

# Submission to the Inquiry into Australia's response to the priorities of Pacific Island countries and the Pacific region

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For further information or questions about this submission please contact:

Katie Maskiell

**Head of Policy and Advocacy** 

**UNICEF** Australia

e: kmaskiell@unicef.org.au

m: +61 417 091 806

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#### Introduction

UNICEF Australia welcomes the opportunity to provide a submission to the Inquiry into Australia's response to the priorities of Pacific Island countries and the Pacific region. Children under 18 years make up 40% of the population, and over 50% are under the age of 24 years which presents an incredible opportunity for the region. It is their very progress and wellbeing that will help catalyse economic growth and climate resilience for the region now and into the future. And it is the priorities and aspirations of the Pacific that should form a critical part of Australia's engagement in the region.

This inquiry presents a unique opportunity to ensure that the unique needs of children and young people across the Pacific are reflected and supported through Australia's engagement in the region.

UNICEF offers a unique proposition to help the Government achieve this vision, as we have deep expertise across a number of priority areas relating to children and young people, including nutrition, child protection, inclusive and quality education, and climate resilient child services and child sensitive climate adaptation. UNICEF has the ability to mobilise both public and private resources and enhance people to people connections through our offices in countries across the Pacific, with local and international staff working in partnership with Pacific governments, local NGOs and civil society partners to deliver results for children and communities. UNICEF Australia, as an Australian NGO working hand in hand with UNICEF, offers an Australian link to UNICEF's work across the region, through public and private sector funding and strengthening people to people connections.

#### **Summary of Recommendations**

To better meet the needs and priorities of children and young people in the Pacific, and ensure that each child has the opportunity to thrive, the Australian Government should:

- 1. Embed consultation and engagement mechanisms with children and young people in the Pacific to inform Australia's engagement in the region.
- 2. Develop an International Children's Strategy, with specific focus on the needs of children and young people in the Pacific and to enable Australia to better target its ODA investments.
- 3. Increase funding to child critical services in the Pacific region, such as:
  - a. Health, nutrition, social protection and education;
  - b. Child protection and a holistic approach to the intersection between violence against women and violence against children.
- 4. Introduce a year-on-year real increase in the Official Development Assistance budget, with a gradual increase over time to 0.5% of GNI.
- 5. Develop innovative ways to raise additional funds from non-governmental sources that align with the priorities of Pacific Island countries within the scope of Australia's international development policy. The Australian Government could encourage more financial contributions from its private sector to the Pacific by offering to match donations or other benefits that target Pacific objectives, such as building on work currently being undertaken by DFAT to explore blended finance in relation to climate mitigation and adaptation.
- 6. Scale up current commitments to child-centric climate adaptation and resilience building.
- 7. Noting that the negotiations on the NQCGs are ongoing:
  - a. Continue to play a constructive role in strengthening mechanisms and international commitments towards more ambitious targets for climate finance, particularly loss and damage and adaptation finance;
  - b. Advocate for a subgoal on adaptation in the NQCGs, with monitoring and evaluation tied to the Global Goal on Adaptation, which will help ensure that more finance flows to children in vulnerable communities in the Pacific.

- 8. Enable a substantial reduction in Greenhouse Gas (GHG) emissions within the next decade so that Australia exceeds its 43% national emissions reduction target for 2030 and attains net-zero as soon as practicably possible.
- 9. Focus on and invest in early/anticipatory action based on child sensitive climate risk assessments, and consider supporting the use of tools such as UNICEF Children's Climate Risk Index (CCRI) to inform these assessments.

To strengthen people to people links and partnerships, the Australian Government should:

- 10. Explore opportunities to support connections between young people in Australia and the Pacific in relation to climate change in partnership with UNICEF Australia.
- 11. Continue to support the two-way exchange of students between the Australia and the region through mechanisms such as the New Colombo Plan and the Australian Awards, and consider partnering with agencies like UNICEF Australia to support growth in influence and impact of this network.
  - a. To ensure that this does not come at the expense of funding to quality and inclusive education for all children in the Pacific, source funding for these programs from outside Australia's ODA and/or consider private sector contributions.

