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UNFPA – Structured funding dialogue

UNITED NATIONS POPULATION FUND

Report on the structured funding dialogue, 2022-2023

Summary

The present report is prepared in response to General Assembly resolution 75/233 to further improve the functioning and effectiveness of structured dialogues on how to fund the development results agreed in the strategic plans, including through the implementation of the United Nations Funding Compact commitments.

The UNFPA structured funding dialogues are informed by General Assembly resolution 72/279 on the repositioning of the United Nations development system and conducted under the UNFPA proposal to the Executive Board on structured funding dialogues (DP/FPA/2018/10/Add.1), within the framework of system-wide funding and collaboration, as spelled out in the Funding Compact, endorsed at the operational activities for development segment of the United Nations Economic and Social Council in May 2019 (A/74/73/Add.1).

In line with relevant Executive Board decisions, this report has been adjusted to further improve its format, content and analytical dimension, including reporting on the annual implementation of entity-specific commitments and contributions to the Funding Compact.

In line with the UNFPA strategic plan, 2022-2025, this report provides an overview of resource trends, the current situation and funding perspectives, considering both regular (core) and other (non-core) resources, and the organization’s trajectory from funding to funding and financing. The report also presents forward-looking perspectives on UNFPA funding in 2023 within an increasingly complex geopolitical context. The report concludes with elements of a decision.
CONTENTS
I. Introduction .................................................................................................................................................3
II. The United Nations Funding Compact ........................................................................................................3
III. UNFPA structured funding dialogues ...........................................................................................................4
IV. Overall funding situation ............................................................................................................................4
   A. UNFPA funding architecture .....................................................................................................................4
   B. Funding situation per funding instrument .................................................................................................5
   C. Resources per outcome ...............................................................................................................................7
V. Core funding ....................................................................................................................................................9
   A. The case for core resources .......................................................................................................................9
   B. UNFPA core contributors and the need to further expand the donor base .............................................9
   C. Multi-year contributions to core resources ............................................................................................11
   D. The criticality of early payment of contributions ....................................................................................12
VI. Non-core funding and instruments .............................................................................................................13
   A. Overall situation and key-contributors .....................................................................................................13
   B. UNFPA thematic funds .............................................................................................................................13
   C. United Nations pooled funds and joint programmes .............................................................................15
   D. Programme country Governments and international financial institutions ........................................15
   E. European Commission .............................................................................................................................17
   F. Emergency preparedness and humanitarian response .............................................................................18
   G. Funding accelerator instruments .............................................................................................................19
   H. Private-sector and other strategic partnerships ......................................................................................19
   I. South-South and triangular cooperation ..................................................................................................20
VII. Strategic considerations and future directions .........................................................................................20
   A. 2023 and beyond .......................................................................................................................................20
   B. Managing risk, volatility and uncertainty .................................................................................................21
   C. The three transformative results costing exercise and investment cases .............................................21
   D. Efficiency and transparency .....................................................................................................................23
VIII. Conclusion ..................................................................................................................................................23
IX. Elements of a decision ..................................................................................................................................23

ANNEXES
Annex 1. Funding Compact – UNFPA agency-specific reporting 2022

The annexes are available with the report on the UNFPA Executive Board website.
I. Introduction

1. The present report is prepared in response to General Assembly resolution 75/233 to further improve the functioning and effectiveness of structured dialogues on how to fund the development results agreed in the strategic plans, including through the implementation of the United Nations Funding Compact commitments.

2. The UNFPA structured funding dialogues, informed by General Assembly resolution 72/279 on the repositioning of the United Nations development system, are conducted per the UNFPA proposal to the Executive Board on structured funding dialogues (DP/FPA/2018/10/Add.1) and within the framework of system-wide funding and collaboration, as spelled out in the Funding Compact, endorsed at the United Nations Economic and Social Council operational activities for development segment in May 2019 (A/74/73/Add.1).

3. In line with the UNFPA strategic plan, 2022-2025, this report provides an overview and analysis of the resource trends, the current situation and funding and financing perspectives, considering both regular (core) and other (non-core) resources.

4. With the increasingly complex geopolitical contexts affecting peace and security, UNFPA is committed to redoubling its efforts to bridge the gap in the achievement of the three transformative results in support of the Sustainable Development Goals (SDGs) and to address growing global humanitarian needs.

5. To this end, UNFPA will continue to lead the way in the pursuit of sexual and reproductive health and reproductive rights, and acceleration of the implementation of the International Conference on Population and Development (ICPD) Programme of Action, building on the momentum generated by the 25th anniversary of the ICPD (ICPD+25).

6. UNFPA will continue to implement its funding and financing approach within the overall framework of a reformed United Nations development system and the Funding Compact.

7. UNFPA will also continue to seek active engagement and advice in dialogue with Member States and all relevant partners, including through the structured funding dialogues, to leverage adequate resources and partnerships to support the transformative results, within the overall framework of a reformed United Nations development system, and ultimately promote rights and choices for women, girls and young people around the world.

II. The United Nations Funding Compact

8. The United Nations Funding Compact was conceived in response to the recognition that a significant shift in funding behaviour was needed to achieve the 2030 Agenda for Sustainable Development; and that the United Nations must be at the heart of the response to the global challenges that the SDGs aim to address.

9. Improvements in the quantity and quality of funding lie at the heart of the Funding Compact. It notes that due to their flexible nature, core resources and other flexible resources are essential to the United Nations development system’s ability to offer the type of cross-cutting, holistic development solutions that the 2030 Agenda requires, and provide the means to bridge siloes across SDG responses.

10. The UNFPA resource mobilization strategy, the corporate funding architecture designed to support the delivery of the UNFPA strategic plan, 2022-2025, and the UNFPA structured funding dialogues are fully aligned with the parameters and commitments contained in the United Nations Funding Compact and the 2020 quadrennial comprehensive policy review (QCPR) of operational activities for development of the United Nations system.

11. In the final year of the Funding Compact, the Secretary-General’s report on funding of the United Nations development system (A/77/69/Add.1) shows that there has been solid progress on United Nations Sustainable Development Group (UNSDG) commitments, whereas the progress on Member States’ commitments is mixed. The report shows that there was a further decline in the percentage of funding for core resources to the United Nations development system, from 22 per cent in 2020 to 21 per cent in 2021, and
Despite efforts by United Nations entities to diversify the donor base, there is a continuing concentration of funding from the top 10 government contributors. There has, however, been growth in the percentage of non-core resources channelled to United Nations development system entities through other flexible instruments, such as interagency pooled funds and single-agency thematic funds.

