

PHASE II PROGRAMME DOCUMENT

2020–2023

UNFPA-UNICEF
GLOBAL PROGRAMME
TO END CHILD
MARRIAGE



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ACRONYMS AND ABBREVIATIONS

C4D	communication for development
GBV	gender-based violence
GPSU	Global Programme Support Unit
HIV	human immunodeficiency virus
IMAGES	International Men and Gender Equality Survey
IPV	intimate partner violence
SDG	Sustainable Development Goal

SRHR	sexual and reproductive health and rights
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSDG	United Nations Sustainable Development Group
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WHO	World Health Organization

GLOSSARY

The following are the terms most relevant to this report. Further definitions are available from the United Nations Children's Fund (UNICEF)¹ and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)².

Age-disparate marriage

Age-disparate marriage is generally defined by the Demographic and Health Surveys as the difference, in whole years, between the women's or girl's age and that of her husband. Studies usually categorize the gap into fewer than 5 years, 5–9 years, and 10 years or more. There is more likely to be an age difference when the marriage is arranged and/or forced. There are serious consequences of these age-based power differentials. With older males being the most powerful group in many settings, married girls experience worse outcomes in terms of violence, health, empowerment and so on. Prevalence varies by context. Age-disparate marriage is more common in Africa.

Child marriage

Child marriage is the marriage of a girl or boy before the age of 18 years and refers to both formal marriages and informal unions. Formal marriage could be under civil law and/or religious law, and customary laws and practices. An informal union is one in which a couple live together for some time, intending to have a lasting relationship, but do not have a formal civil or religious ceremony. United Nations resolutions refer to the term "child, early and forced marriage". This creates the impression that these terms are distinct. In fact, they are overlapping.

Early marriage

Child marriage and early marriage largely refer to the same thing: marriages in which one or both spouses are under 18 years old. Early marriage is often used when it is a marriage before the legal minimum age of marriage in a country. It is also sometimes used, however, to describe marriages in which one or both spouses are 18 years or older, but with a compromised

ability to grant consent. For example, the marriage of a 19-year-old who is not physically or emotionally mature, or who does not have sufficient information about her choices, would be considered an early marriage.

Forced marriage

A forced marriage is one in which one or both spouses do not give full, free, informed, prior consent, regardless of age. Forced marriage can also refer to a union in which one or both spouses are unable to end or leave the marriage. Because in most countries children are not considered able to give legal consent, sometimes all child marriages are considered forced marriages. However, there are many instances of two adolescents under the age of 18 marrying each other voluntarily.

Peer marriage

Peer marriage is marriages between adolescents or between children with little to no age gap between partners. Peer marriages could be self-initiated or forced.

Self-initiated marriage

Self-initiated marriage is when both spouses choose to marry each other. Self-initiated marriage is sometimes used to escape abusive circumstances or forced marriage. It also provides a way for young people to be sexually active in contexts where sex is accepted only within the socially sanctioned institution of marriage, or to 'legitimize' a pregnancy. Marriage is also a way for adolescents to declare independence (linked to adolescent brain development and the desire for peer affiliation and independence) by establishing a separate family unit and/or household.

Gender-based violence

Gender-based violence (GBV) is violence (see definition below) based on socially ascribed gender differences between females and males. The nature and extent of specific types of GBV vary across cultures, countries and regions. Examples include sexual violence, including sexual exploitation and abuse, and forced prostitution; domestic violence; trafficking; so-called honour killings; and widow inheritance (a widow being passed on to a relative of the deceased husband, for example).

1 UNICEF, 'Gender Equality Glossary of Terms and Concepts', Kathmandu, 2017, <www.unicef.org/rosa/media/1761/file/Gender%20glossary%20of%20terms%20and%20concepts%20.pdf>, accessed 30 October 2019.

2 UN Women, 'Gender Equality Glossary', <www.tinyurl.com/y3mk9yzg>, accessed 28 October 2019.

Violence

There are different kinds of violence, including, but not limited to, physical, verbal, sexual, psychological and socioeconomic violence:

- **Physical violence** is an act attempting or resulting in pain and/or physical injury. It includes beating, burning, kicking, punching, biting, maiming, the use of objects or weapons, and tearing out hair. At its most extreme, gender-based physical violence may lead to femicide, the gender-based killing of a woman. Some classifications also include trafficking and slavery in the category of physical violence, and the young women and men involved end up becoming victims of further violence as a result of their enslavement.
- **Sexual violence** includes many actions that are equally hurtful to every victim and are used similarly in the public and private spheres. Examples include rape (sexual violence that includes some form of penetration of the victim's body) – including marital rape – and attempted rape. Other types of forced sexual activity include being forced to watch somebody engaging in a sexual act, forcing somebody to engage in a sexual act in front of others, forced unsafe sex, sexual harassment, and, in the case of women, abuse related to reproduction (forced pregnancy, forced abortion, forced sterilization).
- **Verbal violence or abuse** can include put-downs in private or in front of others, ridiculing, the use of swear-words that are especially uncomfortable for the victim, threatening other forms of violence against the victim or against somebody or something dear to them. Verbal abuse can be related to the background of the victim, insulting or threatening her religion, culture, language, sexual identity or traditions.
- **Psychological violence** can include, for example, threatening behaviours that do not necessarily involve physical violence or even verbal abuse. It can include actions that refer to former acts of violence, or purposeful ignorance and neglect. Psychological violence may also be perpetrated through isolation or confinement, by withholding information, giving disinformation, and so on. Coercive control is a form of psychological violence over time that isolates the victim from getting support and takes away their independence by controlling their everyday lives, including through socioeconomic violence.

- **Socioeconomic violence** is both a cause and an effect of dominant gender power relations in societies. Some of the most typical forms of socioeconomic violence include taking away the victim's earnings, not allowing the person to have a separate income (forced 'housewife' status, working in the family business without a salary), or making the person unfit for work through targeted physical abuse. In the public sphere, socioeconomic violence can include denial of access to education or (equally) paid work (mainly to women), denial of access to services, exclusion from certain jobs, denial of the enjoyment and exercise of civil, cultural, social or political rights.

Discrimination against women

"Any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field."³ Discrimination can stem from both law and practice. The Convention on the Elimination of All Forms of Discrimination Against Women recognizes and addresses both forms of discrimination, whether contained in laws, policies, procedures or practices.

Gender equality

Equality between women and men refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are considered, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

³ United Nations, 'Convention on the Elimination of all Forms of Discrimination Against Women', New York, 1979, <https://treaties.un.org/doc/Treaties/1981/09/19810903%2005-18%20AM/Ch_IV_8p.pdf>, accessed 28 October 2019.

Gender equity

The process of being fair to men and women, boys and girls, and importantly the equality of outcomes and results. Gender equity may involve the use of temporary special measures to compensate for historical or systemic bias or discrimination. It refers to differential treatment that is fair and positively addresses a bias or disadvantage that is due to gender roles or norms or differences between the sexes. Equity ensures that women and men and girls and boys have an equal chance, not only at the starting point, but also when reaching the finishing line. It is about the fair and just treatment of both sexes that takes into account the different needs of the men and women, cultural barriers and (past) discrimination of the specific group.

Gender norms

Gender norms are ideas about how men and women should be and act. We internalize and learn these 'rules' early in life. This sets up a life cycle of gender socialization and stereotyping. Gender norms are the standards and expectations to which gender identity generally conforms, within a range that defines a particular society, culture and community at that point in time. Gender norms are social norms that relate specifically to gender differences. A gender norms approach offers an opportunity to repair the absent lens of social norms theory. This absence ignores the role of power in social relations, underestimates the importance of child socialization, ignores how roles related to gender become incorporated into institutions, and ignores how gender roles are produced and reproduced through daily interactions.

Social norm

A social norm is the accepted behaviour that an individual is expected to conform to in a particular group, community or culture. Gender norms are social norms that relate specifically to gender differences.

Gender responsiveness

Gender responsiveness acknowledges and considers women's and men's specific needs. It means taking action to correct gender bias and discrimination to ensure gender equality and equity. Gender responsiveness entails consistent and systematic attention to the differences between men and women to address structural constraints to gender equality.

Gender-responsive budgeting

Gender-responsive budgeting is the analysis of the impact of actual government expenditure and revenue on women and girls, compared with that on men and boys. It neither requires separate budgets for women nor aims to solely increase spending on women-specific programmes. Instead, it helps governments to decide how policies need to be adjusted, and where resources need to be reallocated to address poverty and gender inequalities.

Gender-responsive education

Gender-responsive education is inclusive education that ensures equal access to learning opportunities for girls, boys, women and men, addresses gender-based barriers and the intersection of different forms of discrimination, takes affirmative steps to reduce gender gaps and disparities in the management of the learning process, provides children a learner-friendly environment that addresses their diverse learning needs, and results in the progressive achievement of gender equality in educational outcomes.

Gender roles

Gender roles refer to social and behavioural norms that, within a specific culture, are widely considered to be socially appropriate for individuals of a specific sex. These often determine the traditional responsibilities and tasks assigned to men, women, boys and girls. Gender-specific roles are often conditioned by household structure, access to resources, specific impacts of the global economy, conflict or disaster, and other locally relevant factors such as ecological conditions. Like gender itself, gender roles can evolve over time, in particular through the empowerment of women and the transformation of masculinities.

Gender sensitivity

Gender sensitivity is identifying gender differences, issues and inequalities and including them in strategies and actions. Gender sensitivity is now regarded as insufficient and should be replaced by gender responsiveness, which shows a commitment to action, rather than just sentiments or awareness.

Gender transformation

Gender transformation means sustained changes in gender discriminatory norms at the individual,

relational and institutional levels. It aims to promote gender equality – the shared control of resources and decision-making – and women’s empowerment, and to make both central to a programme or intervention. Gender transformation actively examines, questions and changes rigid gender norms and imbalances of power. It aspires to tackle the root causes of gender inequality and reshape unequal power relations.

Intersectionality

Intersectionality refers to particular forms of intersecting oppressions – for example, intersections of race and gender, or of sexuality and nation. Child marriage is an intersectional issue. It is important to recognize that child marriage is rooted in intersecting inequalities that girls and boys are subjected to on the basis of sex, gender and age. This is further compounded in many contexts by other factors, including economic inequality.

Masculinity

A gender perspective – or way of analysing the impact of gender on people’s opportunities, social roles and interactions – allows us to see that there is pressure on men and boys to perform and conform to specific roles. The term masculinity thus refers to the social meaning of manhood, which is constructed and defined socially, historically and politically, rather than being biologically driven. There are many socially constructed definitions for being a man and these can change over time and from place to place. The term relates to perceived notions and ideals about how men are expected to behave in a given setting. Masculinities are not just about men; women perform and produce the meaning and practices of the masculine as well.

