United Nations E/ICEF/2024/AB/L.8



Economic and Social Council

Distr.: Limited 8 July 2024

Original: English
For decision

United Nations Children's Fund

Executive Board
Second regular session 2024
3-6 September 2024
Item 10 of the provisional agenda*

UNICEF Strategic Plan: updated financial estimates, 2024–2027

Summary

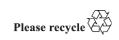
A four-year financial framework, which forms part of the UNICEF Strategic Plan, is presented in accordance with Executive Board decision 2021/19. The financial plan is reviewed and revised annually on a rolling basis.

For 2024, total income^a is projected to reach \$8.70 billion, an increase of 3 per cent compared with the approved estimates for 2024 included in the UNICEF Strategic Plan: updated financial estimates, 2023–2026. Based on consultations with major donors, annual income is projected to decline by 2 per cent in 2024 compared with 2023 actual income, due to a gradual decrease in the Access to COVID-19 Tools Accelerator (ACT-A) funding and decrease in emergency funding. Annual income is projected to remain at a similar level in 2025, and is forecast to grow by 1 per cent in 2026 and by 2 per cent in 2027, year on year. Total 2024 expenditure is estimated at \$9.00 billion, exceeding the projected income by approximately \$300 million. The additional expenditure will be funded from carried forward balances of other resources. Demonstration of results and value for money, as well as continued investment in resource mobilization and concerted outreach, will help to maintain the projected income, which will be prioritized for use in country programmes of cooperation and contribute to improved outcomes and results for children.

The present financial framework of income and expenditure estimates provides a basis for determining the regular resources programme submissions to be approved by the Executive Board in 2025. Allocations of regular resources for country programmes will continue to be managed through the system for the allocation of regular resources for programmes, as agreed by the Executive Board in its decisions 2008/15 and 2013/20. UNICEF will also continue to maintain prudent liquidity levels in regular resources over the period of the Strategic Plan, as requested by the Executive Board in its decision 2020/22.

^{*} E/ICEF/2024/28.







UNICEF recommends that the Executive Board approve the framework of planned financial estimates for the period 2024–2027, and approve the preparation of programme expenditure submissions to the Executive Board of up to \$920 million from regular resources in 2025, subject to the availability of resources and the continued validity of the planned financial estimates.

UNICEF proposes an increase in the annual ceiling of the Emergency Programme Fund to \$95 million, effective 2024, to be met through existing resources, to increase the ability of UNICEF to provide effective, predictable and timely responses to the needs of children and women affected by humanitarian emergencies.

Elements of a draft decision are included in section VI.

^a Defined as contributions received from Governments, inter-organizational arrangements, Global Programme Partnerships and intergovernmental organizations, and revenue from the private sector.

Contents

			Page
I.	Ove	rview	4
II.	Intro	oduction	4
III.	Fina	ncial review, 2023	4
	A.	Income	4
	B.	Expenditure	7
	C.	Trust funds (procurement services)	7
	D.	Reserves and liquidity	7
IV.	Plan	ned financial estimates for the period 2024–2027	7
	A.	Income	8
	B.	Expenditure	9
	C.	Sufficiency of reserves for staff liabilities	12
	D.	Regular resources reserve	12
V.	Eme	rgency Programme Fund	13
VI.	Draf	t decision	14
	Anr	nex	
	Tabl	es: Planned financial estimates	15

24-12428 3/**26**

I. Overview

- 1. The present document outlines the four-year financial plan for the period 2024–2027, which forms part of the UNICEF Strategic Plan, in accordance with Executive Board decision 2021/19, and is reviewed and revised annually on a rolling basis. The financial plan is preceded by a review of the financial performance of UNICEF in the prior year. The purpose of the review is to provide key high-level information on income, expenditure and liquidity as a baseline to the financial plan.
- 2. UNICEF has revised its financial estimates for the period 2024–2027 to consider actual income and expenditure for 2023 and the revised estimates for 2024–2027. Based on the latest income projections, planned expenditures for the period 2024–2027 were revised. UNICEF prepared its financial framework based on the latest available information and adopted a conservative financial outlook for the period 2024–2027, while closely monitoring global economic and political developments.
- 3. The estimated amount of regular resources for programme proposals to be submitted for approval by the Executive Board in 2025 is \$920 million for country programme cycles that start in 2026. The level of planned programme expenditure will be continuously reviewed and adjusted based on updated information on projected income.

II. Introduction

- 4. A four-year financial plan forms part of the UNICEF Strategic Plan, in accordance with Executive Board decision 2021/19, and is reviewed and revised annually on a rolling basis.
- 5. The financial plan is preceded by a review of the financial performance of UNICEF in the prior year. The purpose of the review is to provide key high-level information on projected income, expenditure and liquidity as a baseline to the financial plan.

III. Financial review, 2023

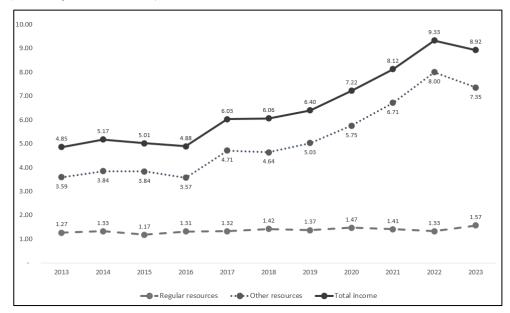
A. Income

- 6. Total income decreased by 4 per cent in 2023, to \$8.92 billion, compared with 2022 actual income of \$9.33 billion. The primary income source remains voluntary contributions from Governments, inter-organizational arrangements, Global Programme Partnerships, private organizations and individuals, which accounted for 97 per cent of the total. The remaining 3 per cent was generated by other income (\$299 million).
- 7. Regular resources income (i.e. non-earmarked or "core" funds) was \$1.57 billion in 2023, an increase of 19 per cent compared with 2022 actual income (\$1.33 billion). To note, in 2023 other income from investment, licensing and procurement services cost recovery comprised 19 per cent (\$299 million) of the total regular resources income, marking a significant increase compared with the other income recorded in 2022 (\$123 million) and contributing to a higher overall ratio of regular resources to total income. Other resources (regular) contributions were \$4.40 billion and other resources (emergency) were \$2.95 billion. An increase of \$232 million in other resources (regular) contrasted with a substantial decline of \$883 million in other resources (emergency). This decrease was primarily driven by reductions in flexible

humanitarian funding from the private sector for the Ukraine response and a gradual decrease in ACT-A funding from the public sector. Consequently, there was an overall net decrease in other resources of \$652 million, or 8 per cent, compared with 2022.

