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UNFPA – Structured funding dialogue

UNITED NATIONS POPULATION FUND

Report on the structured funding dialogue, 2023-2024

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 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. It also presents forward-looking perspectives on UNFPA funding in 2024 and 2025. The report concludes with elements of a decision and an annex on UNFPA progress in implementing the funding compact.

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ANNEXES

Annex 1. Funding compact – UNFPA agency-specific reporting, 2023

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](#)).¹
3. In line with the UNFPA strategic plan, 2022-2025, this report provides an overview and analysis of the resource trends, the current funding situation, and funding and financing perspectives, considering both regular (core) resources and other (non-core) resources, and on the progress made on entity-specific commitments of the funding compact.
4. The structured funding dialogues are also 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 funding compact, while building and maintaining a diverse coalition of donors.²
5. 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. 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, in this pivotal year of the 30th anniversary of the ICPD (ICPD+30).
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, while actively engaging in dialogue with Member States and all relevant partners to leverage adequate resources and partnerships to support the three 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

7. The 2019 funding compact between the United Nations Sustainable Development Group and Member States is a core element of the United Nations development system reform. It is anchored in a mutual understanding that for the United Nations to effectively support achievement of the SDGs by 2030, significant changes in funding are necessary. The funding compact aimed to shift funding towards higher-quality resources that would allow the United Nations to respond in integrated, flexible and dynamic ways to the expectations and priorities of Member States, in line with the 2030 Agenda for Sustainable Development. This process was to be supported by dedicated actions to build trust and confidence among Member States and the United Nations development system entities and to strengthen the case for such funding arrangements, based on a more collaborative, effective, efficient, transparent and accountable United Nations development system.

¹ Implementation of General Assembly resolution 71/243 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system, 2023: funding compact. Report of the Secretary-General (unedited advance version).

² All documents and materials on the UNFPA structured funding dialogues are available on the UNFPA website: <https://www.unfpa.org/structured-funding-dialogues>.

8. Five years after the adoption of the funding compact, advances towards its commitments and targets have been uneven, as attracting high-quality funding continues to be a major challenge for the United Nations development system.

9. UNFPA is on track for all United Nations development system commitments made in the funding compact, meeting or surpassing all targets. However, regarding Member States commitments, there are several shortfalls (presented in greater detail in annex 1). Most significantly, the overall ratio of core to non-core resources remains below the funding compact threshold of 30 per cent.

10. UNFPA remains committed to and values the opportunity to hold annual structured funding dialogues with Member States. In an effort to harmonize the types of funding data shared, UNFPA has a close collaboration with an inter-agency group comprising UNFPA, UNDP, UNICEF and UN-Women to share data around funding trends and results and to discuss progress in implementing the funding compact.

11. UNFPA welcomes the endorsement of a new and ambitious funding compact, scheduled for later in 2024, and looks forward to developing new approaches across the United Nations development system and internally to continue 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. In the face of unprecedented economic and social challenges, multilateralism remains the best platform to respond to global crises and the best defence against future global threats.

III. Overall funding and expenditure situation

12. Despite global conflicts and challenges to official development assistance, UNFPA surpassed the \$1 billion mark for the seventh year in a row and continues to maintain a healthy financial position, with \$1,424.5 million total contributions received in 2023,³ which is above the UNFPA Strategic Plan target by 17.8 per cent, but 3.6 per cent less than in 2022. The decrease is attributable to a 12.2 per cent decline in contributions received for core resources (\$383.9 million), which led to a decline in the ratio of core to non-core resources to 27 per cent, falling below the funding compact ratio of 30 per cent. Contributions to non-core resources surpassed the strategic plan target by 25 per cent, but remained at equal levels (\$1,041 million) as in 2022. There was a decline of 30 per cent in contributions received by UNFPA thematic funds – the most flexible form of non-core resources – in 2023 (\$195.2 million). The decrease in core funding and thematic funding reflects an ongoing and serious trend of declining flexible funding to UNFPA.

A. UNFPA funding architecture

13. UNFPA is voluntarily funded through public-sector donors (governments, multilateral and inter-governmental partners) and private donors (the private sector, foundations, individual giving, among others). The UNFPA funding architecture is structured around the following funding sources and instruments:

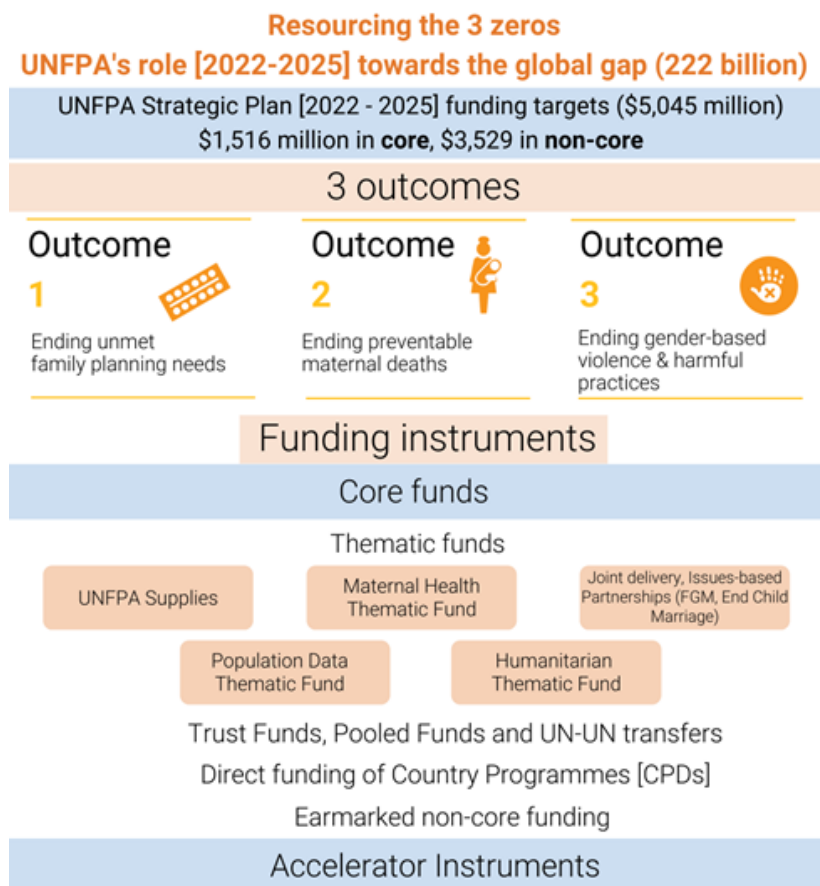
- (a) *Core (or regular) resources*. This refers to unearmarked funding used at the discretion of UNFPA under the guidance of its Executive Board: this type of high-quality funding constitutes the bedrock of UNFPA operations;
- (b) *Non-core (or other) resources*. This includes the following:
 - (i) Thematic funds;
 - (ii) United Nations pooled funds and inter-agency transfers;

³ In 2022, a revised accounting policy was introduced, in line with the International Public Sector Accounting Standards. UNFPA was requested by the United Nations Board of Auditors to modify its accounting policy for revenue recognition for contributions to core resources. Because of this change, all figures for both core and non-core resources in 2023 are shown as contributions received, i.e. the amount of cash transferred to UNFPA in a particular year. To allow for comparability of data between 2022 and 2023, the figures for 2022 have been restated to also reflect contributions received. Data prior to 2022 remain as reported in previous years and in line with previous reporting standards.

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

Figure 1

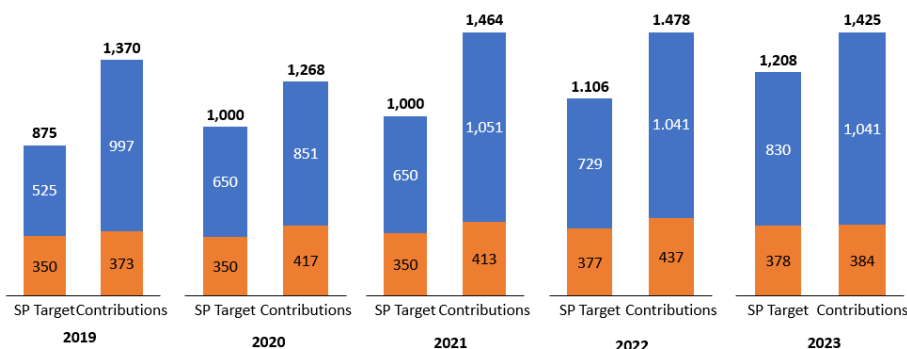
Resourcing the three zeros: the role of UNFPA toward closing the global funding gap



B. Funding overview per funding instrument

14. The overall financial situation for UNFPA was robust in 2023. UNFPA contribution targets are established based on carefully conducted funding-scenario analysis and approved by the Executive Board in the UNFPA integrated budget. Since it is a voluntarily funded institution, UNFPA takes a prudent budgeting and results-planning approach; unless major shocks occur, the contribution targets are expected to be met or surpassed.