12. UNFPA is on track in terms of all United Nations development system commitments made in the Funding Compact, meeting or surpassing almost all targets. However, regarding Member States commitments, there are several shortfalls (presented in greater detail in annex 1). Most notably, the overall ratio of core to non-core resources remains below the Funding Compact threshold. The ratio of development funding through inter-agency pooled funds as a share of development related non-core resources also declined in 2022 but remained above target levels.

13. UNFPA welcomes the proposal put forward by the Secretary General in the 2022 report on the QCPR that a new round of dialogue on the future of the Funding Compact between Member States and UNSDG entities is timely and that consideration should be given to improvements in methods of tracking implementation of the Funding Compact through solid indicators that measure real impacts.

14. Further, UNFPA supports future discussions on continuing to expand the Funding Compact as a “virtuous circle” of trust and partnership. UNFPA is committed to contributing its part, so that, in turn, governments and the public continue to significantly invest in the multilateral system.

15. Multilateralism is essential as the best platform for immediate response to global crises and the best defence against future global threats. The Funding Compact aims to achieve flexible funding that facilitates impartiality, responsiveness and the best possible use and alignment of resources. In the face of unprecedented economic and social challenges, this is more important than ever.

III. UNFPA structured funding dialogues

16. The UNFPA structured funding dialogues provide an update on the funding and financing results of the UNFPA Strategic Plan, 2022-2025, and on the progress made on entity-specific commitments of the Funding Compact. These dialogues provide a unique platform for Member States to gain a greater understanding of the funding situation of UNFPA, exchange views on ways to better link results to resources and discuss progress on the United Nations Funding Compact, while building and maintaining a diverse coalition of donors.

17. Over the past years, UNDP, UNFPA, UNICEF and UN-Women intensified their collaboration on the structured funding dialogues through an informal inter-agency working group. Taking note of the respective Executive Board requests to further improve their quality, format and reporting, the four agencies have increased harmonization in structured funding dialogue reporting; and joint structured funding dialogues with the membership of the three Executive Boards of UNDP/UNFPA/UNOPS, UNICEF and UN-Women have taken place annually since 2019.

IV. Overall funding situation

18. Despite the global economic downturn, growing conflicts and challenges to official development assistance (ODA) in 2022, UNFPA continued to maintain a healthy financial position, reaching its highest recorded contributions to date, of $1,551.2 million. UNFPA received contributions exceeding $1 billion for the sixth year in a row, surpassing the targets in the previous and current strategic plan. Core resources, which surpassed the strategic plan target by 17.4 per cent, totalled $442.5 million in 2022, an increase of 7.2 per cent from 2021. Non-core resources surpassed the strategic plan target by 44 per cent, an increase of 9.4 per cent in 2022, compared to 2021.

A. UNFPA funding architecture

19. UNFPA is voluntarily funded through public-sector donors (government, multilateral and intergovernmental partners), private donors (the private sector, foundations, giving, among others), and other

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3 All documents and materials on the UNFPA structured funding dialogues are available on a publicly available web page accessible at: https://www.unfpa.org/structured-funding-dialogues.
international sources. The UNFPA funding architecture is structured around the following funding sources and instruments:

(a) Core (or regular) resources. This refers to unearmarked funding used at the discretion of UNFPA under the guidance of its Executive Board: this type of high-quality funding constitutes the bedrock of UNFPA operations;

(b) Non-core (or other) resources. This includes the following:

(i) Thematic funds;

(ii) United Nations pooled funds and inter-agency transfers;

(iii) Other earmarked funds (at global, regional or country levels for specific projects), whether softly and tightly earmarked.

B. Funding situation per funding instrument

While the overall financial situation of UNFPA, as a voluntarily funded institution, was robust in 2022, UNFPA contribution targets are set, based on the resources estimated to be raised during the period; this necessitates a prudent budgeting and results-planning approach. Consequently, unless major shocks occur, the contribution targets are expected to be met or surpassed, based on a carefully conducted funding-scenario analysis.
21. UNFPA saw positive growth across most funding instruments. As both core and non-core resources grew in 2022, the core to non-core ratio remained stable, at 29 per cent, compared with 2021. There was growth in other forms of flexible funding, with a 41.5 per cent increase in contributions to thematic funds; this increase was across all active thematic funds. While funding from United Nations entities remained the largest single donor source for UNFPA, there was a 24 per cent decline in funding via United Nations pooled funds and an increase of 64 per cent in other inter-agency transfers, which led to an overall 12 per cent decline in all forms of funding from United Nations entities since 2021.

22. Across the United Nations development system, non-core funding has been growing at a much higher rate than core funding, which has remained somewhat stable. For UNFPA, the proportion of core funding versus non-core has dropped from a relatively balanced 45 per cent core to 55 per cent non-core in 2014 to 29 per cent core to 71 per cent non-core in 2022 (see figure 4). Therefore, it is essential for UNFPA that donors and partners continue to further adhere to the Funding Compact principles and transition towards more predictable and sustainable funding behaviours by contributing in greater proportion to core, thematic and pooled funds.
C. Resources per outcome

23. UNFPA had a robust implementation capacity, supported by an adequately funded resources framework. The cumulative indicative resources per outcome during the Strategic Plan, 2022-2025, is presented in figure 5 below. As 2022 is the first year of the new strategic plan, only one year of expenditure is presented. Of note is the high level of expenditure (42 per cent) for outcome 3 (gender equality and women’s empowerment) after the first year of the Strategic Plan, which demonstrates a positive trend towards greater investments in women and girls and in efforts to leave no one behind.
24. In figure 6 below, expenses for 2022 show a good alignment with the planned indicative allocation of resources per outcome and organizational efficiency and effectiveness (OEE) output for the four years of the strategic plan, 2022-2025.

**Figure 6.**
**Indicative budget versus actual expenses to outcomes and (OEE) outputs, 2022-2025**

25. According to the UNFPA gender marker data, investment in gender equality and women’s empowerment continues to remain steady. Gender marker data shows a general increase of expense activities, identified as primary or significant objectives towards gender equality and women’s empowerment over the last few years (figure 7). This demonstrates a strong investment in focused programming for women and girls, and substantial mainstreaming of gender across the thematic areas of UNFPA.