To strengthen Australia's aid programs and partnerships in promoting genuine community development, good governance, and capacity building for partners in the region, the Australian Government should:

12. Prioritise partnerships with multilateral partners, such as UNICEF, to address critical gaps in child services in the Pacific.

## 1. Key priorities for children and young people in Pacific Island countries and the Pacific region.

### 1.a) Evaluate the key concerns and aspirations of Pacific nations regarding their economic, environmental, and social development.

Children and young people often experience marginalisation due to their age, alongside other intersecting factors such as gender, race and disability. As such, their priorities and aspirations can sometimes be overlooked or sidelined. With the significant proportion of children and young people in the Pacific, we urge the Committee to pay particular attention to their unique priorities and needs as part of this Inquiry. We include a number of children and youth priorities below for consideration, whilst noting that this is not an exhaustive list.

#### Climate

The East Asia and Pacific region is the hardest hit area in the world when it comes to climate and environmental hazards, shocks and stresses, and children and young people are amongst the most exposed and vulnerable to these impacts. UNICEF's Children's Climate Risk Index reveals that the East Asia and Pacific region has the highest proportion of children facing multiple shocks and hazards, with 65% of children facing multiple shocks and hazards such as cyclones, coastal flooding and water scarcity, compared to the global average of 37% ii. This reality reduces the capacity of children and young people to respond and recover and exacerbates existing inequalities.

Young people across the Pacific are clear about the threat and urgency of climate change, and what is required in response. UNICEF's consultations with young people have shown that the climate crisis is one of the greatest sources of concern for children and young people around the world, including in the Pacific. Partner governments, civil society, and young people in the Pacific are calling for more ambitious financial commitments towards adaptation, resilience-building, and loss-and-damage, including towards child-critical sectors such as education, healthcare, nutrition, social protection and WASH (water, sanitation and hygiene).

This priority for children and young people is reflected in the 2050 Strategy for the Blue Pacific Continent, which states as its ambition on the question of climate change that "all Pacific peoples remain resilient to the impacts of climate change and disasters and are able to lead safe, secure, and prosperous lives."

#### <u>Participation</u>

Children and young people are most impacted and least responsible for climate change but are often not consulted or left out of decision-making processes in relation to climate change, as well as other priority issues that affect their lives.

Meaningful participation of children and young people in decision making continues to be a priority across the Pacific, as seen in the 2014-2023 Pacific Youth Development Framework: Goal 3 – Governance structures empower young people to increase their influence in decision making processes, and is a priority of the 2050 Strategy for the Blue Pacific Continent under *Political Leadership and Regionalism*, which prioritises inclusive political leadership and an improved enabling environment for increased representation and participation of all Pacific peoples, including women and girls in all their diversity<sup>iii</sup>.

#### Addressing Child Poverty and Food Insecurity

Children in the Pacific are disproportionately affected by poverty in the region. For example, in Fiji, the poverty rate for children aged 0-14 is 44%, compared to the national figure of 30% (2019-2020)<sup>iv</sup>. 1 in 6 children under 5 years in the Pacific region experience severe food poverty<sup>v</sup>, and are 50% more likely to experience wasting. Many Pacific countries face the 'triple burden' of malnutrition with undernutrition, micronutrient deficiencies and overweight and obesity – which is a risk factor for overall child development, and communicable and non-communicable diseases (NCDs). Feeding practices, food security and food systems all contribute to malnutrition in the Pacific.

Improving the health outcomes, particularly for vulnerable groups like children, is a key outcome under the thematic priority of 'People Centred Development' in the 2050 Strategy for the Blue Continent.

#### **Quality and Inclusive Education**

Quality and inclusive education is a priority for children and young people in the region, as seen in the Pacific Regional Education Framework, under Policy Area 1: Quality and Relevance, which has as its goal 'all learners are provided with a safe and supportive environment, within which they are offered high quality learning opportunities that are meaningful, valuable, inclusive and future focused'vi.

Despite near-universal primary enrolment rates in the Pacific, some countries have declining trends, and primary completion rates average only 65.6%vii. A significant proportion of children are failing to meet minimum standards, especially in literacy – 57% of Year 4 students do not meet minimum proficiency in reading, and 33% are not proficient in mathviii. Enrolment rates in most countries drop significantly at secondary level, particularly for boys, leading to strong gender disparitiesix. The regional average lower secondary completion rate is only 29.2%, and for upper secondary completion, it drops to 10.2%x. Even though girls in the region have higher attendance and completion rates for secondary school in most countries, they are twice as likely than boys to be not in education, employment, or training.