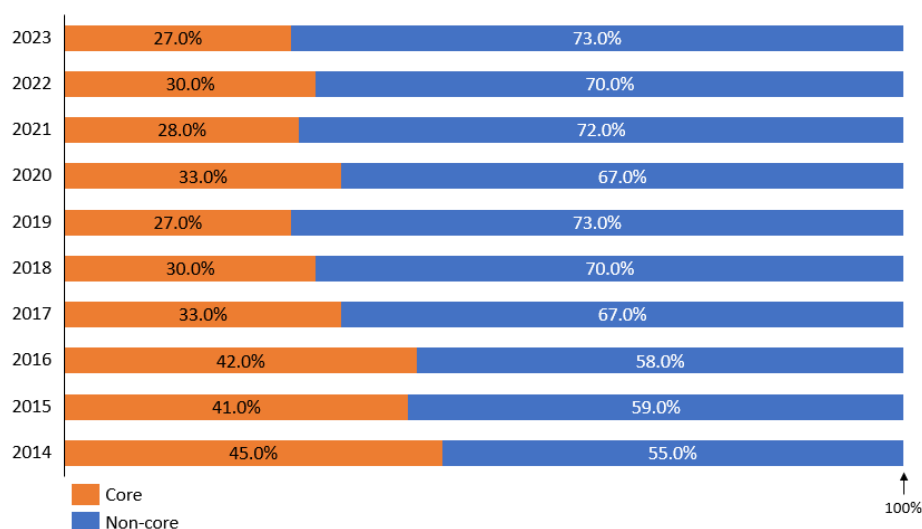
Figure 2
Strategic plan targets compared to actual contributions, 2019-2023
(in millions of \$)



15. Overall, UNFPA resource mobilization efforts resulted in a stable funding situation in 2023. The total contributions received declined slightly by \$53 million, or 3.6 per cent less than in 2022. This is reflective of a relatively consistent funding level over the past three years. While the amounts of non-core funding mobilized in 2022 and 2023 were almost identical, the overall decline was due to a reduction in core resources, which are the highest-quality and most valued form of flexible funding to the United Nations.

16. 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. This is consistent with UNFPA funding where the proportion of core funding versus non-core has dropped from a relatively balanced ratio of 45 per cent core to 55 per cent non-core in 2014 to a ratio of 27 per cent core to 73 per cent non-core in 2023.

Figure 3
Core versus non-core contribution ratios, 2014-2023



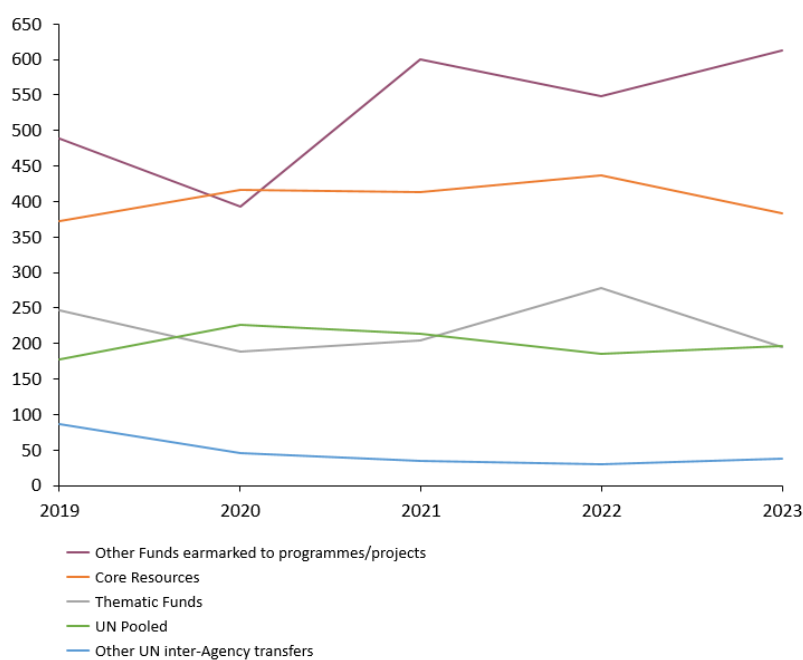
17. For non-core funding, in 2023, there was varying degrees of growth in contributions provided by all types of donors, such other United Nations entities, programme country governments, international financial institutions, the European Commission, and the private sector. However, there was a decline in funding via UNFPA thematic funds in comparison with 2022.

18. When reviewing the evolution of different funding instruments over the past five years (figure 4), a concerning trend around the marked growth in funds earmarked for specific programmes/projects, coupled with declines or flatlining of funding through flexible and high-quality instruments, such as core, thematic and inter-agency funding modalities, can be noted.

Figure 4

Evolution and relative proportion per UNFPA funding instruments, 2019-2023

(in millions of \$)



C. Resources per outcome

19. The cumulative indicative resources per outcome during the UNFPA Strategic Plan, 2022-2025, is presented below.

Figure 5
Indicative budget versus actual expenses to outcomes, 2022-2025

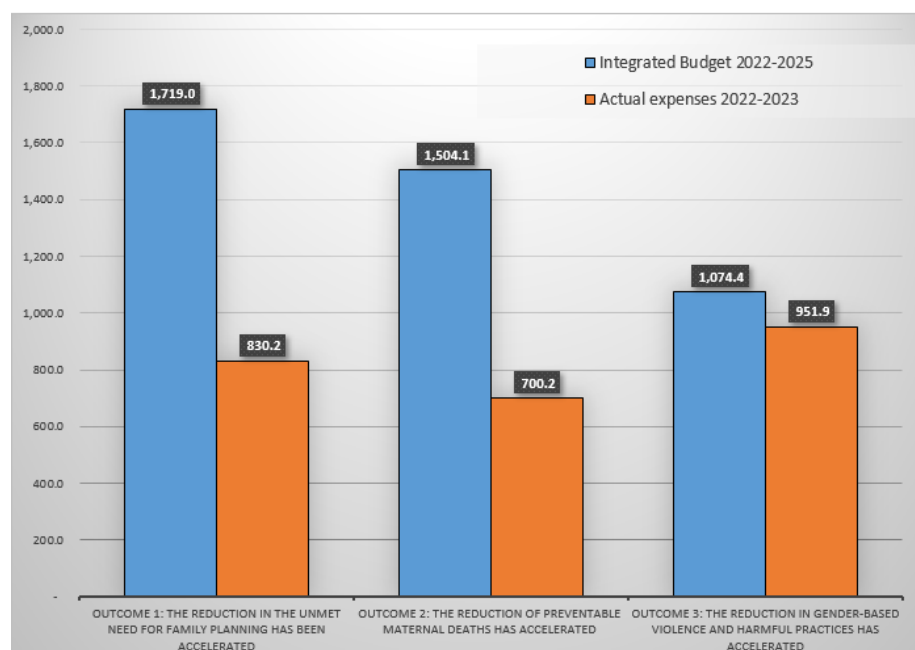


Table 1
Indicative budget versus actual expenses to outcomes and (OEE) outputs, 2022-2025 – programme and institutional budget expenses, by outcomes of the integrated results and resources framework

	Indicative resources 2022–2025		Actual 2023	Cumulative 2022 (restated)–2023	
	Millions of \$	Percentage	Millions of \$	Millions of \$	Percentage
Outcome 1: The reduction in the unmet need for family planning accelerated	1,719.0	40.0	428.6	830.2	33.4
Outcome 2: The reduction of preventable maternal deaths accelerated	1,504.1	35.0	347.8	700.2	28.2
Outcome 3: The reduction in gender-based violence and harmful practices accelerated	1,074.5	25.0	504.9	951.9	38.4
Total	4,297.6	100.0	1,281.3	2,482.3	100.0
Organizational effectiveness and efficiency (OEE)	873.6		216.3	418.5	
Total	5,171.2		1,497.6	2,900.8	

20. UNFPA continues to prioritize gender equality and the empowerment of women and girls in its programme activities. In 2023, \$887.2 million, or 68.5 per cent, of total programme expenses were incurred to further activities that had gender equality or women’s empowerment as their “primary objective” (17.7 per cent) or those activities that “made a significant contribution to gender equality” (50.8 per cent) (2022: \$804.6 million, or 66.1 per cent). This demonstrates a strong investment in focused programming for women and girls, and substantial mainstreaming of gender across the thematic areas of UNFPA.

