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1. INTRODUCTION

For the first time in history, nations have agreed to end extreme child poverty (children living on less than $1.90/day) by 2030, as part of the global Sustainable Development Goals - and to halve child poverty as nationally defined. 2019 marks the fourth year of the SDGs - we have eleven years remaining to achieve these ambitious, but absolutely attainable child poverty targets of SDG Goal 1.

However, the global and national efforts required to achieve SDG 1 are significant. Children bear the greatest brunt of poverty: as of 2016 there were 385 million children struggling to survive on less than $1.90/day\(^1\) and as of 2019, there were 663 million children living in multidimensionally poor households\(^2\).

The Global Coalition to End Child Poverty, a 20+ member Coalition, stands firm behind this SDG momentum, harnessing knowledge and experience to support national processes to achieve the SDG Goal of ending child poverty. A Coalition \(\text{SDG Guide}\) sets out a practical agenda for mobilizing action nationally, regionally and globally - to end child poverty. This includes supporting countries in measuring monetary and multidimensional child poverty and addressing it through policies, programmes and budgets.

The 2030 Agenda for Sustainable Development Goals asks member states to conduct regular and inclusive reviews of progress at the national and subnational level, and these should be country-led and country driven. These \text{Voluntary National Review} (VNRs) have been presented annually (in July) at a High Level Political Forum (HLPF) at the United Nations (convened by the UN Economic and Social Council (ECOSOC)), enabling countries to report their progress on the SDGs as well as share information with other countries. Among the principles guiding the reviews is that they must be substantive, and knowledge based, with a particular focus on the poorest, most vulnerable and those furthest behind\(^3\).

The preparation of VNRs is led by national governments, involving ministerial and high-level participants, and in some countries involving civil society. To date, 141 countries have presented their VNR at the UN, with some countries having presented their VNR twice.

The findings presented in this brief are only based on VNR analysis. There are countries measuring child poverty and/or that have in place policies and programmes to address child poverty, but have not reflected this in their VNRs, and consequently these efforts are not reflected in this brief.

As the scope of the analysis is the VNRs, it only provides information on stated policy positions and priorities. This brief is not an evaluation or an assessment of these policies or priorities.
One way to gauge progress on SDG implementation is to survey the data and the narrative content that countries present in their VNRs. This Coalition brief focuses on how children living in poverty are reflected in the VNRs, based on content analysis of VNR reports from 2017, 2018 and 2019 - with a specific focus on the latest July 2019 HLPF. While there have been various efforts to systematically review the content of past VNRs (for example the Committee for Development Policy, who play an advisory role to ECOSOC; civil society organizations; and various UN agencies, including UNICEF, many of which synthesize the main messages from each year’s VNR), this is the first VNR content analysis effort focusing exclusively on child poverty. It should be noted that this brief focuses specifically on child poverty rather than outcomes for children across every SDG. It does not provide an overview of how child focused the VNR reports are in general - there were many VNR reports with an excellent child focus and/or involving the participation of children, but these efforts are not the subject of this brief.

Why is it important to focus and report on child poverty?

Children are twice as likely as adults to be living in poverty, and everywhere their particular life stage makes them more vulnerable to its devastating effects. Poverty in childhood can have lifelong consequences for children’s physical, cognitive and social development. While children themselves suffer the impacts of their poverty most severely and immediately, the repercussions are much wider: altering the paths of societies and economies as a whole.

The Sustainable Development Goals offer a tremendous opportunity to address and end child poverty. Given the diversity of contexts in which children live, there is no simple universal approach to implementing the SDGs on child poverty.

However, whichever the context, routine national measurement of child poverty - both monetary and multidimensional - is central. Without knowing how many and which children are living in multidimensional and monetary poverty, we cannot know whether and to what extent we are progressing towards the SDG goal, or the impacts of particular policies and programmes on child poverty.

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a The VNRs have received criticism for painting a ‘rosy’ picture of national efforts to achieve the SDG Goals. Nonetheless, the VNRs are one of the few accessible and consistent ways to review national SDG efforts, whilst bearing in mind this limitation of the VNRs. The opposite may also hold true: there are countries who are monitoring, measuring and addressing child poverty through policies and programmes, but have failed to fully reflect this in their VNRs.

2019 marked the fourth year that countries submitted their VNRs for the SDGs. Each year, VNRs focus on a priority theme and select goal areas: for 2019 reporting, it was “Empowering people and ensuring inclusiveness and equality”, with a focus on SDG 4, 8, 10, 13, 16 and 17; while in 2017, poverty eradication took the centre stage.

