

# Multilateral Development Plan

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## Purpose of this document

The New Zealand Ministry of Foreign Affairs and Trade (MFAT) has developed this Plan to guide the planning and management of New Zealand's overall engagement with the multilateral development system, and as a foundation for dialogue with partners and stakeholders.

The Plan is used to bring clarity to what work should be prioritised, and to help monitor progress towards shared outcomes and strategic goals.

This is a living document that will be reviewed and updated periodically to ensure it responds to changes in the global context, including the impacts of any external shocks.

## An integrated approach

New Zealand pursues an integrated approach to engagement with the multilateral development system. We focus on coherence across our diplomatic, trade and economic, climate change, environment, security and development objectives to deliver sustainable progress in developing countries, and advance New Zealand's interests and values. As such, our multilateral development contribution (policy, advocacy and financial) is an integral pillar of our foreign policy – it reflects our network of international relationships and commitments and is an expression of our values.



## Multilateral system overview

### Context

Development is one of the three pillars of the United Nations – the other two being peace and security, and human rights. The Multilateral Development System (MDS) is an integral pillar of the rules-based international system. It includes United Nations (UN) development agencies, programmes and funds; multilateral development banks (MDBs); international non-governmental organisations; pooled (thematic) funds; and organisations like the Commonwealth. Multilateral development entities operate at scale, pooling funding received from Member States and that they raise through other means to deliver development and humanitarian assistance globally, which includes addressing transboundary challenges and strengthening global public goods.

The MDS is under increasing strain at a time when global development needs are greater than ever. The system has grown and become more fragmented over recent years. The ongoing establishment of new pooled funds to address particular global public goods and transboundary issues has added to an already large number of established organisations, funds and programmes. The MDS has been reforming in recent years to drive better coherence and delivery through an integrated UN Resident Coordinator System led out of the United Nations Development Coordination Office (UNDCO), a unit under the UN Secretary-General's office. The Secretary-General's UN80 Initiative also seeks to identify efficiencies that will streamline UN operations, given the deep funding crisis currently facing the UN. New Zealand engages actively in these reforms, focusing on Pacific priorities.

Multilateral development entities are sources of global expertise, and they uphold development norms. This includes convening and leading work on development and humanitarian norms and best practice, upholding human rights-based norms, and defining how inclusive, equitable, democratic governance and sustainable social and economic development are applied in practice. They support countries with analysis, and advice on policy and legislative best practice.

The MDS is meeting development challenges of a new magnitude. The polycrisis of COVID-19, conflict and climate change (and the associated economic downturn) has reversed global development progress. Not only are most of the Sustainable Development Goals (SDGs) off-track, but crises are also prolonged and complex, with humanitarian need at record levels. Inflation, indebtedness and inequitable access to finance have limited developing countries' ability to deliver basic essential services and necessary infrastructure for economic growth, fuelling conditions for instability.

The MDS delivers across the developing world. The World Bank, a major global development actor, and Asian Development Bank, a major actor in Asia and the Pacific, are the Pacific region's biggest contributors to development finance behind Australia, providing a combined US\$2 billion in financial assistance in 2022 alone. Both entities have also pursued reforms to improve their efficiency and effectiveness, and ensure that their balance sheets stretch as far as possible without compromising viability to meet increased needs.

UN entities in the Pacific often have smaller footprints and must cover more countries relative to their global operations. They need to focus on their areas of comparative advantage and partner effectively with other multilateral entities, regional organisations and NGOs to achieve impact.

In the Pacific, three UN Resident Coordinators, based in Suva, Apia and Pohnpei, lead a whole-of-UN regional strategy, the UN Sustainable Development Cooperation Framework 2023-2027, which covers 14 countries and territories and supports the Pacific Islands Forum's *2050 Strategy for the Blue Pacific*. A country-specific Resident Coordinator facilitates UN coherence in Papua New Guinea.



## New Zealand's work with multilateral agencies

The Foreign Policy Reset 2024 affirmed that working through multilateral mechanisms efficiently amplifies New Zealand's influence and impact. But there is a need to streamline and focus our efforts. New Zealand is a long-term, principled supporter of multilateral development through a combination of our unearmarked voluntary core funding to multilateral entities, and our support of reform to realise a more effective, fit-for-purpose system that delivers on our interests.