#### Child protection

Violence against women and children is a critical issue in the region. Papua New Guinea has one of the highest rates of intimate partner violence globally<sup>xi</sup>. Between 80-92% of children in the Pacific have reported experiencing violent discipline<sup>xii</sup>, and child protection and addressing violence against children is a key funding need in the Pacific. There is a close linkage between high rates of violence against women and high rates of violence against children due to shared risk factors, similar social norm drivers and co-occurrence within the household. In order to effectively address the cycle of violence, violence against women (VAW) and violence

against children (VAC) need to be considered together. As Australia continues to support Pacific countries to increase access to the internet and digital technologies, online safety and wellbeing for children and other digital users should be invested in.

## 1.b) Examine the role and capability of Pacific regional architecture and agencies, including in the delivery of the 2050 Strategy for the Blue Pacific, and the contributions of external partners to regional development and security.

Children and young people in the Pacific are best placed to advise on what they see as their own priorities, and UNICEF Australia would welcome meaningful consultation and engagement with children and young people by the Australian Government to assess its current and future contribution to regional development and security in the Pacific. This should be both through pre-existing governance structures such as the Pacific Youth Forum, other youth networks and youth led organisations, and through organisations such as UNICEF.

UNICEF's presence on the ground throughout the Pacific provides Australia access to our networks to ensure the diverse needs of the Pacific are heard and understood. UNICEF focuses on local solutions and partnerships, including UNICEF's networks with Pacific Island youth, who have views on the policies that shape their lives and communities. UNICEF's existing infrastructure elevates the voices of young people to policymakers, particularly though our youth digital social monitoring platform, U-Report.

UNICEF also plays a key role in regional development, prioritizing locally led solutions and systems strengthening. UNICEF has the resources and capacity to deploy quickly and efficiently when disaster strikes and takes a child-centred approach, prioritizing the wellbeing of children in crises. UNICEF also leads the WASH and Child Protection clusters, and co-leads the Health and Education clusters, which are a critical part of disaster response and recovery in the region.

#### Pacific Youth Development Framework

We note that Pacific Youth Council convened in May 2024, and that there will be a series of regional convenings over the coming months to map and build momentum for a sustainable future for Pacific youth and communities. Outcomes from these meetings will inform the update of the Pacific Youth Development Framework<sup>xiii</sup> which the Senate Inquiry Committee may like to consider as part of its report.

#### **Recommendation 1**

Embed consultation and engagement mechanisms with children and young people in the Pacific to inform Australia's engagement in the region.

## 2. Assess Australia's engagement in the Pacific and alignment of initiatives and policies with the identified priorities of Pacific Island nations

Australia's International Development Policy does not currently mention children and young people as a distinct population group. Given the significant proportion of the Pacific population under the age of 18 years, and the unique vulnerabilities of children and young people, development of a specific International Children's Development Strategy, as recommended by the Inquiry into the Rights of Women and Children<sup>xiv</sup>, could assist in aligning Australia's policies with the needs of the Pacific, and to ensure its aid program addresses and capitalises on the potential of the 'youth bulge'. Demographic realities in the Pacific also necessitate climate resilient policies and investments that prioritise the needs of children and young people, and the sectors that they rely on the most: health, education, nutrition, WASH and social protection, which can be enabled by an explicit focus on children and young people through a standalone strategy. Doing so is not only good development practice but will provide stronger return on ODA in the long run.

Australia's engagement in the region could be strengthened through a further focus on targeting the most vulnerable, particularly children. Prioritising children produces a significant return on investment and is critical

for improving a country's economic and climate resilience. For example, the World Bank estimates that achieving universal female secondary education could virtually eliminate child marriage and reduce prevalence of adolescent pregnancy by up to 75%<sup>xv</sup>, and the Brookings Institute shows that investing in girls' education has the potential to improve a country's climate resilience<sup>xvi</sup>. Some areas for further support include:

- Child critical services, such as health, nutrition and social protection, including strengthening data collection and monitoring systems to enable better decision making;
- Child protection and addressing violence against children, including the co-occurrence of gender-based violence and child protection and social behaviour change:
- Increased support of quality and inclusive basic and secondary education, as well as early childhood education, including equity focused expansion of internet/access to technology.

