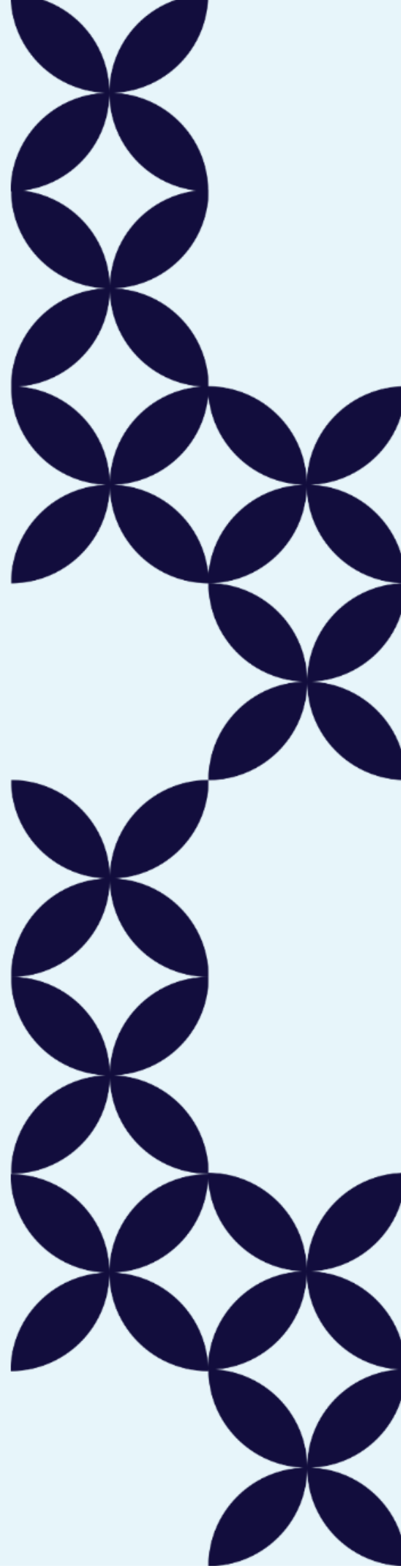
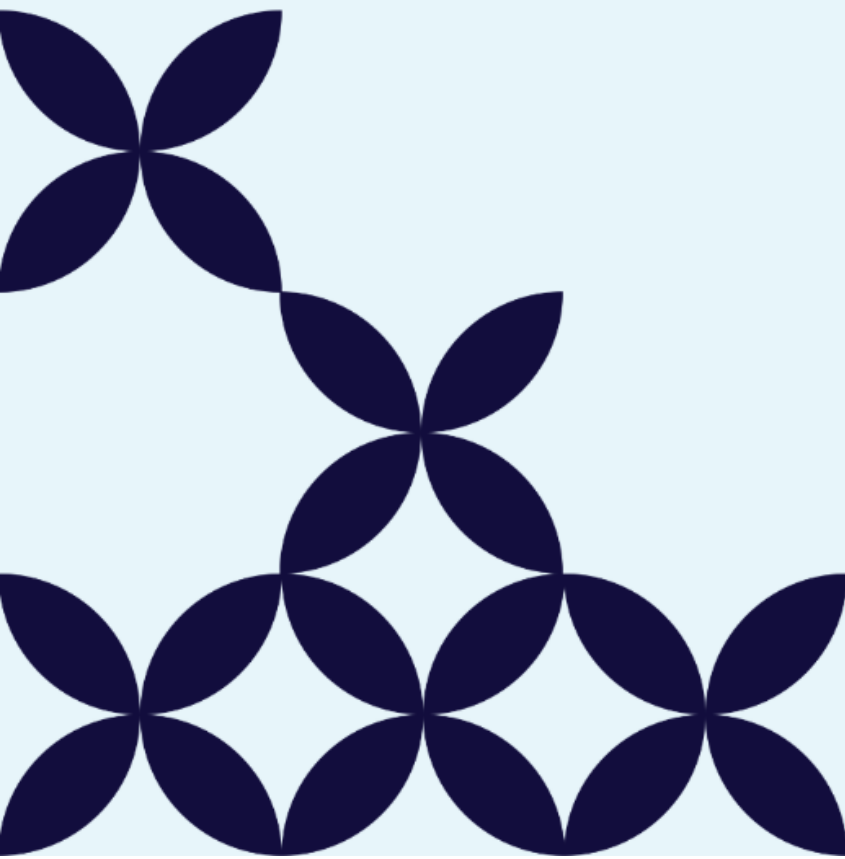




NEW ZEALAND
FOREIGN AFFAIRS & TRADE
Manatū Aorere

Africa Regional Four Year Plan

October 2021



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² <https://www.legislation.govt.nz/act/public/1981/0047/latest/DLM51358.html>



Purpose of this document

The New Zealand Ministry of Foreign Affairs and Trade (MFAT) has developed this Four Year Plan (4YP) to guide the planning and management of New Zealand's overall development assistance in states in Africa, and as a platform for dialogue.