PROGRAMME SUMMARY

TITLE OF PROPOSAL	UNFPA-UNICEF Global Programme to End Child Marriage
COUNTRY AND REGION(S)	Global – in East and Southern Africa: Ethiopia, Mozambique, Uganda and Zambia; in the Middle East and North Africa: Yemen; in West and Central Africa: Burkina Faso, Ghana, Niger and Sierra Leone; and in South Asia: Bangladesh, India and Nepal.
TOTAL PROPOSED BUDGET	127,092,222 United States dollars
PROGRAMME DURATION	1 January 2020 – 31 December 2023 (four years)
GOAL	<p>The primary goal of the Global Programme is to contribute significantly to the realization of SDG target 5.3, directly in the twelve Global Programme countries and indirectly in other countries influenced by the Global Programme methodology, data and influence. The Global Programme aims to support governments and civil society partners, including women’s groups and youth-led groups, to accelerate action to end child marriage.</p> <p>At the heart of the theory of change is an adolescent girl-centred approach that aims to empower the individual adolescent girl to make decisions about when and whom to marry, within a web of support that involves her family, the community, society and public structures, institutions, systems and services.</p>
RELEVANT SUSTAINABLE DEVELOPMENT GOAL (SDG), UNFPA AND UNICEF’S STRATEGIC PLAN OUTCOME AREAS	<p>SDG Goal 5, Target 5.3: “Eliminate all harmful practices, such as child, early and forced marriage, and female genital mutilation.”</p> <p>UNFPA Strategic Plan 2018-2021 Outcome 3: “Gender equality, the empowerment of all women and girls, and reproductive rights are advanced in development and humanitarian settings” and Output 12: “Strengthened response to eliminate harmful practices, including child, early and forced marriage, female genital mutilation and son preference.”</p> <p>UNICEF Strategic Plan 2018-2021 Goal 3: “Every child is protected from violence, exploitation and harmful practices” and Result 2 “By 2012, girls are reached with UNICEF-supported multisectoral at-scale programmes to address harmful practices, namely [female genital mutilation] and child marriage.”</p>
GEOGRAPHICAL FOCUS	Global
KEY PARTNERS	Regional political structures, governments, civil society organizations and communities and development partners.



1

INTRODUCTION

This programme document describes Phase II of the Global Programme to End Child Marriage, implemented by the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF). It articulates the content of Phase II, what the shifts are between Phases I and II of the Global Programme, and the comparative advantages of the two agencies.

The programme document is the cumulative result of investments made over more than a year by UNFPA and UNICEF to shape the next phase of the Global Programme. These investments include the evaluability assessment (2017), the Global Programme Joint Evaluation (2019), the review by UNICEF's Office of Research Innocenti of 76 research reports produced by the Global Programme (2019), and the Phase II workshop held in Jaipur, India, in February 2019, which included materials produced by country and regional offices in preparation for the workshop, as well as ongoing feedback provided by Global Programme donors and the Global Programme Partner Advisory Group over the past

years.⁴ The Phase II design workshop brought together more than 100 participants to review the latest evidence on child marriage, and the performance of Phase I, and to begin the process of building a shared vision between UNFPA and UNICEF for Phase II – including agreeing the broad outlines and major shifts of Phase II and a theory of change. The meeting included, among others, participants from UNFPA, UNICEF, UN Women, the World Health Organization (WHO), Girls Not Brides, Population Council Ethiopia, Overseas Development Institute, civil society organizations from India, and young people from India.

⁴ This document draws on the following sources of information: UNFPA and UNICEF, 'Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage', New York, 2015, <www.unicef.org/evaluation/files/Executive_Summary_FINAL_UNICEF-UNFPA_Inception_Report_Global_Programme_to_Accelerate_the_End_of_Child_Marriage_30102015.pdf>, accessed 17 June 2019; UNFPA and UNICEF, 'Programme and Monitoring & Evaluation Guidance', New York, 2017, unpublished; UNFPA and UNICEF, '2017 Annual Report: Accelerating and amplifying change', New York, 2018, <www.unfpa.org/sites/default/files/pub-pdf/Global_Programme_Child_Marriage_Annual_Report.pdf>, accessed 17 June 2019; UNFPA and UNICEF, 'UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage: Progress report 2016', New York, 2017, <www.unicef.org/protection/files/ChildMarriage-Global-DonorReport-v7.pdf>, accessed 17 June 2019; UNFPA, UNICEF and UN Women, 'Global Programme to Accelerate Action to End Child Marriage Phase II Design Workshop Report', New York, 2019, <www.unicef.org/sites/default/files/2019-06/GP-2019-Phase-II-Workshop-Report.pdf>, accessed 1 July 2019; UNICEF Office of Research Innocenti, 'Insights from Phase I Research', Florence, 2019, unpublished; UNFPA and UNICEF, 'UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage: Joint evaluation report: May 2019', New York, 2019, <www.unicef.org/sites/default/files/2019-06/GP-2019-Evaluation.pdf>, accessed 1 July 2019.



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BACKGROUND AND SCOPE OF THE PROGRAMME

2.1. Background

A global momentum to end child marriage has developed over the last decade. Work on child marriage is a priority for UNICEF, reflected in the organization’s strategic plan for 2018–2021 at both impact and outcome levels (see Box 1). UNICEF’s Gender Action Plan (2018–2021) identifies ending child marriage as one of five corporate priorities, further raising its profile within the organization. As early as 2008, UNICEF’s Child Protection Strategy identified child marriage as an important child protection issue to be tackled. UNICEF’s expanded vision for ending child marriage, as reflected in the framework of the Global Programme to End Child Marriage, recognizes that all sectors need to be mobilized in this work, from education to communication for development (C4D), to health, human immunodeficiency virus (HIV) and social protection. UNICEF’s focus on equity draws further attention to the links between child marriage and poverty, discrimination and exclusion. Programmes have also brought the life-cycle perspective to child marriage, recognizing

the opportunity to address multiple deprivations that many adolescent girls are facing during the second decade of life as they may begin childbearing. UNICEF’s work on child marriage brings together programmatic and analytical work on gender and adolescent girl empowerment, multidimensional poverty reduction, strengthening of child protection systems, education for adolescent girls and communication for the promotion of social and behaviour change. This work also contributes to Generation Unlimited, a global partnership that aims to ensure that every young person is in education, learning, training or employment by 2030.

Child marriage, in addition to violating individuals, violates sexual and reproductive rights on a massive scale. It is a critical impediment to favorable population dynamics and the realization of a demographic dividend in some of the poorest, youngest countries of the world. The 2018–2021 UNFPA Strategic Plan identifies child marriage as a priority for impact, under its work on adolescents and youth, and gender

BOX 1: Relevance of strategic plans of the two agencies

UNICEF Strategic Plan 2018–2021

Countries have made action against child marriage a priority in the following ways under the Strategic Plan:

- Institutionalized skills for learning, personal empowerment, active citizenship and employability (Strategic Plan output 2.c).
- Strengthened prevention and protection services to address harmful practices – female genital mutilation and child marriage (Strategic Plan output 3.b). Work with other agencies supports efforts to address the underlying gender norms and barriers that make girls particularly vulnerable to harmful practices; strengthens the capacities of social service, justice and enforcement systems; and supports large-scale implementation of integrated interpersonal and media-based behaviour and social change platforms at institutional, community and public levels.
- Scaled up programmes to overcome gender discriminatory roles, expectations and practices (Strategic Plan output 5.d).

UNFPA strategic plan 2018–2021

The Strategic Plan identifies child marriage as a priority for impact through the following outputs:

- Young people, in particular adolescent girls, have the skills and capabilities to make informed choices about their sexual and reproductive health and rights, and well-being (Strategic Plan output 6).
- Strengthened policy, legal and accountability frameworks to advance gender equality and empower women and girls to exercise their reproductive rights and to be protected from violence and harmful practices (Strategic Plan output 9).
- Strengthened civil society and community mobilization to eliminate discriminatory gender and sociocultural norms affecting women and girls (Strategic Plan output 10).
- Increased multisectoral capacity to prevent and address gender-based violence with a focus on advocacy, data, health and health systems, psychosocial support and coordination (Strategic Plan output 11).
- Strengthened response to eliminate harmful practices, including child, early and forced marriage, female genital mutilation and son preference (Strategic Plan output 12).

and rights (see Box 1). The contributions of UNFPA to the Global Programme’s objectives include:

- The use of disaggregated data on adolescents to identify geographical hot spots of child marriage and adolescent pregnancy;
- Ensuring adolescent girls’ access to programmes that build their health, economic, cognitive and social assets, including through age-appropriate sexuality education and opportunities for participation and leadership;
- Community engagement in support of adolescent rights;
- Access to an essential package of sexual and reproductive health services, including contraception, menstrual health management, maternal health, management of sexually transmitted infections and health-sector response to gender-based violence;

- Political advocacy and technical support to health, gender and youth sectoral policies and programmes.

2.2. Programme phases

The Global Programme has been designed as a 15-year programme (2016–2030), following its inception phase in 2014–2015). Table 1 details the aims for the three phases:

- Phase I (2016–2019) has aimed to strengthen critical institutions and systems in selected locations and countries to deliver quality services and opportunities for a significant number of adolescent girls. It has aimed to lay the foundations of attitudes, behaviours and norms against child marriage among a critical mass of families and communities.

TABLE 1. Aims and timeframe of the Global Programme to End Child Marriage (2016–2030)⁵

AIMS	PHASE I: INITIAL LEARNING AND IMPLEMENTATION (2016-2019)	PHASE II (MIDTERM): EXPANDING SCALABLE MODELS (2020-2023)	PHASE III (LONGER TERM): NATIONAL COVERAGE OF MODELS (2024-2030)
Change attitudes and behaviours	<ul style="list-style-type: none"> Lay the foundations of attitude change among a critical mass of families and communities for longer-term shifts in behaviours and norms on child marriage 	<ul style="list-style-type: none"> Use the demonstration and catalytic power of (i) strengthened systems; (ii) mobilized communities; and (iii) empowered girls to further accelerate progress at significantly large scale 	<ul style="list-style-type: none"> Significantly larger proportions of girls fully enjoy a childhood free from the risk of marriage, and experience healthier, safer and more empowered life transitions, including through making choices about their education, sexuality, relationships, marriage and childbearing
Strengthen institutions and systems	<ul style="list-style-type: none"> Strengthen critical institutions and systems in selected locations and countries to deliver quality services and opportunities for a significant number of adolescent girls 	<ul style="list-style-type: none"> Scale up interventions and strengthened systems to reach more girls, locations and countries 	<ul style="list-style-type: none"> Working models are mainstreamed within and between countries Higher educational levels for girls Lower adolescent pregnancy rates
Political leadership and resources	<ul style="list-style-type: none"> Generate political will and mobilize financial resources to end child marriage 	<ul style="list-style-type: none"> Increase political and social support to end child marriage Engage more governments, donors and actors Finance and implement budgeted plans 	<ul style="list-style-type: none"> Largely local ownership, and large-scale implementation
Measurable change	<ul style="list-style-type: none"> Demonstrable change in some locations 	<ul style="list-style-type: none"> Demonstrable change in some significant locations of considerable size 	<ul style="list-style-type: none"> Decline in child marriage rates in a significant number of high-burden countries

⁵ Based on UNFPA and UNICEF, 'Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage', New York, 2015, <www.unicef.org/evaluation/files/Executive_Summary_FINAL_UNICEF-UNFPA_Inception_Report_Global_Programme_to_Accelerate_the_End_of_Child_Marriage_30102015.pdf>, accessed 17 June 2019.

- Phase II (2020–2023) will accelerate actions to end child marriage by enhancing investments in and support for both unmarried and married adolescent girls; by engaging key actors (including young people as agents of change) in catalysing shifts towards positive gender norms, including the right to choose when and whom to marry; increasing political support, resources, gender-responsive policies and frameworks; engendering respect for laws, including international humanitarian law; and by improving data and evidence on what works.
- Phase III (2024–2030) has the longer-term, gender-transformative goal for significantly larger proportions of adolescent girls to fully enjoy a childhood free from the risk of marriage. Girls should experience healthier, safer and more empowered life transitions, including by making choices about their education, career, sexuality, relationships, marriage and childbearing.