UNICEF income, 2013-2023

(in billions of United States dollars)



- 8. Global official development assistance continued to be resilient and steady, driven by sudden onset emergencies and humanitarian needs, making 2023 the fifth consecutive year that such assistance set a new record high. While income from the Organisation for Economic Co-operation and Development's Development Assistance Committee partners continued to comprise the majority of UNICEF total income (50 per cent in 2023), income from international financial institutions reached a high of \$934 million (\$757 million in direct funding and \$178 million through tripartite agreements), making up 10 per cent of total income. On the other hand, income from innovative financing arrangements and Global Programme Partnerships generated 7 per cent (\$479 million in direct funding and \$177 million through tripartite agreements) of UNICEF total income.
- In 2023, other resources (regular) income increased by 6 per cent from 2022, while other resources (emergencies) income decreased by 23 per cent. Of the \$11.1 billion UNICEF Humanitarian Action for Children appeal sought in 2023, only \$3.48 billion was funded as at 31 December 2023. The highest emergency appeals by funding needs in 2023 were for Afghanistan (\$1.45 billion), the Ukraine emergency response (\$1.06 billion), the Syrian refugee-hosting countries (\$892.7 million), the Democratic Republic of the Congo (\$862.4 million) and the Sudan (\$837.6 million). Of the total humanitarian funding received in 2023, 50 per cent went to seven crises: Afghanistan, Ethiopia, the Sudan, the Syrian Arab Republic, the Syrian refugee crisis, the Türkiye earthquake response, and Ukraine and the refugee response. Only four of these crises (Afghanistan, Ethiopia, the Sudan and the Syrian Arab Republic) were among the emergencies that UNICEF had identified mid-2023 as needing more attention and support. The top six resource partners (the United States of America, the United Nations Office for the Coordination of Humanitarian Affairs, the European Commission, Japan, the United Kingdom of Great Britain and Northern Ireland, and Germany) accounted for 54 per cent of UNICEF total humanitarian funding in 2023.

24-12428 **5/26**

Funding earmarked to a small group of crises impacts the ability of UNICEF to address the needs of children living through humanitarian crises. Funding earmarked for specific projects impacts the agility of the humanitarian response and creates critical funding gaps. UNICEF urges resource partners to provide flexible, equitable and multi-year funding – quality funding – that not only enables swift and principled humanitarian response but also strengthens community resilience through preparedness and anticipatory action.

- 10. In 2023, a total of 108 Governments including the European Commission contributed resources to UNICEF. Total public sector contributions (from Governments, intergovernmental organizations and inter-organizational arrangements) were \$6.55 billion, 6 per cent higher than planned, and \$15 million higher than in 2022. Private sector contributions (from National Committees for UNICEF, individual donors, non-governmental organizations and foundations) of \$2.07 billion were 3 per cent higher than planned, and 22 per cent lower than 2022 actual results.
- 11. Flexible thematic funding decreased significantly in 2023, dropping from \$1.20 billion in 2022 to \$475 million in 2023, largely due to decreases in flexible humanitarian funding for Ukraine. Thematic contributions in 2023 constituted only 6 per cent of total other resources contributions, down from 15 per cent in 2022, the lowest amount received in a decade.
- 12. The UNICEF income trend continues to reflect increasing earmarking and decreasing flexibility and predictability of funding. While the ratio of regular resources to total income showed improvement, from 14 per cent in 2022 to 18 per cent in 2023, it still falls significantly short of the 30 per cent commitment to United Nations development system reform and the funding compact.
- 13. In 2022, income from regular resources was impacted by the foreign exchange rate, although the situation improved in 2023 and more Governments increased their contributions to regular resources. However, due to a much faster pace of growth in other resources, the ratio of regular resources to total income remains highly concerning. UNICEF continues to urge Member States to prioritize unearmarked funding contributions, which are central to the funding compact commitment and to the ability of the organization to meet its mandate.
- 14. In 2023, other income from investment, licensing and procurement services cost recovery comprised 19 per cent (\$299 million) of the total regular resources income, marking a significant increase compared with the other income recorded in 2022 (\$123 million). Despite this positive trend, other income remains an unpredictable and unstable funding source for UNICEF and relies strongly on global economic factors. Other income complemented regular resources income from voluntary contributions and contributed to a higher overall ratio of regular resources to total income.
- 15. UNICEF diversified its funding base, and while the private sector accounts for approximately 23 per cent of total UNICEF income, about 58 per cent of flexible voluntary contributions were generated by 33 National Committees for UNICEF and 21 country offices through private sector fundraising. A total of 10.6 million individual donors worldwide constitute the largest group of donors for flexible resources. This demonstrates the general public's commitment and support across the world for the mandate and work of UNICEF.

B. Expenditure

16. Total expenditure amounted to \$8.40 billion in 2023, a decrease of 8 per cent compared with 2022 (\$9.15 billion). Programme and development effectiveness expenditures of \$7.71 billion represented 92 per cent of total UNICEF expenditure in 2023. Additional analysis of 2023 financial performance was provided in the Report on the midterm review of the UNICEF integrated budget, 2022–2025 (E/ICEF/2024/AB/L.5), the Report on the midterm review of the UNICEF Strategic Plan, 2022–2025 and annual report for 2023 of the Executive Director of UNICEF (E/ICEF/2024/11), and the Report on the implementation of the Integrated Results and Resources Framework of the UNICEF Strategic Plan, 2022–2025 (UNICEF/2024/EB/5), and further details will be provided in chapters IV and V of the UNICEF financial statements for 2023.