The 4YP is used to bring clarity to what work should be prioritised and to help monitor progress to achieve shared outcomes and strategic goals.

This is a living document that will be refreshed annually to ensure it responds to changes in country context, including impacts of external shocks such as COVID-19.

An integrated approach

Aotearoa New Zealand pursues an integrated approach to engagement in Africa. 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 development contribution (both policy and financial) outlined in this 4YP is an integral pillar of our foreign policy – it reflects our network of international relationships and commitments, and is an expression of our values.

Enduring principles for New Zealand's development cooperation outside of the Pacific

New Zealand's 20-year global development vision is: '**Kia tuitui i ngā muku, koa herea ki tōna painga**' – tying together the strands to make a strong bind for the greater good.

The **enduring principles** which guide New Zealand's engagement outside of the Pacific are:

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

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

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

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



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

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

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

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

Africa overview

Context

Africa is the second largest continent in the world. It is home to diverse economies and cultures and has a population of 1.3 billion. Africa’s achievements since the turn of the 21st century are significant, with increasing economic growth and the strengthening of democratic institutions. However, significant challenges remain as well as considerable variations between countries and regions. Poverty has declined at a faster rate since 2005 than it did between 1990–2000, but food insecurity has been rising and the continent is not on track to eliminate hunger by 2030³.

The Sub-Saharan region of Africa, comprising 49 states, has a population of 950 million. Sub-Saharan Africa remains the poorest region in economic terms in the world⁴. It is currently home to around 433 million – or a third – of the world’s extreme poor and around 40% of the population are living below the poverty line of US\$1.90 per day. Despite increasing economic growth during the last 15 to 20 years (continental GDP has doubled over this period), the region continues to have significant development needs. The region also has one of the youngest populations in the world, with an average age of 19 years and getting younger. By 2050, half of the almost one billion people will be under 25 years⁵ and two in every five children in the world will be born here⁶.

Along with the rest of the world, temperatures in Africa have been rising in recent decades. The region has been severely hit by extreme weather and climate events including droughts, cyclones, flooding and locust swarms, particularly in East Africa. The changing and often erratic weather patterns are one of the key drivers of the increasing food insecurity throughout the region. In

³ FAO, 2019 Africa Regional Overview of Food Security and Nutrition, 2020

⁴ "The number of poor people continues to rise in Sub-Saharan Africa, despite a slow decline in the poverty rate," World Bank, 16 December 2020, <https://blogs.worldbank.org/opendata/number-poor-people-continues-rise-sub-saharan-africa-despite-slow-decline-poverty-rate#:~:text=In%20other%20words%2C%20the%20poverty,rising%20from%2028%20in%201990>.

⁵ "Africa Overview," World Bank, <https://www.worldbank.org/en/region/afr/overview>.

⁶ "The children’s continent: keeping up with Africa’s growth," World Economic Forum, 13 January 2020, <https://www.weforum.org/agenda/2020/01/the-children-s-continent/>.



drought prone Sub-Saharan Africa countries the number of undernourished people has risen by more than 45% since 2012⁷ and is now estimated to be 412 million⁸.

In 2021, free trade commenced under the comprehensive African Continental Free Trade Area (AfCFTA). The agreement connects 1.3 billion people across 55 countries and creates the largest free trade area in the world. It is expected to boost intra-African trade, promote industrialisation, create jobs, and improve competitiveness of African industries on the global stage. It has the potential to lift up to 30 million Africans out of extreme poverty.⁹ In association with this agreement, domestic policy changes to strengthen business confidence and the ease of doing business will enable countries in the region to maximise the benefits of free trade.

Common challenges

Continued poverty, unemployment, a lack of social safety nets, and fiscal crises as a result of economic impacts caused by the COVID-19 pandemic all continue to pose challenges to African governments' ability to deliver services to their citizens and also risk increasing instability in the region.