IV. Core funding

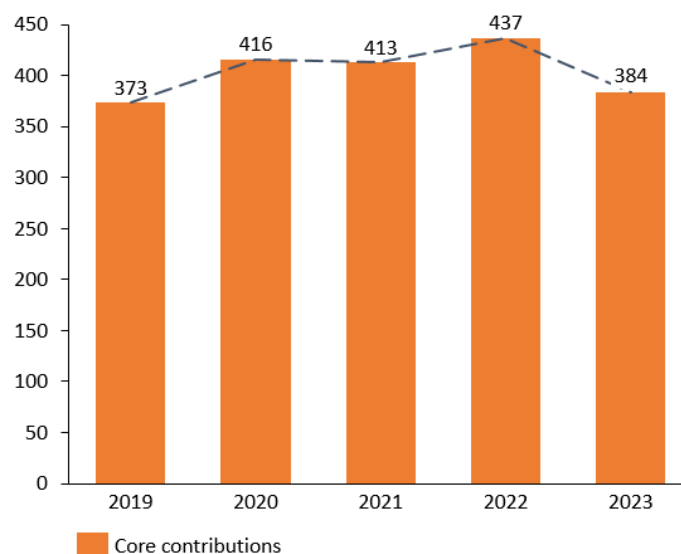
A. The case for core resources

21. Core resources, or regular resources, are the most flexible funding provided to UNFPA as a voluntary funded organization. They are the foundation for UNFPA to provide partner and donor countries with its unique expertise, global reach and an extensive field-based presence in over 150 countries and territories. Core resources allow UNFPA to maintain its infrastructure of country and regional offices in all parts of the world to manage both development and humanitarian programmes. This operational capacity enables UNFPA to respond quickly to acute and sudden onset crises. Core resources also allow UNFPA to effectively carry out its normative role to help protect rights and uphold sexual and reproductive health choices, as well as to provide essential services to countries, communities and individuals, particularly those most in need. They allow UNFPA to respond to needs as they arise, test promising innovations, and build robust accountability and oversight systems. UNFPA 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.

22. Of significant concern is the decline in core funding in 2023. As core funding is concentrated among the top 20 donors, when one or more top donors significantly reduces their core funding, it can have a considerable impact on the institutional budget and funding allocations for country programmes, global and regional programmes and the UNFPA emergency fund.

Figure 6
Core resource contributions, 2019-2023

(in millions of \$)

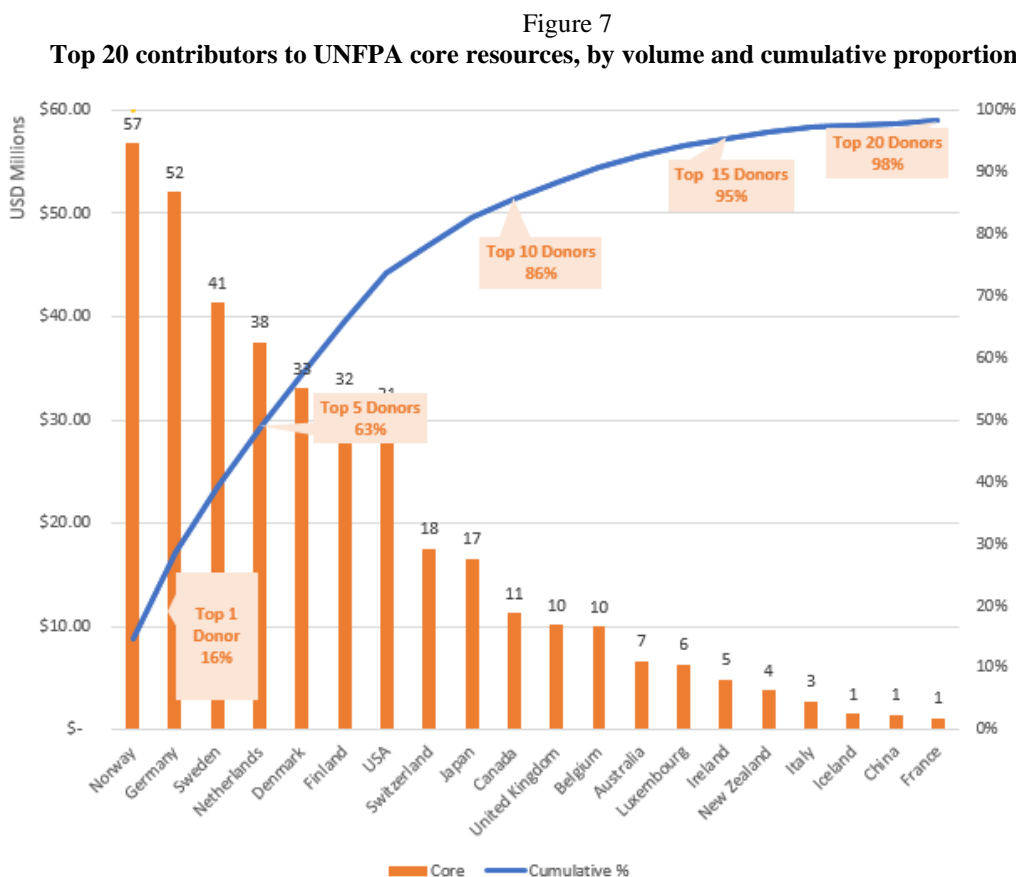


23. To address this concerning trend in declining core resources, UNFPA is intensifying efforts through a cross-organizational approach to increasing core funding from those donors where there is opportunity for growth, including new and emerging donors. UNFPA regularly engages with United Nations permanent missions and capitals, as well as direct outreach to host governments via the UNFPA country and regional offices, to make the case for core funding.

24. An important part of core resource mobilization efforts is raising awareness among Member States and potential donors of the value of core resources through regular dialogues. UNFPA understands the importance of providing visibility for donors to core funding and the results achieved with core resources. Visibility for core donors and the impact of core resources is ensured through various channels and tactics, at different levels (globally and at country-level), such as social media (using the hashtags #PartnersAtCore; #FundUNFPA), web platforms, stories, printed materials and more. To increase visibility and highlight the impact of top core donors, UNFPA develops targeted materials, aiming to underscore the importance of sustained core resourcing. Ongoing best practices are shared among United Nations agencies through the inter-agency group on donor visibility to enhance and improve communications strategies for core funding.

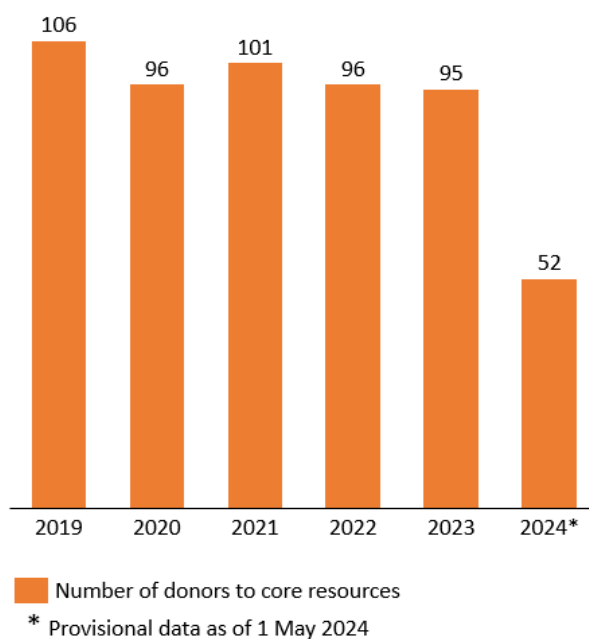
B. UNFPA core contributors

25. The UNFPA core funding structure is characterized by a reliance on voluntary contributors of a small number of governments. In 2023, as shown in figure 7 below, the top 20 donors contributed 98 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 support of these traditional donors, the Fund continuously seeks to broaden its donor base to lower the financial risk for UNFPA programmes.