C. Trust funds (procurement services)

17. UNICEF undertakes procurement services on behalf of third parties such as Governments, non-governmental organizations, United Nations agencies and other international organizations and foundations. The 2023 closing balance for the procurement services trust fund was \$1.82 billion, compared with \$3.12 billion in 2022. This decrease is due to the winding down of procurement activities performed on behalf of the COVID-19 Vaccine Global Access (COVAX) Facility for Gavifunded countries and self-financing partners and reflects a trend of returning to the "normal" pre-coronavirus disease (COVID-19) levels of vaccine procurement. Procurement services activities present continued opportunities for UNICEF to leverage scale and influence the global market for vaccines and other child-related products and to achieve savings for partners and UNICEF.

D. Reserves and liquidity

Funds and reserves

18. Funds and reserves amounted to \$1.33 billion as at 31 December 2023. They comprise reserves for after-service staff liabilities (\$1.21 billion), procurement services (\$2 million), Working Capital Fund (\$48 million), Dynamo Revolving Fund (\$25 million) and Cost Recovery Fund (\$43 million).

Regular resources reserve

19. UNICEF maintained a regular resources reserve in compliance with Executive Board decision 2020/22, which encouraged UNICEF to maintain an regular resources reserve at a minimum of three months of expenditure.

IV. Planned financial estimates for the period 2024–2027

20. This section presents the projections of UNICEF financial resources for the period 2024–2027. It comprises income and expenditure projections and the resulting closing balances for regular resources and other resources. Estimates for trust funds are also included. In line with Executive Board decision 2021/19, the presentation of the planned financial estimates is aligned with the format of the integrated resource plan as presented in the UNICEF integrated budget, 2022–2025, and includes the planned use of resources grouped by the harmonized cost-classification categories used by the Executive Boards of UNICEF, the United Nations Development

24-12428 **7/26**

Programme (UNDP), the United Nations Population Fund (UNFPA) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women).

21. The financial projections provide a framework for the yearly phasing of estimated regular resources expenditure. In particular, the projections provide financial context for future programme submissions to be made to the Executive Board.

A. Income

- 22. UNICEF is constantly assessing the impact of the global economy, which is recovering from the COVID-19 pandemic and is being affected by a broad-based and sharper-than-expected slowdown, inflation higher than seen in several decades, as well as tightening financial conditions in most regions, together with ongoing conflicts and humanitarian crises in many parts of the world. While official development assistance has been resilient and steady, driven by the onset of sudden emergencies and humanitarian needs, political changes in some donor Governments are putting pressures on such assistance. Furthermore, given that 2024 is an historic election year, with elections in more than 50 countries, geopolitical and economic instability could worsen. Consequently, the present financial framework has adopted a conservative financial outlook for the period 2024–2027, and these developments are being closely monitored.
- 23. For 2024, total income is projected to reach \$8.7 billion, an increase of 3 per cent compared with the approved estimates for 2024 that were submitted to the Executive Board in 2023.
- 24. Based on consultations with major donors, including Governments, private sector partners and National Committees for UNICEF, annual income for the period 2024–2027 is projected to decline by 2 per cent in 2024 compared with the actual income in 2023, mainly due to reductions in flexible thematic humanitarian funding for the Ukraine crisis, coupled with a gradual decrease in ACT-A funding. Annual income is projected to remain at a similar level in 2025 and is forecast to slightly increase, by 1 per cent in 2026 and 2 per cent in 2027, year on year.
- 25. Demonstration of results and value for money, as well as continued investment in resource mobilization and concerted outreach, will help to maintain the projected income levels, which will be prioritized for use in country programmes of cooperation and contribute to improved outcomes and results for children.
- 26. Other resources income is projected to decline by 1 per cent in 2024 compared with the 2023 actual income. It is further projected to decrease by 1 per cent in 2025, then increase by 1 per cent in 2026 and 2027, year on year. The share of private sector other resources contributions to UNICEF total other resources income is expected to increase, from 18 per cent in 2024 to 20 per cent in 2027.
- 27. Total regular resources income is projected to decrease by 8 per cent in 2024 compared with the 2023 actual income. It is expected to increase by 2 per cent in 2025, remain flat in 2026, and increase by 3 per cent in 2027. Regular resources from voluntary contributions are projected to decrease by \$43 million in 2024 compared to the 2023 actual income, and then grow at an average of \$35 million per year for the period 2025–2027.
- 28. In the current environment, regular resources income continues to be critical to meet the needs and rights of all children, facilitate sustainability of impact, and enable innovation and rapid response to in-country or regional situations, including

emergencies. These core resources allow UNICEF to allocate funding where it is most needed to achieve the goals of the Strategic Plan and the Sustainable Development Goals. Increased regular resources from the public sector are central to the funding compact between the United Nations development system and United Nations Member States.

29. UNICEF continues to prioritize strategies to maintain and accelerate the mobilization of regular resources, which include an organization-wide effort to increase visibility and recognition of the critical role of regular resources, and targeted approaches to rally more partners around regular resources, thereby diversifying the funding base. Estimates of regular resources income are provided in table 1 (annex).

B. Expenditure

- 30. Based on the latest income projections, planned expenditures for the period 2024–2027 have been revised.
- 31. Total expenditure in 2024 is expected to increase by 7 per cent, to \$9.00 billion, compared with 2023 actual expenditure of \$8.40 billion due to a projected increase in country programme expenditure.
- 32. As shown in table 2 of the annex, the total estimated annual expenditure for the planning period of 2024–2027 will slightly exceed the projected annual income. To cover these shortfalls, the surplus balance accumulated from previous years, where the actual income exceeded the planned amounts, will be utilized.