Our investment in, and engagement with, the MDS helps New Zealand deliver on our international development and humanitarian cooperation interests, including contributing to SDGs; the Antigua and Barbuda Agenda for Small Island Developing States (SIDS); Paris Agreement on climate change; and Kuming-Montreal Global Biodiversity framework. It helps shore up global public goods, address transboundary problems that impact New Zealand and our Pacific partners, and uphold values and norms that we care about.

We can achieve greater impact through partnering with effective parts of the MDS than we can achieve alone. Our development investments leverage and complement the contributions of other donors and strengths of the MDS, while enabling New Zealand to efficiently and accountably extend our reach beyond the Pacific and Southeast Asia, including where we have a limited diplomatic footprint, and address global challenges that make the world less safe and secure.

Our MDS partnerships provide a platform through which we can join our Pacific partners in advocating for a fit-for-purpose MDS that delivers for SIDS. They provide a platform through which we join other countries in advocating for norms and interests that New Zealand cares about, such as political participation and good governance, international law, human rights, gender equality, disability, social inclusion, disarmament, and good procurement practices. We also benefit from the development and humanitarian expertise held within the MDS to be more effective in our delivery.

We have an interest in advocating for and influencing a more effective, efficient, accountable, transparent, and well-governed MDS. Engagement on boards and advisory groups, as well as on UNDS reform, strategy development, evaluation (e.g. Multilateral Organisation Performance Assessment Network (MOPAN)) and direction-setting processes (e.g. Quadrennial policy review), provide an opportunity to pursue our interests.

Our development and humanitarian multilateral partnerships contribute to MFAT's goals as follows:

### *Goal 1: A Safe, Secure and Just Future.*

- **Peace and security** - including through peacebuilding efforts, disarmament, post conflict stabilisation, upholding international law and promoting accountable, inclusive governance and humanitarian outcomes.
- **Human rights** – protection of human rights and human rights-based approaches underpin sustainable development. With strong evidence showing it lifts all development outcomes, the empowerment of women and girls, disability rights and social inclusion underpins our multilateral engagement, and are some of New Zealand's human rights priorities for multilateral engagement.

### *Goal 2: A Prosperous and Resilient Future.*

- **Sustainable and inclusive economic development**, including debt management, investment in essential services and support for private sector investment, at a time when the world is still recovering from recent global shocks.
- **Inclusive human development**, including in health, education, economic empowerment, social protection and mainstreaming GEDSI (gender equality, disability and social inclusion) considerations in line with our International Cooperation for Effective Sustainable Development (ICESD) priorities.
- **Food security** that delivers economic stability, health and climate resilience outcomes for all.



*Goal 3: A Sustainable Future.*

- **Climate change** – many of our multilateral partners either directly focus on, or are increasing their focus on, supporting countries and communities to mitigate and adapt to the effects of climate change, and these partnerships help New Zealand deliver on our climate finance commitments. Our MDS partners also support disaster resilience (including health security measures).
- **Environmental sustainability** – including the delivery of nature-based solutions and addressing challenges such as threats to biodiversity and ozone depletion that also impact New Zealand and our partners in the Pacific.

Most of our multilateral development partners will deliver directly on one or more of the thematic priorities above. A small number either support a stronger MDS to deliver better, or support the Pacific and other Small Island States to advance their interests in the multilateral system.

## Strategies, priorities and policies relevant to this Plan

Our approach to multilateral development and engagement is shaped by New Zealand’s strategic priorities and strategies, including the MFAT Strategic Intentions 2024-2028 and Strategic Assessment, International Cooperation for Effective Sustainable Development (ICESD) Policy, the International Development Cooperation (IDC) Priorities Framework 2024-2027, Humanitarian Action Policy 2019, Multilateral Development Policy, and official statements of the Government. Our approach also reflects New Zealand’s Foreign Policy Reset and Activity Based Review.

## Strategic framework for the Multilateral Plan

The IDC Priorities Framework 2024-27<sup>1</sup> is a guiding document for the Multilateral Plan. It shows how the IDC Programme contributes to the Ministry’s overall goals, as set out in the Ministry’s Strategic Intentions 2024-2028. It articulates the priority outcomes we aim to advance through the IDC Programme.

