



Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women

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Structured dialogue on financing

Structured Dialogue on Financing the Results of the UN-Women Strategic Plan 2022-2025

Summary

This report responds to UN-Women Executive Board decisions on the structured dialogue on financing, the most recent being 2022/7. It supports a continuous dialogue on financing the results of the UN-Women Strategic Plan 2022-2025, with the overall objective that the Executive Board-endorsed integrated budgets are fully financed for comprehensive implementation of the UN-Women Strategic Plan.

It reflects harmonized approaches to dialogues and Funding Compact reporting among UNDP, UNFPA, UNICEF and UN-Women, including potential impacts of multiple complex crises on financing for development.

From 2021 to 2022 UN-Women revenue remained stable with total revenue from all sources decreasing by 1.8 percent to \$559.8 million¹. Regular resources decreased by 7 percent (11.8 million) to \$153.3 million, primarily due to exchange rate losses, while other resources increased minimally, by 0.4 percent (1.5 million) to \$382.7 million with remaining funding received as assessed contributions and other revenue. The regular resources shortfall against the 2021 integrated budget stood at \$46.7 million, while other resources surpassed integrated budget projections for a fourth consecutive year.

Elements of a draft decision for consideration by the Executive Board are included in section VI of this report.

¹ Financial figures reflect revenue recognition in accordance with Management Accounts Reporting per the Revenue Management Policy. Numbers in charts and tables in this report may not add up due to rounding.



I. Introduction

1. This report provides an update on UN-Women's financing situation in the first year of implementation of the UN-Women Strategic Plan 2022-2025, which took place against a backdrop of rapidly evolving, complex and connected crises and regressive attitudes and actions towards women and girls. The update responds to General Assembly resolution 71/243, which calls on UN-Women and its Executive Board to hold structured dialogues on financing to explore ways to secure adequate, flexible, and predictable resources and ensure maximum impact of available resources.

2. Structured dialogues provide an important opportunity for Member States to better understand UN-Women's unique funding needs, financing trends over time and exchange views to improve UN-Women's funding envelope and the compatibility between the results UN-Women seeks to achieve and the resources available to do so.

3. Executive Board decisions regarding previous structured dialogues provide important guidance in this regard, with the most recent decision 2022/7, *inter alia*, appreciating UN-Women efforts towards improved efficiency, effectiveness, transparency, and accountability; and stressing the importance of sufficient regular resources and early and predictable contributions to support implementation of the Strategic Plan 2022-2025 and UN-Women's triple mandate.

4. In 2022, 191 partners generously contributed \$545.4 million to UN-Women, down 1.9 percent from \$556.3 million in 2021. The decrease in total revenue in 2022 follows seven consecutive years of year-over-year increases in contribution revenue, with most recently, a 1 percent increase between 2020 and 2021, a 7 percent increase between 2019 and 2020 and a 30 percent increase between 2018 and 2019. In 2022 regular resources declined by 7 percent, which was directly related to foreign exchange rate losses and a late year payment. Other resources grew by 0.4 percent.

Results for women and girls

5. Thanks to critical partner contributions, aligned with its Strategic Plan 2022-2025, UN-Women supported 98 countries and territories to deliver results across four impact areas in 2022².

6. These investments make a tangible, often lifesaving difference in the lives of women and girls. In 2022, across **41 countries**, UN-Women worked with **868 public and private partners** to strengthen the provision of essential services, goods and/or resources to end violence against women and girls (VAWG), with over **2.8 million women** across **20 countries** gaining access to services. UN-Women supported the **adoption or amendment of 157 laws** to advance gender equality and women's empowerment across six regions. Governments were supported to tackle the issue of financing for care infrastructure and services at scale across **26 countries** resulting in expansion of access to care services and facilitation of women's participation and re-entry into paid employment. UN-Women engaged in over **40 crisis settings** to deliver urgent, lifesaving support services and information to over **800,000 women and girls**.

² Report of the Under-Secretary-General/Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women on progress made on the Strategic Plan 2022-2025, UNW 2023/2.

Significant contexts in 2022

7. In 2022 the Secretary-General warned that we faced the greatest ‘cascade of crises’ in generations with COVID-19 aftershocks, protracted humanitarian situations and emerging crises, including the Ukraine war, contributing to rising poverty and inequalities and diminished global economic outputs and social well-being.

8. UN-Women launched its new Strategic Plan 2022-2025 against this backdrop. It was designed to catalyse urgent and sustained action to achieved gender equality in the context of wide-ranging challenges and structural barriers to gender equality. The plan is being operationalized, *inter alia*, by: (i) intentionally attracting more flexible non-core funding and enhanced focus on joint programming for integrated programming that achieves impact at scale; and (ii) broadening and deepening partnerships and resources for gender equality through strategic partnerships, including with key multilateral institutions.

9. These implementation priorities are reflected in the UN-Women Strategy for Public Partnerships & Resource Mobilization (2023-2025), which seeks to strengthen partnerships and influence with governments and global public sector institutions to enhance their support for UN-Women’s mandate-driven *funding* requirements and move the organization towards maximizing its influence through partnerships that advance feminist agendas and *financing* flows that support transformative gender equality and women’s empowerment changes.

10. The Strategy promotes coordinated priorities and strategic approaches to advocacy and communications, partnership development and management and fundraising with: (i) governments, (ii) European Union institutions, (iii) United Nations Agencies, and (iv) International and Development Finance Institutions.

11. The Strategy will be implemented alongside UN-Women’s Private Sector Engagement Strategy (2023-2025) that supports partnership diversification by providing direction on the principles of engagement, approaches to engagement and steps to ensure effective risk management vis-à-vis the private sector to:

- **Change the sector internally** to achieve gender equality institutionally, including the implementation of the Women’s Empowerment Principles.
- **Change the way the sector works externally** to have a positive impact on markets, society and communities to enable gender equality; and
- **Change the world together** by creating services, products, solutions and providing resources to address global challenges and meet the needs of women and girls.

12. The Public Sector Strategy reacts to the realities of the current funding environment, where official development assistance has increased in response to socioeconomic instability and complex global crises, but most funding available to address challenges is channelled to the UN Development System and to UN-Women as tightly earmarked other resources. In response, UN-Women will continue to work with public sector partners to rebalance the regular to other resources ratio, while seeking to increase the proportion of other resources that are flexible and predictable to support an earmarked funding base that better enables UN-Women to be efficient, strategic, plan ahead and respond with agility to emerging priorities.

13. There is a sound business case for the investment of regular and flexible other resources, especially in times of crises. These funding channels enable rapid and agile responses in changing contexts. In 2022 regular resources enabled UN-Women to raise over \$2.5 million through online donations and National Committees from its emergency appeal and through its offices in Ukraine to receive \$7.75 million in other resources, achieving results across its triple mandate.

- *Normative:* legislation, strategies and processes addressed women's and girl's needs, including the Istanbul Convention; State Strategy on Equal Rights and Opportunities of Women and Men by 2030; Revised National Action Plan on UNSCR 1325 on Women, Peace and Security; National Strategy on Decreasing the Gender Pay Gap; Framework of Cooperation between the Government of Ukraine and the United Nations on the prevention and response to CRSV; and the Framework law on regional policy and recovery policy in regional and communities of Ukraine.
- *Coordination:* ensured gender-responsive humanitarian action and integrated key gender considerations in early recovery via the UN Flash Appeal for Ukraine; UN Transitional Framework; Humanitarian Needs Overview; Gender in Humanitarian Action Sub-Group; National Recovery Plan for Ukraine.
- *Operational:* over 37,400 women and girls acutely affected by the war accessed humanitarian support and services, including survivors of sexual and gender-based violence, health care, shelter, food, hygiene kits, economic recovery and livelihood support through 20 civil society organizations in 18 regions.

14. Flexible and predictable funding in the form of regular resources and multi-year contributions are critical enablers of an empowered, data-driven UN-Women that is a thought leader able to respond to deteriorating global humanitarian, security, economic, and environmental contexts which present immense challenges for programme delivery and are reversing progress across many global goals and commitments.

II. Funding Compact: A Blueprint for Improved Funding and Accountability

15. The 2019 Funding Compact ([A/74/73/Add.1](#)) commitments help shape UN-Women financing dialogues with its Executive Board. The compact between Member States and the UN development system acknowledges the essential role of the UN in responding to global development challenges.

16. It seeks to guide Member State funding behaviour to be more compatible with an empowered UN system that is financed for purpose towards the achievement of the SDGs by 2030 through increases in high-quality, flexible and predictable funding. As part of the bargain, the UN development system committed to improve transparency and visibility, effectiveness and efficiency, cooperation and coordination, and accelerate and better report on results.

17. Mutual accountabilities and shared responsibility for progress on the commitments are at the heart of the compact. Yet the most recent reporting shows that just 25% of the indicators that track Member State commitments have been fully met or are showing rapid progress. This compares to almost 60% of UN development

system commitments,³ including for those that track progress on transparency and accountability, which are among Member State top priorities⁴.