Regular resources expenditure

33. The main components of estimated regular resources expenditure for the period 2024–2027 are: (a) development activities comprising (i) programmes and (ii) development effectiveness; (b) management activities; (c) independent oversight and assurance activities; (d) United Nations development coordination; and (e) special purpose activities, including private sector fundraising.

Programmes

- 34. Regular resources and thematic funds directly support the achievement of programme results by enabling longer-term planning and lowering transaction costs. They represent the highest quality of funds, as they allow flexibility, thus enabling UNICEF to reach children globally. For example, in Ethiopia, years of consistent regular resources investments helped to establish the social service workforce. In 2023, regular resources directly funded the deployment of 15 per cent of the social service workers, including in humanitarian hotspots, and their training. Close to 600,000 children and 345,000 women benefited from protection services, which helped to reduce child marriages in drought-affected areas by 27 per cent between 2022 and 2023. In 2023 in Haiti, with a severely underfunded humanitarian response, regular resources covered the gap with the Emergency Programme Fund to leverage critical supplies for safe drinking water for 1.14 million children and families, as well as ready-to-use therapeutic food and cholera kits. The Emergency Programme Fund also contributed to 72,000 students accessing individual learning materials.
- 35. Based on the income projections presented in table 1, UNICEF slightly increased planned regular resources expenditure, which remains within affordable levels. Global and regional programmes have also been adjusted to align with the emerging requirements of programme delivery. Due to the rise in emergencies and the

24-12428 **9/26**

need for a corresponding response, the annual expenditure for the Emergency Response Fund has been maintained at the currently approved maximum of \$75 million per year from 2023 to 2026. Also, regular resources funding for the institutional budget continues to remain low due to the increase in cost recovery generated by higher expenditures in the delivery of other resources programmes. This reduction in regular resources funding to the institutional budget enables the allocation of additional regular resources to country programmes. The allocation of regular resources to country programmes will adhere to the allocation system, as approved by the Executive Board in decisions 2008/15 and 2013/20, which prioritizes countries with the greatest need.

- 36. As illustrated in table 4, at the beginning of 2024, regular resources expenditures for ongoing country programmes were estimated at \$2.23 billion for the period 2024–2027. Regular resources for programmes proposed to the Executive Board for approval in 2024 totals \$1.00 billion for programme cycles that start in 2025.
- 37. The estimated amount of regular resources for country programme documents to be approved by the Executive Board in 2025 is \$920 million for programme cycles that start in 2026. The level of planned programme expenditure will be continuously reviewed and adjusted based on updated information on projected income.

Institutional budget

- 38. The budget for development effectiveness, United Nations development coordination, management, independent oversight and assurance activities, and special purpose (capital investment) costs is referred to as the institutional budget. It is funded from regular resources, other resources and cost recovery.
- 39. At its second regular session of 2021, the Executive Board approved a four-year institutional budget of \$2.74 billion for the period 2022-2025 to support implementation of the UNICEF Strategic Plan, 2022-2025. In the Report on the midterm review of the UNICEF integrated budget, 2022-2025 (E/ICEF/2024/AB/L.6), UNICEF sought Executive Board approval for a modest increase of \$24 million in the institutional budget, to \$2.76 billion for the period 2022-2025, to strengthen independent oversight and assurance activities and to boost capital investments within special purpose. Projected institutional budget expenditure includes these adjustments.

Evaluation function

- 40. The UNICEF corporate evaluation function guides programming and decision-making by providing an independent and impartial assessment and validation of the organization's strategic choices, programme performance and results for children, and feedback on lessons learned, operational effectiveness and efficiency. Moreover, the evaluation function supports transparency and accountability to stakeholders, including donors, Governments and communities, by demonstrating the organization's commitment to delivering results and maximizing the impact of resources allocated.
- 41. To provide the evaluation function with more and predictable funding, effective 2018 UNICEF established the Evaluation Pooled Fund. At the midterm of the UNICEF integrated budget, 2022–2025, the Executive Board approved an increase in the Pooled Fund, from \$21.5 million to \$30.5 million for the quadrennium. The impact of the increase is that, effective 2025, institutional budget funding for the evaluation function will be approximately \$11.0 million annually. In 2017, prior to

the introduction of the Pooled Fund, institutional budget funding was only \$1.8 million annually. The funding for the evaluation function from the institutional budget is included in table 2 of the annex, within the cost categories "independent oversight and assurance activities" (\$8.9 million) and "development effectiveness" (\$2.1 million). This table assumes that the 2025 level of \$11.0 million will continue into 2026 and 2027.

- 42. The institutional budget aims to provide the minimum capacity needed for an effective evaluation function, and funds some 42 evaluation positions at headquarters and in regional offices. Funding of evaluation activity at the country level, on the other hand, is mostly from country programme resources including regular resources, other resources (regular) and other resources (emergency). In 2023, total evaluation expense was \$45.0 million, of which \$12.5 million was funded from the institutional budget, \$13.5 million from regular resources (\$10.2 from country programmes and \$3.3 million from global and regional programmes for the Evaluation Office), and \$19 million from other resources.
- 43. Prioritizing evaluation where the funding source is other resources has been a challenge. For 2023, as a percentage of total programme expenditure funded from regular resources, evaluation represented 2 per cent. For other resources, on the other hand, the percentage of total programme expenditure for evaluation was less than 0.5 per cent. To increase the other resources funding for evaluation, where possible and appropriate, UNICEF will ensure that evaluation is properly budgeted in proposals for other resources. UNICEF will also aim to prioritize funding for Multiple Indicator Cluster Surveys, as these surveys provide high-quality impact data needed for the evaluation function.