2.3. Country selection

The Global Programme identified twelve countries in four regions for implementation in Phase I: in East and Southern Africa: Ethiopia, Mozambique, Uganda and Zambia; in the Middle East and North Africa: Yemen; in West and Central Africa: Burkina Faso, Ghana, Niger and Sierra Leone; and in South Asia: Bangladesh, India and Nepal. The twelve programme countries were selected in 2015 based on four criteria that were considered important conditions for additional United Nations investment and accelerated action to end child marriage:

- High prevalence of child marriage – countries with medium to high prevalence, with at least 25 per cent of women aged 20 to 24 years married before the age of 18 years;
- Current and future burden of child marriage – the scale of the issue, considering the prevalence and population and inclusion of at least the three highest burden countries;

- Evidence of government engagement in ending child marriage – public commitment made to addressing child marriage in international forums, United Nations resolutions, government plans, and so on, and in public debate within the country, including debate involving political leaders;
- Distribution across regions – favouring regional and global dynamics, and South-South exchange and cooperation.

In Phase II, the Global Programme will continue to work in the twelve countries already engaged, to build on what has already been done and to accelerate progress. The twelve countries will receive intensive support in the form of funding, technical assistance and oversight, South-South exchanges and knowledge management. In addition, other countries, including countries that are part of the Spotlight Initiative to Eliminate Violence Against Women and Girls (funded by the European Union),⁶ will also benefit from technical assistance and knowledge sharing initiatives (see Table 3 on page 31). The Global Programme will also continue to deliberately collaborate with the UNFPA-UNICEF Joint Programme on Eliminating Female Genital Mutilation: Accelerating Change through sharing knowledge and experience in programming areas such as addressing social norms or in supporting institutional systems strengthening and policy reform within the social service sector.

2.4. Definitions and scope

The Global Programme aims to use an intersectional, gender-transformative approach to ensure adolescent girls enjoy a childhood free from the risk of child marriage and to broaden their life options beyond child marriage and early childbearing. The programme contributes to the Sustainable Development Goal (SDG) 5 to achieve gender equality and empower all women and girls, and specifically to SDG target 5.3 to eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.

The Global Programme takes a contextualized approach to child marriage. Depending on the subnational context, it addresses formal marriage and informal unions,



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forced and self-initiated marriage and unions, and peer-age and age-disparate marriages and unions.

The approaches to address different forms of child marriage may vary by country or region and may need different combinations of interventions. Specific strategies to tackle different forms of child marriage will be developed by country offices during the contextualization of the global theory of change. This will include an analysis of the causes and drivers of child marriage, considerations of any areas of disproportionality, and a recognition of the impact of multiple, intersecting inequalities on some groups of girls and women.

The Global Programme also recognizes other manifestations of discriminatory social and gender norms and related practices that are often linked to child marriage. These include: violence against women and girls, intimate partner violence, female genital mutilation, initiation rites, transactional sex, sexual exploitation, human trafficking, marriage-related migration, boy preference and gender-biased sex selection, early pregnancy and sexually transmitted infections, including HIV. The Global Programme addresses these issues where they are linked to child marriage, either as drivers or as direct effects of child marriage and early unions. However, ending each of these manifestations of social and gender discrimination goes beyond the scope of the Global Programme.

⁶ See United Nations and the European Union, 'The Spotlight Initiative to eliminate violence against women and girls', <www.un.org/en/spotlight-initiative>, accessed 28 October 2019.

3

RECENT TRENDS IN CHILD MARRIAGE

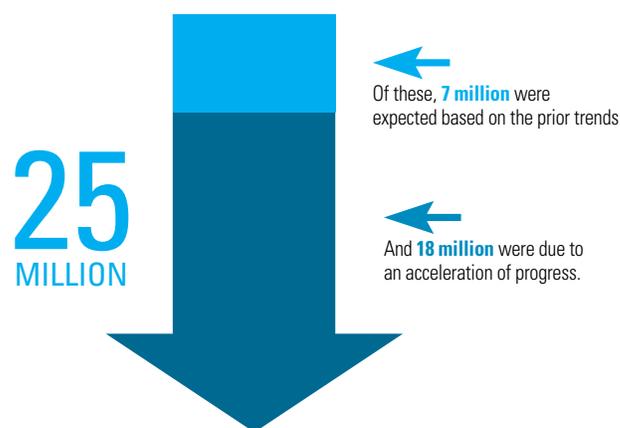
3.1. Global situation

The global number of child brides is estimated at 650 million. This includes girls below the age of 18 years who are married today and adult women who were married in childhood. South Asia remains home to the largest number of child brides, followed by sub-Saharan Africa (see Figure 1). Every year, an estimated 12 million girls are married in childhood.

The practice of child marriage has continued to decline around the world. During the past decade, the proportion of young women who were married as children decreased by 15 per cent, from one in four (25 per cent) to about one in five (21 per cent). These new figures amount to an accumulated global reduction of 25 million fewer marriages over the past decade – 18 million child marriages less than were anticipated ten years ago (see Figure 2).⁷

SDG 5.3 commits countries to end child marriage by 2030. Delivering on this promise is fundamental not only to protect children but also to advance gender equality. While child marriage occurs among both boys and girls, the prevalence is about six times higher among girls, reflecting societal values that assign

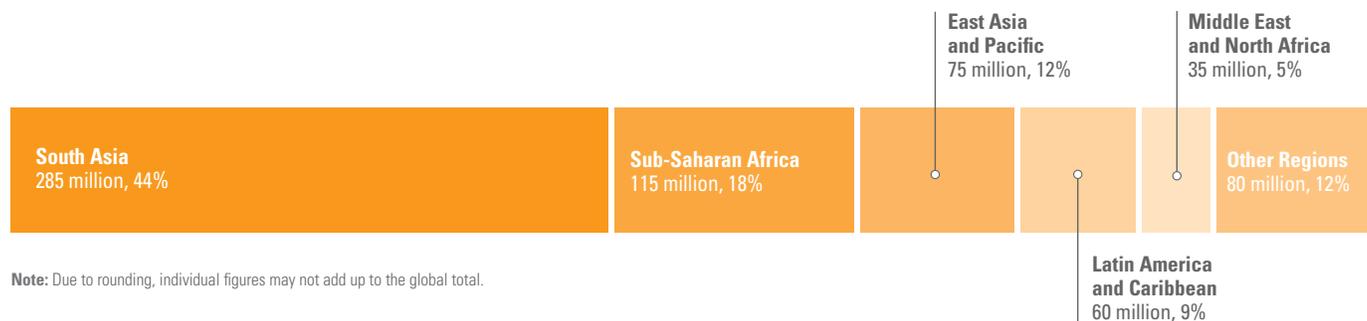
FIGURE 2. Progress in the past decade has prevented 25 million child marriages



lower status and value to girls, that ‘protect’ and control their sexuality and fertility, and that deprive them of the agency to chart their own course in life.⁸

Despite a marked reduction in child marriage in the past decade (see Figure 2), especially in South Asia, no region is on track to eliminate the practice by 2030. A substantial acceleration is needed because the current rate of decline in child marriage is insufficient to meet the

FIGURE 1. Global distribution of women married or in union under the age of 18 years



Note: Due to rounding, individual figures may not add up to the global total.

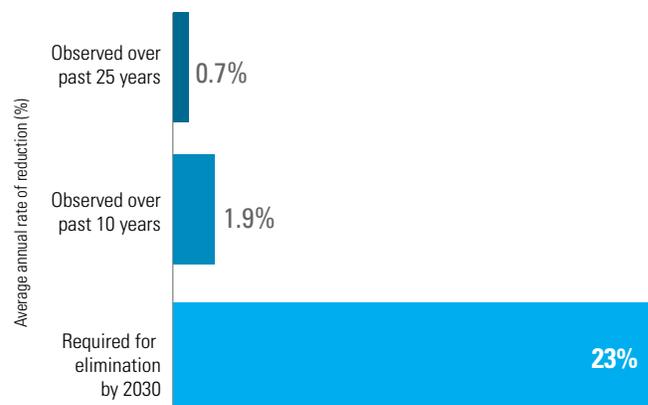
⁷ UNICEF, ‘Child Marriage: Latest trends and future prospects’, New York, 2018, <www.data.unicef.org/resources/child-marriage-latest-trends-and-future-prospects/>, accessed 28 October 2019.

⁸ UNICEF, ‘Progress for Every Child in the SDG Era’, New York, 2018, <www.data.unicef.org/resources/progress-for-every-child-2018/>, accessed 19 June 2019.

ambitious SDG target. The annual rate of decline in child marriage has been 1.9 per cent over the past ten years but would have to be 23 per cent to achieve the SDG target on ending child marriage by 2030 (see Figure 3). If the rate of progress since 1990 does not improve, it will take nearly a century to eliminate child marriage worldwide, and more than 150 million more girls will marry by 2030. Even at the faster rate of decline seen in the past decade, it would take 50 years to end child marriage. Progress must be accelerated significantly.

Several countries have seen significant reductions in child marriage, but the decline has been uneven, with the global burden of child marriage shifting from South Asia to sub-Saharan Africa. South Asia has led the way on reducing child marriage over the last decade, as a result of declines in both child marriage and in fertility rates. A South Asian girl's risk of marrying before the age of 18 years has dropped by well over a third, from nearly 50 per cent to 30 per

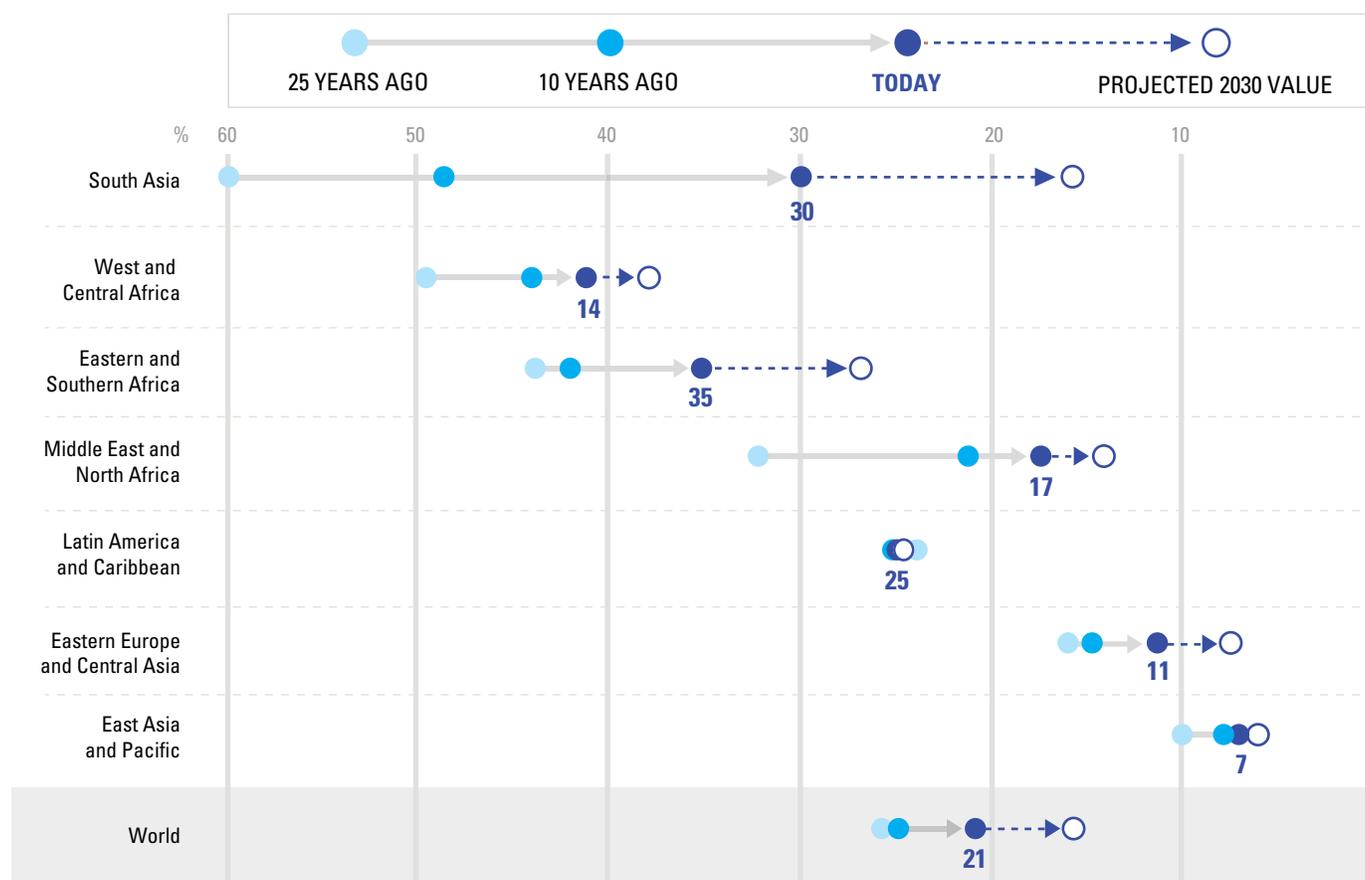
FIGURE 3. Average annual reduction in child marriage prevalence