18. In 2022, UN-Women continued to meet or exceed all 15 assessable indicator targets across the eight commitments that require entity-specific reporting, as outlined in Annex A and B to this report. UN-Women has scaled-up the quality and timeliness of programme and financial data, launched a Transparency Portal and improved its International Aid Transparency score to 88 out of 100. By extension, UN-Women has supported greater transparency for financing for gender equality at the system-level with the adoption of a Gender Equality Marker as a financial data standard aligned with the International Aid Transparency. Some 100 of UN-Women offices are in common premises and visibility activities are being prioritized with annual regular resources reports and Partner Recognition Weeks.

19. Conversely, in 2022 Member States fully met 39 percent of their Funding Compact commitments to UN-Women, with stalled or slow progress against 50 percent. With a new round of dialogue on the future of the Funding Compact planned, the UN system and Member States must work together to address the political, economic, policy and systemic drivers of regular resources divestment and support improved business case arguments for public sector investments in regular resources. This is the best prospect for UN entities to do more with less, be effective and efficient, and achieve results together.

Interagency harmonization

20. At the request of their respective Executive Boards, UNDP, UNFPA, UNICEF and UN-Women continue to harmonize funding compact and funding dialogue reporting and agree on methodologies for better comparability and improved analysis of funding reporting gaps⁵.

21. The agencies work closely and productively together to consider key emerging issues in the financing landscape. UNDP, UNFPA, UNICEF and UN-Women collaborate at a working-level through an inter-agency working group, carry out joint analyses and hold informal dialogues with Member States on a regular basis. Regular informal joint structured funding dialogues with the Executive Boards of the four agencies have been held since 2019. In May 2023, the [joint interagency informal briefing](#) addressed key issues about core funding⁶.

³ Refer to Annex: [Funding Compact Indicator Table](#) of the 2023 Report of the Secretary-General on Implementation of General Assembly resolution 75/233. Of the 16 indicators that are assessable at system-wide level to track Member State commitments, 4 or 25% show full or rapid progress, whereas of the 43 indicators that are assessable at system-wide level to track UN Development System commitments 25 indicators show full or rapid progress, or 58% show full or rapid progress. The UNDS is show full/rapid or medium progress against 83.7% of indicators compared to Member States, which show full/rapid or medium progress against 43.7% of indicators.

⁴ See [Addendum 1: Funding Analysis](#) (advanced unedited version to the [Report of the Secretary-General on Implementation of General Assembly resolution 75/233](#), which states: “Transparency and accountability for how the United Nations development system uses resources entrusted to it has been repeatedly mentioned as a top priority by Member States, including in General Assembly resolution 75/233.

⁵ Funding gaps (understood as the difference between planned resources and contributions received and planned resources and actual budget expenditures) help gauge compliance with the respective IRRF/biennium integrated budget. They can also be considered as the variances between Funding Compact commitment targets and progress to date, in line with the Quadrennial Comprehensive Policy Review of UN system operational activities.

⁶ Previous sessions include the May 2021, a [joint interagency informal briefing](#) was organized to reaffirm commitment to multilateralism, foster understanding about future funding prospects and identify challenges and opportunities related to current and future strategic plan and the May 2022, a [joint interagency informal briefing](#) was held on prioritizing development financing amidst multiple crises.

22. This joint approach supports improved understanding and coordination towards addressing regular resources funding gaps and ensuring quality resources for strengthened impact through the availability of flexible and predictable funding.

III. Resource Support to UN-Women’s Strategic Plan 2022-2025⁷

23. UN-Women receives three sources of contribution revenue: (1) assessed contributions; (2) regular resources, also known as core resources; and (3) other resources, also known as non-core resources. Other revenue is generated from investment income, exchange transactions and other sources.

24. To enable UN-Women to deliver its mandate, the Executive Board endorsed a revenue target in the Integrated Results and Resources Framework (IRRF) 2022-2025 of \$1.702 billion. This four-year estimate will be refined over the course of the Strategic Plan period⁸.

25. Compared to the previous biennium period of 2020-2021, the two-year integrated budget estimate for the 2022-2023 period proposed a zero-growth regular resources target of \$200 million per year and a 5 percent non-core growth target of \$300 million per year. The 2022 total contribution revenue target of \$500 million is segmented at 40 percent regular resources and 60 percent other resources⁹.

26. In 2022, revenue comprised \$9.4 million in assessed resources; \$153.3 million in regular resources; \$382.7 million in other resources and \$14.4 million in other revenue. Total revenue from all sources stood at \$559.8 million, a decrease of 1.8 percent between 2021 and 2022.

Table 1
UN-Women revenue, 2018-2022

(millions of United States dollars)

	2018	2019	2020	2021	2022
Assessed resources	8.0	10.2	9.7	10.1	9.4
Regular resources	149.0	143.0	165.8	165.1	153.3
Other resources	235.3	357.5	373.2	381.2	382.7
Other revenue	12.4	16.9	15.3	14.1	14.4
Total revenue	404.7	527.4	563.9	570.4	559.8
Annual growth (percentage)		+30 percent	+7 percent	+1 percent	-2 percent

27. With total revenue in 2022 lower than levels reached in 2021 and 2020, a seven-year positive trend of year-over-year growth came to an end. This reversal was set

⁷ For the purposes of this report, revenue figures are based on recognition in accordance with management accounts reporting to facilitate comparison to the Integrated Budget. Revenue is recorded and reported in accordance with the Financial Regulations and Rules requirements for contributions’ schedule of payments or milestones. This is different from revenue recognition per the Financial Statements.

⁸ The UN-Women four-year IRRF (2022-2025) is an indicative target that is refined and adjusted based on developments in the funding environment, as presented in the biennium integrated budgets 2022-2023 and 2024-2025.

⁹ The biennium integrated budget 2022-2023 estimates reflect a harmonized approach with UNDP, UNFPA, and UNICEF. Resource targets were identified in 2020 based on an analysis of the funding environment and trends at that time.

against increases in official development assistance in 2022, which reached an all-time high, up 13.6 percent in real terms from 2021, primarily due to increased spending on humanitarian aid and refugee hosting¹⁰.

28. In 2022, \$9.4 million in assessed contributions, allocated to UN-Women from the UN regular budget as approved by the General Assembly, accounted for 1.7 percent of the Entity's total revenue. UN-Women continues to receive among the lowest volume of assessed contributions of all receiving entities¹¹ at 0.07 percent of system-wide assessed contributions in 2021.

29. Regular resources are voluntary contributions received without restrictions. They are the highest quality and most flexible funding channel available to resource partners. Regular resources are the bedrock of UN-Women's gender equality and women's empowerment work worldwide. They underpin UN-Women's operational capacity and presence at global, regional, and country levels, supporting a range of essential institutional functions¹² and enable the leveraging of other resources. UN-Women's normative and coordination functions are generally not suited to project-based earmarked contributions and so rely on regular resources.

30. In 2022, regular resources fell short of the \$200 million integrated budget estimate by \$46.7 million, compared to shortfalls of \$35 and \$34 million in 2021 and 2020 respectively. The \$153.3 million mobilized was a decrease of \$11.8 million or 7 percent from 2021.

31. Decreases in the valuations of foreign currencies, including the Euro and the Danish and Norwegian Krone and the late arrival of funds from the United Kingdom were the significant contributing factors.

32. UN-Women analysis and found that had the top 25 donors made early regular resource payments in January 2022, total revenue for 2022 would have been \$11.58 million higher with regular resources revenue reaching \$168.8 million compared to \$165.1 million in 2021.

33. The Governments of Denmark, Finland, Germany, Norway, Sweden, Switzerland, and the United States were the top regular resource contributors in 2022, each giving 10 million or more to the Entity, with Finland providing \$19.7 million, opening the space for UN-Women partners to allocate regular resources above the \$20 million mark. UN-Women is grateful to the Governments of Finland, Germany, Iceland, Italy, Luxembourg, Netherlands, and Sweden for their increased contributions of regular resources in 2022.

34. Other resources complement regular resources by supporting the achievement of programme results and allowing scale up of programme interventions from the foundations enabled by regular resources as well as the expansion and replication of best practices and capacity development in countries. Mobilization of \$382.7 million in other resources surpassed the integrated budget projection of \$300 million by \$82.7 million. Sweden, the United States, Norway, Australia and Canada were the top five government other resource contributors, while the European Commission (including funding received for the Spotlight Initiative) and the Multi-Partner Trust Fund Office were among overall top other resources contributors.