In the past two years (2017 and 2018), out of 89 countries who submitted VNRs, 32 explicitly mentioned child poverty in their reports - through acknowledging child poverty distinctively from overall poverty, and/or outlining efforts to address it through measurement and public policies. If we take the VNRs - the official national progress report on SDGs - as an indication of country’s commitment towards addressing child poverty, this analysis from 2017 and 2018 VNRs shows gaps in turning 2030 Agenda promises into action.

This is consistent with other VNR content analysis efforts. For example, to explore whether countries view some SDGs as more important than others, UNDESA analyzed 100 out of 158 VNRs from 2016 - 2019 and the results show that SDG Goal 17 on global partnership receives most attention, and SDG 13 on climate change is given the second most attention. SDG 1 on poverty receives low attention, although it receives high attention in some select countries, for example Lesotho and Namibia. If SDG 1 in general receives low attention, it automatically implies that child poverty also receives little attention in the VNRs.

What do VNRs tell us?
While VNRs may not fully capture and reflect the true extent of country responses to child poverty, it provides a proxy of national commitment towards reducing and ending poverty for children.
However, in 2019 we do witness a positive increase from past years, where 31 out of 46 participating countries explicitly mentioned child poverty in their VNRs.

### 3. COUNTRIES REPORTING ON MONETARY CHILD POVERTY

Addressing the challenges faced by children in poverty begins with accurate and consistent measurement of monetary child poverty. SDG indicator 1.2.1 specifies the reporting of the proportion of the population living below the national poverty line, and this should be disaggregated by children. The SDG target is for countries to halve this proportion by 2030.

In 2019, 42 of the 46 countries presenting VNRs reported updated statistics on monetary overall poverty, based on different methodologies, such as absolute poverty lines, relative poverty lines and at-risk poverty measures. However, only 17 of the total 46 countries presenting Voluntary National Reviews (VNRs) produced monetary child poverty estimates\(^d\), i.e. monetary poverty estimates disaggregated by children. Reporting on monetary poverty data that is disaggregated by children is an SDG reporting requirement.

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\(^c\) 47 countries presented their VNRs in 2019, however one country did not upload their report in the SDG/VNR portal, hence this analysis only refers to 46 countries.

\(^d\) There may be more than these 17 countries which are measuring monetary child poverty – however these efforts may not be captured in the VNR.
Of the 17 countries that reported on monetary child poverty, many countries made a strong case for improving and maintaining data availability for, and measurement of, child poverty. Highlights include:

- **Guyana** noted the need for addressing data gaps in measuring child poverty, to build evidence for addressing persistent cycles of poverty.
- **Eswatini** demonstrated commitment to measuring child poverty by highlighting its recently conducted Child Poverty Assessment and Participatory Poverty Assessment.
- **Lesotho** reported age-disaggregated monetary poverty statistics for children between 0 to 5 years, between 6 to 9 years, and for youth between 15 to 19 years.
- **Israel** highlighted an at-risk monetary child poverty rate of approximately 36% (2016), while noting the classification of people living in poverty as a high-priority area for government intervention.
- High income countries commonly reported on relative poverty. In the **UK** for instance, approximately one out of three children live in relative poverty, after their housing costs are taken into account.
- To support evidence generation and monitoring of child poverty, **Croatia** has established new poverty monitoring indicators which will enable early identification of families and children at risk of poverty.

Despite these positive examples, the fact remains that 63% of the countries presenting VNR reports in 2019 did not report data on monetary child poverty in their VNRs. The lack of updated statistics on monetary child poverty presents a fundamental roadblock in the fight against child poverty. Age-disaggregation in measurement of monetary poverty is pivotal to understand the scale and depth of monetary deprivation experienced by children.
4. COUNTRIES REPORTING ON MULTIDIMENSIONAL CHILD POVERTY

Poverty is about more than just lack of income. It means being deprived in vital aspects of life such as health, good nutrition, shelter, water and sanitation and education - that are foundational to children’s growth, development and well-being.

The 2030 Agenda recognizes the multiple dimensions of poverty: Target 1.2 under SDG 1 highlights the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions, and Member States are expected to set baselines and report progress towards reducing multidimensional child poverty.

Among the 46 countries who submitted their voluntary national review of their SDG implementation and progress in 2019, nine mentioned measurement of multidimensional child poverty using methods such as disaggregating the Multidimensional Poverty Index (MPI) by children or Multiple Overlapping Deprivation Analysis (MODA), these are Algeria, Congo, Tunisia, Ghana, Rwanda, Lesotho, Sierra Leone, Tonga, and the UK.