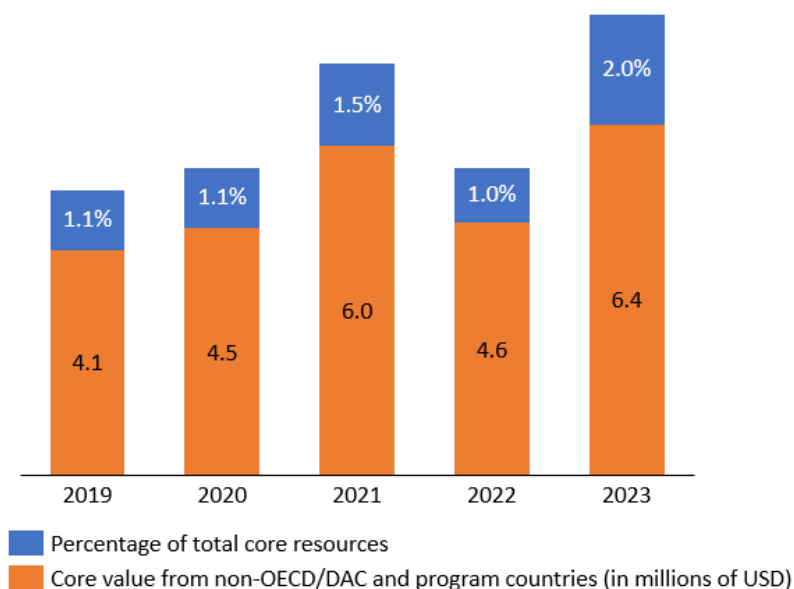
26. The overall number of donors committing core resources has remained stable, at 95 donors, in 2023, in comparison with 96 in 2022. Within the United Nations system, UNFPA has a comparatively large number of donors to core funding. This is the result of the extensive efforts invested into expanding the core donor base through products showcasing the value of and results achieved with core funding as well as into providing guidance and support to country offices on how UNFPA can make the case for core funding. UNFPA is on track to reach or potentially surpass the number of donors to core funding in 2024. As of May 2024, there were 52 contributors, slightly above the number of donors at the same time in 2023.

Figure 8
Number of core contributors, 2019-2024



27. Core contributions from non-OECD/DAC and programme countries remained low, but did increase to \$6.4 million, or 2.0 per cent, of the total volume of core funding. As a fully voluntarily funded organization, UNFPA calls on every Member State to provide core contributions to UNFPA, even in modest terms. Small and medium-sized contributions have a meaningful cumulative impact on overall available core resources, without adding transaction costs.

Figure 9
Trend of core contributions from non-OECD/DAC and programme countries, 2019-2023



28. In an effort to explore new avenues for diversifying the donor base, UNFPA in 2019 launched the Individual Giving Programme to mobilize resources from the general public. In 2023, the Individual Giving Programme raised over \$4.1 million in funding from almost 40,000 donors in over 186 countries worldwide, which is a 53 per cent increase in funding from this source, compared to 2022. Over 50 per cent of all donations raised were in support of UNFPA core resources.

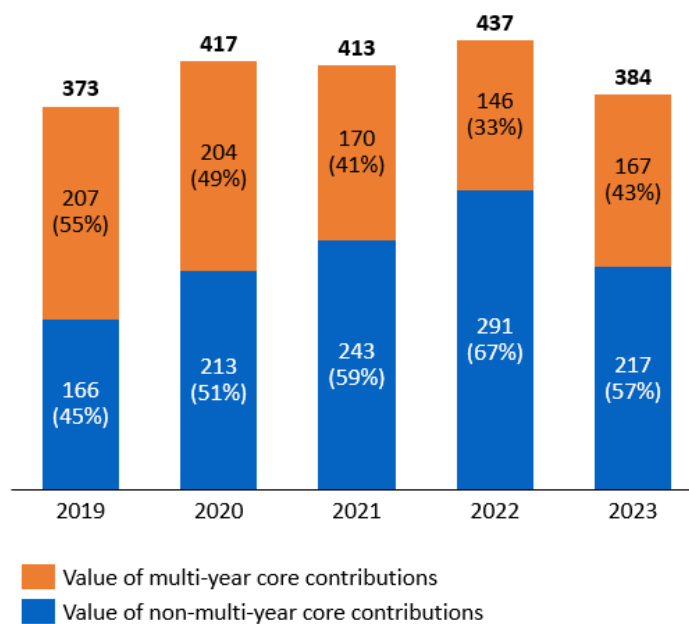
C. Multi-year contributions to core resources

29. While the overall total amount of core funding decreased in 2023, the volume and percentage of those funds that were contributed through multi-year commitments increased.⁴ The number of donors providing multi-year core funding to UNFPA has been fairly stable. In 2023, 36 donors were committed to active multi-year core funding, four more than in 2022. 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.

Figure 10
Value and percentage of multi-year core contributions, 2019-2023

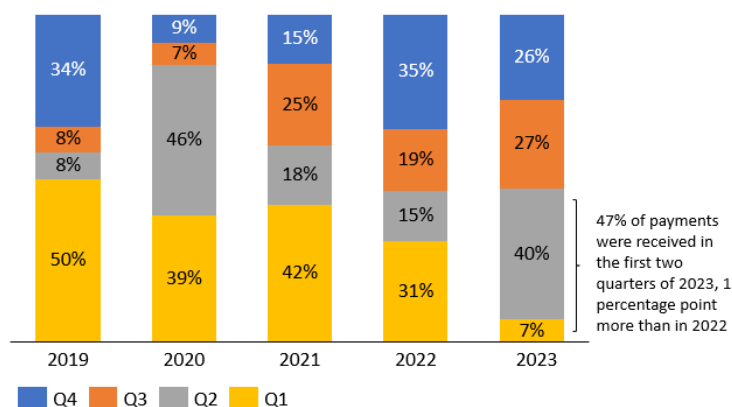
(in millions of \$)



D. The criticality of early payment of contributions

30. Early and timely payment of funding commitments is critical to the effective and efficient planning and management of UNFPA programmes and operations. Almost half of all core payments were not received until the second half of the year. In a tightening core funding environment, where UNFPA is not expected to surpass core targets by significant amounts, it is all the more critical to have early payment of contributions for planning and allocation purposes. UNFPA appeals to all donors to expedite payments for 2024 and to continue to demonstrate solidarity and commitment to predictability.

Figure 11
Timing of contributions recorded during 2019-2023 (as a percentage of total per quarter each year)

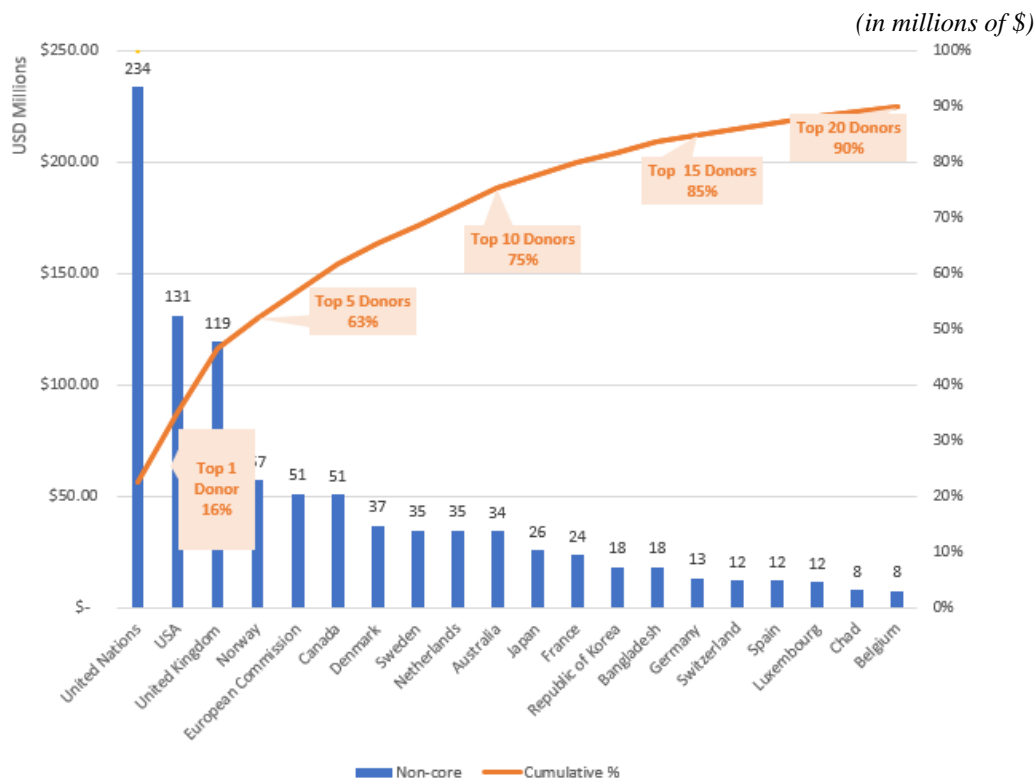


V. Non-core funding and instruments

A. Overall situation and key-contributors

31. As presented above, the total volume of non-core resources has been relatively stable. UNFPA top contributors by volume and percentage for 2023 are listed in figure 12 below. United Nations pooled funds and inter-agency transfers remain by far 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. While core funding is the organization's preferred form of funding, when non-core funding is provided, there are varying degrees of flexibility. UNFPA advocates with donors for the highest level of flexibility possible, such as through thematic funding at the global-level or for fully flexible funding of country programmes.