**Figure 7**
**UNFPA expenses, by gender marker, 2016-2022**
V. Core funding

A. The case for core resources

26. UNFPA core resources provide partner and donor countries with its unique expertise, global reach and an extensive field-based development presence in over 150 countries and territories, including in crises. Core resources allow UNFPA to effectively carry out its normative role and provide essential services to countries, communities and individuals, particularly those most in need, with high-quality support and standardized approaches. Core resources represent the most effective investment donors can make in UNFPA. Investing in UNFPA core funding has a powerful leveraging effect in the development of national capacities, health institutions, supply networks and competent human resources. UNFPA, in collaboration with United Nations country teams, also invests core resources in the coherence and effectiveness of the United Nations development system, enhancing the impact of United Nations collective action at the country level.

27. The UNFPA Strategic Plan, 2022-2025, calls for ‘leaving no one behind’, which requires mobilization of a minimum of core resources – estimated at $378 million in 2022 and growing incrementally over the strategic plan period. In recent years, UNFPA has been able to stabilize the decline in funding for core resources and succeeded in increasing core funding in 2022, as presented in figure 8 below.

28. To maintain this momentum, UNFPA launches an annual core funding mobilization campaign, which includes official communication to United Nations permanent missions and direct outreach to capitals via the UNFPA country and regional offices. UNFPA senior management (notably with the two UNFPA Deputy Executive Directors as ‘champions’) is also directly involved in these efforts, regularly advocating for core resources with officials and delegations.

29. An important part of core resource mobilization efforts is raising awareness among Member States and potential donors through regular dialogues and giving visibility to results achieved with core resources. This is also done together with partner United Nations agencies, using social media to recognize core-contributors (#PartnersAtCore; #FundUNFPA).

B. UNFPA core contributors and the need to further expand the donor base

30. The UNFPA core funding structure is characterized by a reliance on voluntary contributors of a small number of Governments. In 2022, as shown in figure 9, the top 15 donors contributed 97 per cent of the total core resources, all from the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC) countries. While UNFPA has been able to reliably count on the consistent generosity of these traditional donors, the Fund continuously seeks to broaden its donor base to lower the financial risk for UNFPA programmes.
31. Despite efforts to diversify the number of Governments providing core, the overall number of donors committing core resources declined, from 101 in 2021 to 96 in 2022. UNFPA is reinvigorating efforts to expand the core donor base through revamped materials showcasing the value of and results achieved with core funding and investing further in internal communications on how UNFPA can make the case for core. While UNFPA strives to have 150 donors contribute, analysis of funding trends suggests that a target of 110 donors to core is ambitious but realistic. As of 1 May 2022, 49 countries have thus far committed support to the UNFPA core budget, a figure similar to that of the same time last year.
32. As shown in figure 11, core contributions from non-OECD/DAC and programme countries remained low and declined slightly, to 1.0 per cent of the total volume of core. As a fully voluntarily funded organization, UNFPA calls on every Member State to provide core contributions to UNFPA, even in modest terms. All contributions make a difference. Small and medium-sized contributions have a meaningful cumulative impact on overall available core resources, without adding transaction costs.

Figure 11.
Trend of core contributions from non-OECD/DAC and programme countries, 2018-2022

33. In an effort to explore new avenues for diversifying the donor base, UNFPA launched the Individual Giving Programme to mobilize resources from the general public in 2019. In 2022, the Individual Giving Programme raised $2.4 million in funding from almost 24,000 donors in over 180 countries worldwide, which is a 153 per cent increase in funding from this source, compared to 2021. Over 63 per cent of all donations raised were in support of UNFPA core resources. Overall, the Individual Giving Programme reached its core sources annual target, further demonstrating the potential for this important source of funding for UNFPA.

C. Multi-year contributions to core resources

34. While the overall total amount of core funding increased in 2022, the volume and percentage of those funds that were contributed through multi-year commitments continued to decline (figure 12). The number of donors providing multi-year core funding to UNFPA has been fairly stable, though it has not been increasing. In 2022, 32 donors were committed to active multi-year core funding, two less than in 2021. In line with the Funding Compact commitments, UNFPA notes the importance of multi-year core funding to allow for more accurate projections and to facilitate forward planning.

4 The average duration of a multi-year agreement is four years; this is deemed viable, considering the duration of the strategic plan cycle and country programming documents.
D. The criticality of early payment of contributions

Early and timely payment of funding commitments is critical to the effective and efficient planning and management of UNFPA programmes and operations. In 2022, payments were received later in the year, in comparison with 2021 (figure 13). While UNFPA core contributions were significantly above Strategic Plan targets in recent years, current 2023 core projections are at Strategic Plan target levels, making it all the more critical to have early payment of contributions for planning and allocation purposes. UNFPA appeals to all donors to expedite payments for 2023 and to continue to demonstrate solidarity and commitment to predictability.
VI. Non-core funding and instruments

A. Overall situation and key-contributors

36. As presented in section IV above, over the first year of the Strategic Plan, 2022-2025, there was continuous and significant growth in non-core resources, both in absolute and relative terms. UNFPA top contributors for 2021 and 2022 are listed in table 1 below. Although there was a drop from 2021, United Nations pooled funds and inter-agency transfers remain the top source of non-core contributions. This demonstrates the Fund’s strong positioning within joint-up programming and its ongoing commitment to implementing United Nations development system reform.

Table 1. UNFPA non-core resources – top contributors and volume of contributions, 2021-2022

<table>
<thead>
<tr>
<th>Donors</th>
<th>2021</th>
<th>2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Nations and Interorganizational transfers*</td>
<td>247</td>
<td>217</td>
</tr>
<tr>
<td>Canada</td>
<td>73</td>
<td>134</td>
</tr>
<tr>
<td>United States of America</td>
<td>63</td>
<td>112</td>
</tr>
<tr>
<td>Sweden</td>
<td>62</td>
<td>82</td>
</tr>
<tr>
<td>European Commission</td>
<td>59</td>
<td>68</td>
</tr>
<tr>
<td>Norway</td>
<td>54</td>
<td>61</td>
</tr>
<tr>
<td>Netherlands (the)</td>
<td>52</td>
<td>49</td>
</tr>
<tr>
<td>Denmark</td>
<td>50</td>
<td>41</td>
</tr>
<tr>
<td>Bangladesh**</td>
<td>39</td>
<td>38</td>
</tr>
<tr>
<td>Republic of Korea</td>
<td>37</td>
<td>38</td>
</tr>
<tr>
<td>Others</td>
<td>315.5</td>
<td>268.7</td>
</tr>
<tr>
<td>**Total</td>
<td>1051.5</td>
<td>1108.7</td>
</tr>
</tbody>
</table>

* United Nations and intergovernmental transfer contributions include all funds received from joint funding mechanisms: joint programmes and multi-donor trust funds as well as bilateral transfers from United Nations organizations.