Cost recovery

- 44. The integrated budget, 2022–2025, and updated financial estimates have been prepared using the cost-recovery methodology and rates in line with the joint comprehensive cost-recovery policy approved in Executive Board decision 2020/24. In line with the approved cost-recovery methodology, from 2022 onward cost recovery from other resources is funding the management, independent oversight and assurance, and special purpose (capital investment) activities of the institutional budget.
- 45. In 2023, management, independent oversight and assurance, and special purpose (capital investment) activities were fully funded by cost recovery. The proportion of regular resources funding to institutional budget represented 27 per cent, thereby increasing funding available for country programme delivery.
- 46. Due to the high level of humanitarian responses and programme expenditure, the actual cost-recovery amount in 2023 exceeded the planned amount for the year. Part of the surplus has been transferred to a newly established Cost Recovery Fund, which was implemented in 2023 as an additional mechanism to fund or bridge resource gaps, enhance operational capacity and ensure effective programme delivery, especially where core capacity is severely constrained. Please refer to table 9 of the annex for details.

Other resources expenditure

47. The projections of expenditure funded by other resources, presented in table 5, reflect efforts to accelerate programme implementation. The estimated other resources programme expenditure has been revised in line with the projected other resources income for the period 2024–2027.

24-12428 **11/26**

C. Sufficiency of reserves for staff liabilities

- 48. UNICEF maintains reserves to fund its employee benefits liabilities, which comprise after-service health insurance and end-of-service entitlements.
- 49. Following discussions with the Executive Board and the implementation of International Public Sector Accounting Standards, which require the full reporting of after-service staff liabilities in corporate financial statements, UNICEF is implementing a robust funding strategy for those liabilities. The strategy ensures that, over time, the reserve for those liabilities is accumulated from the funding sources to which post costs are correctly attributed. The actuarial liability as at 31 December 2023 was \$1.3 billion and accumulated reserves were \$1.2 billion, reaching 95 per cent funding coverage. For the period 2024–2027, an additional \$60 million will be transferred from regular resources to after-service staff liabilities. As shown in table 3 of the annex, funding for the reserves is expected to increase from \$1.24 billion in 2024 to \$1.28 billion in 2027. This increase in funding will ensure that the related liabilities are fully covered, with the coverage increasing from 95 per cent in 2023 to 100 per cent by 2027. This exceeds the UNICEF funding strategy target of 80 per cent coverage by 2025, primarily due to a reduction in liabilities resulting from recent actuarial valuations conducted by the United Nations. It is important to note that the level of liabilities may change and will probably increase in the near future, as indicated by the recent trends observed in actuarial valuations.
- 50. UNICEF will continue to monitor the effectiveness of the strategy, make appropriate adjustments as financial variables change, and provide updates to the Executive Board in the updated financial estimates.

D. Regular resources reserves and funds

- 51. UNICEF maintains a regular resources reserve in compliance with Executive Board decision 2020/22, which encourages UNICEF to maintain a reserve at a minimum of three months of expenditure. The regular resources reserve will be drawn down to stabilize UNICEF continued operations against sudden interruption of resource availability, such as an unexpected shortfall in regular resources income.
- 52. In line with Executive Board decision 2020/13, the Board approved the establishment of the Working Capital Fund (table 7 of the annex provides information on the 2023 actual and 2024–2027 plan) under the regular resources sub-account, funded by allocating a portion of the investment income as an internal financing mechanism. The projections assume that the Working Capital Fund will be fully capitalized by the end of 2027. The Executive Board approved that the Executive Director, with the advice of the Comptroller, can advance funds from the revolving Working Capital Fund to offices and divisions for the implementation of country programmes to ensure the continued financing of projects within established risk-management parameters, on the condition that the funds be repaid within the period set.
- 53. In addition, table 8 of the annex presents the status on the budgetary basis of the Dynamo Revolving Fund endorsed by the Executive Board in 2021 (E/ICEF/2021/AB/L.1/Add.1). Based on the income projections, UNICEF anticipates that the Dynamo Revolving Fund will be fully capitalized by the end of 2026. This fund provides a targeted and sustainable investment mechanism for UNICEF country and regional offices to drive private sector fundraising growth. The Dynamo Revolving Fund is financed from the UNICEF regular resources allocations, repayments from Dynamo recipient countries, as well as additional contributions from

public and private sector partners. The countries access the funds with interest-free terms but with the obligation to repay the principal amount in three years from receipt of funds. The repaid funds will be used to recapitalize the fund annually and in line with budget-approved ceilings.

54. Lastly, table 9 shows the status, on budgetary basis, of the Cost Recovery Fund. This fund was established by UNICEF in 2023 and includes the cost recovery income that exceeded the total value of the institutional budget components funded by cost recovery. Similar to the approach taken by UNFPA, the Cost Recovery Fund will be used to bridge resource gaps that result from unplanned increases in other resources expenditure.

V. Emergency Programme Fund

- 55. Over the past few years, UNICEF and its inter-agency partners have faced an unprecedented number of emergencies, including a global pandemic. Extreme emergencies threaten the lives and childhoods of children in complex crises and emergencies in all corners of the globe. Never before has the organization been called upon to respond to a similar scale and breadth of emergencies. Over the past decade, the UNICEF Humanitarian Action for Children appeal has grown significantly, from \$2.9 billion in 2014 to \$11.1 billion in 2023, aiming to assist close to 140 million children, up from 39.3 million in 2014. Conflict, climate change and economic difficulties are the main drivers of these crises, with natural disasters exacerbating conditions. UNICEF faced 412 crises in 107 countries in 2023, hindered by access constraints and funding limitations, especially in conflict zones, where nearly 1 in 5 children reside. Guided by its mandate and by the humanitarian principles of humanity, neutrality, impartiality and independence, UNICEF and its thousands of partners – Governments, local and international non-governmental organizations, civil society organizations, academia, businesses and other United Nations agencies - are committed to providing timely, predictable and high-quality responses to humanitarian needs.
- 56. While overall funding for emergencies has increased over the past years, it has not done so uniformly. Equity is at stake. As detailed in paragraph 9 of the present document, many emergencies remain significantly underfunded, threatening the survival and protection of children and women. In 2023, the overall funding level for the humanitarian response reached only 31 per cent of total UNICEF humanitarian response requirements. In these circumstances, the core flexible, equitable and multi-year funding that not only enables swift and principled humanitarian response but also strengthens community resilience through preparedness and anticipatory action is critical.
- 57. In 2023, \$289.6 million in core resources the most flexible type of resource at UNICEF supported humanitarian programmes. One way that core resources contribute to the humanitarian response is via allocations from the UNICEF Emergency Programme Fund loan mechanism, which fast-tracks resources to affected countries within 48 hours of a crisis. In 2023, UNICEF provided \$87.9 million to 29 countries through the Fund, a 22 per cent increase in such loans compared with 2022. The record value of Emergency Programme Fund loans issued in 2023 was in the context of the sudden onset of several new emergencies and the steep deterioration of ongoing and protracted crises that caused children's needs to grow rapidly.
- 58. When disaster strikes, a matter of hours means the difference between life and death, especially for children, the most vulnerable in any emergency. The Emergency