- For instance, Ghana presented comprehensive, disaggregated data on monetary child poverty and insights on multidimensional child poverty in the country and highlighted their commitment to addressing the issue and strengthening protection of children’s rights through targeted programmes and legislation. They further highlighted that reducing multidimensional child poverty requires adopting a multi-sectoral approach; and ensuring efficient investment in interventions targeting children, in particular the youngest ones (0-4 years old), as outlined in the report. The Ghanaian report comprehensively addresses all the key indicators and targets as they relate to SDG 1.

- Sierra Leone highlight in their VNR a reduction in the multidimensional child poverty rate, which fell from 77.4% in 2016 to 66% in 2019. Statistic Sierra Leone provides routine support of the SDGs Results Framework, including coordinating national surveys for measuring SDG progress and supporting production of reports such as the National and Multidimensional Child Poverty Reports.

- Rwanda reported on the percentage of children living in multidimensional poverty: among children ages 5-14, one out of three are deprived, and the VNR outlined the country plans to adopt and implement a new social protection strategy and sector specific actions to combat child poverty in all its dimensions.

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9 There may be more than these nine countries which are measuring multidimensional child poverty – however these efforts may not be sufficiently captured in the VNR.
• **Tunisia** provided data on children living in multidimensional poverty and showcased best practice in building national multidimensional child poverty measurement.

• Among high income countries, multidimensional child poverty was largely missing from their reporting, with the exception of the **UK**. Furthermore, the UK VNR stated that to strengthen poverty measurement and monitoring, the UK has established a Social Metrics Commission - an independent body with a mandate to develop new poverty measures that better capture and reflect experiences of poverty.

Again, despite these positive examples - the lack of country-reporting on multidimensional child poverty is a concern. Governments have committed to reducing by half multidimensional poverty for everyone, by 2030. Measuring child poverty in all its forms is the basis for addressing it effectively, systematically and sustainably.

Positively, the number of countries that use multidimensional measures to assess poverty are increasing. However, more efforts are needed to ensure these measures are disaggregated by age, gender and disability where possible, or measured at the level of the individual child, and are used to guide public policies.
5. COUNTRIES REPORTING ON POLICIES AND PROGRAMMES ADDRESSING CHILD POVERTY

Ending child poverty requires a comprehensive approach: one that includes expanding child-sensitive social protection programmes, quality public services that the poor and marginalized can access and use, and decent employment. SDG 1 reflect this: SDG target 1.3 recognizes the importance of social protection systems and floors in reducing poverty for everyone, including children, and 1.4 specifies improved access of the poor to essential public services.

This year, among the 46 countries who submitted their VNRs, 19 mentioned their efforts to tackle child poverty, through various policy and sector specific actions¹. A number of countries also highlighted the establishment of frameworks that address child poverty in a comprehensive manner, either as part of national development strategies or through dedicated state acts, legislations or plans.

5.1 Building and expanding child sensitive social protection systems

Comprehensive child sensitive social protection systems are one of the most impactful ways to address child poverty. Positively, among the most common country-level responses to child poverty highlighted in the VNRs was the building and expansion of child sensitive social protection systems - in particular, the expansion of cash transfers targeted towards poor and vulnerable families with children.

• South Africa for instance showcase their flagship social grants scheme in their VNR, which includes child support grants, and its impact on reducing poverty. In the absence of the scheme, which provides assistance to 17 million people, including 61.35% of poor households with children, the poverty rate would have been 8% higher. The programme continues to enjoy political support, with an expected 26% higher expenditure in 2020 compared to 2017.
• Similarly, Mauritius highlight a national programme called “Marshall Plan Against Poverty” which includes a child allowance, and educational and housing support for vulnerable families with children. The government has also taken steps to strengthen their broader social protection system, for instance by revamping the national Social Registry System to improve identification and targeting of social assistance beneficiaries.

¹ There may be more than these 19 countries which are addressing child poverty through policies, programmes, strategies and budgets – however these efforts may not captured in the VNRs, or it is not clear in the VNRs how these policies and programmes are addressing child poverty.
In the Philippines, the Pantawid Pamilyang Pilipino Program (4Ps), which seeks to “stop intergenerational transmission of poverty by investing in children early in life”, has been recently enacted into law, ensuring its long-term sustainability. The scheme provides cash grants to the poorest families with children, to support education and health outcomes of the most vulnerable children.

5.2 Improving access, quality and utilization of public services by the poorest

Child poverty is multidimensional, and many public services are relevant for children’s development - including education, health, protection and water and sanitation. Maximizing the impact of these services in tackling child poverty requires attention to coverage, equity and quality, and many countries have positively noted their efforts to address these concerns.