** Funds contributed by the Government with an international financial institution being the original source of funds.

B. UNFPA thematic funds

37. Thematic funding is a clear demonstration of good multilateral donor commitment. The Funding Compact requires Member States to double their contributions to single-agency thematic funds by 2023. In 2022, contributions to the four UNFPA thematic funds grew to $289.2 million, an increase of $84 million, or 42 per cent, from 2021. Growth was across all three currently funded thematic funds, with contributions amounting to $226.6 million for the UNFPA Supplies Partnership, $16.8 million for the Maternal and Newborn Health Thematic Fund, and $45.8 million for the Humanitarian Thematic Fund.

38. Launched in 2007, the UNFPA Supplies Partnership is a key driver of UNFPA action towards ending the unmet need for family planning by 2030. As the only United Nations thematic programme dedicated to family planning, the UNFPA Supplies Partnership expands access to and availability of quality-assured reproductive health commodity choices. It is a key mechanism to advance efforts towards sustainable family planning and maternal health programmes as part of achieving universal health coverage. UNFPA Supplies does this by accelerating global and country commitments, systems capacity and financing. The UNFPA Supplies Partnership strengthens health systems by improving supply chains, advancing policy, diversifying financing and expanding access to quality-assured contraceptives and maternal health medicines. It collaborates with partner governments to share the costs of contraceptive procurement, enhance mutual accountability, and support the journey towards long-term sustainability in family planning.
39. Good progress was made in 2022 in domestic resource mobilization, supporting the shift from development funding to development financing. Ministries of health and ministries of finance signed agreements with the UNFPA Supplies Partnership to share the costs of contraceptives with UNFPA from 2023 onwards. These country compacts are at the centre of a gradual product subsidization model. They affirm that partners recognize the value of family planning for the development of communities and countries. UNFPA launched a new UNFPA Supplies Match Fund in 2022 and used this new financing mechanism to match additional government contributions for contraceptive procurement in five countries.

40. UNFPA Supplies has programmed over $2.6 billion of family planning supplies since its inception in 2007 and is now the world’s largest provider of donated contraceptives. Currently, 24 partners and donors support the partnership. Contraceptives provided through the UNFPA Supplies Partnership in 2022 had the potential to reach 21 million women and girls in the lowest-income countries, averting 8 million unintended pregnancies, 170,000 maternal and child deaths, and 2.2 million unsafe abortions. These contraceptives, worth approximately $84 million, will save countries and families an estimated $508 million in reduced care for pregnancy, delivery and post abortion care.

41. The Maternal and Newborn Health Thematic Fund is the global flagship programme of the UNFPA maternal and newborn health portfolio, which has been engaged in accelerating efforts to deliver on the 2030 Agenda and meet the transformative result of zero preventable maternal deaths. Since its inception in 2008 – through catalytic investments in health-system strengthening efforts focused on emergency obstetric and neonatal care, midwifery, ending obstetric fistula, and maternal and perinatal death and surveillance and response – the thematic fund has achieved tangible results: 120,000 maternal deaths have been averted; 350,000 midwives have been trained and educated; over 130,000 fistula repair surgeries have given women back their dignity; and 116,000 pregnant women are now benefiting from improved quality in healthcare since the COVID-19 pandemic. In 2024, the Maternal and Newborn Health Thematic Fund will enter its fourth four-year phase, covering 2024-2027. In the new phase, the thematic fund will integrate the impact of megatrends, such as climate change, demographic shifts, inequalities and digitalization; dig deeper into issues of maternal and newborn well-being and respectful maternity care; enhance engagement with communities; and further integrate gender-transformative approaches in programming and align it with a larger corporate maternal and newborn health plus well-being strategy being concurrently developed.

42. The Humanitarian Thematic Fund provides flexible, multi-year funding, enabling UNFPA to respond quickly at the beginning of a crisis and to furnish assistance when humanitarian responses are underfunded. The fund aims to increase the total amount available to respond to emergencies and to channel that funding where needed the most. Financed by government and private donations, the fund pools donor contributions to reduce transaction costs. Covering all aspects of UNFPA humanitarian response appeals, without geographical, thematic or time-frame earmarking, the fund allows UNFPA to act more quickly and more efficiently wherever disaster strikes. The Humanitarian Thematic Fund supported around 50 country and regional offices with $34 million in 2022, including rapid response funding for the crisis in Ukraine and neighbouring countries. In many humanitarian settings, the thematic fund provided vital seed funding to kick-start response operations while waiting for the receipt of bilateral donor contributions.

43. The Population Data Thematic Fund aims to increase support for strengthening population data systems at national and subnational levels, considering that population data is at the core of over 45 per cent of the SDGs and the need to identify and reach those left furthest behind first. The thematic fund is structured into four pillars: (a) population and housing census; (b) civil registration and vital statistics; (c) geospatial data and the UNFPA Population Data Portal; and (d) demographic shifts. The thematic fund also is focused on providing support to countries in addressing demographic changes in a large spectrum of countries (from high-fertility and youthful population to low fertility and ageing) for harnessing demographic dividends and building demographic resilience. The Population Data Thematic Fund became operational with an initial contribution of $2.2 million in early 2023.

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4 This figure includes funding allocated in 2022 and funds remaining from 2021 that were rolled over and allocated in 2022.
C. United Nations pooled funds and joint programmes

44. Contributions from the United Nations system remain one of the largest sources of funding to non-core in 2022. United Nations pooled funds and joint programmes require integrated joint delivery and collaboration to bring added value at the global and local levels. As shown in figure 3, funding via this modality declined from $247 million to $217 million in 2022, a decline of 12 per cent. UNFPA, however, continues to be one of the United Nations entities with the highest proportion of non-core resources originating from joint activities.

45. In 2022, UNFPA delivered a significant portion of its gender, youth and peace activities through joint programmes funded by the United Nations Secretary-General’s Peacebuilding Fund, which is managed by the Peacebuilding Support Office. With a total of approximately $16 million, UNFPA was the third largest recipient of funding from the Peacebuilding Fund. These joint programmes focused on harnessing the potential of women, indigenous communities and youth as well as strengthening the capacities of key regional and local institutions to respond to conflict and build the resilience of affected communities. These contributions are a reflection of the growing recognition of the need to support the positive contributions that women and young people can have in effective peacebuilding.