In 2013, the African Union Commission agreed a 50 year agenda with priority areas¹⁰ responding to common challenges throughout the continent. These areas include: sustainable and inclusive economic growth to feed Africa's fast growing population; agro-business development; human capital development¹¹; renewable energy; and good governance (including effective and well-functioning institutions).

COVID-19 impacts

Rates of reported COVID-19 infections and fatalities in Africa have not been as high as in other parts of the world. This could be attributed to a number of factors including a high population of young people; however, rates of diagnosis, testing and reporting have all been low. Despite this, Africa currently has the highest COVID-19 death rate of patients who become critically ill¹². In Southern Africa, the highest number of reported COVID-19 cases have been in South Africa. In East Africa, the country with the highest number of reported cases is Ethiopia.

The economic consequences of the COVID-19 pandemic have been high. There has been significant impact on livelihoods and food security, particularly for vulnerable groups including women. The lockdowns and border closures imposed by many countries in the region have severely disrupted economic activities. This has led to rapidly rising debt levels for many of the region's poorer

⁷ World Meteorological Organisation, 2019, State of the Climate in Africa

⁸ FAO, IFAD, UNICEF, WFP and WHO. 2020. *The State of Food Security and Nutrition in the World 2020*

⁹ "Africa's free trade area opens for business," Africa Renewal, 7 January 2021,

<https://www.un.org/africarenewal/magazine/january-2021/afcfta-africa-now-open-business>

¹⁰ Agenda 2063, First Ten-Year Implementation Plan 2014-2023, The African Union Commission, 2014.

¹¹ By 2030, young Africans are expected to account for 75 percent of those under age 35 in Africa.

¹² Africa has highest COVID-19 death rate of critically ill, May 2021.



countries¹³. The pandemic is likely to push millions of households into poverty and could spark a food security crisis if Africa's agricultural production significantly contracts¹⁴.

New Zealand's partnership/whakahoahoa with Africa

Aotearoa New Zealand engages strongly with the African Union (AU), which works to promote unity and coordination among countries on the continent. We also have longstanding connections with many African states through the Commonwealth and our work with the United Nations (UN).

As a distant and relatively small partner in Africa our engagement in the region is underpinned by coordinated efforts combining both development and foreign policy outcomes. Our 4YP development investments strive to deliver impactful gains. They also provide a platform to engage with states, helping us to build enduring relationships by working together on mutual interests including climate, environmental, peace, security and disarmament issues.

As a small donor we focus our bilateral development investments on where we have a diplomatic presence. We collaborate with innovative partners to achieve change and to maximise our impact, contributing expertise in leadership, development and humanitarian assistance.

In East and Southern Africa the local industries and relative political stability¹⁵ provide a favourable environment for success. We have therefore targeted our development investments in select countries in East and Southern Africa¹⁶ supported by our High Commission in Pretoria, South Africa, and Embassy in Addis Ababa, Ethiopia. Both have large areas of accreditation with only small numbers of staff. Our Embassy in Cairo provides a wider reach through provision of small grants.

In addition, our scholarships offered under this 4YP (the Manaaki New Zealand Scholarships Programme) extend our reach and relationships across the continent and provide opportunities to strengthen key sectors of engagement, building professional capability as well as relationships between scholarship recipients and Aotearoa New Zealand. These scholarships enable us to make a targeted, relevant contribution towards meeting knowledge and skills gaps in developing states. For many of our partners in Africa, especially some Lusophone and Francophone countries, the provision of scholarships including English Language Training for Officials are critical components of our bilateral relationship. While selections are currently on hold due to COVID-19 related border closures, we continue to support scholars who remain in Aotearoa New Zealand. We look forward to resuming this programme when the conditions allow.

Despite our small size we can play our part by working with others, and we continue to be responsive to individual states' priorities. This includes targeting sectors (renewable energy, climate-smart

¹³ The Midpoint – Papers Series No 1/2020, Covid-19 and AfCFTA: How Africa can help itself.

¹⁴ "World Bank Group Annual Report 2020," World Bank, 2020, <https://www.worldbank.org/en/about/annual-report/world-bank-group-downloads>.

¹⁵ Noting current instability in Ethiopia.

¹⁶ While our core development interventions are targeted to East and Southern Africa, a wider footprint is obtained through small grants also managed by our Cairo Embassy and our scholarships offerings.



agriculture and governance) where we can share our knowledge and expertise, contributing to common challenges¹⁷. We partner with others, including multilaterals, to achieve greater scale. Partnering with in-country agencies and organisations as well as internationally-facing New Zealand agencies such as the Ministry for Primary Industries and New Zealand's Companies Office, we provide support in areas with potential for inclusive and sustainable growth.