cent. This has been in large part due to progress in India, where child marriage rates have declined in parallel with teenage pregnancy and fertility rates.

In contrast, child marriage has been declining at much slower rates in sub-Saharan Africa, where fertility rates

FIGURE 4. Percentage of women aged 20–24 years married or in union before 18 years of age, by region



also remain high. Of the most recently married child brides, close to a third are now in sub-Saharan Africa, compared with a fifth a decade ago. Sub-Saharan Africa is now home to the highest prevalence rate of child marriage, having seen only modest declines over the past decade. In addition to the slow progress, the sharply increasing population – and specifically the sharply increasing population of youth, which will continue to grow through 2030 – means that the number of child brides could grow with each passing year. New data point to the possibility of progress in Africa, however. In Ethiopia – once among the top five countries in the continent for child marriage – prevalence has dropped by a third in the last 10 years.⁹

The prevalence of child marriage in the Middle East and North Africa region is near the global average, with around one in five young women married before they turn 18 years of age. This marks progress in the last 25 years, though the rate of decline appears to have stalled within the past decade.¹⁰ While

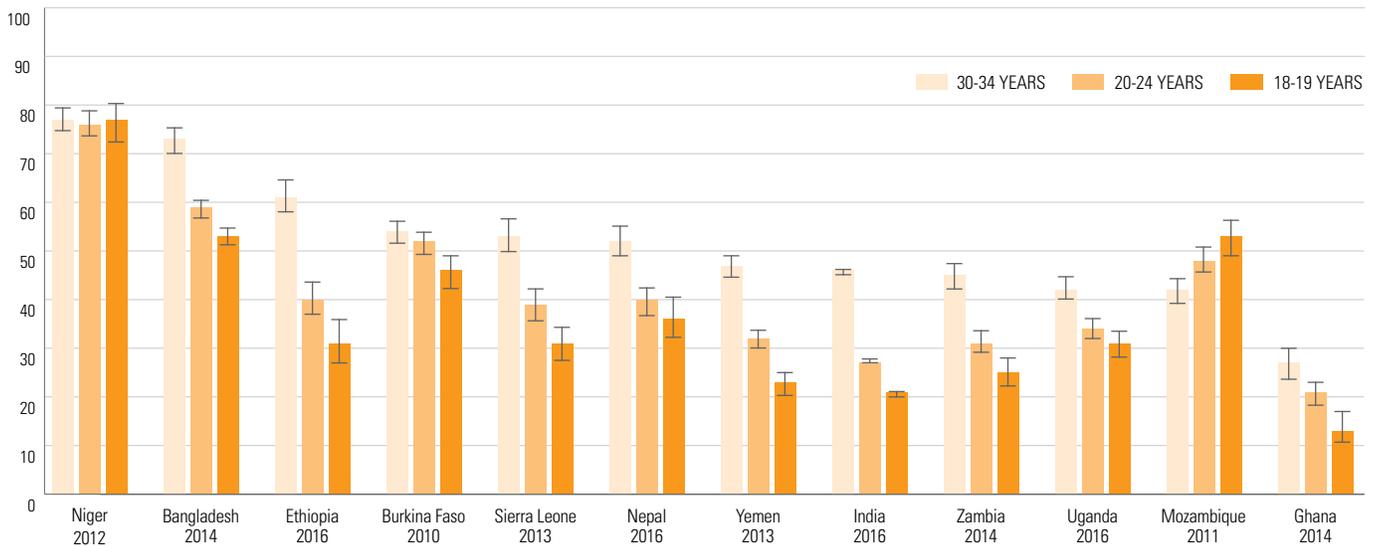
child marriage prevalence had begun to decline in Yemen, the ongoing conflict has created negative coping mechanisms and an increase of reported cases of child marriage as communities often regard marriage as a protective strategy to shield daughters, and as a way to ensure community survival and social cohesion in the face of conflict.

In Latin America and the Caribbean, there is no evidence of progress, with levels of child marriage remaining as high as they were 25 years ago. Levels of child marriage remain low in East Asia and the Pacific and in Eastern Europe and Central Asia, though girls from disadvantaged populations are still at risk.¹¹

3.2. Child marriage trends in Global Programme countries

There is evidence that all Global Programme countries, except Niger, Burkina Faso and Mozambique, have made progress in reducing child marriage over the past decade for which data is available (see Figure 5).

FIGURE 5. Percentage of women married or in union before 18 years of age, by age cohort



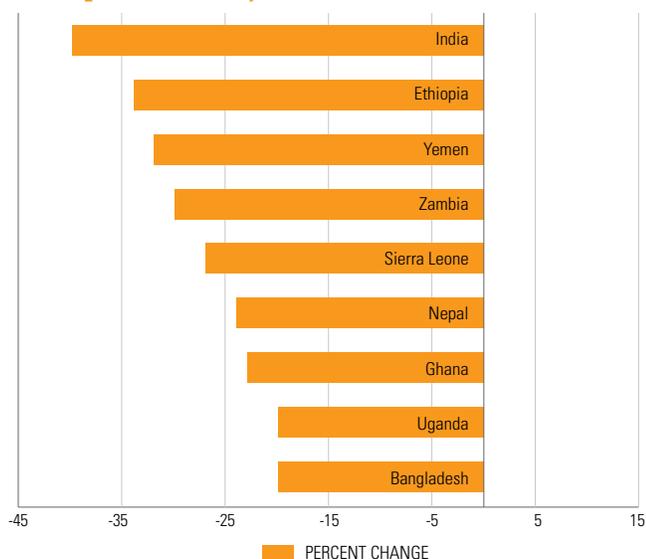
Note: Trends in the prevalence of child marriage are assessed on the basis of an age cohort analysis using the latest available source of nationally representative prevalence data (year for each country indicated in the figure). The prevalence among women aged 20–24 years at the time of the survey is considered the current estimate, and the prevalence among women ten years older, aged 30–34 years, is representative of the levels of child marriage ten years prior to the survey. Error bars represent 95 per cent confidence intervals. For detailed source information by country, please see <www.data.unicef.org/topic/child-protection/child-marriage/>.

9 UNICEF, 'Child Marriage: Latest trends and future prospects', New York, 2018, <www.data.unicef.org/resources/child-marriage-latest-trends-and-future-prospects/>, accessed 28 October 2019.

10 UNICEF, 'A Profile of Child Marriage in the Middle East and North Africa', Jordan, 2018, <www.unicef.org/mena/media/2641/file/MENA-ChildMarriageReport.pdf>, accessed 17 June 2019.

11 UNICEF, 'Child Marriage: Latest trends and future prospects', New York, 2018, <www.data.unicef.org/resources/child-marriage-latest-trends-and-future-prospects/>, accessed 28 October 2019.

FIGURE 6. Relative change in child marriage rates over a period of ten years



Note: The chart includes countries for which the change in the past ten years is statistically significant.

A closer look at the relative change in child marriage rates shows some important patterns and trends (see Figure 6). While India leads the decline, other countries in South Asia have also made significant progress. This indicates that common drivers, notably girls’ education and economic change, might be among the factors pushing down child marriage rates across Bangladesh, India and Nepal. Among the African countries, Ethiopia has been most successful in reducing child marriage prevalence, with investments in girls’ education, economic growth and stronger governance potentially being contributing factors.

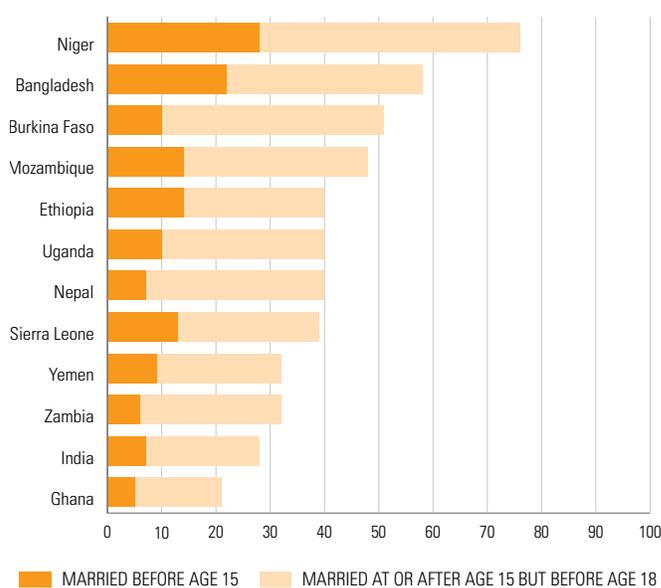
In contrast, there has been virtually no change in child marriage rates in Burkina Faso and Niger. This resistance to change in Sahelian areas might be associated with persistent poverty, high fertility rates and deeply entrenched social norms and religious beliefs on the acceptability of child marriage. These commonalities highlight the need to look beyond national boundaries to identify significant trends and patterns in child marriage rates, and the common solutions across sub-regions. For Mozambique, while there is some inconsistency in the results over time, levels look relatively steady for the last four decades, with no strong indication of change. Further research is needed to better understand the drivers and dynamics in these three countries.

Another significant aspect of declining child marriage prevalence across countries and regions that requires closer analysis is the age of marriage (see Figure 7). In some countries, such as India and Nepal, the decline in child marriage has been most rapid among girls below the age of 15 years. In other countries, the decline has been mainly among girls between the ages of 15 and 17 years. Strategies to reduce child marriage have to take these differences into account and tailor interventions to the specific factors and vulnerabilities affecting the marriage of girls at specific ages.

The Phase II design workshop¹² revealed a number of challenges concerning data on child marriage that have implications for Phase II research:

- Rapid change means that data quickly go out of date;
- Surveillance-type data can be useful to track the changes in child marriage that occur in the times between Multiple Indicator Cluster Surveys and Demographic and Health Surveys;
- There is a lack of data on marriage among girls aged under 15 years.