24-12428 **13/26**

Programme Fund has consistently proven to be an effective method of providing funds, allowing UNICEF to initiate its response before even the fastest-acting donors can respond. The Emergency Programme Fund began in 1971 as the Emergency Reserve Fund, with the goal of facilitating a rapid and effective response by UNICEF to emergencies. Details on the utilization of the Emergency Programme Fund for the period 2014–2024 are provided in table 10 of the annex.

- 59. The Emergency Programme Fund remains the fastest, most reliable and most adaptable source of emergency funds for UNICEF, and is thus an integral component of the organization's emergency response capacity. Allocations from the Fund are primarily made as loans to eligible countries in anticipation of receiving donor contributions. If no such donations are received, as sometimes occurs in lifethreatening situations, the loan is deemed to be a permanent, non-reimbursable grant from the Fund. The Emergency Programme Fund has been enormously successful in achieving its aim, providing more than \$651.5 million in over 329 approved allocations to 116 separate countries and regions since 2014 (see table 11).
- 60. As vital as the Emergency Programme Fund has been to the UNICEF emergency response globally, it is now overstretched. Funds have been called upon with greater frequency, and in greater amounts than ever before and already, only a quarter of the way through the current biennium, more than half of the authorized amount has been disbursed. As a result, UNICEF can no longer guarantee that sufficient funds will be available to meet the most urgent needs of children in the early hours of a crisis, wherever it may strike. With large-scale emergencies dominating the humanitarian landscape, the continuing demand for resources is enormous.
- 61. UNICEF thus proposes to increase the Emergency Programme Fund ceiling from \$75 million to \$95 million per annum (less than 7 per cent of projected regular resources in 2024 and less than 4 per cent of 2024 emergency income). These funds would be allocated using existing criteria for the Fund and be made available from existing resources.

VI. Draft decision

62. UNICEF recommends that the Executive Board adopt the following draft decision:

The Executive Board

- 1. Takes note of the planned financial estimates for the period 2024–2027, as contained in document E/ICEF/2024/AB/L.8, as a flexible framework for supporting UNICEF programmes;
- 2. Approves the integrated resources framework of planned financial estimates for the period 2024–2027, and also approves the preparation of country programme expenditure submissions to the Executive Board of up to \$920 million from regular resources in 2025, subject to the availability of resources and the continued validity of these planned financial estimates;
- 3. Also approves an increase in the ceiling of the Emergency Programme Fund to \$95 million, effective 2024, to be met through existing resources, to increase the ability of UNICEF to provide effective, predictable and timely responses to the needs of children and women affected by humanitarian emergencies;
- 4. *Requests* UNICEF to provide annual updates to the Executive Board on the progress of funding its reserves for staff liabilities.

Annex

Tables: Planned financial estimates¹

- 1. UNICEF income estimates
- 2. Integrated resources plan: regular and other resources
- 3. UNICEF planned financial estimates: regular resources
- 4. Regular resources: yearly phasing of estimated expenditures for programmes
- 5. UNICEF planned financial estimates: other resources
- 6. UNICEF planned financial estimates: trust funds (procurement services activities)
- 7. Working Capital Fund
- 8. Dynamo Revolving Fund
- 9. Cost Recovery Fund
- 10. Utilization of the Emergency Programme Fund, 2014 to May 2024
- 11. Countries/regions/headquarters receiving funding from the Emergency Programme Fund, 2014 to May 2024

15/26

¹ Rounding differences may impact the totals reported in tables 1 to 10.

Table 1 UNICEF income estimates

					Plan	
	Plan 2023	Actual 2023	Estimate 2024	2025	2026	2027
Regular resources						
Governments	526	539	519	529	526	534
Private sector	753	733	710	738	768	799
Other income	170	299	210	200	170	170
Total – regular resources	1 449	1 571	1 439	1 467	1 464	1 503
Growth percentage	9%	19%	(8)%	2%	0%	3%
Other resources (regular)						
Governments	1 732	2 160	1 670	1 657	1 673	1 700
Global Programme Partnerships	852	601	1 107	1 065	1 003	1 042
Private sector	866	859	905	951	998	1 048
Inter-organizational arrangements	520	775	1 036	1 056	1 066	1 012
Subtotal – other resources (regular)	3 969	4 396	4 718	4 729	4 740	4 802
Growth percentage	(5)%	6%	7%	0%	0%	1%
Other resources (emergencies)						
Governments	2 108	2 197	1 930	1 834	1 918	1 941
Global Programme Partnerships	252	48	26	51	51	51
Private sector	396	476	392	400	408	416
Inter-organizational arrangements	200	233	198	195	195	195
Subtotal – other resources (emergencies)	2 956	2 954	2 546	2 480	2 572	2 603
Growth percentage	(23)%	(23)%	(14)%	(3)%	4%	1%
Total – other resources	6 925	7 349	7 263	7 209	7 311	7 405
Growth percentage	(13)%	(8)%	(1)%	(1)%	1%	1%
Total income	8 374	8 920	8 702	8 676	8 775	8 908
Growth percentage	(10)%	(4)%	(2)%	0%	1%	2%