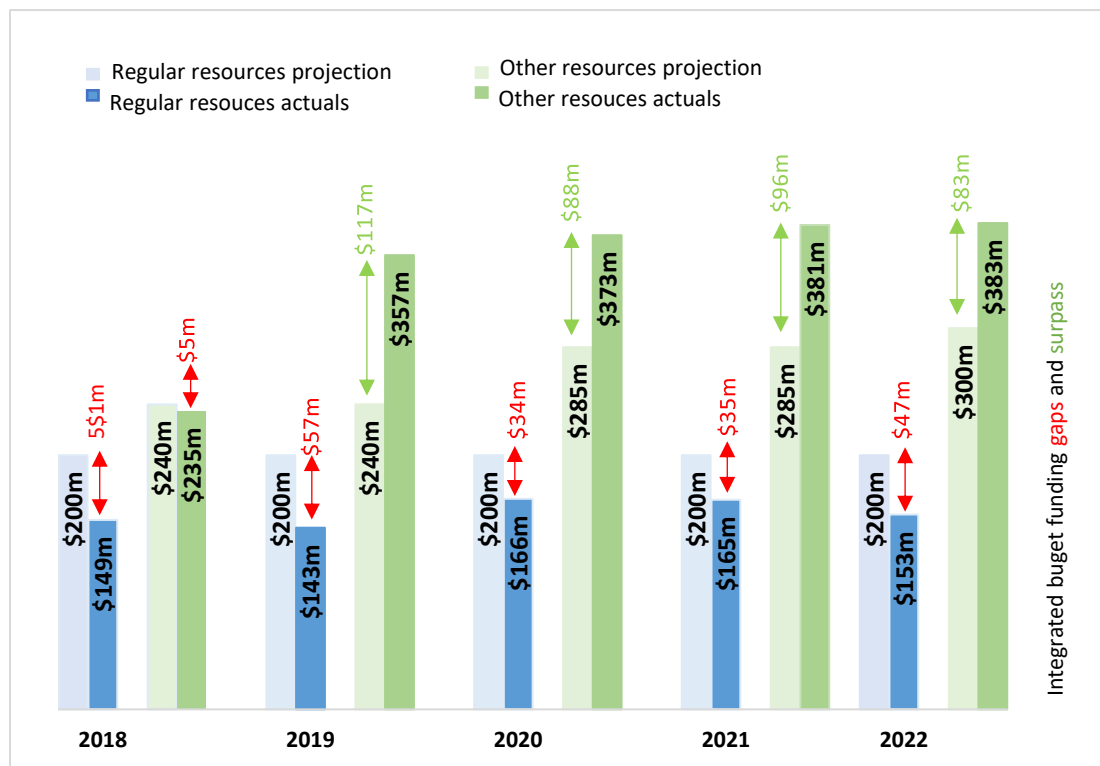
¹⁰ Organisation for Economic Co-operation and Development, *ODA Levels in 2022, by members of the Development Assistance Committee (preliminary data)*, Detailed Summary Note, 12 April 2023. See: <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/official-development-assistance.htm>

¹¹ Next to the International Seabed Authority and the UN Convention to Combat Desertification.

¹² Such as leadership and representation, independent assurance, strategic and programme direction setting and implementation, operations and fiduciary duties, corporate communications, resource mobilization, external relations and corporate security.

Figure I
Regular and other resource funding gaps and surplus 2018-2022

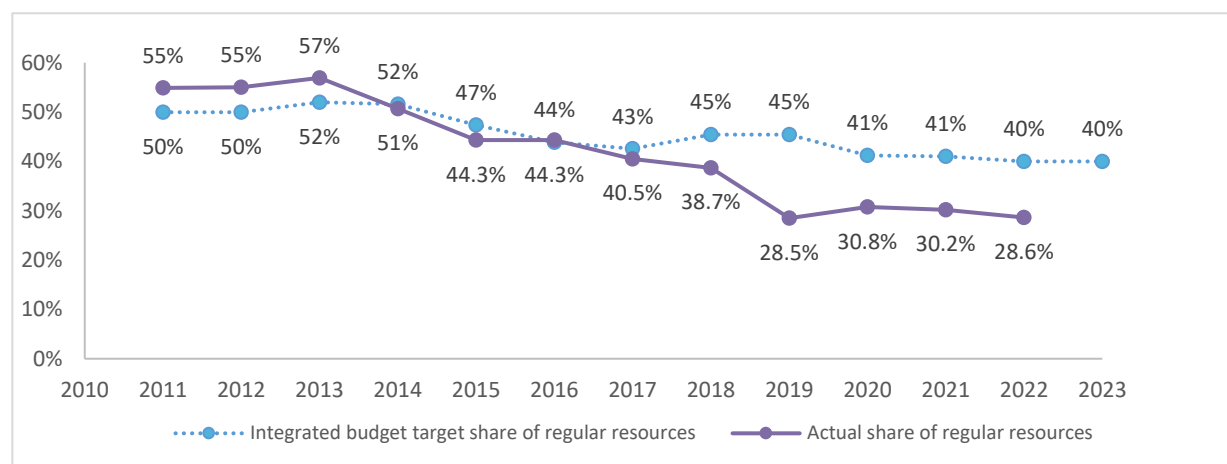
(millions of United States dollars)



35. The 2022-2023 integrated budget target for the share of revenue received as regular resources was 40 percent with the remaining 60 percent to be received as other resources. The actual share of regular resources received in 2022 was 28.6 percent (30.2 percent in 2021), which fell short of the Funding Compact threshold of 30 percent with the ratio of regular to other resources continuing to widen from the 55 percent share of regular resources in 2011 when UN-Women was established.

36. Projections for the 2022-2023 biennium adjusted the share of regular to other resources to a 40-60 split to reflect the continued reality of UN-Women's unique mandate-driven financing requirements as well as current UN development system funding patterns that are marked by a decline in regular resources compared to overall funding and a rising share of tightly earmarked funds for specific activities.

Figure II
Target and actual regular resources revenue as a proportion of total voluntary contributions, 2011-2023



37. The 30 percent Funding Compact threshold, which was met in 2020 and 2021, was not met in 2022, when the ratio of regular to other resources fell to 28.6 percent. UN-Women considers a minimum of 40 percent share of regular resources to be necessary for its financing blend to be compatible with the Entity's normative support and UN system coordination mandates, which are primarily delivered through regular resources. Through these mandates, UN-Women plays a critical role as an advocate, convenor, influencer, and enabler of gender equality and women's empowerment, all of which is founded on regular resources. For example, in 2022, through its coordination mandate and because of regular resources, 87 percent of the response plans of Humanitarian Country Team that UN-Women engaged with incorporated steps to advance gender equality outcomes, including sexual and reproductive rights, economic empowerment of crisis-affected women and mitigating and responding to gender-based violence.

38. An imbalance in the blend of regular to other resources limits UN-Women's ability to support the formulation of global norms and standards and UN system-wide coordination; restricts flexibility to respond to crises and conflicts; increases the likelihood of piecemeal interventions; and constrains the Entity's ability to invest in research and evidence that helps inform policy, programming, and decision-making. Without sufficient regular resources and with just 0.07 percent of system-wide assessed resources directed to UN-Women, the Entity will increasingly be oriented towards delivering partner-funded projects, impacting the Entity's focus on important normative and coordination work.

39. UN-Women looks to its Executive Board for continued support in working with government partners to increase regular resources to operationalize its normative support functions, UN system coordination and operational activities.