The Multilateral Development Plan logic diagram, included on the next page, sets out our ambitions for our work within the MDS, in alignment with the IDC Priorities Framework, and in support of New Zealand’s foreign policy objectives. The logic diagram sets out how our strategic goals drive more specific medium- and short-term outcomes. New Zealand will work towards these outcomes in partnership with the multilateral development system. The medium-term outcomes in the logic diagram describe our interests in more detail. The short-term outcomes cover our areas of immediate focus, rather than all the initiatives required to deliver these medium-term outcomes.

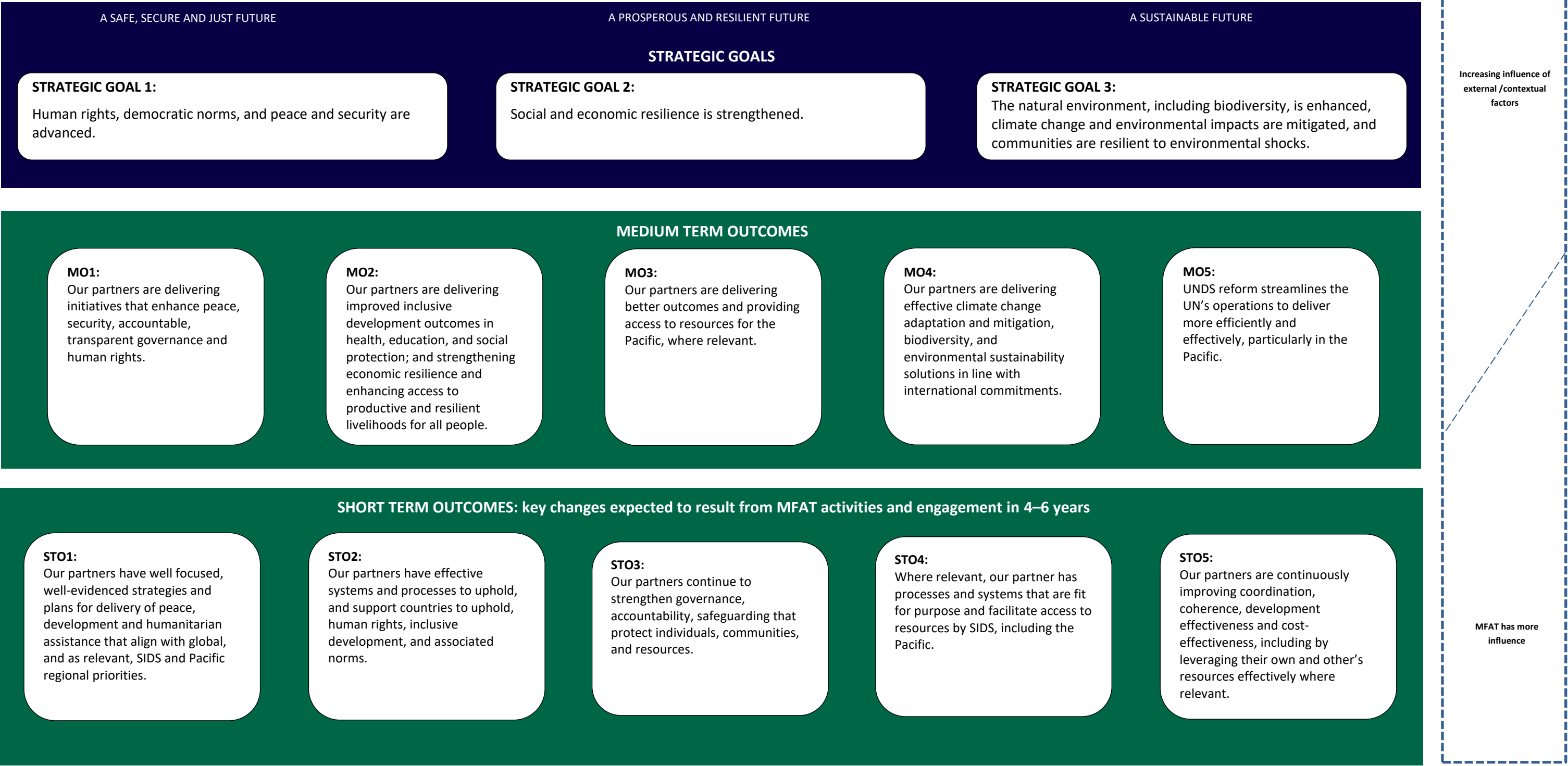
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<sup>1</sup> <https://www.mfat.govt.nz/assets/Aid/Aid-General/IDC-Priorities-Framework-2024.pdf>