Table 2 Integrated resources plan: regular and other resources (in millions of United States dollars)

					Plan	
	Plan 2023	Actual 2023	Estimate 2024	2025	2026	2027
1. Resources available						
Opening balance	3 733	3 733	4 059	3 667	3 219	2 478
Income						
Contributions	8 204	8 622	8 492	8 476	8 605	8 738
Other income	170	299	210	200	170	170
Total income	8 374	8 920	8 702	8 676	8 775	8 908
Tax reimbursement adjustment	(20)	(29)	(30)	(30)	(30)	(30)
Transfer to Working Capital Fund	(20)	(20)	(20)	(20)	(7)	(6)
Transfer to Dynamo Revolving Fund	(19)	(39)	(30)	(30)	(30)	_
Transfer to after-service staff liabilities	(50)	(50)	(30)	_	(15)	(15)
Total available	11 998	12 515	12 652	12 263	11 912	11 335
2. Use of resources						
A. Development						
A.1 Programmes	7 675	7 528	8 027	8 083	8 444	8 444
Country	7 244	7 162	7 553	7 603	7 964	7 964
Global and regional	431	367	474	480	480	480
A.2 Development effectiveness	190	186	185	185	206	206
Subtotal	7 865	7 714	8 212	8 268	8 650	8 650
B. United Nations development coordination	10	11	9	9	11	11
C. Management	440	398	458	445	451	451
D. Independent oversight and assurance activities	25	22	27	34	35	35
E. Special purpose						
E.1 Capital investments	45	23	44	43	41	41
E.2 Private sector fundraising	226	233	235	245	246	246
Subtotal	271	256	279	288	287	287
Institutional budget (A.2+B+C+D+E.1)	709	640	723	716	744	744
Integrated budget (A+B+C+D+E)	8 610	8 401	8 985	9 044	9 434	9 434
New amounts from / (to) reserves		(56)				
Closing balance of resources (excluding reserves)	3 387	4 059	3 667	3 219	2 478	1 901
Funds and reserves						
After-service staff liabilities	1 117	1 213	1 243	1 243	1 258	1 280
Procurement services	2	2	2	2	2	2
Working Capital Fund	53	48	48	48	50	51
Dynamo Revolving Fund	39	25	16	16	28	18
Cost Recovery Fund	_	43	23	_	_	_
Total	1 211	1 331	1 332	1 309	1 338	1 351

24-12428 **17/26**

Table 3
UNICEF planned financial estimates: regular resources

					Plan	
	Plan 2023	Actual 2023	Estimate 2024	2025	2026	2027
1. Resources available						
Opening balance	655	655	796	573	442	372
Income						
Contributions	1 279	1 272	1 229	1 267	1 294	1 333
Other income	170	299	210	200	170	170
Total income	1 449	1 571	1 439	1 467	1 464	1 503
Tax reimbursement adjustment	(20)	(29)	(30)	(30)	(30)	(30)
Transfer to Working Capital Fund	(20)	(20)	(20)	(20)	(7)	(6)
Transfer to Dynamo Revolving Fund	(19)	(39)	(30)	(30)	(30)	-
Transfer to after-service staff liabilities	(50)	(50)	(30)	_	(15)	(15)
Total available	1 995	2 088	2 125	1 960	1 824	1 824
2. Use of resources						
A. Development						
A.1 Programmes	1 068	962	1 130	1 103	1 044	1 044
Country	994	893	1 050	1 023	964	96
Global and regional	74	69	80	80	80	80
A.2 Development effectiveness	177	162	185	185	190	190
Subtotal	1 245	1 124	1 315	1 288	1 234	1 234
B. United Nations development coordination	10	9	9	9	10	10
C. Management	51	_	35	20	13	13
D. Independent oversight and assurance activities	7	_	6	12	8	8
E. Special purpose						
E.1 Capital investments	19	_	24	23	21	21
E.2 Private fundraising and partnerships	161	160	163	166	166	166
Subtotal	180	160	187	189	187	187
Institutional budget (A.2+B+C+D+E.1)	265	171	259	249	242	242
Integrated budget (A+B+C+D+E)	1 493	1 292	1 552	1 518	1 452	1 452
Closing balance of resources (excluding reserves)	503	796	573	442	372	372
Funds and reserves						
After-service staff liabilities	1 117	1 213	1 243	1 243	1 258	1 280
Procurement services	2	2	2	2	2	2
Working Capital Fund	53	48	48	48	50	5
Dynamo Revolving Fund	39	25	16	16	28	18
Cost Recovery Fund	_	43	23	_	_	-
Total	1 211	1 331	1 332	1 309	1 338	1 351

Table 4
Regular resources: yearly phasing of estimated expenditures for programmes (in millions of United States dollars)

		2024	2025	2026	2027	Beyond 2027	Total recommendations
Pr	ogramme						
1.	Country programmes approved in prior years	790	665	441	301	29	2 226
2.	New country programmes to be submitted to the 2024 Executive Board sessions	n/a	211	197	197	394	999
3.	New country programmes to be prepared for submission to the 2025 Executive Board sessions	n/a	n/a	184	184	552	920
4.	New country programmes to be prepared for submission to the 2026 Executive Board sessions	n/a	n/a	n/a	140	564	704
5.	Amount set aside	66	72	67	67		
	Subtotal	856	948	889	889		
6.	Additional emergency requirements	75	75	75	75		
	Subtotal	931	1 023	964	964		
7.	Global and regional programme	80	80	80	80		
	Total: programme	1 011	1 103	1 044	1 044	••	