Expenditure

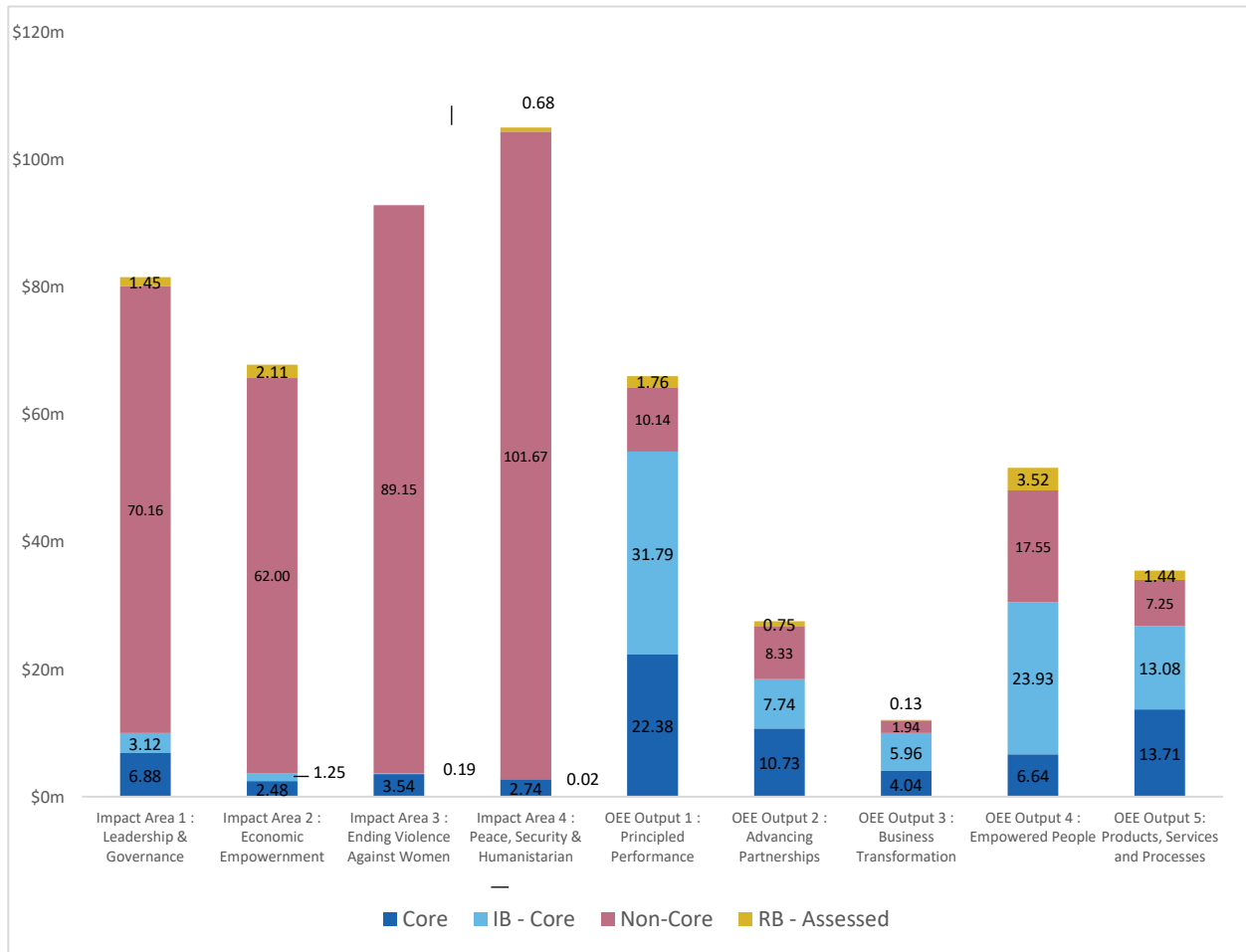
40. Against total expenditure of \$540.3 million, programme expenditure¹³ reached a high of \$441.3 million in 2022, representing 82 percent of all expenditure (\$431.8 million in 2021 and a 54.5 percent increase from \$285.7 million in 2018). The largest proportion of expenditure contributed to Impact area on Women, Peace & Security, Humanitarian Action & Disaster Risk Reduction, followed by Ending Violence Against Women; Governance & Participation in Public Life; and Women's

¹³ Other resources and programmable regular resources expenditure.

Economic Empowerment. This resourcing trend per impact area aligns with expenditure trends during the previous Strategic Plan period 2018-2021¹⁴. A detailed breakdown is available in Annex C.

Figure III
Total expenditure by Strategic Plan Impact and Output by funding type, 2022

(millions of United States dollars)

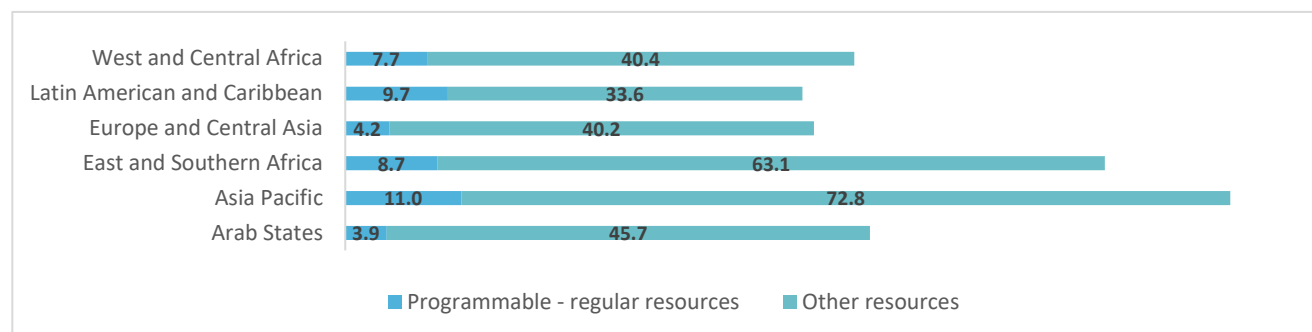


41. Total regional programme expenditure reached a record high of \$341 in 2022, an increase from \$337 million in 2021. Regional expenditure represented 77 percent of overall programme expenditure. The highest proportion of expenditure was in Africa, followed by Asia and the Pacific, Arab States, Europe and Central Asia and Latin America and the Caribbean.

¹⁴ Between 2018 and 2021, the largest proportion of resources contributed to Strategic Plan Outcome 5 on women, peace and security and humanitarian response, followed by Outcome 4 on ending violence against women and girls, Outcome 2 on leadership and governance, Outcome 3 on economic empowerment and Outcome 1 on global norms and standards.

Figure IV
Programme expenses by region, 2022

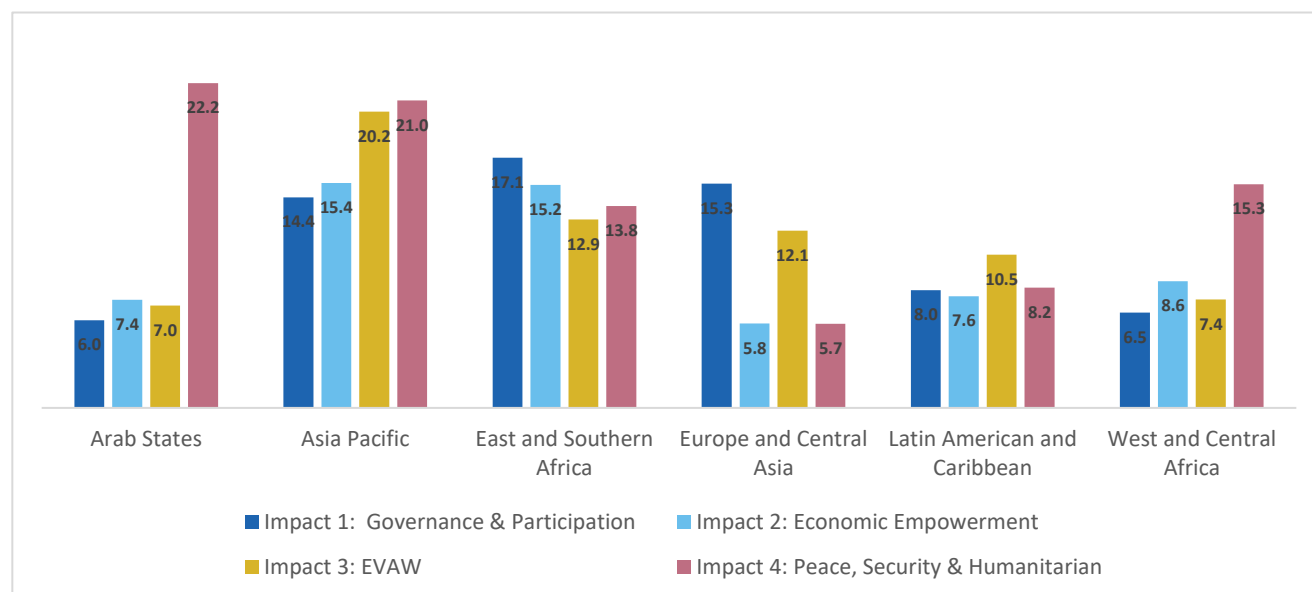
(millions of United States dollars)



42. Trends in regional level expenditure reflect strategic prioritization, including for example, higher levels of investment in peace, security and humanitarian action in the Arab States and West and Central Africa, ending VAWG in Latin America and the Caribbean and on governance and participation in Europe and Central Asia.

Figure V
Regional distribution of total expenditure by impact area, 2022

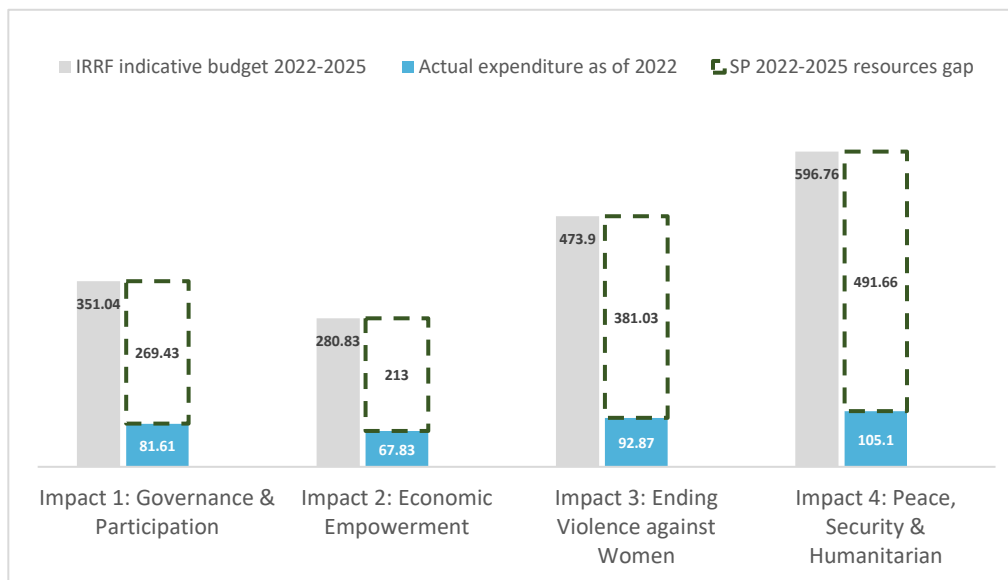
(millions of United States dollars)



43. Expenditure in 2022 against the four-year IRRF targets per impact area of the Strategic Plan 2022-2025 indicates a resource gap of \$1.355 billion to be mobilized in the remaining three years of the Strategic Plan.