New Zealand's 4YP strategic goals in Africa

The strategic goals described below provide a clear direction for our efforts to achieve our global development vision ('Kia tuitui i ngā muku, koa herea ki tōna painga' - tying together the strands to make a strong bind for the greater good). They also help to guide assessments of whether we are successful.

Strategic goals

Overarching Goal: Aotearoa New Zealand is seen as a principled, pragmatic development partner both at times of extreme humanitarian need and via targeted longer-term activities

Goal One:
Contribute to stability, prosperity and resilience

Our commitment to the Sustainable Development Goals (SDGs)¹⁸ is demonstrated through our targeted support to countries in East and Southern Africa. This support makes a useful contribution to prosperity and stability in niche sectors where we have expertise.

Goal Two:
Enduring and diverse relationships that deliver mutual benefits

By continuing to respond directly to partner government priorities, sharing New Zealand knowledge and technical expertise where requested, we will contribute to priority development outcomes and also enhance our political credibility in the region.

We recognise that we are a small actor among many much larger actors. To be effective and impactful in our work, we must partner strategically and build and leverage our relationships in line with our principles. Partnership agreements based on honesty and respect are agreed with the relevant in-country agencies and organisations before initiatives are implemented. Through this approach we achieve *painga takirua* (mutual benefit). The scholarships we provide enable strong people-to-people links and are a critical component of our relationships in the region.

¹⁷ Agenda 2063, First Ten-Year Implementation Plan 2014-2023, The African Union Commission, 2014.

¹⁸ The Sustainable Development Goals (SDGs) are a collection of 17 interlinked global goals designed to be a "blueprint to achieve a better and more sustainable future for all". The 17 SDGs are defined in a list of 169 SDG Targets. Progress towards these Targets is agreed to be tracked by 232 unique Indicators. <https://sdgs.un.org/goals>.



Specific outcomes linked to our strategic goals

The logic diagram annexed to this 4YP sets out how our strategic goals, which are long term outcomes, drive more specific **short and medium outcomes**. Aotearoa New Zealand will work towards these outcomes in partnership with key bilateral and regional partners in East and Southern Africa.

Assumptions

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

- Borders reopen to allow for the Manaaki New Zealand Scholarships Programme to resume.
- We and partner countries continue to have capacity to engage in spite of COVID-19 priority responses.
- New Zealand High Commission/Embassy staff have capacity to monitor and visit key New Zealand-funded development activities.
- The COVID-19 pandemic does not fundamentally alter partner countries' medium term priorities.

Risks

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

Strategic level risks	Mitigation measures
The COVID-19 pandemic continues to limit the free movement of New Zealand technical assistance.	Innovative delivery options, including online capability and connectivity, will continue to be explored by our contracted partners.
COVID-19 impacts could change partner countries' priorities and divert resources and attention from ongoing development investments.	Regular dialogue with partner governments and implementing partners will continue to test ongoing relevance and viability of delivery.



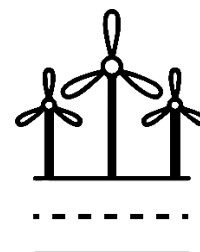
Key themes supporting these outcomes

Aotearoa New Zealand has adopted a number of thematic focus areas for its engagement outside of the Pacific, recognising that thematic policy, insights and technical expertise are vital to building strong and resilient partnerships.

The key thematic focus areas for our engagement with Africa are described below. The strategic goals and outcomes of this 4YP are also supported through non-bilateral programmes such as multilateral and humanitarian programmes that may be working outside these thematic areas.

Infrastructure and energy, climate and environment

We partner with the African Union to support the development of the geothermal sector in 11 East Africa Countries¹⁹, linking efforts to expand access to safe, reliable and low emissions energy with New Zealand technical expertise. We help strengthen adaptive capacity to the slow- and rapid-onset impacts of climate change, by mitigating greenhouse gas emissions.



Industry and innovation

We support sustainable, inclusive growth and innovation across the agricultural sector to advance economic, social, environmental and cultural well-being. In East and Southern Africa we invest in climate-smart agriculture to support economic and climate resilience.



Governance and institutions

Effective governance is a key enabler of sustainable and inclusive development. It is also critical to ensure the long-term viability of African states and the basic human rights of their citizens. We support the building of more effective and inclusive systems of national and local governance through support for democratic institutions and the realisation of human rights for all.