Logic diagram for Multilateral Development Agencies Plan



## How we put this Plan into action

New Zealand's IDC funding for this Plan is managed over a three-year period (2024/25-2026/27). There is flexibility to move funds into and between Plans to respond to rapidly changing contexts. Information about New Zealand's overall IDC budget for the current funding triennium is on the MFAT website.<sup>2</sup>

## How we will work to deliver this Plan

In line with New Zealand's Foreign Policy Reset and the outcomes of the 2024 Activity Based Review of New Zealand's International Development Cooperation Programme, this triennium we will support and engage with a consolidated portfolio of multilateral partners relative to the number of partners last triennium. Our partners will be those which best enable us to contribute to achieving the Ministry's strategic priorities.

New Zealand's International Cooperation for Effective Sustainable Development (ICESD) Policy identifies four development principles that guide New Zealand's work with partners and sets out a commitment to deliver development that is effective, inclusive, resilient and sustained.<sup>3</sup> We will incorporate these principles into our periodic assessment of, and engagement with, MDS partners. Our priorities for our work with the multilateral system in 2024-27 deliver on the outcomes listed in the logic diagram by:

- Ensuring that the work of our partners delivers highly effective development impact that supports resilient countries and communities, and helps countries to deliver on global commitments and regional and national priorities. We will incorporate these principles into our periodic assessment of, and engagement with, MDS partners.
- Working closely with other partners that share similar priorities to continue to advocate for the MDS to reflect norms and best practice that New Zealand considers important.
- Helping to amplify Pacific Island countries' and other Small Island Developing States' interests in our engagements with multilateral partners.
- Ensuring that multilateral agencies are fit-for-purpose in the Pacific, including for example in supporting Pacific-led priorities, ensuring processes are right-sized and reflect Pacific realities and the 2050 Strategy for the Blue Pacific, and that our Pacific partners are benefiting from good access to multilateral resources.
- Participating, as relevant, in a range of multilateral fora, in governance board meetings, advisory groups and other donor mechanisms, and engaging with partners on strategy settings and evaluation processes.

We will look to achieve these priorities through our active engagement in advocacy and diplomacy with the MDS at an international level.

## Funding

New Zealand recognises the value of providing, where possible, core funding to our partners that is unearmarked, predictable and long-term. This helps partners to plan longer term and more strategically, including in meeting their normative priorities. While we will never be the largest financier to the MDS, we can

<sup>2</sup> [www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid/where-our-funding-goes/our-planned-aid-expenditure/](https://www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid/where-our-funding-goes/our-planned-aid-expenditure/)

<sup>3</sup> See: <https://www.mfat.govt.nz/assets/Aid-Prog-docs/Policy/Policy-Statement-New-Zealands-International-Cooperation-for-Effective-Sustainable-Development-ICESD.pdf>



be one of the most reliable in supporting partners' mandates. Working in this way also enhances our ability to influence our partners.

## Who we will work with to deliver on this Plan

New Zealand will work with partners that we assess are delivering the most impact in line with New Zealand's strategic priorities. Partnerships with UN development entities, Multilateral Development Banks, vertical funds and International Non-Governmental Organisations will, in the context of achieving the SDGs, deliver inclusive, sustainable development focused on the following themes: Human Rights (including the rights of women and girls and persons with disabilities); Peace and Security; Agriculture and Food Security; Basic Essential Services (including health and education); and Climate and Environment.

## How we will assess progress against this Plan

The logic diagram sets out the strategic goals, medium- and short-term outcomes we hope will result from New Zealand's activities and engagement with multilateral agencies.

We report back on progress towards our goals for the Multilateral programme via the annual Minister of Foreign Affairs Report IDC annex<sup>4</sup>.

In addition to annual reporting and bilateral engagements, we will, where relevant, use independent, third-party, and external reviews of multilateral agencies, such as MOPAN assessments, to provide assurance that New Zealand's investments are delivering progress on New Zealand's priorities and goals.