24-12428 **19/26**

Table 5
UNICEF planned financial estimates: other resources

						Plan	
		Plan 2023	Actual 2023	Estimate 2024	2025	2026	2027
1.	Resources available						
	Opening balance	3 077	3 077	3 263	3 094	2 777	2 106
	Income						
	Contributions	6 925	7 349	7 263	7 209	7 311	7 405
	Total income	6 925	7 349	7 263	7 209	7 311	7 405
	Total available	10 002	10 427	10 527	10 303	10 088	9 511
2.	Use of resources						
A.	Development						
	A.1 Programmes	6 608	6 566	6 897	6 980	7 400	7 400
	Country	6 250	6 269	6 503	6 580	7 000	7 000
	Global and regional	358	298	394	400	400	400
	A.2 Development effectiveness	13	24	_	_	16	16
	Subtotal	6 620	6 590	6 897	6 980	7 416	7 416
	United Nations development ordination	_	1	-	-	1	1
C.	Management ^a	388	398	423	425	438	438
	Independent oversight and surance activities ^a	17	22	21	22	27	27
E.	Special purpose						
	E.1 Capital investments ^a	26	23	20	20	20	20
	E.2 Private fundraising and partnerships	66	73	72	79	80	80
	Subtotal	92	96	92	99	100	100
	stitutional budget .2+B+C+D+E.1)	444	469	464	467	502	502
Int	tegrated budget (A+B+C+D+E)	7 118	7 108	7 433	7 526	7 982	7 982
Ne	ew amounts from / (to) reserves		(56)				
	osing balance of resources scluding reserves)	2 885	3 263	3 094	2 777	2 106	1 529

^a Amounts reflect the use of other resources cost recovery to fund management, independent oversight and assurance activities, and capital investments.

Table 6
UNICEF planned financial estimates: trust funds (procurement services activities)

			Plan			
	Plan 2023	Actual 2023	Estimate 2024	2025	2026	2027
1. Opening balance	3 124	3 124	1 817	1 817	1 817	1 817
2. Receipts	1 382	707	2 629	2 560	2 738	2 787
3. Disbursements	3 082	2 014	2 629	2 560	2 738	2 787
4. Closing balance	1 424	1 817	1 817	1 817	1 817	1 817

24-12428 **21/26**

Table 7
Working Capital Fund

			Plan			
Working Capital Fund	Plan 2023	Actual 2023	2024	2025	2026	2027
Opening balance	33	33	48	48	48	50
Add: Transfer to Working Capital Fund	20	20	20	20	7	6
Less: Budget issued	0	10	30	40	40	40
Add: Budget reimbursed	0	5	10	20	35	35
Ending budget balance	53	48	48	48	50	51

Table 8 **Dynamo Revolving Fund**

			Plan			
Dynamo Revolving Fund	Plan 2023	Actual 2023	2024	2025	2026	2027
Opening balance	20	20	25	16	16	28
Add: Transfer to Dynamo Revolving Fund	19	39	30	30	30	0
Less: Budget issued	0	37	46	50	50	50
Add: Budget reimbursed	0	3	7	20	32	40
Ending budget balance	39	25	16	16	28	18

23/26

Table 9 **Cost Recovery Fund**

			Plan				
Cost Recovery Fund	Plan 2023	Actual 2023	2024	2025	2026	2027	
Opening balance	0	0	43	23	0	0	
Add: Transfer to Cost Recovery Fund	0	56	0	0	0	0	
Less: Budget issued	0	13	20	23	0	0	
Add: Budget reimbursed	0	0	0	0	0	0	
Ending budget balance	0	43	23	0	0	0	

Table 10 Utilization of the Emergency Programme Fund, 2014 to May 2024

(in thousands of United States dollars)

Year	Total allotted	Reimbursed	Net utilized	Number of countries/regions
2014	76 146	31 654	44 492	20
2015	32 898	21 967	10 931	23
2016	38 245	24 983	13 262	38
2017	88 574	45 653	42 921	32
2018	67 075	33 680	33 395	35
2019	68 528	28 466	40 062	29
2020	46 402	21 634	24 768	59
2021	50 418	30 051	20 367	27
2022	72 161	27 505	44 656	37
2023	87 869	16 833	71 037	29
May 2024	23 199	_	23 199	10
Total	651 515	282 425	369 090	

25/26

Table 11

Countries/regions/headquarters receiving funding from the Emergency Programme Fund, 2014 to May 2024

Countries

Afghanistan Guinea-Bissau Republic of Moldova

Algeria Guyana and Suriname Rwanda Haiti Senegal Angola Armenia Honduras Sierra Leone Azerbaijan India Somalia Bangladesh Indonesia South Sudan

Barbados (Eastern Caribbean multi-

country programme) Iran (Islamic Republic of) Sri Lanka Belarus Iraq State of Palestine Sudan

Belize Jamaica

Benin Jordan Syrian Arab Republic Bolivia (Plurinational State of) Tajikistan Kenya

Bosnia and Herzegovina Thailand Kyrgyzstan Brazil Lao People's Democratic Republic Timor-Leste Burkina Faso Lebanon Togo Burundi Lesotho Türkiye Cambodia Liberia Uganda Ukraine Cameroon Libya

Central African Republic Madagascar United Republic of Tanzania Venezuela (Boliviarian Republic of) Chad Malawi

China Malaysia Viet Nam Colombia Mali Yemen Comoros Mauritania Zambia Côte d'Ivoire Mexico Zimbabwe

Cuba Mongolia

Democratic People's Republic of Korea Montenegro Regions Democratic Republic of the Congo Morocco East Asia and the Pacific Djibouti Mozambique Europe and Central Asia Dominican Republic Myanmar Eastern and Southern Africa Namibia Latin America and Caribbean Ecuador Middle East and North Africa Egypt Nepal

El Salvador Nicaragua Equatorial Guinea Niger Eritrea Nigeria

Eswatini

North Macedonia Monitoring

Division of Financial and Administrative Ethiopia Pakistan Management

West and Central Africa

Division of Data, Analytics, Planning and

Headquarters

Fiji (Pacific Islands multi-country

Division of Global Communication and programme) Panama Advocacy

Papua New Guinea Gambia Division of Human Resources Greece Paraguay Office of Emergency Programmes

Guatemala Peru Programme Group Guinea Philippines Supply Division