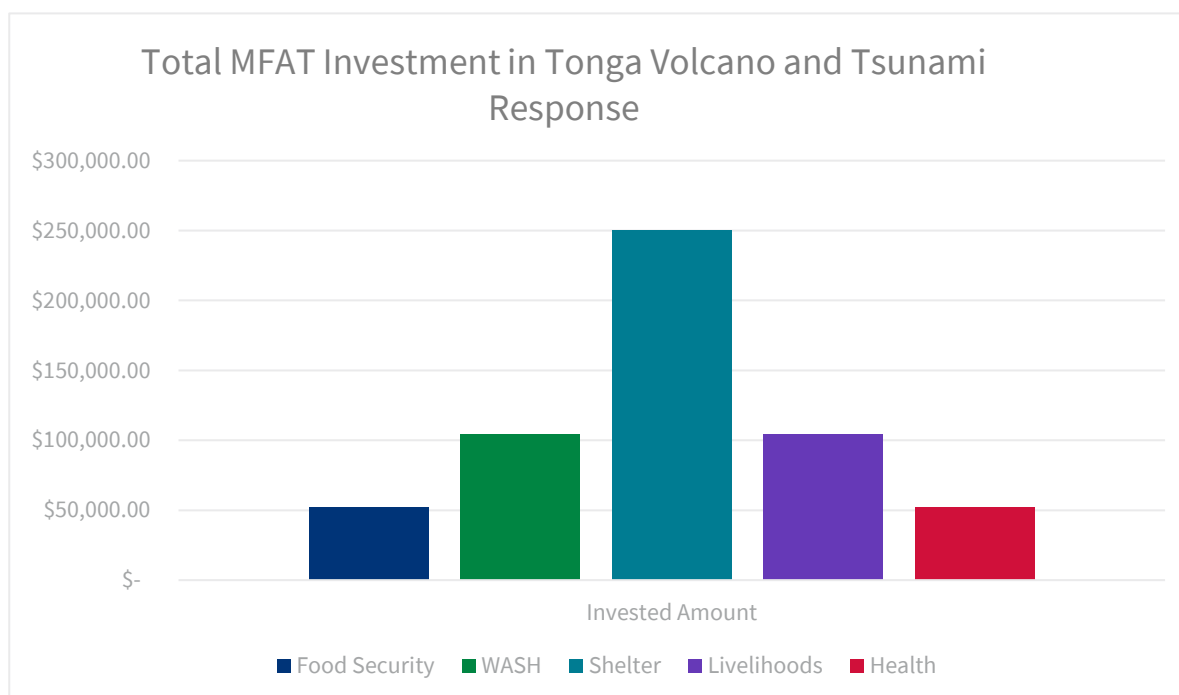
Tonga comprises 176 islands, spread over a total of 749 km² covering the five island groups of 'Eua, Ha'apai, Niuas, Tongatapu, and Vava'u. Tongatapu is the main island, accounting for about 70 per cent of the total population of 105,000. Tonga has a small open economy that is vulnerable to external shocks and is heavily reliant on remittances from Tongans working overseas as well as foreign aid. The United States is the main source of remittances, followed by New Zealand and Australia. Foreign development assistance in the form of loans, grants and direct aid is an important component of the Tongan economy. In 2019, the Gross Domestic Product (GDP) per capita was US\$4,794.

On the 15th of January 2022, a large eruption of the Hunga Tonga Hunga Ha'apai underwater volcano caused a tsunami and ashfall in Tonga. The volcanic eruption was so violent that "loud thunder sounds" were heard in Fiji, more than 800km away. Waves up to 10 metres high were reported by the Tongan Navy across outlying islands. This event caused catastrophic destruction to homes and livelihoods across Tonga; an estimated 85,000 people were affected by the 'once in a millennium event'. The World Bank estimates the disaster caused USD\$90m in damages and damaged or destroyed 600 structures. A preliminary report issued on 20 January 2022 by the Ministry of Energy, Information, Disaster Management, the Environment, Communications and Climate Change (MEIDECC) stated that 117 houses were extensively damaged and 30 completely destroyed on Tongatapu and Tongatapu Islands. On 'Eua Island, 25 houses were extensively damaged and 29 completely destroyed; and on the Ha'apai Island group (Fonoi, Mango, Nomuka and Tungua), 120 houses were damaged and 94 completely destroyed.