- Tanzania, for instance, highlighted in their VNR that school fees were abolished to improve education access for children living in poverty, in addition to providing integrated support to vulnerable families through their Productive Social Safety Net (PSSN) programme, which includes public works, conditional cash transfers, and livelihood support components.
- Lesotho highlighted their efforts to address multidimensional child poverty, through attracting foreign and local investment into critical sectors such as health and education.
- Iceland emphasize that by law, anyone legally resident in Iceland is entitled to basic services, which includes access to education, healthcare, secure housing, social insurance schemes and social services. The Welfare Watch monitors the welfare and situation of low-income families in Iceland, and they highlight that particular attention must be paid to the position of children, with an emphasis on those who struggle with multiple difficulties and live in poverty.

Whilst the majority of the VNRs highlighted government policies, initiatives and plans to improve education, health and other public services under a progress review of SDG 3 and 4; many did not mention the important interlinkages of these efforts with child poverty and deprivation.

5.3 Prioritizing child poverty in national development plans and strategies

Including child poverty in the national development agenda can have a significant impact on reducing it systematically and sustainably, and helps channel national attention and resources to addressing child poverty. Among the VNRs, there were some excellent examples of country leadership in prioritizing child poverty in national development agendas.

- New Zealand for instance is taking a multi-pronged approach to combat child poverty, by launching a national strategy, investing in data and evidence generation, and strengthening and expanding social protection programmes.

To ensure an ongoing focus on child poverty, New Zealand has adopted the Child Poverty Reduction Act 2018, which provides strategic vision and political accountability towards reducing child poverty. Under the Act, successive governments are required to routinely measure and monitor child poverty rates against the medium and long-term goals and targets set by the legislation.
Acknowledging the scale and complex nature of child poverty, the UK VNR highlights that the Scottish government has adopted a long-term strategy to address the issue, setting goals, targets and indicators, supported by plans and budgets for implementation.

- **Serbia**’s report stresses how children and youth are disproportionately affected by poverty and may face compounding social vulnerabilities due to disability status or ethnicity. It also recognizes how a lack of an “integrated anti-poverty and social inclusion strategy that would address the issue of child and youth poverty and social exclusion in a comprehensive manner” hinders progress towards reducing child poverty.

Countries are increasingly measuring and addressing child poverty through various policies and programmes, in particular through social protection programmes and public service provisions. Yet, the number of countries adopting comprehensive national plans to reduce child poverty remain limited.

### 6. FUTURE VNRS - THE GLOBAL COALITION TO END CHILD POVERTY ‘KEY ASKS’

It is evident that achieving SDG 1, of ending extreme child poverty and halving child poverty as nationally defined, will take extraordinary global and national efforts and commitment. A key step in that regard is to place children living in poverty at the center of national development agendas.

We have 11 years remaining to achieve SDG 1 on ending child poverty.

We can and must do more for children living in poverty!

In 2019, the VNRs saw an increased number of countries mentioning child poverty in their reports, compared to prior years. That said, child poverty is still largely missing from national development agendas - with fewer than half of VNRs reporting measurement and policies addressing child poverty.

There are 50 countries so far slotted to present their VNRs at the 2020 July High Level Political Forum (see table below), with nearly half of them presenting for the second time, providing them a second opportunity to clearly outline their commitment to measuring, monitoring and addressing child poverty.
Global Coalition to End Child Poverty key asks for 2020 VNRs:

1. **SDG child poverty related indicators:**

   As Member States participating in the 2020 VNR prepare their reports, the Global Coalition to End Child Poverty encourages them to use this opportunity to take stock of actions taken to lift children out of poverty, and report on the baseline and progress towards the child poverty related SDG indicators, in particular:

   - **1.1.1. proportion of population below the international poverty line**, disaggregated by children.
   - **1.2.1 proportion of the population living below the national poverty line**, disaggregated by children.
   - **1.2.2 proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions.**
   - **1.3.1 proportion of population covered by social protection floors/systems**, disaggregated by children.
   - **1.4.1 proportion of population living in households with access to basic services**
   - **1.A.1 proportion of resources allocated by the government directly to poverty reduction programmes.**

   In 2020, 5 years into the SDGs and with 10 years remaining, Member States are also encouraged to report on child poverty trends and whether they are on track to achieve all of the SDG 1 targets as they relate to children.