46. UNFPA continues to partner at scale with other United Nations agencies as one of the founding partners of the Spotlight Initiative to eliminate violence against women and girls, and with UNICEF on the Joint Programme to End Female Genital Mutilation as well as the Global Programme to End Child Marriage.

<table>
<thead>
<tr>
<th>Joint United Nations programmes of elimination of harmful practices</th>
</tr>
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<tbody>
<tr>
<td>The UNFPA-UNICEF Joint Programme on the Elimination of Female Genital Mutilation and the UNFPA-UNICEF Global Programme to End Child Marriage are the largest global programmes addressing female genital mutilation (FGM) and child marriage. They help to create enabling policy and legal environments for abandoning these harmful practices, building social movements, advancing equitable social and gender norms, promoting girls’ agency, and ensuring girls and women’s access to opportunities and services.</td>
</tr>
<tr>
<td>While the joint programmes provide direct financial and technical assistance in 17 (for FGM) and 12 (for child marriage) priority countries, many interventions especially on generating data and evidence, mobilizing social movements and facilitating knowledge exchange have a global reach.</td>
</tr>
<tr>
<td>In 2022, the joint programmes prevented 111,425 girls from undergoing FGM; reached 18.8 million individuals through communications campaigns on gender equality and FGM elimination; engaged over 4 million men and boys in dialogues on harmful masculinities and gender norms; facilitated 1.2 million people making public declarations to abandon FGM; engaged 6.3 million girls in life skills or comprehensive sexuality education interventions; and involved 16.1 million individuals in education sessions on consequences of and alternatives to child marriage.</td>
</tr>
</tbody>
</table>

D. Programme country Governments and international financial institutions

47. The contributions of programme countries to their own country programmes decreased, from $76.6 million in 2021 to $51.1 million in 2022. Of this amount, $27.2 million came directly from programme country Governments, which is an increase of 37 per cent. The remaining $24 million was through financing support received from international financial institutions.
48. UNFPA is making significant efforts to support Governments in accessing sustainable development financing and increasing domestic resource allocations for their own development goals. The Fund is greatly increasing its role and competitiveness in SDG financing. Under this umbrella, UNFPA is developing tools for UNFPA country offices, United Nations country teams and Governments to raise the profile of population issues and sexual and reproductive health and reproductive rights in national financing strategies. This is done by supporting countries in costing national and subnational plans and developing evidence-based economic analyses to demonstrate the cost-effectiveness of interventions and advocate for greater and better public allocation of resources towards sexual and reproductive health and reproductive rights and, more broadly, the SDGs.

49. In line with the Secretary-General’s Roadmap for Financing the 2030 Agenda, UNFPA has focused on developing joint frameworks of collaboration with multilateral development banks to strengthen regional and country-level synergies. UNFPA has become a trusted partner for international financial institutions. This kind of collaboration is exemplified by the active role of UNFPA in showcasing the links between gender-based violence and reproductive health interventions with economic empowerment activities for women and girls through joint analyses and peace and recovery assessments with international financial institutions and United Nations development system partners. Thanks to these efforts, UNFPA has been able to advocate for the inclusion of gender-based violence and sexual and reproductive health (SRH) components in country-specific financing plans of several international financial institutions.

50. Beyond the already well-established partnerships, UNFPA is engaging with a growing number of international financial institutions through technical cooperation and implementation of programmes financed by the international financial institutions.6

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* Funding received from programme country Governments to UNFPA where the original source of funds was an international financial institution.

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6For further information on UNFPA engagement with international financial institutions, please see the paper, “UNFPA Engagement with the International Financial Institutions,” shared with the Executive Board of UNDP, UNFPA and UNOPS at the first regular session 2023.
Equity and reinforcement of the educational system
UNFPA, through World Bank Group financing, is supporting the Government of the Democratic Republic of Congo to implement gender-based violence response activities under the Equity and Reinforcement of the Educational System Project (Projet d’Équité et de Renforcement de Système Éducatif).
This gender-based violence prevention and response project started during the COVID-19 pandemic and has been an instrumental tool in providing a survivor-centred and human rights-based approach towards gender-based violence survivors in the country.
With World Bank financing, UNFPA was able to create a referral mechanism for the prevention, alerting, and emotional support of survivors of sexual exploitation and abuse.

51. UNFPA also continues to work with governments and financial institutions to set up blended finance mechanisms to invest in programmes on sexual and reproductive health and reproductive rights and cost-saving modalities for the effective procurement of sexual and reproductive health (SRH) commodities, or to set up levies on specific products to finance youth programmes.

E. European Commission
52. In 2022, non-core contributions received from the European Commission increased from $59 million in 2021 to $82 million, an increase of $23 million. The partnership between UNFPA and the European Commission continues to grow, evident by 11 new agreements and four funding top-ups to existing agreements.
53. UNFPA support from the European Commission Directorate-General for European Civil Protection and Humanitarian Aid Operations included humanitarian activities in Afghanistan, Iran, Iraq, Jordan, Lebanon, South Sudan, Sudan, Syrian Arab Republic, Türkiye, Ukraine and Yemen. Also, new funding was granted to continue operations in Afghanistan, Lebanon, Moldova, South Sudan, Syrian Arab Republic and Yemen.

UNFPA partnership with the European Commission in Iraq
In Iraq, because of its partnership with the European Commission, UNFPA provided 324,827 primary health care consultations at reproductive health clinics (static and mobile) including: antenatal and postnatal care, family planning, management of sexually transmitted diseases, menstruation hygiene and gynaecological consultations.
UNFPA also supported 26,764 vulnerable women in providing safe deliveries (19,896 cases of normal vaginal delivery and 6,868 caesarean sections).

54. UNFPA partnered with the European Commission Directorate-General for International Partnerships (DG INTPA), the Directorate-General for Neighbourhood and Enlargement Negotiation (DG NEAR) and the Directorate General for Migration and Home Affairs (DG HOME) on a wide range of interventions dealing with sexual and reproductive health and rights, gender-based violence, gender equality, population data, and
youth engagement. This was done through 39 different projects, taking place in 29 countries across all regions. A new €45 million contribution by DG INTPA was provided to the global UNFPA Supplies Partnership thematic fund. This is the largest-ever contribution by the European Commission to UNFPA for a single programme. In addition, new funding was provided by DG INTPA for the Health Resilience Fund in Zimbabwe and the third National Immigrant Survey in the Dominican Republic. DG NEAR also provided new funding for gender-based violence-related interventions in Bosnia-Herzegovina.