In relation to ending violence against children, UNICEF is particularly well placed to continue to respond to this need, and particularly the intersection between Violence against Women (VAW) and Violence against Children. Further funding to UNICEF alongside organisations such as UN Women and UNFPA would allow the correlation between VAW and VAC to be more holistically and effectively addressed.

Addressing exposure to harm online for children in the Pacific is also a key strength of the Australian Government, as seen through the partnership between the Australian e-Safety Commission and the Fiji Online Safety Commission, and Australia should look to further expand this type of support. UNICEF's *Disrupting Harm* project has generated unique insights on how online child sexual exploitation and abuse in manifesting in 13 countries, and provides tailored roadmaps for countries to strengthen their prevention and response systems. Expansion of this project into the Pacific is a key opportunity to better understand how digital technology may be facilitating sexual exploitation and abuse across the Pacific, and how to effectively respond.

Addressing these gaps would require an increase to Australia's overall Official Development Assistance (ODA), to ensure that Australia is best positioned to respond to the priorities and needs of children and young people in the Pacific. Australia could also explore ways to grow private sector contributions to the Pacific, to help meet the need.

Increasing and targeting Australia's ODA investment to meet the needs of children will result in a more prosperous, inclusive, safe and cohesive Pacific, where children are given the best chance to develop and thrive.

#### Recommendation 2

Develop an International Children's Strategy, with specific focus on the needs of children and young people in the Pacific and to enable Australia to better target its ODA investments.

#### **Recommendation 3**

Increase funding to child critical services in the Pacific region such as:

- a. Health, nutrition, social protection and education
- b. Child protection and a holistic approach to the intersection between VAW and VAC.

#### **Recommendation 4**

Introduce a year-on-year increase in the ODA budget, with a gradual increase over time to 0.5% of GNI.

#### **Recommendation 5**

Develop innovative ways to raise additional funds from non-governmental sources that align with the priorities of Pacific Island countries within the scope of Australia's international development policy. The Australian Government could encourage more financial contributions from its private sector to the Pacific by offering to match donations or other benefits that target Pacific objectives, such as building

on work currently being undertaken by DFAT to explore blended finance in relation to climate mitigation and adaptation.

#### 3. Assess Climate Change Mitigation and Adaptation responses in the Pacific

3.a) Evaluate Australia's climate support and initiatives aimed at mitigating climate change and assisting Pacific nations in adapting to its impacts.

<u>Child sensitive climate change mitigation and adaptation responses in the Pacific</u>

Child-sensitive climate programming, investment, and policy in the Pacific would result in better targeted investments for children that result in a multiplier effect for their families and communities and will also increase children's resilience to climate shocks and stressors. There is an urgent need to scale up current commitments to child-centric adaptation and resilience building alongside the current focus on energy transition in the Pacific<sup>1</sup>. Thematic/sector-based targets identified in the COP 28 decision on the Global Goal on Adaptation (GGA) are designed to focus adaptation toward critical social services, and adaptation investments should be aligned with these targets. This includes building the climate resilience of physical infrastructure in the social services, for example, disaster proofing housing, schools and primary health, as well as new approaches to infrastructure development, such as 'build back better' and use of parametric finance. Child-sensitive adaptation also includes 'soft' investments such as green skills education and training, workforce capacity building and addressing likely increases in food security.

In 2022, UNICEF developed four criteria for determining child-sensitivity in climate policies, which can be applied to Australia's climate support in the Pacific. These criteria are:

- Holistic and multisectoral: addresses specific risks and vulnerabilities of children and young people by including commitments in child-critical sectors such as WASH, nutrition, and healthcare.
- References: includes explicit and meaningful references to children and young people, including those
  who are disadvantaged and marginalized.
- Rights-based: considers children and young people as rights holders and includes meaningful references to children's rights or intergenerational equity.
- Inclusive: identifies inclusiveness and the recognition of children and young people as important stakeholders for climate action.