FIGURE 7. Women aged 20–24 years married before the age of 18 years



¹² UNFPA, UNICEF and UN Women, ‘Global Programme to Accelerate Action to End Child Marriage Phase II Design Workshop Report’, New York, 2019, <www.unicef.org/sites/default/files/2019-06/GP-2019-Phase-II-Workshop-Report.pdf>, accessed 1 July 2019.



4

NEW EVIDENCE ON CHILD MARRIAGE AND LESSONS LEARNED

Phase I of the Global Programme to End Child Marriage was largely informed by the 2011 meta-evaluation by the International Center for Research on Women on what works to end child marriage.¹³ New evidence from research and programming initiatives, and the Global Programme itself, has further nuanced our understanding of the drivers and effects of child marriage. The evidence collated here is drawn from the academic studies cited in the footnotes, including research commissioned by the two United Nations agencies, and studies by, among others, Child Frontiers, Girls Not Brides, International Center for Research on Women, London School of Hygiene and Tropical Medicine, Overseas Development Institute, Population Council and Young Lives.

¹³ Malhotra, Anju, et al., 'Solutions to End Child Marriage: What the evidence shows', International Center for Research on Women, Washington, D.C., 2011, <www.icrw.org/wp-content/uploads/2016/10/Solutions-to-End-Child-Marriage.pdf>, accessed 17 July 2019.

4.1. Promote gender equality through a gender-transformative approach to ending child marriage

Evidence has shown that focusing just on delaying the age of marriage is insufficient. Gender equality needs to be promoted across all outcomes as it remains a root cause of child marriage.

Effective, gender-transformative approaches to end child marriage holistically tackle the manifestations of gender inequality and include a combination of interventions to:¹⁴

- Promote girls' education and address physical, social, economic and institutional barriers that limit girls' educational enrolment and attainment;

¹⁴ See: Temim, Miriam, et al, 'How to Give Adolescent Girls Voice, Choice, and Control: A framework for programs focused on empowering adolescent girls', *Stanford Social Innovation Review*, 17 December 2018, <www.ssr.org/articles/entry/how_to_give_adolescent_girls_voice_choice_and_control?eType=EmailBlastContent&eld=50adb54d-eccd-4227-b0ee-59ff423ab744#>>, accessed 29 October 2019.

- Support adolescent girls' empowerment and promote their voice and agency by building their social, cognitive, and financial assets;
- Promote sexual and reproductive health and rights, healthy and respectful relationships, and access to services and information;
- Tackle gender-unequal power dynamics at the structural, relational, and individual levels;
- Shift attitudes, norms and behaviours around gender roles and decision-making, and adolescent sexuality;
- Promote positive masculinities and gender-equal norms from an early stage;
- Respond to and prevent GBV.

IMPLICATIONS FOR PHASE II

This evidence supports:

- Addressing gender inequalities at the structural, relational and individual level specifically as they pertain to child marriage;
- Promoting a gender-transformative approach that addresses the various other manifestations of gender inequality, leveraging complementary programmes focused on other gender issues;
- Considering the impacts of intersecting inequalities to ensure that no girl or boy is left behind.

4.2. Changing marriage patterns

Marriage patterns and family formation have changed in the past decade. Adolescent girls' age at first marriage and at first birth have increased across low- and middle-income countries in Latin America, the Middle East and sub-Saharan Africa. At the same time, peer marriage, celibacy and divorce are increasing, especially in the Middle East and Latin America.¹⁵ Some evidence from Global Programme-funded studies shows that despite the existence of peer marriage, it has been under-investigated and under-reported until recently in sub-Saharan Africa.¹⁶

15 Decker, Michele R., et al., 'Early Adolescent Childbearing in Low- and Middle-Income Countries: Associations with income inequity, human development and gender equality', *Health Policy and Planning*, vol. 32, no. 2, 1 March 2017, pp. 277–282, doi: 10.1093/heapol/czw121; Garcia, Agnaldo, et al., 'Couple and Family Relationships in Latin American Social Comparative Studies', *Interpersona: An International Journal on Personal Relationships*, vol. 10, no. 2, 23 December 2016, pp. 109–124, doi: 10.5964/ijpr.v10i2.259.

16 Petroni, Suzanne, et al., 'New Findings on Child Marriage in Sub-Saharan Africa', *Annals of Global Health*, vol. 83, nos. 5–6, 14 October 2017, pp. 781–790, doi: 10.1016/j.aogh.2017.09.001.

There are striking differences in child marriage patterns between and within countries. A study by Young Lives and Child Frontiers in Ethiopia, India, Peru and Zambia found that unions between adolescent girls and boys were not uncommon, and that pregnancy before marriage and peer marriage was widespread in Peru and Zambia. Arranged marriages predominated in India, and arranged marriages, peer marriages and elopement were common in different parts of Ethiopia.¹⁷

The fertility transition is uneven across countries. Contrary to global trends that indicate accelerated progress in the reduction of child marriage and adolescent pregnancy, in sub-Saharan Africa, fertility rates are declining at a much slower pace than in Asia or Latin America, and in some African countries they have stalled.¹⁸

IMPLICATIONS FOR PHASE II

This evidence supports a contextualized approach to child marriage that recognizes:

- The higher child marriage prevalence among girls than boys (six times higher on average);
- The sequencing of sexual debut, marriage and pregnancy;
- The different forms and fluidity of marriage;
- Where countries are in their efforts and capacity to end child marriage.

Approaches must be rooted in an understanding of how intersecting issues such as poverty, disability and sexual orientation shape differences within countries.

4.3. Engaging men and boys in social and gender transformation can be powerful

Changing marriage patterns show that peer marriage and cohabitation, and adolescent pregnancy leading to cohabitation, exist alongside more common forms of arranged marriage (often led and decided by adults) and elopement. Evidence shows girls exercising agency in marriage choices, albeit within limited life circumstances,

17 Young Lives, 'Understanding Child Marriage: Insights from comparative research', Oxford, 2018, <www.younglives.org.uk/sites/www.younglives.org.uk/files/YMAPS%20Policy%20Brief%201%20-%20Understanding%20Child%20Marriage_0.pdf>, accessed 17 June 2019.

18 Casterline, John B. and John Bongaarts (eds), 'Fertility Transition in Sub-Saharan Africa', Population Council, New York, 2017, <www.popcouncil.org/research/fertility-transition-in-sub-saharan-africa>, accessed 25 June 2019.

and boys and young men sometimes being pressured into marriage due to premarital sex resulting in pregnancy.

There is emerging evidence about the importance of engaging men and boys in child marriage interventions and to understand how boys' socialization may lead them to "ascribe to rigid definitions of emotion-repressing, violent, misogynistic, and heteronormative manhood".¹⁹ This affects the ways in which men and boys act as key gatekeepers of marriage decision-making, and as grooms and partners to young brides. It also affects the ways in which they reflect and act on social norms about sexuality, masculinity, femininity, sexual behaviour, reproduction and family planning decisions, and violence, as well as experiences and expectations of married life.²⁰ In some contexts, research has found that marriage often does not feel like a choice for young men, but rather a socially structured means of disciplining them when their premarital sexual activities have resulted in pregnancy.²¹

Ongoing work with men and boys such as the International Men and Gender Equality Survey (IMAGES) shows the ongoing costs borne by women when men and boys are not engaged in gender equality. Boys with more rigid views on masculinity, or what it means to be a man, are more likely to use violence against women and girls, as well as to abuse drugs and alcohol. An IMAGES study, for example, found that around two-thirds to three-quarters of men who had sexually harassed women on the street blamed them for dressing "provocatively".²²

19 Jane Kato-Wallace, et al., 'Adolescent Boys and Young Men: Engaging them as supporters of gender equality and health and understanding their vulnerabilities', Promundo-US, Washington, D.C., UNFPA, New York, 2016, <www.unfpa.org/sites/default/files/pub-pdf/Adolescent_Boys_and_Young_Men-SINGLE_PAGES-web.pdf>, accessed 17 June 2019.

20 Jane Kato-Wallace, et al., 'Adolescent Boys and Young Men: Engaging them as supporters of gender equality and health and understanding their vulnerabilities', Promundo-US, Washington, D.C., UNFPA, New York, 2016, <www.unfpa.org/sites/default/files/pub-pdf/Adolescent_Boys_and_Young_Men-SINGLE_PAGES-web.pdf>, accessed 17 June 2019; Greene, Margaret E., et al., 'Engaging men and boys to end the practice of child marriage', GreeneWorks, Washington, D. C., 2015, <www.promundoglobal.org/wp-content/uploads/2015/04/Engaging-Men-and-Boys-to-End-the-Practice-of-Child-Marriage1.pdf>, accessed 17 June 2019; Heilman, Brian and Gary Barker, 'Masculine Norms and Violence: Making the connections', Promundo-US, Washington, D. C., 2018, <www.promundoglobal.org/wp-content/uploads/2018/04/Masculine-Norms-and-Violence-Making-the-Connection-20180424.pdf>, accessed 17 June 2019.

21 Young Lives, 'Understanding Child Marriage: Insights from comparative research', Oxford, 2018, <www.younglives.org.uk/sites/www.younglives.org.uk/files/YMAPS%20Policy%20Brief%2001%20-%20Understanding%20Child%20Marriage_0.pdf>, accessed 17 June 2019.

22 El Feki, Shereen, Gary Barker and Brian Heilman, 'Understanding Masculinities: Results from the international men and gender equality survey (IMAGES) – Middle East and North Africa', UN Women and Promundo-US, Cairo and Washington, D. C., 2017, <www.imagesmena.org/wp-content/uploads/sites/5/2017/05/IMAGES-MENA-Multi-Country-Report-EN-16May2017-web.pdf>, accessed 17 June 2019.

Another IMAGES study found that younger men and men with higher levels of education showed more gender-equitable attitudes and practices.²³

Two studies highlight the need to work with young men and boys early on to address the risks of perpetration of intimate partner violence.²⁴ The United Nations Multi-Country Study on Men and Violence in Asia and the Pacific found that more than half of non-partner rape by men first occurred during adolescence.²⁵ A review of Demographic and Health Surveys data in selected countries in South Asia shows that rural adolescents are more supportive of wife beating than urban adolescents, and that with higher education and economic status, the proportion of adolescent males with this attitude falls.²⁶ Alcohol and cigarette consumption, and experience of family violence also seemed to correlate with more supportive attitudes to wife beating.

IMPLICATIONS FOR PHASE II

The theory of change is articulated within a gender-transformative approach that means, among other things, engaging with men and boys in gender equality work and as agents of change on gendered norms, attitudes and behaviour. This means challenging hegemonic and toxic masculinities, transforming power relations and discriminatory social and gender norms, and addressing the control of, and violence against, women and girls by men and boys. It means engaging with the different ways that masculinities are constructed, including among those boys and men who are also marginalized, for example on the basis of ethnicity, class or caste. It also means addressing boys as grooms in peer marriages, where

23 Barker, Gary, et al., 'Evolving Men: Initial results from the International Men and Gender Equality Survey (IMAGES)', International Center for Research on Women and Instituto Promundo, Washington, D.C. and Rio de Janeiro, 2011, <www.promundoglobal.org/wp-content/uploads/2014/12/Evolving-Men-Initial-Results-from-IMAGES.pdf>, accessed 25 June 2019.