55. Another increasingly important dimension of the partnership between the European Union and UNFPA is through indirect funding, where European Union funds for UNFPA activities are channelled through United Nations joint programmes administered by partner United Nations organizations (including through the Multi-Partner Trust Fund Office). One of these joint programmes is the Spotlight Initiative by the European Union and the United Nations. Its aim is to eliminate all forms of violence against women and girls and to contribute towards the achievement of the SDGs, specifically SDG 5 on gender equality and SDG 16 on inclusive societies. In 2022, UNFPA received non-core contributions under the Spotlight Initiative amounting to $22 million. Other non-core contributions from the European Union amounting to $4 million were made to UNFPA through the Joint SDG Fund, the Peacebuilding Fund, the Regional Development and Protection Programme, the EU4Gender Equality programme in the Eastern Europe and Central Asia region, as well the Future Today Programme in Armenia.

F. Emergency preparedness and humanitarian response

56. UNFPA humanitarian non-core contributions grew to an all-time high of $467.6 million in 2022. This amount consists of $421.7 million in earmarked funding for humanitarian response plans plus $45.8 million in flexible funding provided through the Humanitarian Thematic Fund; 41 per cent of the total non-core funding to UNFPA was for humanitarian response. This is a 34 per cent increase from 2021 and 172 per cent more than the amount received in 2018.

57. Significant new contributions were provided for humanitarian interventions in Afghanistan, the Syria regional response, Ukraine and neighbouring countries, and Yemen. These four emergencies attracted more than fifty per cent of UNFPA humanitarian non-core resources in 2022, around $249 million in total.

58. In addition to non-core resources mobilized, UNFPA continues to demonstrate its commitment to humanitarian work through internal mechanisms that allocate a portion of core resources each year to address sudden onset crises and urgent needs in underfunded humanitarian response plans. The UNFPA Emergency Fund, an internal funding mechanism approved by the Executive Board to provide UNFPA field offices with initial funding to jump-start humanitarian activities before other resources become available, is financed from core resources. The Emergency Fund allows teams to invest in preparedness activities and respond to protracted crises, expanding the reach and scope of the life-saving humanitarian operations of UNFPA. In 2022, the Emergency Fund allocated $10 million to 33 UNFPA country and regional offices. Additionally, UNFPA has the Humanitarian Response Reserve, which operates as a revolving fund for country and regional offices to access and utilize core resources while awaiting donor fund transfers. In 2022, the Humanitarian Response Reserve provided bridge funding totalling $24.9 million for pre-financing humanitarian activities in 26 UNFPA country offices.

59. Interagency pooled funding mechanisms, including the Central Emergency Response Fund (CERF) and country-based pooled funds, provided $45.3 million in resources to UNFPA in 2022, the second-largest source of humanitarian funding. These funds provide critical support in the immediate aftermath of conflicts or disasters, providing life-saving support in underfunded emergency contexts and supporting effective coordination and prioritization of interventions. In 2022, CERF and country-based pooled funds supported UNFPA operations in 32 countries.

60. With this humanitarian funding, UNFPA response teams were on the ground throughout 2022, in response to the devastating effects of protracted crises, natural disasters or disease outbreaks, saving lives and restoring dignity and hope to affected populations in critical emergencies, including scale-up in the particularly high-profile emergencies in Afghanistan, the Central Sahel, northern Ethiopia, the Horn of Africa, Somalia, the Syrian Arab Republic, Ukraine, and the Republic of Yemen.

61. In 2022, UNFPA and its partners provided life-saving assistance to more than 30 million women, girls, and young people, including services and supplies for emergency obstetric care and to prevent maternal and newborn deaths, family planning and emergency contraception. More than 22 million women of reproductive...
age received sexual and reproductive health services in 50 countries. Approximately 2 million women, girls and young people were reached with gender-based violence prevention, risk mitigation and response services in 46 countries. Overall, 40 per cent of UNFPA humanitarian funds in 2022 went to support local partners.

G. Funding accelerator instruments

62. In moving from funding to funding and financing, UNFPA has been piloting and operationalizing various types of accelerator instruments to explore new and innovative mechanisms to achieve Strategic Plan outcomes and the three transformative results.

63. In December 2021, UNFPA launched its first Accelerator Fund – Equalizer. It invests exclusively in innovations by women, for women and with women, leveraging technology and innovation to equalize opportunities for women and girls. With three key Government donors and a few businesses supporting Equalizer with a total of $2 million in 2022, the Fund invested in 10 women-led social enterprises in developing countries innovating in areas covered by the UNFPA mandate, providing them with equity-free grants and mentorship to help position their innovations to scale. The supported innovations reached over 300,000 women and girls in 21 countries.

64. In 2022, UNFPA launched the Strategic Investment Facility, a mechanism that provides modest amounts of regular resources catalytically, aimed at facilitating the leveraging of additional financing and investments for sexual and reproductive health and rights. The Strategic Investment Facility is part of the concerted move by UNFPA to support programme countries in shifting from a development “funding” model to a “financing” model. After only one year of implementation, 16 country offices implemented projects with seed funds from the investment facility and produced significant returns. In Rwanda, for example, UNFPA established, through the investment facility, 18 health posts in hard-to-reach areas using a public/private community partnership investment model. As a result, over 125,000 women and young people benefited from high-quality sexual and reproductive health services.

65. The UNFPA Executive Committee has formally endorsed the creation of a bridge financing mechanism for domestic resource mobilization – Reproductive Health Bridging Fund – functioning as a funding guarantee mechanism that facilitates developing countries in purchasing SRH commodities. Through pilots run in Chile, Lesotho and Honduras, it was demonstrated that this mechanism could be an effective tool to incentivize countries to use their own resources to access affordable and quality-assured SRH commodities, while avoiding stockouts, improving efficiencies and reducing costs.

H. Private-sector and other strategic partnerships

66. In 2022, UNFPA continued to strengthen its partnerships with non-traditional partners, securing $45.4 million in contributions from the private sector and establishing over 100 new partnerships. The above figures include in-kind services of $300,000 not recognized as revenue, in line with the UNFPA revenue recognition policy. UNFPA has also developed a new strategic partnerships corporate framework.

67. UNFPA is establishing a wide portfolio of global corporate partners that equip the organization with the resources, skills and solutions to accelerate the impact of its programmes. For example, a new partnership was launched in Thailand with the company Reckitt, which provided $1.5 million to prevent teenage pregnancy and sexually transmitted infections among young people. The company is additionally providing advocacy through its brands, such as Durex, and is looking at replicating the model in different countries in 2023.