Figure VI
Actual expenditure 2022 against four-year planned allocation¹⁵ per impact area 2022

(millions of United States dollars)



44. Expenditure against impact areas 1 and 2 reached 23 percent of the four-year IRFF indicative budget, and closely aligned with anticipated investment levels, while impact areas 3 and 4 stood at 20 and 18 percent respectively and are slightly under annualized targets. Expenditure analysis informs efforts to ensure adequate investments across priority areas; UN-Women will continue to monitor expenditure throughout the four-year period.

Resourcing gender equality impacts

45. Significant, often lifesaving, results were achieved across four Strategic Plan impact areas.

46. UN-Women compiled data for three-quarters of countries with elected local governments for SDG indicator 5.5.1b; enhanced campaigning and skills of over 7,000 aspiring women leaders and political candidates; supported 64 countries to develop and implement gender-responsive fiscal laws, policies, systems and instruments, strengthening gender mainstreaming in financing frameworks and enhancing institutional capacities of 864 state and non-state partners on gender-responsive budgeting; and empowered over 10,000 women and girls in Ethiopia and Uganda to demand discrimination-free access to health services. Yet with an additional \$5 million UN-Women could provide technical support and capacity strengthening in 15 countries on gender-responsive tax systems and evaluate gender equality results achieved through budget implementation. With an additional \$15 million, UN-Women could have ensured 5,000 adolescent girls and young women

¹⁵ The 2022-2025 IRFF is the four-year resource projection endorsed by the Executive Board. The Executive Board-endorsed biennium integrated budget (2022-2023) is a two-year resource projection. There is variance between the IRFF and the integrated budget due to the planning period and timing of these documents that considers account income developments and trends at different points in time.

in sub-Saharan Africa directly increased their leadership capacity and influence the HIV response in their countries.

47. UN-Women advanced income security, decent work, and economic autonomy, building 15 gender-responsive national social protection systems that reduced gender gaps and strengthened COVID-19 response and recovery efforts; worked with 30 governments and rallied support from UN, inter-governmental and civil society organizations, culminating in the adoption of the *Buenos Aires Commitment* establishing care as a human right; and through 27 laws in 11 countries that were adopted, revised or repealed and the adoption of 26 multisectoral strategies, policies or action plans in 15 countries to advance women's economic empowerment, such as in Senegal, where procurement laws were revised to improve access to opportunities for women's enterprises. With an additional \$10 million, 10 countries could implement multisector systems, strategies or programmes to advance women's equal access to goods services and resources with 500 more institutions strengthened to deliver these to women.

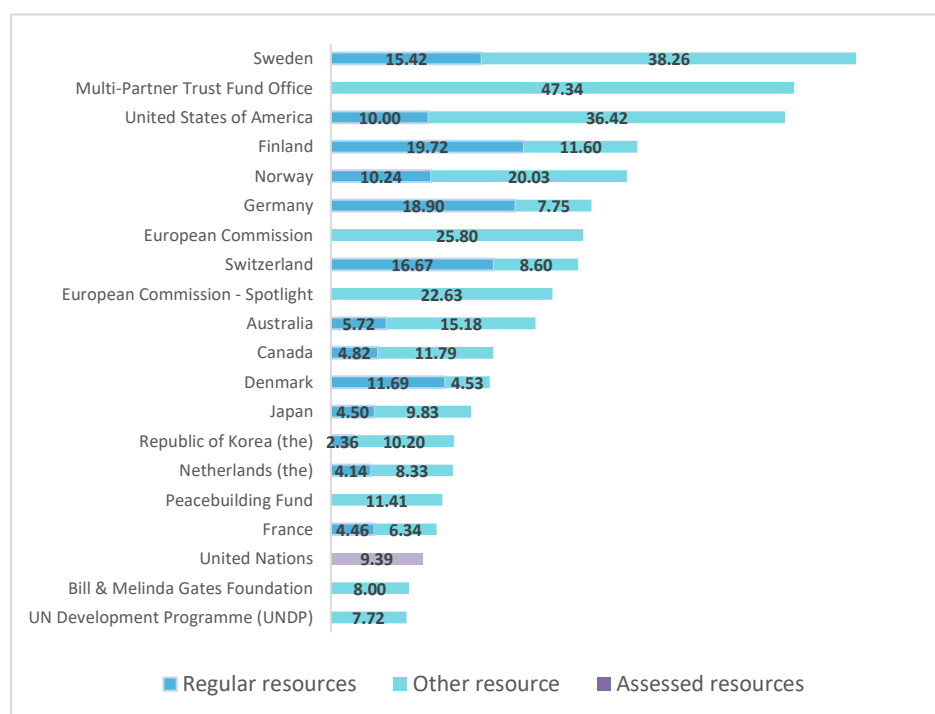
48. UN-Women scaled up efforts to address the escalation of harassment and other forms of VAWG, including through innovative adaptation of ongoing work. Support in 38 countries advanced policies to end VAWG; UN-Women led advocacy integrated climate change and environmental degradation and VAWG in COP 27 negotiations; Safe Cities and Safe Public Spaces programming reached 34 countries and 29 countries reported increases in the number of women accessing services after experiencing violence or discrimination. With an additional \$20 million, UN-Women would address gaps in safe cities interventions and respond to demands from local governments and women's rights organizations for seed support for safe rural community initiatives. It would bolster initiatives being undertaken in humanitarian contexts in two regions to strengthen synergies with urban planning, police, transportation, environment, and infrastructure sectors to enhance women's safety on and offline. A \$10 million injection could support systematic and scaled response to trafficking in women and girls in up to eight countries across three regions.

49. UN-Women delivered services and information to 800,000 women and girls in crises to meet urgent and lifesaving needs. Support intensified with the provision of gender-responsive conflict analysis and rapid gender assessments in complex conflict and humanitarian settings including Afghanistan, Ukraine, and Myanmar. UN-Women spearheaded multi-stakeholder efforts to support the adoption of eight National Action Plans on women, peace and security, generating concrete results for women and girls in peacebuilding. The Entity elevated gender analysis and opened spaces for stronger representation of women in key fora, from the Security Council to Humanitarian Country Teams; promoted women's resilience to disasters across 61 countries; and advocated for increased disaggregated data and understanding of gender inequalities of disaster risk, addressing gaps identified in the of the Sendai Framework's mid-term review. Significant results could be achieved by investing in emerging, innovative areas such as prevention of violent extremism and gender and climate security: \$6 million would enable gender analysis and organizing among women's grassroots organizations in five regions to address emerging threats. Furthermore, with Ukraine, Afghanistan and other crises taking centre stage, \$10 million would support women's rights organizations and women, peace and security in protracted settings such as Syria, Iraq, Yemen, Georgia, and Myanmar.

IV. Maximizing Funding Impact Through Flexible and Predictable Funding

50. UN-Women's top 20 resource partners contributed \$449.7 million or 84 percent of total voluntary contributions in 2022. The Government of Sweden was the single largest contributor with other resources contributions totalling \$38.3 million and regular resources contributions of \$15.4 million. Member States and the European Commission comprised 15 of the top 20 donors, demonstrating the continued criticality of government leadership and partnerships in driving support for gender equality and women's empowerment within the UN development system. Significant funding was also received through interagency arrangements, with the Multi-Partner Trust Fund Office and Peacebuilding Fund among the top 20, alongside the private sector partner, the Bill and Melinda Gates Foundation.