24 Peterman, Amber, Jennifer Bleck and Tia Palermo, 'Age and Intimate Partner Violence: An analysis of global trends among women experiencing victimization in 30 developing countries', *Journal of Adolescent Health*, vol. 57, no. 6, December 2015, pp. 624–630, doi: 10.1016/j.jadohealth.2015.08.008; Dalal, Koustuv, Ming Shinn Lee and Mervyn Gifford, 'Male adolescents' attitudes toward wife beating: a multi-country study in South Asia', *Journal of Adolescent Health*, vol. 50, no. 5, May 2012, pp. 437–442, doi: 10.1016/j.jadohealth.2011.09.012.

25 Partners for Prevention, 'The UN Multi-Country Study on Men and Violence in Asia and the Pacific', United Nations Development Programme, UNFPA, UN Women and United Nations Volunteers, Bangkok, no date, <www.partners4prevention.org/about-prevention/research/men-and-violence-study>, accessed 17 June 2019.

26 Dalal, Koustuv, Ming Shinn Lee and Mervyn Gifford, 'Male adolescents' attitudes toward wife beating: a multi-country study in South Asia', *Journal of Adolescent Health*, vol. 50, no. 5, May 2012, pp. 437–442, doi: 10.1016/j.jadohealth.2011.09.012.

adolescent boys are being pressured into marriage or pressured to prove their manhood in forced marriages. At the community level, this engagement means working with men as fathers, gatekeepers and key decision makers in marriage and family formation and as potential grooms who benefit from marriage. It also means addressing the roles of boys and men in care work at home.

4.4. Address the needs of adolescent girls at risk of pregnancy or with children

While age at first marriage has increased in all parts of the world, sexual relations before marriage have become more common. Overall, premarital sexual activity and reproduction during adolescence are common and have increased, but marriage has been delayed.²⁷ It is common for adolescent girls aged 15 years and above in Latin America and sub-Saharan Africa to have sex before marriage and, in some African contexts, to also have children before marriage. There are important differences between countries and between different ethnic and religious groups, however.

Early marriage or unions are linked to higher fertility, lower contraceptive use, less access to safe abortion and maternal health care, especially in rural areas. Unintended pregnancies and unmet needs for contraceptives remain high.²⁸ The greater decision-making power for boys and men within relationships makes it difficult for women and girls to negotiate male condom use, access sexual and reproductive health services and negotiate sex.²⁹ A multi-country study from sub-Saharan Africa found that sexual relations, unplanned pregnancy and school dropout often precede child marriage.³⁰

27 Garcia, Agnaldo, et al., 'Couple and Family Relationships in Latin American Social Comparative Studies', *Interpersona: An International Journal on Personal Relationships*, vol. 10, no. 2, 23 December 2016, pp. 109–124, doi: 10.5964/ijpr.v10i2.259; Petroni, Suzanne, et al., 'New Findings on Child Marriage in Sub-Saharan Africa', *Annals of Global Health*, vol. 83, nos. 5–6, 14 October 2017, pp. 781–790, doi: 10.1016/j.aogh.2017.09.001; Heaton, Tim B., 'Factors Contributing to Increasing Marital Stability in the United States', *Journal of Family Issues*, vol. 23, no. 3, 2002, doi: 10.1177/0192513X02023003004; Rashad, Hoda, Magued Osman and Farzaneh Roudi-Fahimi, 'Marriage in the Arab world', Population Reference Bureau, Washington, D. C., 2005, <https://assets.prb.org/pdf05/MarriageInArabWorld_Eng.pdf>, accessed 25 June 2019.

28 Chandra-Mouli, Venkatraman, et al., 'Contraception for Adolescents in Low and Middle Income Countries: Needs, barriers, and access', *Reproductive Health*, vol. 11, number 1, 2 January 2014, doi: 10.1186/1742-4755-11-1.

29 Heilman, Brian and Gary Barker, 'Masculine Norms and Violence: Making the connections', Promundo-US, Washington, D. C., 2018, <www.promundoglobal.org/wp-content/uploads/2018/04/Masculine-Norms-and-Violence-Making-the-Connection-20180424.pdf>, accessed 17 June 2019.

30 Petroni, Suzanne, et al., 'New Findings on Child Marriage in Sub-Saharan Africa', *Annals of Global Health*, vol. 83, nos. 5–6, 14 October 2017, pp. 781–790, doi: 10.1016/j.aogh.2017.09.001.

IMPLICATIONS FOR PHASE II

Address the needs of adolescent girls at risk of pregnancy and those who are pregnant, married and/or in union and have children by:

- Acknowledging adolescent pregnancy and sexuality as not only a consequence but a key driver of child marriage, and highlighting it more prominently;
- Strengthening data on sexual and reproductive health outcomes for different girls (married, unmarried, in union, with children, etc.);
- Explicitly extending social services to married and divorced/separated girls;
- Strengthening referral systems across services;
- Addressing norms linking childbearing and marriage.
- Advocating for elimination of policies that prevent pregnant girls to continue their education; while working with governments to make sure that adolescent mothers have access to education that is flexible, of quality and compatible with their life circumstances, including in humanitarian settings.³¹

4.5. Promote skills for adolescent girls and social protection for families

Across countries, wealth and income generally influence whether adolescent girls marry and cohabit as children. Many girls from poorer rural households have limited job opportunities, and they and their families face risks from weather events, economic shocks and illness.³² Child marriage is seen both as a way to reduce the economic burden of families with daughters (fewer mouths to feed) and improve their economic prospects (receive a bride price), and as a way for the husband's family to improve their own economic prospects (receive a dowry, gain the labour of another person). When girls have economic opportunities, they will be more likely to complete their education so that they can access those opportunities. This in turn can have a positive effect on the agency of adolescent girls, including broadening their life options beyond marriage and childbearing.

31 UNICEF works with governments to ensure that education sector plans are gender responsive and formal and non-formal education options are synchronized, sustainable and responsive to the needs specific to the most marginalized girls.

32 Young Lives, 'Understanding Child Marriage: Insights from comparative research', Oxford, 2018, <www.younglives.org.uk/sites/www.younglives.org.uk/files/YMAPS%20Policy%20Brief%2001%20-%20Understanding%20Child%20Marriage_0.pdf>, accessed 17 June 2019.

IMPLICATIONS FOR PHASE II

- Acknowledge poverty as a key driver of child marriage and include economic opportunities as an outcome area for girls and their families;
- Recognize the specific economic vulnerabilities of certain groups of girls (rural girls, out of school children, etc.);
- Promote gender-responsive cash transfers and in-kind support to families that help to broaden girls’ options and offer greater choices for personal fulfilment. Social protection interventions should be directly linked to beneficial outcomes for girls (e.g., linked to school completion, challenging gender norms), while simultaneously linking girls and families to complementary information and services.³³

Given the substantial technical expertise of other organizations such as the World Bank on these issues, and the high costs associated with such programmes, the Global Programme will provide economic opportunities for adolescent girls through partnerships with other agencies and government departments (see Table 2). Linking existing social protection schemes to child marriage programming needs significant effort as not every social protection scheme is relevant or lends itself to links. Moreover, once established, many social transfer schemes are hard to influence in terms of adding components or conditionalities. Mozambique, for example, already has a joint social protection programme that involves actors different from those of the Global Programme, providing grants to families with children below the age of two years.

TABLE2. Priorities for Global Programme investments in economic opportunities for adolescent girls

INTERVENTIONS FOR ADOLESCENT GIRLS	DIRECT PROGRAMMING	PARTNERING AND LEVERAGING EXISTING INVESTMENTS	EVIDENCE REVIEW
Education	✓	✓	✓
Interpersonal and psychosocial skills	✓	✓	✓
Financial literacy	✓	✓	✓
Cash and in-kind transfers		✓	✓
Job skills building		✓	

33 The limited evidence base on social protection and conditional cash transfers, and the need for continued piloting and evaluation of interventions, are highlighted by Nicola Jones and Presler-Marshall, Elizabeth, ‘Achieving Social Protection for all Adolescents: How can a gender norms lens support more effective programming?’, Overseas Development Institute, London, 2019. <www.gage.odi.org/wp-content/uploads/2019/03/CSW-Social-Protection-Policy-Note-WEB-1.pdf>, accessed 17 June 2019.

4.6. Support interventions that prevent and respond to violence against girls, particularly intimate partner violence

There is a clear correlation between child marriage and vulnerability to and acceptance of GBV and intimate partner violence (IPV), but there is little documented evidence on IPV before marriage. The extent to which adolescents and young adult women constitute a unique risk population for GBV/IPV appears to vary significantly by age and place, with younger adolescents more at risk of GBV/IPV, especially girls under 15 years of age. Depending on the context, the evidence shows that girls who are married young:

- Are more likely than women who marry later to believe that a man is sometimes justified in beating his wife;³⁴
- Are less likely to leave abusive partners;³⁵
- Can be at risk of sexual violence and abuse by older men from their spouses’ families;³⁶
- Commonly describe their sexual initiation as forced and continue to be subjected to marital rape throughout their marriage;³⁷
- Often show signs of childhood sexual abuse and post-traumatic stress.³⁸

IMPLICATIONS FOR PHASE II

Support integrated interventions to prevent and respond to violence against girls, particularly IPV:

- Recognize the links between violence against girls and child marriage, and ensure appropriate contextualization and age-appropriate interventions;
- Ensure stronger linkages between child marriage and programming to prevent and end violence including:

34 Girls Not Brides, ‘Why is Child Marriage a Form of Violence Against Women and Girls?’, London, 7 October 2014, <www.girlsnotbrides.org/why-is-child-marriage-a-form-of-violence-against-women-and-girls>, accessed 17 June 2019.

35 International Planned Parenthood Federation and the Forum on Marriage and the Rights of Women and Girls, ‘Ending Child Marriage: A guide for global policy action’, London, September 2006 <www.ippf.org/sites/default/files/ending_child_marriage.pdf>, accessed 17 June 2019.

36 Ibid.

37 Girls Not Brides, ‘Why is Child Marriage a Form of Violence Against Women and Girls?’, London, 7 October 2014, <www.girlsnotbrides.org/why-is-child-marriage-a-form-of-violence-against-women-and-girls>, accessed 17 June 2019.

38 Khan, Naila Z. and Margaret Lynch, ‘Recognizing Child Maltreatment in Bangladesh’, *Child Abuse and Neglect*, vol. 21, no. 8, pp. 815–818, doi: 10.1016/S0145-2134(97)00041-0.

- Integrate prevention of violence against women and girls across all levels (structural, community, organizational, etc.) to address the root causes of gender discrimination;
- Ensure a well-coordinated multisectoral approach that encompasses the provision of essential health, police, justice and social services.

4.7. Better understand child marriage in humanitarian settings

The Global Programme's interventions contribute to building the resilience of communities generally. But in settings where there is a humanitarian crisis, drivers of child marriage may be exacerbated by increased insecurity and disruption of systems and structures. Child marriage programming is generally not a priority in a humanitarian response, however it is getting more attention, and there is increased understanding that targeted interventions are necessary to address the issue, aligned with and streamlined into humanitarian response mechanisms. There are opportunities to integrate child marriage programming across the humanitarian cluster system, ensuring it is prioritized throughout the humanitarian programme cycle. Relevant clusters include Protection (child protection and GBV), Education, Health, Water, Sanitation and Hygiene, Food Security, and Camp Management. Programmatic approaches to preventing child marriage may have to be adjusted, taking the target audience into account i.e. host communities, internally displaced people, refugees.

It is also important to build on relevant existing structures when crisis hits, a critical dimension of the humanitarian-development nexus. This means that the multisectoral work of the Global Programme can feed into humanitarian response interventions both in terms of data and evidence as well as interventions on the ground, i.e. safe spaces, education programming, and adolescent-responsive sexual and reproductive health and protection services. The Global Programme can also support the transition post-crisis.