68. UNFPA continued to develop its partnerships with foundations and philanthropy, including a significant new $10.5 million grant from the Bill & Melinda Gates Foundation to further strengthen the UNFPA global leadership and integrated support to field teams on sexual and reproductive health and rights, family planning and maternal and newborn health. UNFPA has also developed a foundation and philanthropy strategy to guide engagement with foundations globally, focusing on expanding the foundation funding portfolio and building internal capacity for engagement with foundations.

69. UNFPA is working with specific organizations to bring visibility to the work of the organization and the financial contributions made by partners. For example, UNFPA partnered with Global Citizen to announce that several major donors contributed more than $100 million to ensure access to family planning and other vital health services for women and girls during their global concert in September 2022. This allowed UNFPA to showcase these contributions during an event followed by millions of viewers.
70. In addition, UNFPA further scaled up outreach to the public to solicit donations to programmes and operations through the UNFPA Individual Giving Programme, raising almost $2.5 million.

I. South-South and triangular cooperation

71. South-South and triangular cooperation (SSTC) has been highlighted as one of the enablers for ensuring that UNFPA remains ‘fit for purpose,’ agile and relevant in a fast-changing world. It has the potential to build bridges and create a more conducive partnership environment for international cooperation among developing countries. With this in mind, the UNFPA Strategic Plan, 2022-2025, features SSTC as one of the accelerators for results; and UNFPA launched in 2022 a new organizational SSTC strategy to help realize this acceleration. This is a conscious departure from the previous, ad-hoc practice of utilizing SSTC to a more concerted and systematic approach. UNFPA is thus better positioned to help countries identify their comparative advantages and priorities, support the creation of networks of partners, facilitate the exchange of lessons learned and help them utilize or apply SSTC solutions, knowledge and context-specific innovative programme models to advance implementation of the ICPD Programme of Action. Early initiatives to operationalize the SSTC strategy included UNFPA contributions to the United Nations inter-agency publication “Good Practices in South-South and Triangular Cooperation in LDCs”; development of a new SSTC online course to support the capacity development of staff; support to several field offices in accessing SSTC funding mechanisms, and launch of new organizational guidance on working with SSTC centres of excellence.

VII. Strategic considerations and future directions

A. 2023 and beyond

72. The UNFPA integrated budget, 2022-2025, provides the estimated resources needed to achieve the results outlined in the UNFPA Strategic Plan, 2022-2025. The budget, totalling $5,045 million for the four years of the strategic plan, comprises $1,516 million in core resources and $3,529 million in non-core resources contributions. The 2023 contribution target is $1,208 million. In setting targets during a period of growing global uncertainty, UNFPA endeavoured to set a prudent strategic course for four years while staying nimble, realizing that course corrections might be necessary.

73. Figure 14 below presents the annual targets for core and non-core resources over the course of the UNFPA Strategic Plan, 2022-2025.

![Figure 14. UNFPA Strategic Plan, 2022-2025, targets (in millions of $)](chart)
Despite the stresses on the global economy in 2022, UNFPA funding grew. This was in part due to one-off increases to core funding from several top government donors and from a growth in humanitarian funding, particularly to meet the needs in Afghanistan and Ukraine.

In 2023, UNFPA does not anticipate reaching the 2022 levels of funding. Current projections show UNFPA is likely to meet the core target of $378 million but not to significantly surpass it. This is primarily due to a reduction in core funding from one major government donor to core and an anticipation that UNFPA will not receive as many one-off top-ups as in 2022. Additionally, analysis shows that development funding to UNFPA is stable, though it did decline slightly in 2022. Support at the onset of humanitarian crises tends to be robust, and while it is anticipated that non-core funding will remain stable, it may be lower in 2022 depending on the number and scale of crises. While intensified efforts are underway to increase contributions and expand the donor base, UNFPA is taking a prudent approach to budgeting in light of projected financial constraints.

Income projections and forecasting are reviewed monthly, to ensure financial sustainability and assess the need for adjustments if projections fall short of targets. Income projections are based on fundraising estimates, based on analysis of national strategies and budgets, commitments by donors and partners, expected contributions to thematic and other funding instruments, as well as other macro-economic and political parameters and various financial forecasts (including foreign currencies exchange rates fluctuations).

Of particular concern is the potential impact of exchange rate fluctuations of foreign currencies on the existing and expected pledges to UNFPA core resources and future tranche payments (as part of existing agreements). UNFPA requests all contributors to make early payment in 2023 and subsequent years to lessen the potential negative impact of currency volatility and enable a more reliable planning of available resources.

In light of a general global economic downturn and an increasingly complex humanitarian environment, the economies of many key traditional donors of UNFPA have come under strain. Faced with challenges to official development assistance and a changing political landscape, UNFPA remains vulnerable as a voluntarily funded organization; more than ever, it underscores the necessity to maintain a robust forecasting and prudent management approach in the UNFPA integrated budget, 2022-2025.

Mindful of the projected economic contraction and the tightening of fiscal space, UNFPA will continue to make prudent income projections, and adopt prudent approaches to budget management, factoring in volatility and uncertainty. As in past years, UNFPA is taking a long-term strategic approach when managing higher-than-projected income from previous years. Not all core resources carried forward from 2022 will be distributed in 2023, due to the uncertainty of donor commitment and the continued volatility in foreign currency exchange rates. These resources will be used progressively over the current strategic plan, in line with the approved integrated budget, 2022-2025, and will allow for necessary adjustments if projected income does not materialize.

UNFPA again encourages all Member States to prioritize multi-year funding and early payment as these are critical for the achievement of strategic plan outcomes; they are vital to funding the organization’s strategic responses to shifting global challenges and emerging crises. Member States are urged to match contribution levels to the endorsed budgets and to indicate anticipated contribution amounts promptly, particularly in cases of funding decreases or programme cuts.