Achieving development outcomes that are effective, inclusive, resilient and sustained

New Zealand's International Cooperation for Effective, Sustainable Development policy statement identifies four development principles that guide New Zealand's work with partner countries: effective, inclusive, resilient and sustained²⁰.

¹⁹ East Africa target counties include: Ethiopia, Kenya, Rwanda, Tanzania, Zambia, Uganda, Eritrea, Djibouti, Comoros, Burundi and Democratic Republic of Congo.

²⁰ "Policy Statement: New Zealand's International Cooperation for Effective Sustainable Development (ICESD)," New Zealand Ministry of Foreign Affairs and Trade, <https://www.mfat.govt.nz/assets/Aid-Prog-docs/Policy/Policy-Statement-New-Zealands-International-Cooperation-for-Effective-Sustainable-Development-ICESD.pdf>.



Effective development is values driven, partnership focused, adaptive, outcomes focused, and evidence based.

We deliver effective outcomes by ensuring strong partnerships with in-country agencies and organisations²¹. This enables a shared understanding and provides a basis to measure progress towards the achievement of outcomes. We use evidence to support decision making and seek to adaptively manage our development interventions. Strong partnerships grounded in *mahi tahi* (collaboration) and *kotahitanga* (unity/collective action) are fundamental for our development cooperation. We will continue to be responsive to countries emerging from conflict by contributing to their economic resilience.

Inclusive development addresses exclusions and inequality created across all dimensions of social identity, while promoting human rights, and equitable participation in the benefits of development.

While we are a small and targeted partner, we strive to deliver inclusive development outcomes by understanding and responding to the causes and incidence of poverty and exclusion, noting that the COVID-19 pandemic has exacerbated inequalities, particularly for women and the marginalised.

We identify opportunities for equitable development through our activity design processes, and we learn from evaluating selected interventions. Where appropriate we target the advancement of human rights, gender equality and women's empowerment, child and youth well-being and other people and groups at risk of being left behind. Our support makes a useful contribution to prosperity, including for the most vulnerable and marginalised, making progress in niche sectors.

Resilient development strengthens the environment, economies and societies to withstand shocks and manage crises while protecting future well-being.

Through partners including the African Union we deliver development outcomes by strengthening economic and social resilience to climate change, identifying and managing negative impacts on the environment, and promoting sustainable management of natural resources. We support states in moving away from fossil fuel use through our focus on renewable energy. Our work in the governance sector supports government stability and resilient institutions.

Sustained development enables lasting progress and is locally owned to uphold results in the long term.

We contribute to sustained development outcomes by promoting ownership of the development process by our partner organisations. We support partners through strengthening national and local systems, including election support where appropriate, and

²¹ Current partnerships include the Kingdom of Eswatini, represented by the Ministry of Commerce, Industry and Trade; the Government of the Republic of Botswana, represented by the Ministry of Agriculture Development and Food Security; the African Union Commission; and the Government of the Republic of Zambia, acting through the Ministry of Finance.



through business regulation reform. We also look for opportunities to support the implementation of AfCFTA.

How we put this plan into action

To operationalise this 4YP and therefore contribute to achievement of agreed goals Aotearoa New Zealand uses a range of mechanisms and works with multiple partners, including the African Union. Effective relationships in the region help to extend our reach and ensure we remain aware of priority needs and challenges.

International development cooperation funding for this 4YP is managed over a three year period. Current information about New Zealand's International Development Cooperation appropriation is on the MFAT website²².

This 4YP is well established and balanced across three key sectors – renewable energy, climate-smart agriculture and governance. It should be largely predictable over the next three to four years.

Our commitment to effective, inclusive and sustainable outcomes is demonstrated through our support to countries in East and Southern Africa. This support is targeted to ensure we make the most of our limited resources and support shared values and points of alignment, thereby contributing to the region's progress on the SDGs.

We want Aotearoa New Zealand to be known as a targeted, high quality and responsive development partner. By continuing to be agile and alert we can deliver high quality outcomes working with and through trusted partners.

Multilateral institutions also provide a key platform for our engagement with African states and include activities on climate change, environmental issues and the blue economy, Small Island Developing States, disarmament, and peace and security issues – all of which are subjects of mutual interest.

In addition, Aotearoa New Zealand advocates for and provides targeted support for multilateral humanitarian response, enabling us to demonstrate our strategic commitment to the international rules-based order and good international citizenship, including the realisation of human rights for all.

Our scholarship programme and continued engagement with alumni, although currently affected by COVID-related border closures, are targeted in line with our strategic priorities and strategic outcomes. This programme includes offering English language training for officials (NZELTO).