Figure VII
Top 20 resource partners, 2022
 (millions of United States dollars)



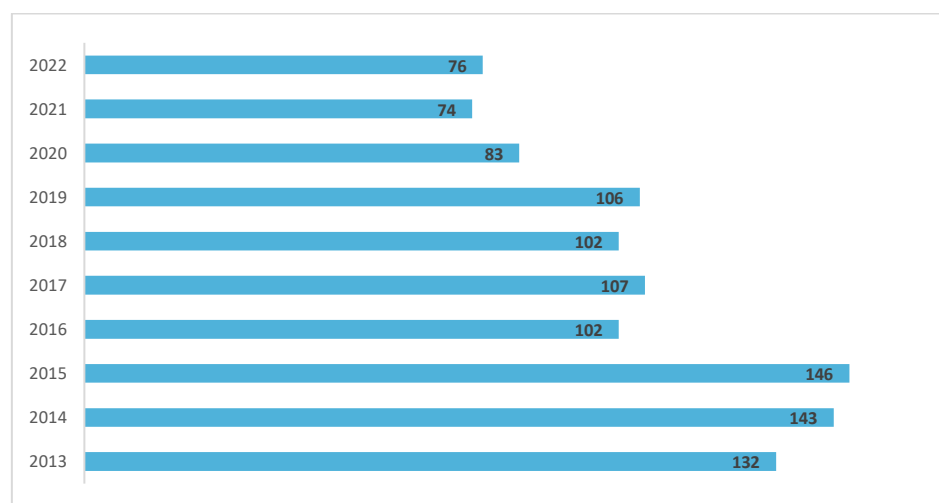
51. In 2022, 191 partners contributed to UN-Women, an increase from 181 in 2021¹⁶. The total number of contributors to UN-Women has fluctuated year-over-year, with an overall growth trajectory since inception in 2011 when 127 partners funded UN-Women. Factors affecting the trend in the last biennium include the impact of COVID-19 on the funding priorities and the appetite of programme countries and other donors, alongside UN-Women's partnership management focus. UN-Women efforts to diversify its funding base as represented by the profile of contributors demonstrates positive results with the number of Member States comprising 44 percent of contributors with all other public and private sector partners comprising 56 percent of contributors in the 2021-2022 biennium, compared to 68 percent to 32 percent in the 2011-2012 biennium.

¹⁶ Including a count of one for the receipt of UN assessed resources.

52. UN-Women is committed to engaging with a wide range of partners. Among them, Member States continue to be UN-Women’s most important and reliable funders, with 76 contributing regular resources¹⁷ and 41 contributing other resources in 2022. In line with the funding trend in the 2020-2021 biennium, their investments in 2022 accounted for 98 percent of regular resources, with the remaining 2 percent, equivalent to \$2.1 million, generated by 10 National Committees¹⁸. Recognizing the value of diversifying regular resource contributors, UN-Women continues to work closely with National Committees on regular resource generation through individual giving as the only viable alternative to Member States, given that the profile and priorities of other private sector actors, like corporations, are not a realistic source for regular resources.

53. The number of Member States contributing regular resources to UN-Women over the last ten years has generally been on a downward trajectory. The volume of regular resources from Member States declined between 2021 and 2022 by \$11.3 million, primarily due to foreign exchange rate losses. UN-Women encourages Member States to demonstrate commitment to the Entity’s mandate through regular resources contributions made early in the year, which provide the highest return on investment.

Figure VIII
Number of Member State regular resources contributors 2013-2022



54. In 2022, an all-time high of 145 partners (135 in 2021, 62 in 2011) contributed \$383 million in other resources to the Entity, the largest volume recorded to date. The number of other resource partners has increased year-over-year since inception, matched by an overall growth trend in other resources revenue. This trend reflects UN-Women’s successful internally driven priority to diversify its donor base, alongside externally driven funding preferences for tightly earmarked over flexible funding.

55. UN-Women recognizes and values other resource partnerships that support capacity development in programme countries as well as innovation, replication of best practices and scalability of programme results from the foundations enabled by regular resources. However, without a solid foundation of regular resources, UN-Women can expect reduced development impact, limited leverage of additional funding, more competition, mandate drift, and reduced operational agility. As the

¹⁷ Including 15 Member States that provided in-kind contributions to UN-Women in 2022.

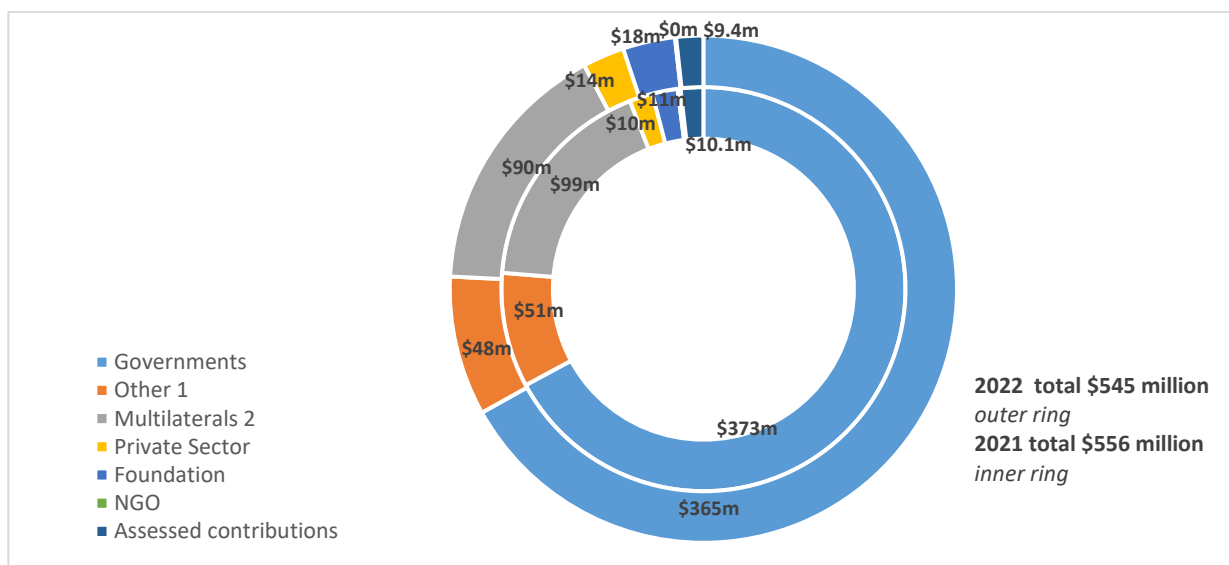
¹⁸ This includes \$58,258 in regular resources contributed by “other” miscellaneous donors.

Multilateral Organisation Performance Assessment Network reported in 2022 “fragmentation in resource mobilisation contributes to competition among multilateral organizations, works against joint programming and undermines the achievement of collective outcomes.¹⁹”

56. Together, 42 Member States and the European Union/European Commission accounted for 68 percent (\$259.7 million) of other resources contributions with 103 partners representing a wide range of donor segments contributing the remaining 32 percent (\$123.3 million). This includes revenue from multilateral partners²⁰ that contributed \$89.5 million in 2022, down from \$99 million in 2021. Revenue from the European Commission and European Union/other donors²¹ held steady at \$51 million, the same volume as in 2021, but was down from \$75 million in 2020 due to the wind down of the Spotlight Initiative.

57. Revenue from private sector partners increased from \$21.3 million in 2021 to \$33 million in 2022, comprised of contributions from foundations that reached \$20.2 million, up from \$11.6 million in 2021, \$5.6 million from corporations compared to \$4.8 million in 2021, and \$5.3 million in 2022 from UN-Women National Committees, up from \$4.9 million in 2021.

Figure IX
Contributions by funding channel, 2021-2022²²
 (millions of United States dollars)



Diversifying sources of regular resources through Individual Giving

58. While UN-Women continues to strengthen its individual giving portfolio as a proven means of generating regular resources, its ability to maximize opportunities

¹⁹ Multilateral Organisation Performance Assessment Network, 2022 “More than the sum of its parts?: The multilateral response to COVID-19, Lessons in Multilateral Effectiveness. Paris.
²⁰ This includes International Financial Institutions, UN organizations and UN inter-agency pooled funds.
²¹ The UNDG Data Standards the category “Other” includes contributions from the European Commission, municipal governments and other organizations like the African Union.
²² In line with UNDG Data Standards, “Other” includes contributions from the European Commission and other organizations such as the African Union. “Multilaterals” includes International Financial Institutions, United Nations organizations and transfers from United Nations inter-agency pooled funds.

within this funding stream has been constrained by investment limitations that restricts donor acquisition, which is the precondition for and the main driver of individual giving returns.

Table II
Individual giving investment and revenue²³

Year	National Committee Campaign ²⁴	Investment	Actual Year 1 return	Actual Year 3 return
2019	Iceland Fundraising TV show	\$200,000	0.50	2.91
2019	Sweden Digital Marketing and Telemarketing	\$39,326	0.87	1.50

Year	National Committee Campaign	Investment	Actual year 1 return	Estimated year 3 return
2020	Netherlands Outbound Telemarketing	\$25,488	0.87	2.65
2021	Germany Facebook Messenger	\$30,000	0.40	2.80
2021	Iceland Face to Face Fundraising	\$75,000	0.97	2.48
2021	Finland Outbound Telemarketing	\$103,000	0.40	2.77

59. UN-Women National Committees launched successful emergency appeals, raising over \$2.4 million for Ukraine, \$650,000 for Afghanistan, and \$230,000 for the recent Turkiye-Syria earthquake and Pakistan floods in other resources as of May 2023.

60. UN-Women relies on Member States support to further invest in individual giving and capacity development of National Committee that have raised over \$46 million for UN-Women since its inception, to be effective advocacy and resource mobilization partners.