#### **Recommendation 6**

Scale up current commitments to child-centric adaptation and resilience building.

#### Climate finance

Australia currently plays a constructive role in strengthening mechanisms and commitments towards loss and damage, adaptation finance, and climate finance. This includes supporting the operationalization of the Loss and Damage Fund and agreement on the New Collective Quantified Goal (NCQG) on climate finance. These are key priorities for civil society and partner governments across the Pacific, to which Australia contributes technical capacities and influence in negotiations. As these mechanisms are formalised, including through monitoring, evaluation, and reporting obligations through the UNFCCC processes, they will enable more robust investments in adaptation and resilience-building for the most vulnerable children and young people, including in the Pacific, strengthening their adaptive capacity to climate impacts and withstand shocks.

<sup>&</sup>lt;sup>1</sup> Sectoral breakdowns of Australia's climate finance commitments (2020 – 2021) demonstrate that the majority of investments go towards environmental protection, including biodiversity loss (23%), economic infrastructure and services (20%), and production sectors (13%). Investments in 'Other Sectors', including health, water and sanitation, amount to 28%, whereas investments in education, including climate-resilient school infrastructure, amount to 5%.

#### **Recommendation 7**

Noting that the negotiations on the NCQG are ongoing:

7.a Continue to play a constructive role in strengthening mechanisms and international commitments towards more ambitious targets for climate finance, particularly loss and damage and adaptation finance.

7.b Advocate for a subgoal on adaptation in the NCQGs, with monitoring and evaluation tied to the Global Goal on Adaptation, which may help ensure that more finance flows to children in vulnerable communities in the Pacific.

#### Preventing the worst impacts of climate change

Children and young people across the Pacific want to see governments and other stakeholders take urgent and ambitious action to reduce global greenhouse gas emissions. This is the most effective means of preventing the worst impacts of climate change. At the core of this call is the focus on limiting and ultimately ceasing use of fossil fuels and accelerating the transition to cleaner and renewable energy.

#### Recommendation 8

Enable a substantial reduction in Greenhouse Gas emissions within the next decade so that Australia exceeds its 43% national emissions reduction target for 2030 and attains net-zero as soon as practicably possible.

## 3.b) Evaluate Australia's role in supporting Pacific nations during natural hazards or disasters and national emergencies, including pandemics.

Children are more vulnerable than adults during and after disasters. UNICEF's Child Climate Risk Index demonstrates some of this unique harm. They need to eat and drink more than adults per unit of body weight, and so are more likely to be affected by malnutrition and to succumb to illnesses, risks that are exacerbated during and after disasters<sup>xvii</sup>. They rely on essential services to survive, such as health, nutrition, education, WASH and inclusive social protection systems, and disasters threaten the ability to effectively deliver these social services to the children who need them most<sup>xviii</sup>. In Australia, Deloitte and UNICEF Australia research demonstrates that children also experience poorer mental health outcomes due to disasters, and that this has a significant cost to government in terms of mental health service use and wellbeing cost<sup>xix</sup>.

In this context, the Australian Government's disaster risk reduction investments in the Pacific could be strengthened by further prioritising children and young people and championing local and Indigenous knowledge. Australia could consider supporting child sensitive risk assessments and early warning systems, using UNICEF Children's Climate Risk Index-Disaster Risk Model subnational risk assessment, which would improve the understanding and management of risks that children, young people, families and communities face from disasters as well as other climate shocks and stressors<sup>xx</sup>. Strengthening and expanding investments in disaster risk reduction and early/anticipatory action and climate resilient critical child services will also reduce humanitarian need when disasters occur.

As climate-related disasters become more frequent and intense, Pacific disaster response needs will continue to grow significantly. Australia should explore innovative climate finance models to meet this need. For example, UNICEF's *Today and Tomorrow* initiative is an integrated climate finance solution that combines funding for immediate climate resilience and risk prevention programs for children, with an innovate use of risk transfer finance provided by the insurance marker for future disasters. The combined financing platform is designed to help countries address the current and growing impacts of the climate crisis while preparing for future emergencies and rapidly responding to them when they occur<sup>xxi</sup>.