Figure 12
Top 20 contributors to UNFPA non-core resources, by volume and cumulative proportion, 2023

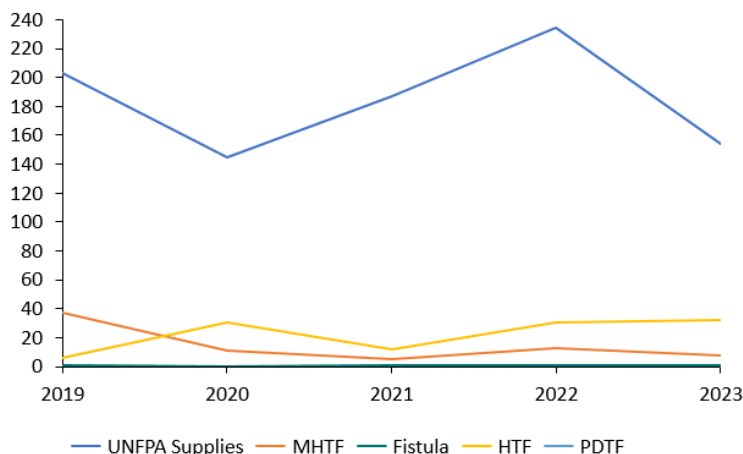


* United Nations and intergovernmental transfer contributions include all funds received from joint funding mechanisms: joint programmes and multi-donor trust funds as well as bilateral transfers from United Nations organizations.

B. UNFPA thematic funds

32. Thematic funding is the second most flexible form of funding to UNFPA, after funding for core resources. It is a clear demonstration of good multilateral donor commitment and a critical element of the funding compact. In 2023, contributions to the four UNFPA thematic funds declined by 30 per cent, from \$278 million in 2022 to \$195.2 million in 2023. However, it should be noted that funding levels in 2022 were particularly high due to a number of donors paying in advance on multi-year commitments. The 2023 contributions received reflect an overall stable trend, albeit fluctuating from year to year, in thematic funding over the past five years. The UNFPA Supplies Partnership consistently remains the most well-funded thematic fund, but there has also been modest growth in the Humanitarian Thematic Fund, as well as fluctuating levels of funding for the Maternal and Newborn Health Thematic Fund. The Population Data Thematic Fund became operational, with an initial contribution of \$2.2 million, in early 2023.

Figure 13

Contributions to the four UNFPA Thematic Funds, 2019-2023*(in millions of \$)*

33. The [UNFPA Supplies Partnership](#) plays a pivotal role in advancing global goals to eliminate unmet family planning needs and preventable maternal deaths by 2030. With 54 partner countries, it strengthens health systems by improving supply chains, advancing policy, diversifying financing and expanding access to quality-assured contraceptives and maternal health medicines – reaching over 20 million women and girls annually. A significant milestone was achieved in 2023, with all eligible countries signing agreements to gradually increase domestic budget allocations for reproductive health commodities, and the Match Fund, now a permanent mechanism following a successful pilot, helping to mobilize an additional \$10.5 million in domestic resources. Also in 2023, the programme broadened choices and the range of contraceptives and maternal health medicines through implementation research, guidance, training, and product introduction and scale-up. It bolstered ‘last-mile’ assurance in the supply chain by addressing gaps collaboratively with partners, ensuring timely delivery of quality-assured reproductive health commodities to women and girls.

34. The UNFPA Supplies Partnership has programmed over \$2.7 billion of reproductive health supplies since its inception in 2007. It remains the world’s largest provider of donated contraceptives, with a budget of \$183 million in 2023. A total of 25 public and private partners and donors have supported the Partnership in this phase (2021-2030), with many committing multi-year funding that facilitates sustainability and increases impact in meeting the needs of women and adolescent girls. By integrating procurement with broader efforts to strengthen health systems, the programme is a catalyst for sustainable, equitable access to family planning and SRH services and information. In 2023, the programme set aside \$10 million for a three-year period so that countries in the UNFPA Supplies Partnership can pre-finance their purchase of reproductive health commodities through the UNFPA Reproductive Health Bridge Fund.

Results achieved through the UNFPA Supplies Partnership, 2023

Contraceptives were sufficient to reach 23 million women and girls in lowest-income countries averting:

- 9.5 million unintended pregnancies;
- 200,000 maternal and child deaths;
- 2.9 million unsafe abortions.

These contraceptives, worth approximately \$136 million, will save countries and families an estimated \$708 million in reduced care for pregnancy, delivery and post-abortion care.

35. The [Maternal and Newborn Health Thematic Fund](#) (MHTF) 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. It produces transformational change at scale by supporting the scaling-up of evidence-based interventions, supporting innovation, strengthening alignment and partnership and increasing domestic policy and financial commitments to maternal and newborn health, by strengthening health systems, including midwifery, and readiness to scale up access to quality-assured maternal health commodities, expanding coverage of emergency obstetric and newborn care, and preventing and treating childbirth injuries and other morbidities, including obstetric fistula. The pooling of funds amplifies the delivery of results for partners, who see greater impact for their contributions, and also contributes to reducing transaction costs. In 2024, the MHTF entered its fourth phase (2024-2028) and is asking for \$210 million by 2028 to address the core drivers of maternal mortality and morbidity.

Results achieved through the MHTF, 2008-2023

- Emergency obstetric and newborn care networks redesigned in 14 sub-Saharan countries;
- Over 28 million women received safe delivery care in maternity wards supported to provide quality obstetric care;
- More than 1,500 midwifery schools have received books, equipment, and training materials;
- Over 350,000 midwives supported through education and training;
- More than 139,000 fistula repairs have given women back their dignity.

36. The [Humanitarian Thematic Fund](#) provides flexible, multi-year funding for UNFPA work in humanitarian situations, which continues to grow as the result of natural disasters exacerbated by climate change and conflict in different parts of the world. The flexibility of the thematic fund allows UNFPA to respond quickly at the beginning of a crisis and to furnish assistance when humanitarian responses are underfunded, channelling funding where it is needed the most. The pooling of humanitarian funding from both government and private contributions reduces transaction and reporting costs and has proven to be an efficient means of supporting UNFPA growth as a humanitarian partner in meeting sexual and reproductive health needs and in combating gender-based violence in emergencies. The Humanitarian Thematic Fund supported 37 country and regional offices with \$40.9 million in 2023, including rapid response funding for the crises in Gaza, Sudan and Ukraine.⁵ In many humanitarian settings, the thematic fund has provided vital seed funding to kick-start response operations until the receipt of bilateral donor contributions.

37. 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 focuses on providing support to countries in addressing demographic changes in a large range of countries (from high-fertility and youthful population to low fertility and ageing) for harnessing demographic dividends and building demographic resilience.

C. United Nations pooled funds and joint programmes

38. Contributions from the United Nations system remained one the largest sources of funding to non-core funding in 2023, with \$233 million, a 21 per cent increase from 2022. United Nations pooled funds and joint programmes are tools that support integrated joint delivery and collaboration to bring added value at the global and local levels.

⁵ This figure includes funding allocated in 2023 plus funds remaining from 2022 that were rolled over and allocated in 2023.

39. In 2023, while contributions from global United Nations pooled mechanisms remained stable, UNFPA saw a considerable increase from country-level United Nations pooled funds. This reflects the importance UNFPA gives to pooled financing for supporting the achievement of the ICPD Programme of Action at the country-level. This increase is also a result of UNFPA corporate efforts to position UNFPA work, in line with national priorities, within United Nations country teams and in the design of United Nations Sustainable Development Frameworks. To further support these efforts, UNFPA not only provides country offices with agency-specific guidance, webinars and training, but also offers joint training with United Nations Development Coordination Office and other entities to support implementation of the United Nations development reform and foster engagement in joint activities and programmes.

40. 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.

Joint United Nations programmes of elimination of harmful practices

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 ending child marriage. They help to create enabling policy and legal environments for abandoning these harmful practices, building movements, and advancing equitable social gender norms.

While the joint programmes provide direct financial and technical assistance in 17 (for FGM) and 12 (for ending child marriage) priority countries, respectively, many interventions, especially on generating data and evidence, mobilizing movements, building capacity and facilitating knowledge exchange, have a global reach.