Empowering UN-Women through flexible funding

61. Higher quality other resources are more loosely earmarked, allowing greater flexibility. Other resources that are both loosely earmarked and delivered more predictably through multi-year contributions enable greater efficiency and effectiveness by generating transaction, management, and reporting cost savings and facilitating longer-term planning and sustainability. The benefits of flexible and predictable funding are multiplied through early payment that reduce risks associated with currency fluctuations and support good planning and management.

62. Strategic Partnership Frameworks are another best practice example of a flexible funding arrangement, such as between the Swedish International Development Agency and UN-Women. The framework is built on shared priorities, good performance and responsible financial stewardship. By channelling funds directly to UN-Women's Strategic Plan, the Framework supports global- and country-level normative support, United Nations system coordination and operational work, it has

²³ Reflects conversion from local currency to USD.

²⁴ Another example is the 2019 French National Committee investment of USD 60,000 enabling them to collect EUR 78,790 from 122 monthly donors and 649 one-off donors, and secure EUR 129,000 in direct financial sponsorships and EUR 30,000 of pro-bono sponsorship for the Gender Equality Forum.

been critical in strengthening UN-Women capacity in these areas. The most recent \$44.7²⁵ agreement for 2022-2025 embeds flexibility, allowing UN-Women to strengthen capacities where they are most needed for organizational growth and local needs. It enables UN-Women to strategically plan with longer-term predictability and flexibly, investing resources in priority thematic areas and programme countries, resulting in management efficiency gains and reduced transaction costs. UN-Women's primary channel to receive flexible other resources are via Strategic Notes (SNs). SNs are the main planning document used by UN-Women to articulate the strategies, results, and indicative resource requirements to implement the Strategic Plan 2022-2025. SNs align a country programme approach to national development priorities and the UN Sustainable Development Cooperation Framework to promote UN system-wide coherence. They are the UN-Women equivalent to Country Programme Documents of UN-Women sister entities.

63. Although direct funding from donors to SNs *is earmarked*, it reduces transaction costs related to programme development and management; allows for a more strategic allocation of resources to reach transformative results; and supports coherence and alignment. The flexibility of SN funding is maximized when contributions are made at the level of the full SN document rather than against specific SN outcomes, enabling UN-Women to direct resources to highest-priority work areas. SN funding has increased since 2015 with \$13.5 million²⁶ received compared to \$23 million, or 6% of total other resources in 2022, however this is a decline from \$30.4 million or 8% of other resources received in 2021²⁷. SNs are under-used by funding partners. In the absence of thematic funds, which are currently not suitable within UN-Women's organizational structure, the entity calls on funding partners to prioritize direct SN funding as *the priority* flexible funding instrument of choice.

Multi-year funding agreements

64. Multi-year funding supports longer-term, strategic programme planning and more efficient and effective programme implementation, which is why the Funding Compact calls on Member States to increase the share of multi-year contributions for improved funding predictability.

65. In 2022, \$60.2 million of \$151.8 million,²⁸ or a 40 percent share of regular resources received were multi-year compared to 26 percent share in 2021. This improvement relates to important new multi-year regular resource agreements put in place in 2022 with the Governments of Australia, the Netherlands, New Zealand, Sweden and Switzerland. The volume of revenue through multi-year other resource agreements also increased, representing 65 percent of earmarked contributions in 2022 (\$242.4 million of \$382.6 million) compared to 52 percent in 2021.

²⁵ The total agreement value is SEK \$440 million. The annual amount can be allocated by Sweden with flexibility at any point in time during the period.

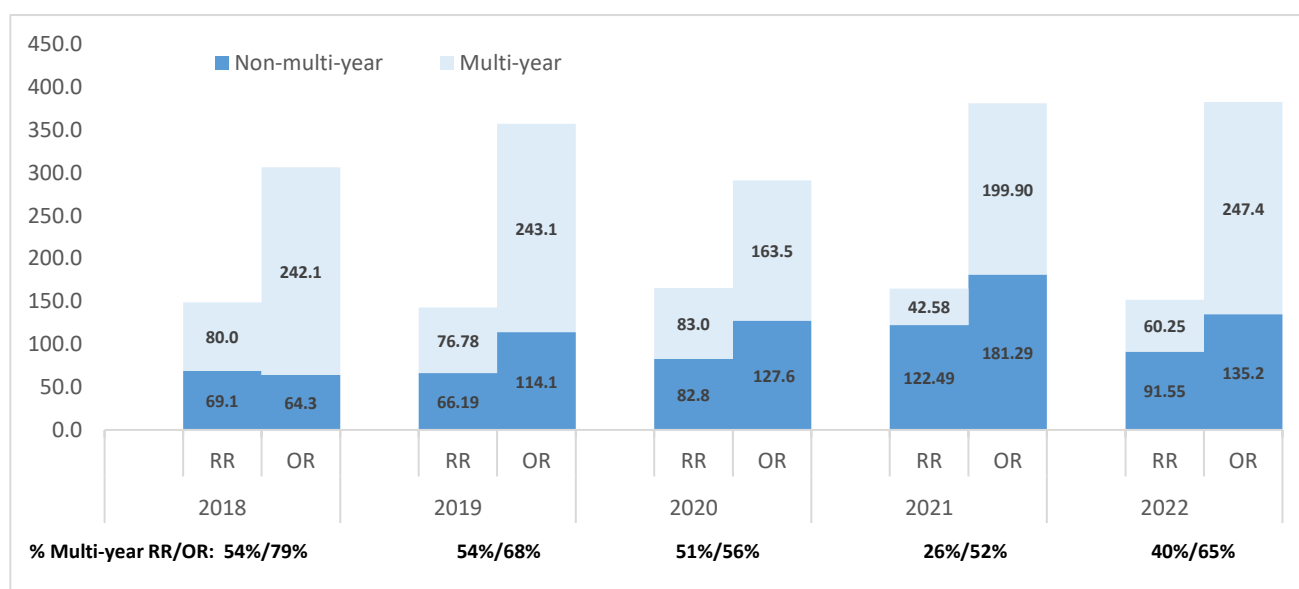
²⁶ Extracted from DAMS, total agreement value annualized.

²⁷ Per indicator SP_O_5A (Desk Review).

²⁸ Does not reflect in-kind regular resources valued at \$1.4 million.

Figure X
Proportion of multi-year commitments/agreements by resource type, 2018-2022²⁹

(millions of United States dollars)



Scale of funding investments

66. The average regular resources commitment value stood at \$1.8 million in 2022, an increase from the 2018-2019 biennium but slightly lower than the \$1.9 million in 2021. At 87, the number of funding partners giving regular resources held steady in 2021-2022 period but reflects the overall decline in the number of contributors over time, with UN-Women seeing over 100 Member States representing donor and programme countries making regular resource contributions in every year from 2012-2019. This decline is understood to be primarily related to reasonable constraints and portfolio management priorities since the onset of the COVID-19 pandemic. UN-Women encourages all Member States, including non-Development Assistance Committee countries to demonstrate their commitment to gender equality and women's empowerment through regular resources support to UN-Women.

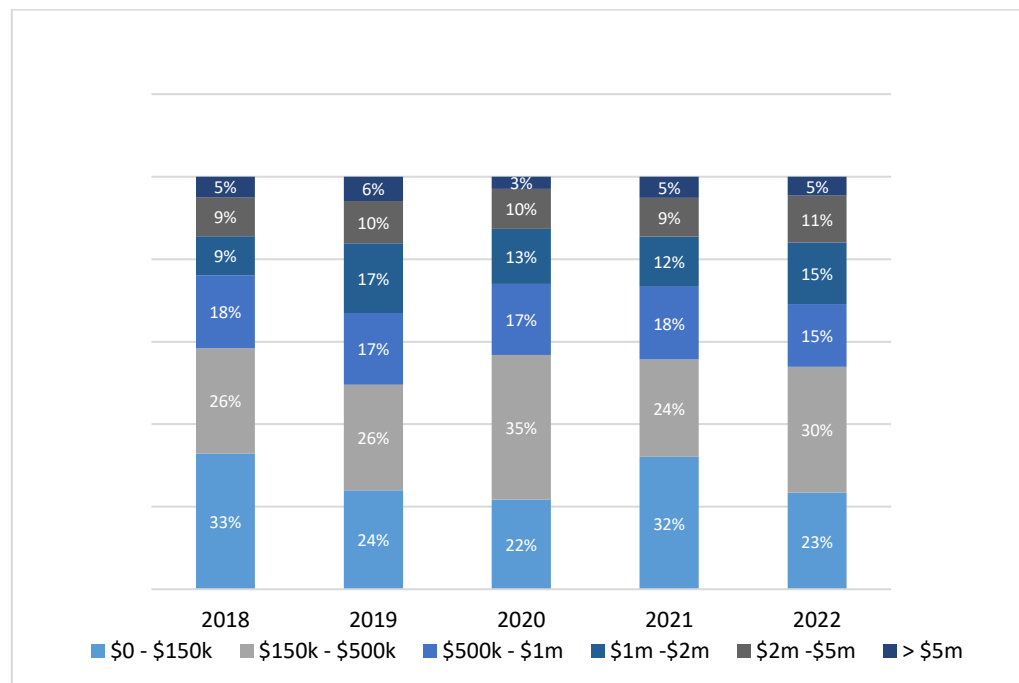
67. The average other resources agreement value increased to \$1.25 million in 2022 after falling in 2020 to \$0.9 million dollars. UN-Women is yet to achieve the goal of a minimum threshold of \$1 million for all donor agreements. In 2022, 68% or 195 of 282 agreements were valued at less than \$1 million and just 5% or 13 agreements valued at over \$5 million. The proportion of these top threshold agreements has held relatively stable since 2018, representing between 3 to 5 percent of all agreements. The largest proportion of donor agreements in 2022 were valued at a relatively modest \$150,000-\$500,000, representing a significant proportion of other resources funding to the Entity. In a positive trend, the period saw a 9% decrease in the lowest value agreements (\$0-\$150,000).