IMPLICATIONS FOR PHASE II

Improve the theoretical understanding of, and practical means to prevent and respond to, child marriage in humanitarian settings:

- Research and the generation of evidence is needed to better understand the context and specific drivers of child marriage in humanitarian settings, which include "a range of situations, including natural disasters, conflict, slow- and rapid-onset events, and complex political emergencies".³⁹ This evidence should inform programming and resource allocations under humanitarian response plans, refugee response plans and interventions for internally displaced people and host communities.
- Child marriage should be integrated into existing analyses and humanitarian needs assessments, into programme prioritization, and into funding and delivery structures related to the humanitarian programme cycle across the humanitarian-development nexus. This should start with the humanitarian needs overviews that guide the programmatic interventions that form parts of crisis and emergency responses in humanitarian settings. These needs overviews also need to be integrated components of rapid gender analysis in crisis, humanitarian and emergency response contexts.
- Adolescent girls should be empowered through investment in their leadership skills and capacities to influence decision making in communities, and by providing them with the means to develop their self-reliance, including through tangible skills that improve their economic and livelihood opportunities and give them greater autonomy.
- A comprehensive programmatic approach should be developed that integrates components on leadership, protection, health, education, and economic opportunities for adolescent girls in humanitarian settings.

39 Landis, Debbie, et al., 'Measuring Violence against Children in Humanitarian Settings: A scoping exercise of methods and tools', Child Protection in Crisis (CPC) Network and Save The Children UK, New York and London, December 2013, <www.cpcnetwork.org/wp-content/uploads/2014/06/Measuring-Violence-Against-Children-in-Humanitarian-Settings-FINAL-REPORT.pdf>, accessed 25 June 2019; The Sphere Project, 'Humanitarian Charter and Minimum Standards in Humanitarian Response', The Sphere Project, Northampton, 2011, <www.fscluster.org/sites/default/files/documents/The_Sphere_Project_Handbook_2011.pdf>, accessed 25 June 2019.

THEORY OF CHANGE

Child marriage is a complex practice. It exists in most societies due to a combination of structural, economic and sociocultural reasons and broader gender inequality, and will decline only when its underlying causes change. Key drivers of child marriage include: gender inequality, control over adolescent girls' sexuality, general unacceptability of adolescent sexuality outside of marriage, multidimensional poverty,⁴⁰ adolescent pregnancy, socialization and culturally-defined notions of masculinity and femininity, conflict and disasters, inadequate legal and policy frameworks and a lack of their effective implementation, as well as inadequate delivery of key services such as health (including sexual and reproductive health), GBV, education, social and child protection.⁴¹ Communities often regard marriage as a protective strategy to shield daughters from perceived risks of violence or premarital sex, the ensuing pregnancy out of wedlock and loss of marriageability prospects.

Marriage is a way for families to ensure social cohesion and community survival, particularly in conflict situations, where principles of international law are not respected, or when environmental change and natural disasters occur, and services are disrupted. Marriage, cohabitation and the ensuing family formation are also seen as key steps in the transition to adulthood, whereby adolescents take on adult roles and become full members of their societies and where the gendered roles and responsibilities define adolescent girls as nurturers and carers, and adolescent boys as primary breadwinners. Child marriage thrives in contexts characterized by a lack of alternative life options

and opportunities, economic insecurity and poor basic services, especially health and education.⁴² Due to the ways in which such drivers manifest locally, families, as well as adolescent girls and boys, often choose marriage as the most viable and acceptable life option.

Given this complexity and that change of the nature and scale anticipated by the Global Programme take time, the Global Programme theory of change established in Phase I covers a 15-year period. In keeping with good practice, this theory of change has been reviewed, including in the context of the Phase I evaluation, to both validate the approach and identify areas for adjustments. The theory of change has been updated to further support results-based management of the Global Programme in Phase II. In line with recommendations in the evaluation, the updated theory of change articulates a revised logic chain with outcomes at two levels. Intermediate outcomes describe the changes in behaviour or practice that are required to see the desired impact. Immediate outcomes describe the changes in knowledge, skill or ability required to see the desired changes in behaviour or practice. The updated theory of change also reflects the evolution of the programme from a gender responsive approach in Phase I to a gender transformative approach in Phase II. It also recognizes more explicitly poverty as a driver of child marriage. And finally, it builds in the Global Programme's catalytic technical and financial role in securing evidence-based investments in multi-sectoral and cross-sectoral efforts to address child marriage.

5.1. Theory of change narrative

The theory of change for the Global Programme to End Child Marriage is articulated as follows.

40 Multi-dimensional poverty is intended here as going beyond material deprivation to meet basic needs to include other non-material dimensions such as social isolation, inequality, exclusion and powerlessness, denial of fulfilment of one's capabilities as well as physical and psychological ill-being. See: Alkire, Sabina and James Foster, 'Counting and Multidimensional Poverty Measurement'. *Journal of Public Economics*, vol. 95, nos. 7–8, August 2011, pp. 476–487, doi: 10.1016/j.jpubeco.2010.11.006; and Bourguignon, F., and Chakravarty, S., 'The Measurement of Multidimensional Poverty'. *The Journal of Economic Inequality*, vol. 1, no. 1, April 2003, pp. 25–49.

41 Malhotra, Anju, et al., 'Solutions to End Child Marriage: What the evidence shows', International Center for Research on Women, Washington, D.C., 2011, <www.icrw.org/wp-content/uploads/2016/10/Solutions-to-End-Child-Marriage.pdf>, accessed 17 July 2019; Lee Rife, Susan, et al., 'What Works to Prevent Child Marriage: A Review of the Evidence', *Studies in Family Planning*, vol. 43, no. 4, December 2012, pp. 287–303, doi: 10.1111/j.1728-4465.2012.00327.x.

42 Wodon, Q., 'Economic Impacts of Child Marriage: Global Synthesis Report' (conference edition), The World Bank Group, Washington, D. C., 2017, <<http://documents.worldbank.org/curated/en/530891498511398503/pdf/116829-WPP151842-PUBLIC-EICM-Global-Conference-Edition-June-27.pdf>>, accessed 29 October 2019; Young Lives, 'Understanding Child Marriage: Insights from comparative research', Oxford, 2018, <www.younglives.org.uk/sites/www.younglives.org.uk/files/YMAPS%20Policy%20Brief%2001%20-%20Understanding%20Child%20Marriage_0.pdf>, accessed 17 June 2019.

The primary goal of the Global Programme is to contribute significantly to the realization of SDG target 5.3, directly in the twelve Global Programme countries and indirectly in other countries influenced by the Global Programme methodology, data and influence. The Global Programme aims to support governments and civil society partners including women's groups and youth-led groups to accelerate action by to end child marriage. At the heart of the theory of change is an adolescent girl-centred approach that aims to empower the individual adolescent girl to make decisions about when and whom to marry, within a web of support that involves her family, the community, society and public structures, institutions, systems and services.

Grounding this work in a gender transformative approach, the intended impact of the programme is that adolescent girls, including marginalized, in countries targeted by the Global Programme fully enjoy their childhood free from the risk of marriage; they experience healthier, safer and more empowered life transitions, including making choices about their education, sexuality, relationships and marriage, and childbearing as:

- Adolescent girls continue to become more empowered to use their voice, make choices and exercise their agency supported by changes in social norms that fuel the acceptability of child marriage;
- Adolescent girls, their families and communities have access to resources and opportunities, are supported by systems that improve their health, education, safety and address poverty and insecurity as two key drivers of child marriage; and
- Government commitment strengthens to provide gender transformative multisectoral services, and to implement laws and policies that reflect principles of gender equality and girls' and women's rights.

To achieve this impact, the theory of change advances three intermediate outcomes described below.

1. ADOLESCENT GIRLS AT RISK OF AND AFFECTED BY CHILD MARRIAGE ARE EFFECTIVELY MAKING THEIR OWN INFORMED DECISIONS AND CHOICES REGARDING MARRIAGE, EDUCATION AND SEXUAL AND REPRODUCTIVE HEALTH

Intermediate outcome 1 focuses on empowering adolescent girls. It assumes that for adolescent girls

to be able to express themselves and make their own choices, two primary changes are required.

Immediate outcome 1.1 focuses on supporting adolescent girls with information, skills and support networks so they are able to make effective choices about their lives, understand their rights and express their opinions. If adolescent girls (aged from 10–19 years) – including marginalized and both married and unmarried girls – are targeted with knowledge, assets and skills-building in community- and school-based spaces, their health, wellbeing and learning outcomes will improve and they will be able to better protect themselves from unintended pregnancy. Knowledge and skills include awareness of their rights, information on sexual and reproductive health, financial literacy, building healthy relationships and gender equality.

However, for empowerment activities to be effective, they must be complemented by action aimed at addressing the harmful social and gender norms that restrict adolescent girls from exercising agency over their own lives. Immediate outcome 1.2 therefore focuses on building knowledge, awareness and understanding in communities and among parents, men and boys, traditional and religious leaders and other gate keepers about the harmful impacts of child marriage and gender inequality more broadly for women, men, girls and boys. It focuses on changing harmful masculinities, attitudes towards girls, and gender roles. If boys and men are engaged in activities that promote positive masculinities, and that counter negative and misogynistic behaviours, they may be more open and willing to take up and promote these positive behaviours and to engage in more equitable relationships with girls and women. Families, communities and key gatekeepers (traditional, religious leaders, etc.) would recognize the value of adolescent girls beyond marriage and would demonstrate more gender-equitable attitudes and behaviours towards adolescent girls and boys by taking practical actions to end child marriage if:

- These groups are engaged in dialogue and consensus building about child marriage and become increasingly aware that there are alternative, valued and culturally appropriate life opportunities for adolescent girls beyond marriage (continuing with school, entering the job market, etc.);

- Families are supported with economic incentives and invest these in adolescent girls;
- Women's groups, youth-led groups, civil society groups, and other key advocates take action to address gender inequality and advocate against norms that fuel child marriage.

2. RELEVANT SECTORAL SYSTEMS AND INSTITUTIONS EFFECTIVELY RESPOND TO THE NEEDS OF ADOLESCENT GIRLS AND THEIR FAMILIES IN TARGETED GLOBAL PROGRAMME AREAS

Intermediate outcome 2 recognizes that changes in behaviour through adolescent empowerment and community and family engagement are reinforced and deepened when adolescent girls are supported to learn and develop skills through formal and non-formal education,⁴³ when relevant systems (health, education, GBV and protection) are supported to provide quality services, and adolescents are reached and equipped to use those services.

Immediate outcome 2.1 therefore focuses on strengthening the ability of the education, health, and child protection and GBV prevention and response systems to provide gender-responsive services to adolescent girls, including leveraging existing programs offered by the government and civil society organizations to ensure a wider reach of Global Programme interventions.

In addition, they are true if adolescent girls and families are supported through gender-transformative social protection and economic opportunities (e.g. targeted economic incentives, provision of school materials, the covering of basic school costs etc.). Immediate outcome 2.2 focuses on building the capacity of governments and other actors to map out and then leverage existing social protection, economic empowerment and poverty reduction programs and adapting them to target girls at risk of child marriage, as well as adolescent mothers and married, widowed and divorced girls and their families.