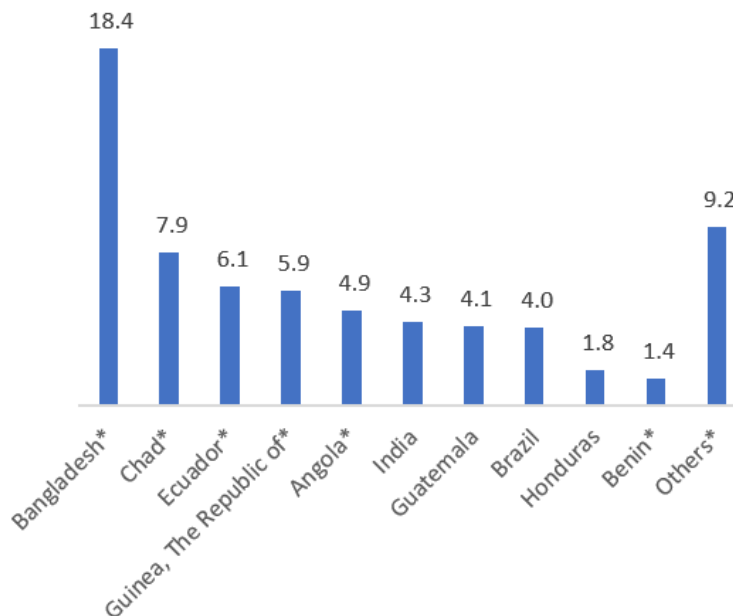
In 2023, the Joint Programme on elimination of FGM prevented approximately 162,000 girls from undergoing FGM; enabled FGM prevention and protection services for 904,000 women and girls; reached 66 million people with mass media messaging on FGM; engaged 456,000 men and boys in activities promoting positive masculinity.

In 2023, the Global Programme to End Child Marriage completed phase II, during which it reached more than 20.1 million adolescent girls with life skills and comprehensive sexuality education; supported 2.4 million adolescent girls to enrol or remain in school; engaged 17.9 million boys and men in positive masculinities; encouraged 60.3 million individuals to participate in community dialogues on gender equality and ending child marriage, and reached 620.8 million individuals through mass media campaigns.

D. Programme country governments

41. While the majority of UNFPA funding comes from the top 20 donors, there are also a large number of programme country governments that provide funding towards UNFPA country programmes in their country. These contributions are highly valued as they demonstrate the commitment of national governments towards investing in policies, programmes and services for women and girls and the value they place in UNFPA as a partner. The total amount of funding from programme country governments increased from \$59 million in 2022 to \$68 million in 2023. Of this funding, \$27.8 million came directly from programme country governments, a nominal increase from 2022. The remaining \$40.3 million was through financing support received from international financial institutions.

Figure 14
Programme countries contributing to their own country programmes
(in millions of \$)



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

E. International financial institutions

42. The UNFPA strategic plan clearly recognizes that to achieve the three transformative results and fulfil the broader ICPD Programme of Action, the organization must unlock new SDG-aligned resources and investments. In this respect, the UNFPA resource mobilization strategy identifies partnering with international financial institutions as central to this effort, while recognizing that resources from international financial institutions are not a substitute for core funding.

43. Over the last few years, the UNFPA partnership with international financial institutions has grown stronger in support of every major outcome of the strategic plan, both through technical cooperation, thanks to the normative work, thought leadership and advisory role of UNFPA, and through project implementation. In 2023, UNFPA continued to partner with international financial institutions, bilaterally and together with United Nations country teams, in joint assessments of needs in fragile contexts, to inform recovery and reconstruction planning. In addition, UNFPA continued its collaboration with international financial institutions in joint global advocacy and evidence creation, which inform the development of joint plans, frameworks and tools in areas such as sexual and reproductive health, gender equality and bodily autonomy, and population data.

44. In 2023, UNFPA saw growth in funding originating from international financial institutions (from \$40.7 million in 2022 to \$52 million in 2023); this is a testament to UNFPA commitment to expanding and growing partnerships with financial institutions. The recent increase in contributions is the result of enhanced support to country offices and increased engagement, across all levels of the organization, with a growing number of financial institutions.

45. UNFPA and its partners among the international financial institutions have been developing operational and legal frameworks to align a number of fiduciary systems. In this regard, through a series of operational consultations, UNFPA, established in 2023 new (mutually recognized) contractual framework arrangements with the Asian Development Bank and the Africa Climate Change Fund.

46. It is important to note that in 2022, six country offices mobilized resources originating from two international financial institutions; In 2023, 17 country offices were able to do so from five different international financial institutions.

47. Key drivers of the recent growth included: World Bank financing in Angola and Chad; Inter-American Development Bank support to census activities in the Latin American region; Asian Development Bank financing in Bangladesh; and a general increase in funding in crisis contexts, such as to Ethiopia and South Sudan, through innovative policies providing more flexibility for implementation with United Nations agencies and other entities.

Gender-transformative climate adaptation initiative

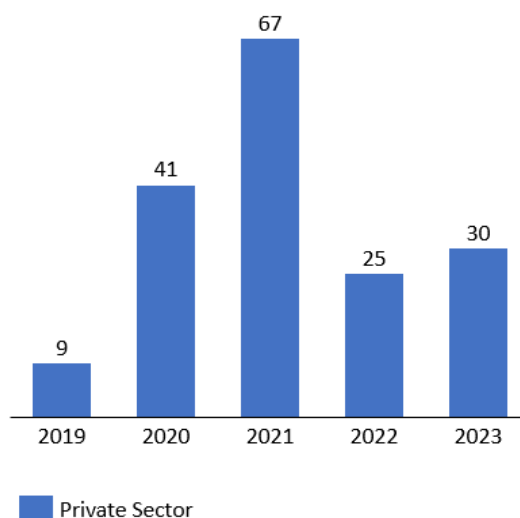
UNFPA, together with the Africa Climate Change Fund, which is managed by the African Development Bank, launched a multinational project on gender-transformative climate adaptation. The initiative aims to strengthen climate resilience implementation of gender-transformative climate adaptation actions in at least 10 countries in East and Southern Africa.

The initiative will use innovative, participatory and rights-based approaches to help strengthen the inclusion of sexual and reproductive health and rights, combatting gender-based violence, youth and gender within the climate adaptation and resilience building discourses in the region. This initiative is part of the broader African Development Bank efforts towards supporting gender equality and climate resilience.

F. Private-sector and other strategic partnerships

48. Under the strategic partnerships corporate framework, UNFPA in 2023 continued to strengthen its partnerships with non-traditional partners, securing \$29.9 million in non-core contributions from the private sector, plus an additional \$416,700 as in-kind contributions. This figure demonstrates the continuous improvement of results, with the particularly large peaks in 2020 and 2021 linked to several large one-time commitments to supplies during the COVID-19 pandemic. Nevertheless, since 2020, UNFPA has consistently surpassed the private sector fundraising targets in the strategic plan.

Figure 15
Trends in funding from the private sector, 2019-2023
(in millions of \$)



49. In addition, UNFPA scaled up further its outreach to the public to solicit donations to programmes and operations through the UNFPA Individual Giving Programme, raising \$4.1 million in 2023.

50. UNFPA is also establishing a wide portfolio of global corporate partners that equip the organization not only with resources, but also with skills and solutions to accelerate the impact of its programmes. For example, a new partnership was launched with the pharmaceutical company Organon to help women realize their autonomy, power and choice and to address the 121 million unplanned pregnancies that occur worldwide each year. This collaboration includes global advocacy efforts in relevant fora, as well as country projects in Egypt, Mexico and Thailand, with a focus on increasing access to sexual and reproductive health information and education.