Our New Zealand Missions in Addis Ababa, Cairo and Pretoria provide valuable insights, monitor aid interventions and strategically use small grant funding to expand New Zealand networks and links through impactful and inclusive development interventions.

²² "Our Planned Aid Expenditure," New Zealand Ministry of Foreign Affairs and Trade, www.mfat.govt.nz/en/aid-and-development/our-approach-to-aid/where-our-funding-goes/our-planned-aid-expenditure/.



Goal One: Contribute to stability, prosperity and resilience

Despite the modest size of our development assistance we can make useful contributions through provision of technical assistance, New Zealand expertise and multilateral support to the climate smart agriculture sector and the renewable energy in targeted countries. Niche assistance in the governance sector supports transparency and democracy through activities such as the Ease of Doing Business. A targeted scholarships programme with a suite of new offerings designed to enhance professional skills and knowledge in priority areas will help to enable longer term economic and social resilience, and will resume as soon as conditions allow²³.

Key indicators of progress

Goal One: Contribute to stability, prosperity and resilience	<p>Meaningful progress towards achieving the SDGs in targeted countries of engagement in East and Southern Africa including:</p> <ul style="list-style-type: none"> • SDG 2: Zero Hunger • SDG 7: Affordable and Clean Energy • SDG 13: Climate Action • SDG 16: Peace, Justice and Strong Institutions
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Goal Two: Enduring and diverse relationships that deliver mutual benefits

Targeting our development assistance to address challenges in areas where Aotearoa New Zealand has relevant expertise demonstrates our credibility and strengthens our reputation. Our ability to act quickly and responsively, working closely with partners, can help to bring about change and can maximise our impact. Partnerships between Aotearoa New Zealand and in-country organisations can help seed relationships that endure beyond the provision of development assistance. The provision of scholarships including through English Language Training and other courses also helps to build personal relationships between individuals and affinity between countries, and forms a key part of our bilateral relationships in the region.

Key indicators of progress

Goal Two: Enduring and diverse relationships that deliver mutual benefits	<ul style="list-style-type: none"> • Feedback during High Level Talks from bilateral countries on our development assistance • Number of Partnership Arrangements that are agreed • Number of students who complete Manaaki New Zealand Scholarships Programme courses, including New Zealand English Language Training for Officials (NZELTO)²⁴ • Number and type of engagement with scholarship alumni • Feedback from Activity Governance and Steering Groups
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²³ The programme is currently affected by the impacts of the Covid-19 pandemic, including border closures and limited travel.

²⁴ An English language training course for officials from foreign affairs ministries.



The Africa 4YP is also supported through other programmes such as multilateral and humanitarian programmes. Alongside the 4YP they have a key role in realising the strategic goals and outcomes through wider relationships and common interests, demonstrating our credibility in times of acute need.

How we assess progress against this plan

We report back on progress towards our goals in the Global Programme overall via MFAT's Annual Report²⁵. We also report back on this 4YP through high level consultations and official meetings with individual partner governments. This not only gives us an opportunity to discuss what has been achieved in partnership but also to test whether our plan remains fit-for-purpose or we need to change anything

Progress against the key indicators listed for each strategic goal help us to monitor progress at the highest level. We also support and use country-owned statistics and data to monitor progress at the macro level, and therefore will not have a separate measurement framework.

In addition, we monitor and evaluate our development activities to ensure their effectiveness and ongoing strategic alignment. The results and any lessons learned from from this process are compiled annually and fed into an Annual Reflection discussion and report on progress against the 4YP outcomes. This in turn informs the annual updates of the 4YPs.

Every 6–8 years we will commission an independent evaluation of MFAT's overall engagement in Africa. This evaluation, which will consider progress against outcomes, the challenges and any lessons learned, will inform continued improvement.

For further information

For more about MFAT's engagement in Africa go to our website at <https://www.mfat.govt.nz/en/aid-and-development/our-aid-partnerships-beyond-the-pacific-and-south-east-asia/aid-partnership-with-africa/> or contact GDS@mfat.govt.nz . For more about the scholarships programme, go to our website at <https://www.nzscholarships.govt.nz/> or contact the Global and Scholarships Division, Pacific and Development Group, at scholarships@mfat.govt.nz .

²⁵ "MFAT annual reports," New Zealand Ministry of Foreign Affairs and Trade, <https://www.mfat.govt.nz/en/about-us/mfat-annual-reports/>.



Appendix: Logic diagram for Africa 4 Year Plan