Partners and key activities and interventions: Hunga Tonga Hunga Ha'apai disaster funding

New Zealand responded to the Hunga Tonga Hunga Ha'apai disaster by funding three activities through the NZDRP relating to shelter, water, sanitation, and hygiene (WASH), livelihoods, food security, and health. These investments from MFAT to Tonga total up to NZD 562,567. The activities are being managed by three NZDRP partners (Habitat for Humanity New Zealand, Oxfam in the Pacific and Tearfund) and implemented by seven local partners in Tonga as shown in Figure 13 below.

Figure 13: Total NZDRP investment in Tonga



5 Prepositioned supplies

NZDRP prepositioned supplies project started in 2012 through a partnership with Caritas, the National Emergency Management Office (NEMO) and Tonga National Youth Congress (TNYC). Through the years, when a disaster happens, within 72 hours, NZDRP partners distribute supplies to affected areas. NZDRP replenishes stocks immediately after. Currently, there are 1000 prepositioned supplies funded by NZDRP; 200 supplies in Vava'u, 200 in Ha'apai and 600 in Tongatapu that also covers 'Eua. Some of the supplies provided include hygiene kits, kitchen ware, blankets, tarpaulins, water sanitation and shelter kits.

5.1 Methods for undertaking the case study

The case study is exploratory, having been designed to gather and examine perspectives of NZDRP processes and responses in Tonga. The Tonga case study provides a useful lens through which to examine how the NZDRP plays out in the Pacific.

The case study does not evaluate the effectiveness of individual responses, but rather is intended to:

- Understand the relevance and appropriateness of responses from the perspective of beneficiaries and local stakeholders
- Explore the relationship between NZNGOs and local partners.
- Verify to the extent possible results reported through NZDRP reporting (recognising that it is beyond the scope of the evaluation to assess the outcomes and effectiveness of individual activities).
- Assess engagement with coordination mechanisms.
- Gather the perspectives of stakeholders peripheral to the NZDRP who may have insights into NZDRP design and processes.

The case study report is based on the analysis of both primary and secondary data. The evaluation team first reviewed relevant Tonga-related documentation submitted by MFAT to understand how the response was designed and implemented and what results were achieved in line with the objectives. To complement this, in July 2023, the evaluation team was in Tonga for in-country interviews and focus group discussions with relevant stakeholders and communities members affected by the disaster to gain a deeper understanding of the response

Those interviewed included representatives from implementing partners such as Oxfam in the Pacific, Tonga National Council of Churches (TNCC), TNYC, The Civil Society Forum of Tonga (CSFT), Caritas Tonga, Tonga Institute of Science and Technology (TIST), NEMO, New Zealand High Commission in Nuku'alofa and community members in Eua and Nukualofa who had been affected or displaced by the disaster

The main challenge in undertaking the case study and data collection was the short time allocated for in-country visits. This limited the number of people to be reached for consultations. Also, the in-country visit coincided with annual school and church festivities in Tonga hence some of the stakeholders were unavailable. Sparse and unavailability of data and project reporting in some instances have also limited the evaluation team's ability to assess progress made as well as corroborate findings from stakeholder interviews. However, even with limited in-country time, the evaluation through the Local Consultant was able to visit 'Eua and conduct focus group discussions with community members. This together with the focus group discussion in Nuku'alofa has ensured that the findings in this report are also informed by affected community members' voice and experience with the NZDRP response to Tonga.