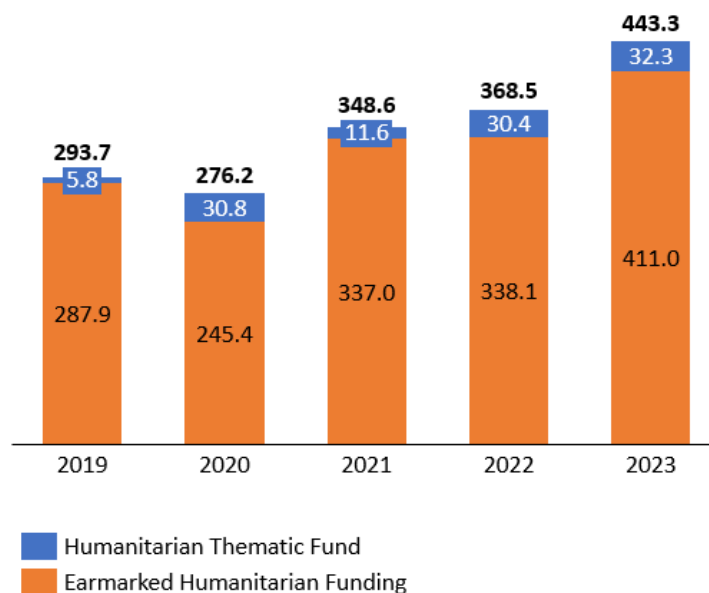
51. UNFPA continued to develop its partnerships with foundations and philanthropy. In 2023, the Bill & Melinda Gates Foundation made a long-term commitment of up to \$100 million to the UNFPA Supplies Partnership to support commodity procurement. Additionally, the Children's Investment Fund Foundation announced its intention to provide \$50 million towards broader efforts to end the gap in commodity financing, including to the UNFPA Supplies Partnership.

52. UNFPA is also actively working to influence the private sector to mainstream sexual and reproductive health and rights (SRHR) through the Coalition for Reproductive Justice in Business. This initiative led by UNFPA aims to improve the private sector's role in enabling SRHR in workplaces globally. The coalition strives to drive SRHR in the private sector through the development of environmental, social, and governance metrics, advocacy and outreach, and capacity building. The coalition is promoting a framework and metrics to guide private-sector action and investments in SRHR.

G. Emergency preparedness and humanitarian response

53. UNFPA humanitarian contributions reached \$443.3 million in 2023, a 20 per cent increase from 2022. This amount consists of earmarked funding provided to UNFPA linked to United Nations-coordinated response plans for emergencies and flash appeals, as well as \$32.3 million in flexible funding provided through the Humanitarian Thematic Fund. In total, 43 per cent of the total non-core funding to UNFPA was for humanitarian response.

Figure 16
Trends in humanitarian funding, 2019-2023



54. The largest amount of funding for UNFPA appeals in 2023 was for the crises in Afghanistan, Bangladesh, Sudan, the Syrian Arab Republic, Ukraine and Yemen.

55. In addition to non-core resources mobilized for specific appeals, UNFPA commitment to humanitarian action includes the allocation of a portion of its core resources 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, provides UNFPA country offices with initial funding to initiate humanitarian response until other resources become available. The emergency fund also 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 2023, the emergency fund allocated \$11.6 million to 26 UNFPA country and regional offices. Additionally, UNFPA has a humanitarian response reserve, a revolving fund that uses core resources, so that country and regional offices can immediately access funds while awaiting transfers of donor funding. In 2023, the humanitarian response reserve provided bridge funding totalling \$14 million for pre-financing humanitarian activities in 26 UNFPA offices.

56. Interagency pooled funding mechanisms, including the Central Emergency Response Fund (CERF), are also major sources of funding for UNFPA humanitarian work. In 2023, the United Nations Office for the Coordination of Humanitarian Affairs provided \$56.3 million in funding to 34 countries, via CERF and country-based pooled funds. This funding provided critical support at the onset of conflicts or disasters and in underfunded emergency situations. It also supported coordination and prioritization of interventions in sexual and reproductive health and gender-based violence, for which UNFPA is the lead humanitarian agency.

57. In 2023, UNFPA and its local implementing partners provided humanitarian sexual and reproductive health services for 10.6 million people in 50 countries, including such life-saving assistance as safe delivery services for 1 million women in 39 countries and family planning services for 2.7 million people. A total of 3,648 health facilities in 48 countries were supported with supplies, equipment and staffing and 808 mobile clinics were deployed in 36 countries. In addressing the escalating needs to combat gender-based violence in emergencies, UNFPA reached 4.2 million people with gender-based violence prevention risk mitigation and response services in 50 countries. Such services included the operation of 1,690 safe spaces for women and girls in 46 countries, 939 youth-friendly spaces in 29 countries and the distribution of 925,300 dignity kits in 48 countries. In addition, 58,000 people were reached with cash and voucher assistance for sexual and reproductive health services or gender-based violence response. Overall, 35 per cent of UNFPA humanitarian funds in 2023 went to support local partners.

H. Funding accelerator instruments

58. 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.

59. In July 2023, UNFPA and its partners launched the Adolescent Sexual and Reproductive Health Development Impact Bond in Kenya. This is the first development impact bond launched by UNFPA or any other United Nations organization. The two-year, 10 million development impact bond has the goal of reaching adolescent girls with SRHR services by way of basic mobile phone messages, linked to a network of private and public service providers.

60. 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 several businesses supporting the Equalizer fund, with a total of \$2 million in 2022 and an additional \$2 million in 2023, the Fund invested in 28 women-led social enterprises in developing countries. The funding supports innovations linked to the UNFPA mandate by providing them with equity-free grants and mentorship to help position their innovations to scale. The supported innovations reached over 400,000 women and girls in 40 countries. In 2023, UNFPA initiated the establishment of a new partnership featuring funding and financing mechanisms, the ‘WomenX Collective,’ which aims to advance innovation, research and investment in women’s health from funding and financing investment mechanisms.

61. In 2022, UNFPA launched the Strategic Investment Facility (SIF). This innovative mechanism provides modest amounts of core resources to facilitate the leveraging of additional financing and investments for sexual and reproductive health and rights. The SIF is part of the UNFPA efforts to support programme countries in shifting from focusing solely on funding for UNFPA programmes to also engaging in leveraging financing for the ICPD agenda and achievement of the UNFPA strategic plan results. After two years of the SIF implementation, 40 country offices have implemented projects with funds from the investment facility. So far, the SIF-funded initiatives implemented \$3.7 million and leveraged an estimated \$22.7 million, producing an approximate 1:6 return on investment.

62. In Rwanda, for example, the SIF project is funded with \$2 million during 2022-2025. In 2022-2023, UNFPA catalysed \$5.9 million with the SIF from the Government, private-sector companies, and other United Nations organizations, enabling the establishment of 31 new health posts in hard-to-reach areas in 10 key districts of Rwanda using a public/private community partnership investment model. As a result, over 377,000 women and young people have accessed primary healthcare facilities; more than 1,600 live births were delivered; and over 8,000 women of reproductive age became registered as new users of family planning methods. In India, with \$65,824 in SIF investment, UNFPA catalysed \$1.51 million in commitments from the Government to expand the existing state adolescent health programme from 9 districts to all 33 districts in Rajasthan in the next two years.

63. In addition, as part of the UNFPA resource mobilization strategy, efforts are made to bring attention to the needs of regions that are often underfunded, such as small island developing States (SIDS), and to secure resources from international financial institutions, United Nations pooled funds and Governments for programming in SIDS. As part of this effort, UNFPA was able to mobilize approximately \$30 million for various SIDS in 2023. For example, via the Joint SDG Fund SIDS window, UNFPA, together with partner United Nations organizations, secured resources in three different regions to support SIDS in addressing multidimensional vulnerabilities and social protection. The UNFPA Transformative Agenda in the Pacific received renewed funding in 2023, which was also expanded to reach nine countries across the Pacific Islands subregion, and new resources were also secured to enhance high-quality access to SRHR by strengthening the supply chains in various SIDS in the Caribbean.

I. South-South and triangular cooperation

64. UNFPA has been striving to further mainstream South-South and triangular cooperation (SSTC) into programming as one of the results accelerators in the strategic plan. Through the country programme quality-assurance process, draft country programme documents and strategic discussion papers are reviewed for the incorporation of SSTC activities. Annual reports are also monitored; these showed that 97 per cent of all country and regional programmes included SSTC in 2023. This was a significant increase from 67 per cent during the previous strategic plan period. While not all SSTC activities were substantial, it demonstrates the growing evidence of mainstreaming activities.

65. To further strengthen these efforts, an online course on SSTC was launched in 2023; it is accessible to all personnel. SSTC is not only a modality for sharing knowledge and technology across countries and creating solidarity around the ICPD agenda, but it is also an instrument for mobilizing domestic financing, especially from middle income countries. SSTC enables emerging countries to contribute financial resources for sectoral and global development. UNFPA is actively pursuing financial support from a number of partnership funds and continues to closely monitor SSTC funding opportunities.

VI. Strategic considerations and future directions

A. Outlook for 2024 and 2025

66. The outlook for 2024 and 2025 is less optimistic and the core resource targets in the midterm review of the UNFPA integrated budget, 2022-2025 (DP/FPA/2024/10) were reduced from \$380 million to \$370 million in 2024 and from \$381 million to \$330 million in 2025. This change reflects several factors. First, budgetary pressures in some key donor countries are likely to be amplified in the coming years and may result in cuts to core resource contributions both in the short and longer term. Second, exchange rate fluctuation and the relatively strong United States dollar impacts the dollar-denominated income forecast.