#### **Recommendation 9**

Focus on and invest in early/anticipatory action based on child sensitive disaster risk assessments, and consider supporting the use of tools such as UNICEF's Child Centred Risk Index to inform these assessments.

## 4. Strengthen People to People links and Partnerships including through well designed development programs.

4.a) Explore opportunities to enhance people-to-people links, cultural exchanges, and educational partnerships between Australia and the Pacific to maximise local and community development outcomes.

The Australian Government has demonstrated its commitment to supporting young people participate in international policymaking forums on climate change and disasters, including through the Youth Advisory Group mechanism and the COP28 Travel Support Grants in 2023. UNICEF also recognises the work done to build greater connectivity between countries by the Australian Government through the New Colombo Plan and the Australian Awards Fellowships program. Building connections between the people of Australia and the Indo-Pacific through exchanges and in-bound programs for NGOs, universities and private businesses strengthens bonds, relationships and capacity. Building on this leadership, there is the opportunity for Australia to explore supporting connections between young people in Australia with youth networks and young leaders in the Pacific when it comes to climate change.

#### **Recommendation 10**

Explore opportunities to support connections between young people in Australia and the Pacific in relation to climate change in partnership with UNICEF Australia.

#### **Recommendation 11**

Continue to support the two-way exchange of students between the Australia and the region through mechanisms such as the New Colombo Plan and the Australian Awards, and consider partnering with agencies like UNICEF Australia to support growth in influence and impact of this network.

a) To ensure that this does not come at the expense of funding to quality and inclusive education for all children in the Pacific, source funding for these programs from outside Australia's ODA and/or consider private sector contributions.

## 4.b) Assess the effectiveness of Australia's aid programs and partnerships in promoting genuine community development, good governance, and capacity building for partners in the region.

Multilateral institutions such as UNICEF play a key role in the region, and are a key way of strengthening regional security and driving development outcomes at scale. UNICEF offers a unique proposition to help the Government achieve its vision of being a good global citizen and deepening regional relationships. UNICEF has the ability to mobilise both public and private resources and enhance people to people connections and has offices in countries across the Pacific, with local and international staff working in partnership with Pacific governments, local NGOs and civil society partners to deliver results for children and communities even in the most remote parts of the Pacific UNICEF Australia, as an Australian NGO working hand in hand with UNICEF, offers an Australian link to the work of UNICEF across the region, through public and private sector funding and strengthening people to people connections. We directly support programmes in the Asia-Pacific region and hold uniquely strong relationships with program specialists in Papua New Guinea (PNG), the Pacific, and Southeast Asia. We have deployed combined private and public sector surge funding to humanitarian emergencies in countries such as PNG, Fiji, and Tonga.

As such, Australia should prioritise further its partnerships with multilateral partners, like UNICEF, in the region. UNICEF is committed to a focus on systems strengthening alongside implementing locally led solutions to ensure the needs of children are met and prioritised in the Pacific. UNICEF partners with governments and local partners to deliver strong results for children in the region. Deepening these kinds of partnerships can allow for greater flexibility when times demand; enhanced capability to pivot programming as significant issues arise; and would allow for the creation of innovative ways of working (such as through different kinds of financing modalities). Furthermore, multilateral agencies such as UNICEF can work effectively, with strong results orientation, in the hardest to reach locations, giving Australia the assurance that in the Pacific the most disadvantaged and marginalised children are being reached and assisted

Alongside this, it is also important to optimize the aid architecture in the Pacific through better utilising the strengths of various stakeholders including government, private sector, UN, INGOs, research institutions and civil society, by ensuring complementarity in the roles played by different stakeholders in a sector. The focus should be on leveraging the strengths of each stakeholder depending upon their comparative advantage to achieve long term sustainable gains.

#### **Recommendation 12**

Prioritise partnership with multilateral partners such as UNICEF to address critical gaps in child services in the Pacific.

#### **About UNICEF Australia**

UNICEF believes in a fair chance for every child and we are the world's leading organisation working to protect and improve the lives of children in over 190 countries. At UNICEF Australia we work to protect and promote children's rights by advocating for the rights of children in Australia and overseas.

UNICEF Australia would welcome the opportunity to expand further on the measures we have outlined in this submission.

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