6 Case study findings

6.1 Relevance and appropriateness of the NZDRP support

The numerous projects delivered by the three NZDRP partners and their Tonga in-country partners were and are still relevant and coherent with both Tonga's emergency and disaster response priorities as well as with Aotearoa New Zealand's humanitarian objectives. The activities are relevant and aligned with Tonga's Strategic Roadmap for Emergency and Disaster Risk Management (2021 – 2023) aimed at strengthening emergency management performance through sector coordination and cooperation. Specifically, the projects contribute to the outcome one objective of Tonga having fully functioning emergency operation centres supported by an established emergency coordination and communications system. The project activities and social inclusion initiatives contribute to outcome two of the Tonga Roadmap that supports the inclusive emergency and disaster risk management sector in Tonga.

The NZDRP funding in Tonga through contestable funding rounds and prepositioned supplies is appropriate in scope, modality and context given Tonga's vulnerability as a country, with limited resources for disaster management responses. Tonga is ranked second among the countries with the highest disaster risk due to high exposure to extreme natural events and sea-level rise.¹⁵ From 2011 to 2020 Tonga experienced seven major cyclones leading to a total damage of US\$ 145 million with 93,196 people affected. Disaster and climatic projections indicate that tropical cyclones are projected to be less frequent but more intense, with annual mean and daily temperatures will continue to rise while the sea level is projected to rise as well. NZDRP-funded projects are supporting disaster preparedness and responses. For instance, the NZDRP prepositioned supplies distributed in collaboration between Caritas Tonga and the NEMO supporting preparedness and was noted by NEMO and community members as the most appropriate disaster preparedness initiative from New Zealand to Tonga.

6.2 Local NGO - NZNGO partnerships

The relationship between local partners with NZNGOs is positive with local partners noting that proactively building and sustaining relationships has been good within NZDRP in Tonga. Most of the interviews with local NGOs reported good relations with their NZNGO counterparts built over long periods of time. TNYC reported more than ten years of relationship with Oxfam while Caritas reported close relationships with NEMO. Because of these enduring positive relationships, they noted that coming together for project design and implementation under the NZDRP has been easy. Because of the trust, local partners reported that NZNGOs see them as equal partners in the design and delivery of the project

NZNGOs are supporting and upskilling local partners in project design, reporting and project implementation however the sustainability of these skills is not guaranteed given short project timeframes with options for including capacity building as a disaster preparedness modality. Interviews with local partners reported improved skills in project design and implementation and improving skills in reporting to MFAT and other donors more broadly. Other local partners reported improved technical skills in managing water and sanitation equipment and building and construction skills. Most of the local partners were sceptical about the

¹⁵ https://www.dfat.gov.au/sites/default/files/pacific-risk-profile_tonga.pdf

sustainability of these skills given short time project periods. Some local partners noted that NZDRP could explore this skill sustainability gap and explore options of embedding training and capacity building as a disaster preparedness measure to ensure that local partners are continuously upskilled and can respond to disaster quickly.

6.3 Locally led and accountable response

Evidence shows that NZDRP projects are well embedded in the local government response and coordination mechanisms ensuring close alignment and collaboration between the projects and the government. Various local partners reported being part of the national coordination mechanisms. For instance, Caritas Tonga responsible for the NZDRP prepositioned supplies is part of the Emergency Management Meeting (EMT) responsible for disaster coordination in Tonga. After the Hunga Tonga Hunga Ha'apai disaster, they noted that they worked closely with NEMO to ensure that supplies reached the affected communities within 72 hours. New Zealand High Commission mentioned good relationships with local partners which was reported as crucial during the Hunga Tonga Hunga Ha'apai response when Tonga was cut off from the rest of the world due to infrastructure collapse and loss of power and internet connection to the rest of the world

There were reported levels of downward accountability to community members leading to changes in project activities as communities' needs and priorities changed as well as NZDRP local partner embedded feedback loops on the quality and appropriateness of the preposition supplies. Oxfam's project initially planned for cash-for-crops and cash-for-work activities which was eventually changed to shopping vouchers after community feedback. Focus group discussions with affected communities showed that the shopping vouchers (cash) were important to the community members because they were able to purchase goods that they needed immediately. They noted that the project "listened to them". For the prepositioned supplies, once the supplies have been distributed to the communities, Caritas Tonga through community evaluation survey requests feedback from the communities on the type, appropriateness, and quality of the supplies. Reports note that feedback from the community has been positive and that they are satisfied with the quality of the supplies.