Progress against the Plan will be assessed with the following indicators.

Strategic Goals	Indicators
Goal 1: Human rights, democratic norms, and peace and security are advanced.	<p>SDG 4.3.1: Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months.</p> <p>SDG 5.1.1: Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex</p> <p>SDG: 5.6.2 Number of countries with laws and regulations that guarantee full and equal access to women and men aged 15 years and older to sexual and reproductive health care, information and education.</p> <p>SDG 16.8.1: Proportion of members and voting rights of developing countries in international organisations.</p>
Goal 2: Social and economic resilience is strengthened.	<p>SDG 1.1.1: Proportion of the population living below the international poverty line by sex, age, employment status and geographic location (urban/rural)</p> <p>1.2.2: Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions</p> <p>1.4.1: Proportion of population living in households with access to basic services.</p>

<sup>4</sup> See <https://www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid>



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	SDG 2.1.2: Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES).
	SDG 3.c.1: Health worker density and distribution.
	SDG 8.3.1: Proportion of informal employment in total employment, by sector and sex.
	SDG 10.2.1: Proportion of people living below 50 per cent of median income, by sex, age and persons with disabilities.
	SDG 11.1.1: Proportion of urban population living in slums, informal settlements or inadequate housing.
Goal 3: The natural environment, including biodiversity, is enhanced, climate change and environmental impacts are mitigated, and communities are resilient to environmental shocks.	SDG 7.1.1: Proportion of population with access to electricity; and
	SDG 7.1.2: Proportion of population with primary reliance on clean fuels and technology.
	SDG 12.1.1: Number of countries developing, adopting or implementing policy instruments aimed at supporting the shift to sustainable consumption and production.
	SDG 13.1.2: Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015–2030.
	SDG 14.c.1: Number of countries making progress in ratifying, accepting and implementing through legal, policy and institutional frameworks, ocean-related instruments that implement international law, as reflected in the United Nations Convention on the Law of the Sea, for the conservation and sustainable use of the oceans and their resources.
	SDG 15.a.1 (a): Official development assistance on conservation and sustainable use of biodiversity.

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Short Term Outcome (STO)	Indicator
<b>STO1:</b> Our partners have focused, well-evidenced strategies and plans for delivery of peace, development and humanitarian assistance that align with global, and as relevant, SIDS and Pacific regional priorities.	Evidence that multilateral organisations are delivering well-target development and humanitarian assistance aligned with global and, where relevant, regional priorities.
<b>STO2:</b> Our partners have effective systems and processes to uphold, and support countries to uphold human rights to achieve inclusive development.	Evidence of strong delivery against key governance and human rights targets set in multilateral partners' strategic plans, and New Zealand's human rights priorities for development and thematic multilateral engagement.
<b>STO3:</b> Our partners continue to strengthen governance, accountability, safeguarding that protect individuals, communities and resources.	Evidence of steady strengthening and effective implementation of internal policies and accountability systems.
<b>STO4:</b> Our partners have processes and systems that are fit for purpose and facilitate access to resources by SIDS, including the Pacific.	Evidence of our partners providing support to SIDS, including the Pacific, where relevant, and that are in line with SIDS and Pacific regional priorities.
<b>STO5:</b> Our partners are continuously improving coordination, coherence, development effectiveness and cost-effectiveness, including by leveraging their own and other's resources effectively where relevant.	Evidence of strategic planning and resource mobilisation by multilateral partners and country teams leading to increased coherence and coordination.

The Plan will be evaluated every three years following the Multilateral Portfolio Review. The next Multilateral Portfolio Review will be in 2026/27, with findings feeding into funding decisions for the following triennium.

## For further information

To find out more about MFAT's overall engagement in the multilateral development system go to our website at <https://www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid/our-partners/#bookmark4> or contact [PHM@mfat.govt.nz](mailto:PHM@mfat.govt.nz).

This document is one in a series of Plans published by the New Zealand Ministry of Foreign Affairs and Trade (MFAT) and managed by the Ministry's Pacific and Development Group. For the latest version please go to [www.mfat.govt.nz](http://www.mfat.govt.nz)

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<sup>6</sup> <https://www.legislation.govt.nz/act/public/1981/0047/latest/DLM51358.html>