To realize the commitments of the 2030 Agenda, UNFPA plays a leading role in implementing and mobilizing partnerships and investments around the three transformative results. This requires UNFPA to scale up evidence, advocacy, programming and operations towards the 2030 Agenda vision. The costing and financing initiative will help to address the financing gaps in achieving the SDGs by using sound economic, rights-based and impact arguments and by scaling up evidence-based advocacy and policy dialogue. It will also leverage the momentum generated by the ICPD+25 voluntary national commitments. UNFPA will continue to help countries, at their request, to deliver on their voluntary national commitments, as part of the United Nations development system and the SDG framework.
82. The integrated budget, 2022-2025, while reflecting elevated ambitions for the three transformative results, is nevertheless based on prudent income projections. The needs of the strategic plan and country programmes, however, are much higher, as evidenced by the $222 billion investment gap revealed in the costing exercise prepared for the 2019 Nairobi Summit (see table 3).\(^7\)

Table 3.
Achieving the three transformative results: cost and funding gaps

<table>
<thead>
<tr>
<th>Transformative results</th>
<th>Total amount needed, 2022-2023</th>
<th>Projected amount available to spend, 2020-2030 as development assistance at the country level</th>
<th>New investment needed, 2020-2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. End preventable maternal death</td>
<td>$115.5 billion</td>
<td>$11.9 billion</td>
<td>$103.6 billion</td>
</tr>
<tr>
<td>2. End the unmet need for family planning</td>
<td>$68.5 billion</td>
<td>$8.6 billion</td>
<td>$59.9 billion</td>
</tr>
<tr>
<td>3. End gender-based violence and all harmful practices:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3a. Female genital mutilation</td>
<td>$2.4 billion</td>
<td>$275 million</td>
<td>$2.1 billion</td>
</tr>
<tr>
<td>3b. Child marriage</td>
<td>$35.0 billion</td>
<td>$10.9 billion</td>
<td>$24.1 billion</td>
</tr>
<tr>
<td>3c. Gender-based violence</td>
<td>$42.0 billion</td>
<td>$9.5 billion</td>
<td>$32.5 billion</td>
</tr>
<tr>
<td>Total</td>
<td>$264 billion</td>
<td>$42 billion</td>
<td>$222 billion</td>
</tr>
</tbody>
</table>

83. In 2021, UNFPA and its academic partners began analysing the cost-benefit ratios of investing in the three transformative results. Some of the findings were as follows:

(a) Every dollar invested in ending preventable maternal deaths and the unmet need for family planning by 2030 will bring economic benefits of $8.78 by 2050.

(b) Every dollar invested in ending female genital mutilation by 2030 will bring economic benefits of $10.13 by 2050.

(c) Every dollar invested in ending child marriage by 2030 will bring economic benefits of $33.60 by 2050.

84. UNFPA has also supported countries in developing ‘country investment cases,’ to mobilize domestic financing for the three transformative results by leveraging costing and impact modelling tools to contribute towards the achievement of the SDGs. As a similar holistic option, UNFPA has used these models to make the case for flexible funding towards the entirety or multiple outcomes of country programmes. For example, the country programmes for Ethiopia, Somalia and South Sudan have received this form of flexible funding from donors.

Investment case in the Arab States region, 2022-2030

- For every $1 spent in ending unmet need for family planning and preventable maternal deaths in 12 countries in the Arab States region, $5 in returns can be expected.
- For every $1 spent in ending female-genital mutilation in 6 high-burden countries in the Arab States region, $5.02 in returns can be expected.
- For every $1 spent in ending child marriage in 7 countries in the Arab States region, $35.10 in returns can be expected.

\(^7\) UNFPA, “Costing the Three Transformative Results,” January 2020.
D. Efficiency and transparency

85. UNFPA will continue to improve managerial and programmatic excellence, including through efficiency measures, as per the Funding Compact. UNFPA made good progress in achieving its organizational effectiveness and efficiency targets in 2022 and will seek to maintain this high level of performance in 2023 and beyond. UNFPA was able to realize operational cost avoidance of $34.7 million during 2019-2022 ($10.5 million in 2022 alone). In addition, UNFPA realized cost avoidance from business operations strategies of $14.1 million during 2019-2022, whereby $5.1 million was realized in 2022 alone.

86. In 2022, UNFPA undertook several organizational adjustments to support the achievement of results in the UNFPA Strategic Plan, including migrating key business functions to an Oracle Cloud-based, joint enterprise resource planning platform. By the end of 2022, 50 of the expected business functions were automated, including the contracts module for recording new funding received. In addition, UNFPA rolled out phase 1 of a new customer relationship management system using the Salesforce platform to all regional and country offices to better capture and track funding opportunities in real-time in order to forecast the funding pipeline more accurately. Future phases will be focused on internal coordination around partnership intelligence sharing.

VIII. Conclusion

87. Despite global challenges, UNFPA achieved good resource mobilization and programmatic performance and is in solid financial health, owing to the continued support of its donors and its sound financial management practices. The outlook for 2023 remains difficult to predict conclusively, with future contributions flows highly dependent on the state of geopolitical affairs and the extent to which these will impact government commitments to ODA and to domestic resource allocations in programme countries. Timely inflows of predictable contribution, especially for core resources and flexible forms of non-core resources, are critical for sustaining UNFPA operations and the achievement of its strategic objectives.

88. UNFPA encourages all Governments to increase their contribution levels to core resources and other high-quality funding instruments, such as the UNFPA thematic funds. UNFPA urges donors to maintain early and timely contribution commitments and payment schedules to ensure the Fund’s actions have the greatest possible impact.

89. Within an increasingly difficult funding landscape, the need for core resources and increased multi-year funding, in keeping with the Funding Compact, cannot be overstated. Getting resource mobilization right and effectively catalysing a broader financing of the SRHR agenda will be critical for the successful implementation of its strategic plan and the realization of the transformative vision for women, girls and young people. UNFPA extends its deep appreciation to all donors for the contributions recorded in 2022 and the early months of 2023.

IX. Elements of a decision

90. The Executive Board may wish to:

(a) Take note of the report on the UNFPA structured funding dialogue, 2022-2023 (DP/FPA/2023/8);

(b) Note the importance of sufficient and predictable regular (core) resources linked to intended and demonstrated results, as these are critical for UNFPA to deliver on the Strategic Plan, 2022-2025, respond to various humanitarian crises and to help realize the 2030 Agenda for Sustainable Development;

(c) Recall the importance of broadening the contributor base, and encourage UNFPA to engage with Member States to consider prioritizing contributions to UNFPA regular resources in a timely and predictable manner, in line with the United Nations Funding Compact, and also encourage the Fund to continue to make efforts in terms of visibility and recognition of contributions, including for regular resources;

(d) Note the importance of flexible thematic funding, as critical for the Fund to be able to accelerate programming to meet the three UNFPA transformative results and the Sustainable Development Goals;
(e) Encourage UNFPA to continue its dialogue with Member States, through the structured funding dialogues, on shifting from highly earmarked funds to more predictable and flexible funding, especially for core resources, and to adhere to the mutually reinforcing commitments of the Funding Compact.