NZDRP projects support inclusion from design to implementation with evidence of targeted inclusive activities supporting vulnerable and people with disabilities. As part of the application requirements, all NZDRP project proposals require NZNGOs to outline the barriers to the inclusion of women, men, girls, boys, the elderly, people with disabilities and LGBTIQ and requires the NZDRP partner to outline what measures will be taken by the project to address these throughout the duration of the activity. Furthermore, reporting requires partners to report on these measures as part of their progress reporting. Evidence shows mainstreamed and targeted activities supporting women, girls, the elderly and people with disabilities in Tonga. For instance, NZDRP through Habitat for Humanity in partnership with Tonga Institute for Science and Technology (TIST) have built resilient and accessible housing for communities affected by the disasters in Tonga. One of the selection criteria was housing for those households with people with disabilities and or, vulnerable people such as the elderly. Site visits in Tonga confirmed how well-designed and built the houses are with ramps to ensure that people with disabilities can access the houses with ease. Interviews with some community members living in the new houses note that they are now at ease and are able to sit together as a family and with every family member

7 Overall lessons learned



Overall lessons learned for the NZDRP

Partnerships are important and so is the capacity and capability of the local implementing partner during disaster response. Interviews with local implementing partners report engagement in project design for all the NZDRP projects. From this perspective, they note good collaboration and relationships with their NZNGOS counterparts within the NZDRP. Key lessons were however noted in the context of a disaster such as the Hunga Tonga Hunga Ha'apai where local partners' capacities and capabilities were stretched to the limit given the scale and magnitude of the disaster. In this context, local partners noted that it will be important for NZNGOs to consider the capacity of the local partner during the design and implementation of the project and explore working arrangements and trade-offs. Most partners such as Caritas Tonga reported being overwhelmed after the Hunga Tonga Hunga Ha'apai and in effect were unable to partner with Habitat for Humanity given low capacities to engage due to competing priorities.

In a small vulnerable country with limited local partners, NZDRP and partners should explore long-term capacity building and support to the local partners and if feasible work with informal groups such as church groups for enhanced preparedness, sustainability, and effectiveness. Local partners reported limited technical capacities and capabilities to develop and implement some of the technical projects funded by the NZDRP. These concerns were mostly noted in infrastructure (housing) and water and sanitation (engineering) as well as in the delivery and operationalisation of the pre-positioned supplies (desalination plants). To this end, the partners recommended that training and capacity building to run the machinery and systems, especially in peacetimes will be useful as the trained personnel will be able to install and operationalise these systems immediately after disasters which is not the case currently. Regarding the PPS, this was also noted with recommendations that NZDRP embeds capacity building and training in peace times as a form of disaster preparedness response. There were further suggestions on rethinking how to work with informal groups such as church groups which are very important and effective in Tonga once disasters occur and yet are not formalised groups.

Flexibility to change project activities and outputs in line with changing community needs and priorities is important in enhancing local ownership but is also good for effective and accountable responses. Oxfam in the Pacific and the local implementing partners - TNYC and CSFT reported that due to flexibility by the NZDRP, they were able to change project activities from cash for crops to shopping vouchers given feedback from the affected communities especially the displaced communities who had been relocated to Nu'kualofa. The evaluation team visited one community meeting where the local implementing partner was distributing the final shopping vouchers to affected communities. In the meeting, community members appreciated the shopping vouchers and the willingness of the project to listen to their concerns. To this end, NZDRP flexibility was noted as the greatest one of its greatest strengths in implementing projects in Tonga.

In the short-term cash transfers and shopping vouchers after disasters were deemed a lifesaver in Tonga and are highly valued both by the implementing partner and the affected communities. Community members noted that the shopping vouchers were a lifesaver and had enabled them to get back on their feet. Most noted that this was a good initiative that should be replicated in similar situations in the future, especially as a response to disasters as destructive as the Hunga Tonga Hunga Ha'apai