68. With almost three-quarters of lower-value agreements funded by the private sector, the MPTO or other UN agencies, these partnerships are important for shared

²⁹ Total commitment value for regular resources includes multi-year agreements signed with Member States, as well as pledges, and represents the total contributions received in a given year. For other resources, total value is the amount of an agreement (including pledges, framework arrangements, letters and agreements) in the year in which the agreement was signed. In cases in which an agreement is concluded for an amount in a currency other than United States dollars, the future revenue is calculated based on the United Nations operational rate of exchange of December of the calendar year in which it was concluded.

results and influencing others. The proliferation of lower value agreements reflects funding trends that preference immediate, shorter-term response actions. Larger scale investments provide UN-Women and funding partners with economies of scale, allowing fixed costs to be distributed over a larger programming base in support of higher-level strategic results. Given these benefits, UN-Women requests partners support higher value multi-year agreements.

Figure XI
Proportion of other resource agreements by amount, 2018-2022³⁰



Inter-agency pooled funding

69. In supporting improved coherence and coordination for transformative results, inter-agency pooled funds³¹ are higher-quality earmarked funding. Inter-agency funding grew from \$50.4 million in 2018 to \$112.5 million in 2022. In 2022 it represented a 21 percent share of total voluntary contributions, a 29 percent share of other resources voluntary contributions, and 25.5 percent of total programme expenditure, surpassing the Funding Compact target of 15 percent of development related expenditures on joint activities.

³⁰ Membership fees for Unstereotype Alliance are not reflected.

³¹ One UN Funds, Trust Funds, joint programming (includes multilateral funding via the Multi-Partner Trust Fund Office for the Spotlight Initiative).

Table III

Percentage share of inter-agency pooled funding to total contribution income, 2018-2022

(millions of United States dollars)

	<i>Inter-agency funding</i>	<i>Voluntary contributions</i>	<i>Share of inter-agency funding to voluntary contributions</i>
2018	50.4	384.3	13%
2019	72.4	500.4	14%
2020	119.8	538.9	22%
2021	113.5	546.3	21%
2022	112.2	536.0	21%

70. While gender equality is a common area of focus in joint programming, the Secretary-General reports that less than 40 percent of pooled funds use allocate at least 15 percent of resources to programmes with gender equality as the primary objective³². In 2022, 30 percent or \$130.2 million of \$441.3 million in total programme expenditure was on joint programmes (31 percent in 2021, 13 percent in 2018). The Strategic Plan 2022-2025 prioritizes achieving gender equality impacts through pooled mechanisms given UN-Women's advantaged role as a thought leader, catalyst, and system-wide mainstreamer and coordinator.

V. Strategic Considerations in Financing Gender Equality and the UN-Women Strategic Plan 2022-2025

Resource targets 2024-2025

71. UN-Women's 2024-2025 integrated budget targets \$1.03 billion in voluntary contributions to implement its mandate (\$200 million per year in regular resources and \$315 million per year in other resources), with 87.5 percent of total resources devoted to development activities. The regular resources target reflects zero growth from the 2022-2023 period and a zero-growth institutional budget. With other resources surpassing the \$300 million mark annually since 2019, the other resources target of \$315 million reflects a realistic 5 percent growth over the 2022-2023 period.

72. Integrated budget estimates reflect a harmonized approach with UNDP, UNFPA, and UNICEF, with resource targets based on analysis of trends in the funding and financing environment, including uncertainties related to complex crises, inflationary pressure, and tighter financial conditions.

Protecting investments in women and girls

73. As we work together to improve lives, the backlash against women's rights continues. This is not new, but it is growing in strength and visibility, and has been accompanied by concerning reversals of women's and girl's rights. In this context, UN-Women is pushing back against the pushback.

74. UN-Women Strategic Plan priorities are women's rights priorities and system-wide priorities. Progress to advance these priorities requires financial investments, backed by political commitment. Yet recent data shows that just 4 percent of total bilateral aid is principally dedicated to gender equality, and that less funding was

³² Addendum Report of the Secretary-General, *Implementation of General Assembly resolution 75/233 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system: funding of the United Nations development system*. 3 April 2023 (advanced, unedited)

directed to women's rights organizations and movements and ending VAWG in 2020-2021 compared to 2019-2020³³, despite total development assistance being up in real terms.

75. UN-Women calls on its funding partners protect gender equality investments and ensure an adequate volume of funding to the Entity.

76. Periods of economic hardship and domestic budget constraints could lead to declines in quality funding, and regular resource contributions particularly. Given the current financing environment, UN-Women is deeply concerned about funding behaviours that are characterized by a preference for projectized resourcing that imbalance the regular to other resources ratio. This is because the way UN-Women receives resources defines the ways and types of work it can pursue and the results it can achieve.

77. To help Member States make the case for regular resource investments, UN-Women stepped up results-oriented visibility activities through annual regular resources reports and Partner Recognition Weeks and has made important progress on efficiency and effectiveness, launching a Transparency Portal in 2022 and improving our International Aid Transparency Initiative score from 40 in 2017 to 88 out of 100 in 2022.

78. Prioritizing adequate and flexible resources for gender equality and women's empowerment is not just sensible, it is pivotal to UN-Women's ability, in partnership, to implement its normative, coordination and operational mandate across the humanitarian-development-peace nexus.

Tapping financing and action for gender equality

79. UN-Women is working to advance gender equality in major financing decision-making spaces, including: (1) engaging International Financial Institutions (IFIs) to integrate and implement a gender lens in finance and funding; (2) convening IFIs and government Ministries on gender-responsive stimulus packages; (3) signing Memoranda of Understanding to advance gender equality financing; (4) engaging in the Financing for Development Forum; and (5) launching work on innovative financing to identify new instruments, such as gender bonds that can scale-up and sustain investments needed to advance gender equality.

80. While these efforts are not primarily geared toward generating resources for UN-Women, in 2022, new multi-year commitments were made with development banks valued at over \$9 million, building on the approximate \$9 million in new multi-year commitments made via IFI loans and other modalities in 2021.

V. Conclusion

81. UN-Women is deeply grateful for the generous contributions of funding partners and their confidence in UN-Women, demonstrated through investments in 2022, which enabled the entity to advance operationalization of its mandate at a time when women's rights face threats on multiple fronts as the global community grappled with the impacts of COVID-19 and escalating inequalities and humanitarian needs.

82. UN-Women seeks Executive Board support to prioritize an orientation that supports *financing* for gender equality, alongside balanced regular and other resources *funding* of the Entity's mandate via the Strategic Plan 2022-2025.

³³ OECD, 2023. *Official development assistance for gender equality and women's empowerment in 2020-21: A snapshot*. See: <https://www.oecd.org/dac/official-development-assistance-gender-equality.pdf>

VI. Elements of a Decision

83. The Executive Board may wish to:

- (a) *Welcome* the *Structured Dialogue on Financing the Results of the UN-Women Strategic Plan, 2022-2025* (UNW 2023/8);
- (b) *Note* the importance of sufficient and predictable regular resources, which are critical for UN-Women fulfil its normative, coordination and operational mandate and *note* the failure to reach IRRF regular resources annual target during the entire Strategic Plan 2018-2021 period and in the first year of the Strategic Plan 2022-2025;
- (c) *Emphasize* the importance of flexible funding and funding that is predictable through multiyear contributions to facilitate UN-Women to effectively and strategically respond to complex global contexts with agility;
- (d) *Call* on Member States to shift other resources contributions from tightly earmarked to more flexible funding modalities, such as via Strategic Notes and strategic partnership agreements, particularly through contributions that are multi-year;
- (e) *Call* on UN-Women to ensure visibility for the impact of regular resources;
- (f) *Advocate* among Member States for the prioritization of financing for gender equality and women's empowerment and contributions to UN-Women that are made early and in a predictable manner in support of the implementation of the Strategic Plan 2022-2025; and
- (g) *Recall* the importance of the Member State commitments to the funding compact, particularly funding predictability, and urge Member States to prioritize regular resources and multi-year pledges for 2022–2025.