67. UNFPA continues to make extensive efforts to increase core funds and diversify the core donor base; the organization has begun undertaking more intensive plans to engage a diverse array of donors to raise awareness of potential challenges to core resources and to engage them around new funding opportunities.

68. For non-core resources, UNFPA continues to estimate incomes of \$933 million in 2024 and \$1,037 million in 2025. While fundraising has recently outperformed strategic plan targets, UNFPA maintains the initial estimate as a prudent baseline, given the continuing risks, such as a flatlining of humanitarian assistance, as several crises move from acute to protracted stages, as well as the continued pressures on development funding.

69. UNFPA, nevertheless, is intensifying efforts to diversify the non-core funding base and secure funding from new partners, such as new and emerging government partners, international financial institutions, the private sector and foundations, through its corporate resource mobilization strategy, as well as tailored webinars and training sessions for country and regional offices on good practices in mobilizing diverse sources of funding.

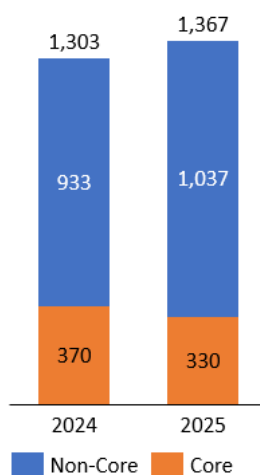
70. UNFPA humanitarian funding has increased by over 50 per cent in the past five years alone. This reflects not only the growing global humanitarian needs, but also demonstrates the growing importance and recognition of UNFPA as a humanitarian partner in supporting women and girls in emergency and conflict settings. So far, UNFPA has not observed a corresponding decline in funding for development programmes at the expense of humanitarian funds. For UNFPA, as a dual mandated organization, it is critical that there are adequate funding levels to deliver on the UNFPA strategic plan and to contribute to the goals of the ICPD, the SDGs and the United Nations consolidated humanitarian appeals.

71. Of concern, however, is the increasing level of earmarking of funding to UNFPA, evidenced by the decline in core and thematic funding in 2023 and the growth in earmarked programme funding. Tightly earmarked funding decreases flexibility, nimbleness and efficiency by increasing fragmentation and administrative burdens due to increased reporting, programme management needs and shorter-term, temporary staff recruitments. UNFPA encourages all partners to fund the organization with the highest level of flexibility, including core and thematic funding, but also fully flexible funding for UNFPA country and regional programmes and for UNFPA humanitarian country and regional appeals.

72. UNFPA has been actively engaged in the drafting of the funding compact 2.0, under the leadership of the United Nations Development Coordination Office , and welcomes the ongoing focus on the importance of flexible funding to the United Nations system and the corresponding commitment of the United Nations development system to increasing efficiencies and transparency. Once formally endorsed by Member States in 2024, UNFPA will develop and roll out a plan to incorporate the funding compact into the organization's ways of working globally, regionally and at country level. This will be done in coordination with other United Nations entities, in particular the funds and programmes, to encourage consistency in approach.

73. Figure 17 below presents the adjusted annual targets for 2024-2025, as presented in the midterm review of the UNFPA integrated budget, 2022-2025.

Figure 17
Adjusted UNFPA strategic plan targets, 2024-2025
(in millions of \$)



B. Managing risk, volatility and uncertainty

74. In light of an increasingly complex global and 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.

75. Income projections and forecasting are reviewed monthly, to ensure financial sustainability and to 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 fluctuations in foreign currency exchange rates).

76. UNFPA will continue to adopt prudent approaches to budget management. As in past years, UNFPA takes a long-term strategic approach when managing higher-than-projected income from previous years. Not all core resources carried forward from 2023 will be distributed in 2024, due to the uncertainty of donor commitment and the fluctuations in foreign currency exchange rates. These resources will be used progressively over the current strategic plan, in line with the midterm review of the integrated budget, 2022-2025, and will allow for necessary adjustments if projected income does not materialize.

C. UNFPA support towards achieving the three transformative results

77. 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. Based on the costing exercise prepared for the 2019 Nairobi Summit on ICPD25, there is a global investment gap of \$222 billion.⁶

Table 2
Achieving the three transformative results: cost and funding gaps

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

78. UNFPA contribution to the ICPD agenda increasingly includes efforts to mobilize and influence multiple sources of financing. To do so, 30 UNFPA country offices have developed investment cases to finance sexual and reproductive health and rights. In 2023, UNFPA developed the first financing strategy for the organization to realize a shift from funding to funding and financing and support addressing the resource gap of achieving the three transformative results. In addition, innovative financial initiatives, such as the UNFPA Strategic Investment Facility, the matching fund of the UNFPA Supplies Partnership and targeted investment cases, contributed to accelerating achievement towards the three transformative results. As a result of UNFPA advocacy, the Governments of Djibouti, Somalia and Yemen, for example, have committed increased resources for family planning.

⁶ UNFPA, "Costing the three transformative results," January 2020.

D. Efficiency and transparency

79. UNFPA is always striving for greater levels of efficiency in programming and operations, in line with the funding compact commitments.

80. In 2023, UNFPA is undertaking an organizational change through the headquarters optimization process, which includes the relocation of several New York based divisions, branches and offices to Nairobi, Kenya, in 2025. The primary driver of these changes is a desire to make UNFPA optimally positioned to deliver on its mandate now and in the future, in alignment with the ICPD Programme of Action, the 2030 Agenda and the Secretary-General's vision for a UN 2.0. While cost considerations were not a primary driver of this exercise, UNFPA expects ongoing operational savings of approximately \$3 million per year, starting from 2026.

81. To further build a culture of results accountability within the organization, UNFPA launched a new enterprise resource planning system (Quantum), which will improve the linkages between results and resources.

82. To better evaluate the effectiveness of internal controls, UNFPA also implemented a new enterprise risk management policy in 2023 and enhanced the UNFPA risk management framework, including through staff training, development of an enterprise risk management guidebook, and expansion of the risk register, to include new risk factors.

83. In 2023, UNFPA achieved overall operational efficiency gains of \$8.4 million, of which \$1.7 million were attributable to cost savings, \$0.3 million to cost avoidance, and \$6.4 million to staff time reduction.

84. UNFPA also continues to be committed to the highest standards of transparency in its operations. Throughout 2023, UNFPA fulfilled its transparency obligations by actively engaging with the International Aid Transparency Initiative (IATI). In addition, the UNFPA maintains a transparency portal that serves as a comprehensive resource, providing a single point of access to information pertaining to programme expenses, donor contributions and results achieved, in both development and humanitarian settings.

VII. Conclusion

85. Despite the global challenges, UNFPA continued its effective resource mobilization and programmatic performance; and the Fund is in solid financial health, owing to the continued support of its donors and the organization's sound financial management practices.

86. UNFPA encourages all Governments to increase their contribution levels to core resources and other high-quality funding instruments, such as the UNFPA thematic funds, pooled funds and flexible funding to country programmes. Within an increasingly difficult funding landscape, the need for core resources and other forms and flexible and quality funding is as critical as ever.

87. UNFPA will continue to engage with the United Nations Development Coordination Office and other United Nations entities on operationalizing the anticipated funding compact 2.0, once adopted.

88. Getting resource mobilization right and effectively catalysing the broader financing of the SRHR agenda will be critical for the successful implementation of the strategic plan and the realization of the transformative vision for women, girls and young people.

89. UNFPA extends its deep appreciation to all donors for the contributions in 2023 and the early months of 2024.

VIII. Elements of a decision

90. The Executive Board may wish to:

- (a) *Take note of* the report on the UNFPA structured funding dialogue, 2023-2024 (DP/FPA/2023/);
- (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 prioritize contributions to regular resources in a timely and predictable manner, in line with the United Nations funding compact, and also encourage UNFPA to continue to make efforts in terms of visibility and recognition of contributions, including for regular resources;
 - (d) *Encourage* UNFPA to continue to engage with relevant stakeholders to diversify its potential sources of funding, including the private sector, foundations, civil society and individuals, and through strengthened partnerships with international financial institutions;
 - (e) *Note* the importance of flexible thematic and pooled funding as critical for UNFPA to be able to accelerate programming to meet the three transformative results and the SDGs;
 - (f) *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 regular (core) resources, and to adhere to the mutually reinforcing commitments of the funding compact, including endorsed future iterations of the funding compact.
-