2. **Comprehensive national agenda to reach the SDG child poverty targets:**

   Measurement alone will not end child poverty: once targets for reducing and eradicating child poverty have been set, these need to be followed through with strategies, policies, programmes and budgets to support families and children living in poverty.
The current format of VNR reporting provides a focus on five to six goals per year - and this format, albeit pragmatic, means that not all member states present their report on SDG 1 in their VNRs. This can result in a missed opportunity for countries to reflect on their efforts to address child poverty under SDG 1. With the recent UNGA political declaration by the Heads of States that acknowledged poverty eradication to be “the greatest global challenge and an indispensable requirement for sustainable development”, the Global Coalition encourages all countries to reflect on this overarching and critical goal in their VNRs, highlighting in detail the established child poverty baselines and the policies, programmes and strategies in place or being developed to address child poverty.

Most importantly, the commitments highlighted in the VNRs need to be followed by actions. For example, although the 2019 UK VNR reporting on child poverty is excellent and comprehensive, child poverty is projected to increase in the UK.

3. Participation of non-state stakeholders, including individuals living in poverty:

The SDG Agenda should not only have a member states focus, or a UN focus. The 2030 Agenda for Sustainable Development specifies that Member States should “conduct regular and inclusive reviews of progress at the national and sub-national levels, which are country-led and country-driven.” The Coalition urges all countries to ensure that VNR process has the attention, the engagement and the input of non-state stakeholders, the poorest and most vulnerable groups, and include children. Non-state actors, such as civil society and donors, do have a role to play in monitoring progress and ensuring that Member States are putting in place strategies, policies and programmes to address child poverty.

The Global Coalition to End Child Poverty stands firmly behind the SDG Goal of ending child poverty and will monitor on an annual basis whether Member States are committing to this goal, through similar VNR analysis and other means. Countries around the world have demonstrated that given political will, extreme child poverty can be eliminated, and multidimensional child poverty drastically reduced. By focusing on children in poverty reduction efforts, we can alleviate poverty more effectively, prevent future generations from destitution, and achieve the Sustainable Development Goals by 2030.
# ANNEX 1: COUNTRY REPORTING ON CHILD POVERTY IN THEIR 2019

Note: some of the countries highlighted in red in the table below may be measuring monetary and/or multidimensional poverty and child poverty but have not reflected this in their VNRs. The table below only reflects the content of VNR reports.

<table>
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<th>Country</th>
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<th>Overall monetary poverty rate reported?</th>
<th>Monetary child poverty rate reported?</th>
<th>Overall multidimensional poverty rate reported?</th>
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*Red circle indicates NO, Green circle indicates YES*
All VNR reports from 2017, 2018 and 2019 available on the SDG portal were reviewed for this analysis, based on a consistent methodology that identified key mentions of children, poverty, child poverty, multidimensional poverty, multidimensional child poverty, deprivations and SDG 1 in each of the VNR reports. Quantitative and qualitative data on these themes were then aggregated.

Identifying Countries Reporting Monetary and Multidimensional Child Poverty Rates

Pre-defined statements were used to capture data on whether countries mentioned child poverty in their reports, whether a numerical rate of monetary child poverty was cited in the report, and whether a multidimensional child poverty rate was reported in the VNR.

Assessing Reporting on Policies and Programmes to Address Child Poverty

To determine the number of countries reporting on policies and programmes addressing child poverty, explicit mentions of policies, legislation, and related efforts to tackle child poverty in the respective VNR reports were considered. Countries that clearly presented information on such policies and efforts that directly addressed child poverty were categorized as including assessments on policies and programmes to reduce child poverty.

Limitations of VNR reviews

It is important to note that there are countries who are monitoring, measuring and addressing child poverty through policies and programmes, but are not including this in their VNRs. The analysis in this brief is only based on VNRs and, as highlighted in the Coalition key asks, sharing a comprehensive overview of child poverty efforts in VNRs strengthens global efforts to fight child poverty and achieve SDG1.
Notes


5. UN DESA. (n.d). *Are some SDG’s more important than others? Revealed country priorities from four years of VNRs*  

6. ibid.

7. Political declaration of the high-level political forum on sustainable development convened under the auspices of the General Assembly. (2019).  
   https://undocs.org/en/A/HLPF/2019/l.1

8. Institute for Fiscal Studies. (2017). *Benefit cuts set to increase child poverty, with biggest rises likely in North East and Wales*  
   https://www.ifs.org.uk/publications/10029
About the Global Coalition to End Child Poverty

The Coalition is a network of like-minded organizations concerned at the devastating effects of poverty in childhood on children and societies. The Coalition promotes the need for countries and development actors to explicitly focus on child poverty and the solutions to it in national, subnational, regional and global policies, budgets and monitoring systems.

Coalition participants share a vision of a world where all children grow up free from poverty, deprivation and exclusion. Working together through the Coalition, as well as independently, Coalition participants aim to support the recognition of child poverty and the practical actions to alleviate it.