In humanitarian and crisis contexts, adolescent girls who are at risk of marriage or are already married will

be identified and their needs understood, and families and communities could be supportive of programming and services that keep adolescent girls safe, if:

- Girls who experience child marriage and/or violence are supported through safe spaces, and with access to services;
- Initiatives tackle inequitable gender attitudes;
- Child marriage action is mainstreamed across relevant humanitarian clusters;
- Social and behaviour change communication activities are conducted in communities on how to tackle gender inequality and protect girls from child marriage.

In all these scenarios, adolescent girls who are affected by, at risk of or choose child marriage are better able to express agency, voice and choice about whom and when to marry – within a system that offers quality, coordinated services and in an environment where adolescent girls and families have the willingness and ability to choose viable alternatives to marriage.

3. ENHANCED LEGAL AND POLITICAL RESPONSE TO PREVENT CHILD MARRIAGE AND TO SUPPORT PREGNANT, MARRIED, DIVORCED OR WIDOWED ADOLESCENT GIRLS

Countries will be able to protect and promote the rights and well-being of adolescent girls and boys with systems and services that are in line with international standards, contextualized, properly resourced and implemented if they are supported in implementing gender-transformative, costed and funded national action plans, strategies, policies and programmes to end child marriage within and across different ministries. These should be in connection with other relevant national policies and strategies that promote gender equality, and there should be an intersectional approach, including at subnational and decentralized levels. Immediate outcome 3.1 focuses on supporting governments to convene, coordinate, implement and monitor national, and sub-national multisectoral and multi-stakeholder action plans aimed on ending child marriage.

Eliminating child marriage also requires evidence-based approaches including contextual data on causes and drivers of child marriage and evidence on what works in specific contexts and what works at scale.

⁴³ UNICEF works in formal and non-formal settings to make sure that adolescent girls: 1) learn foundational skills (e.g. reading, mathematics); 2) learn transferable skills (e.g. self-efficacy, leadership); 3) and have access to flexible programmes, including accelerated learning, to make sure that even those adolescent girls who have never been in school or are still in primary have multiple pathways to transition to and complete secondary education and/or equivalent certification programmes.

If country data are generated and shared on what works to end child marriage on a large scale, this evidence could inform better design of policies and programmes and would track progress and document lessons. Immediate outcome 3.2 therefore focuses on generating, using and disseminating data and evidence with governments, civil society and other stakeholders.

5.2. Assumptions

Phase I of the Global Programme identified these overarching programme assumptions:

- Child marriage is influenced by factors beyond the control and mandates of the United Nations system;
- Ending child marriage will need a multisectoral approach and geographical convergence;
- Some momentum for socioeconomic change is needed to achieve significant progress;
- Changing social norms, particularly gender norms, at the structural, community, household, and individual levels is an important component of sustainable change;
- Ending child marriage requires addressing the causes of gender inequalities and transforming harmful gender roles, norms and power relations.

The Global Programme will advance changes in gender relationships and structures with the specific goal of reducing, and ultimately eliminating child marriage. It recognizes that promoting gender equality is a prerequisite to ending child marriage, and that vice versa, ending child marriage is a prerequisite to ensuring gender equality.

Gender transformation means seeking to redress gender inequalities and empowering adolescent girls and women in order to promote equality between girls and boys, and women and men. Gender transformation specifically seeks to address discriminatory gender norms and roles and unequal power relations, and to promote alternative norms, roles, and behaviours to empower women and girls to exercise their rights. Such approaches go beyond raising awareness, and focus instead on addressing underlying power relations, gender norms and structural inequalities that help to hold these gender inequalities in place. A gender-transformative approach also changes gender discriminatory institutions and systems and focuses

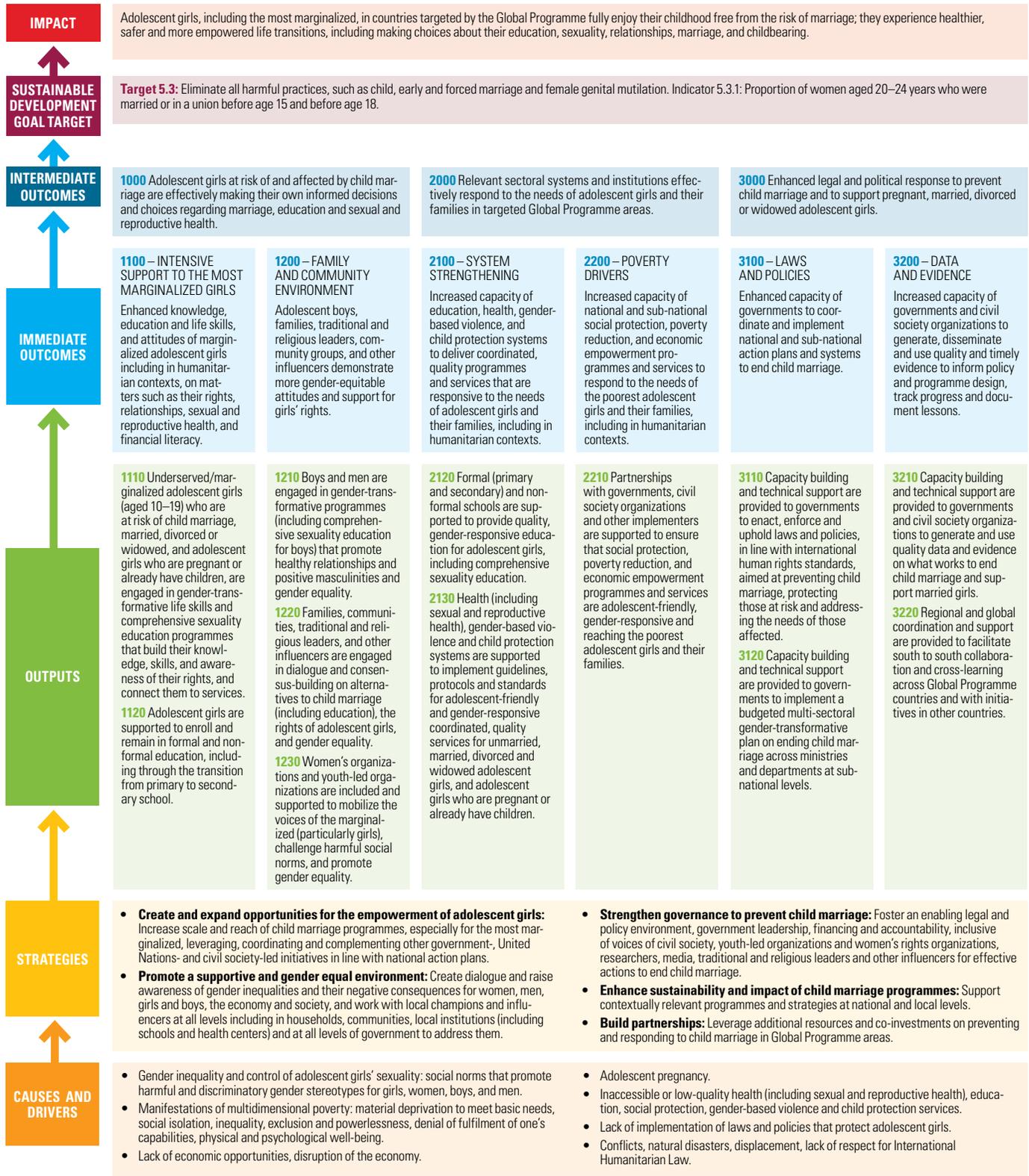
on supporting governments to put in place laws, policies and systems that promote gender equality, and offer quality services, especially adolescent-friendly services for sexual and reproductive health, quality education, GBV and child protection services, and social protection.

Social norms are included in the theory of change in two ways: (a) as a factor themselves – for example, perceived social sanctions for not marrying early, perceived social expectations about marriage at certain ages, and (b) as underlying components that influence and are reinforced by structural inequalities and the lack of access to quality services.

Given these assumptions, the theory of change is supported by five cross cutting strategies:

1. **Create and expand opportunities for the empowerment of adolescent girls:** Increase scale and reach of child marriage programs especially for the most marginalised, leveraging, coordinating and complementing other government, United Nations and civil society-led initiatives in line with national action plans;
2. **Promote a supportive and gender equal family and community environment:** Create dialogue and raise awareness on gender inequalities and their negative consequences, for women, men, girls and boys, the economy and society; work with local champions and influencers at all levels including in households, communities, local institutions (including schools and health centres) and government to address them;
3. **Strengthen governance to prevent child marriage:** Foster an enabling legal and policy environment, government leadership, financing and accountability, inclusive of voices of civil society, youth-led organizations and women's rights organizations, researchers, media, traditional and religious leaders and other influencers for effective actions to end child marriage;
4. **Enhance sustainability and impact of child marriage programmes:** Support contextually relevant programs and strategies at national and local levels;
5. **Build partnerships:** Leverage additional resources and co-investments on preventing and responding to child marriage in programme areas.

FIGURE 8. Theory of change diagram



PROBLEM: Child marriage and early union (of adolescent girls and boys) persists as a common practice in many societies and is associated with a combination of structural, economic, socio-cultural factors and broader gender inequality. Lack of locally acceptable alternative life opportunities pushes adolescent girls and boys into marriage. A total of 650 million women and girls alive today were married as children.

PROGRAMME IMPLEMENTATION CONSIDERATIONS

Given the complexity of the drivers of child marriage, the wide variation between country contexts, and the different mandates and approaches of the two United Nations agencies, this chapter does not present a set menu of specific interventions that will be implemented under the Global Programme. Instead, it provides further details to support country offices as they engage in processes to contextualize the global theory of change, presented in chapter 5 (see Figure 8), and to identify, develop and implement appropriate interventions. This chapter provides some explanation of how the Global Programme's complementary strategies to end child marriage and to empower adolescent girls will be implemented as part of a broader gender-transformative strategy, and how the programme aims to achieve greater scale while reaching marginalized and vulnerable adolescent girls.

UNFPA and UNICEF will implement the Global Programme to bring about significant reductions in the prevalence of child marriage in twelve programme countries through programming, policy development, advocacy and data and evidence. The approach of the Global Programme helps the two United Nations agencies to leverage technical expertise and resources, cover larger geographical areas, prevent duplication of interventions, learn jointly from interventions, and powerfully advocate the prevention of child marriage with national, state and local governments. To achieve lasting change at a significant scale, the Global Programme builds government ownership and commitment, and leverages the capacities and resources of other sectors, institutions, platforms and systems. The Global Programme focuses on intervention areas where UNFPA and UNICEF can contribute the greatest added value, leverage investments

from other important partners, act as catalysts for change in partnership with civil society organizations, and build government buy-in and investments.

6.1. The global context

DATA AND EVIDENCE

The Global Programme is part of international research, programming and advocacy efforts to end child marriage. Specialized research agencies, such as the Population Council, the International Center for Research on Women, the Overseas Development Institute and others, are continuing to make significant contributions to the understanding of child marriage and ways to prevent it. UNFPA and UNICEF are analysing child marriage trends using Demographic and Health Surveys, Multiple Indicator Cluster Surveys and census data to generate an increasingly in-depth and fine-grained understanding of trends and patterns of child marriage at subnational levels. The Global Programme is to fill a critical niche in building expertise and models for taking successful interventions to a larger scale. The evidence from the programme has far-reaching implications for the work of many other agencies and departments. Girls Not Brides is recognized as a key civil society partner, providing a global advocacy platform for mobilizing civil society organizations and non-governmental organizations to help end child marriage. An increasing number of other organizations are supporting programmes to prevent child marriage and promote the empowerment of adolescent girls. The two United Nations agencies are also supporting more initiatives than are funded through the Global Programme, supported through bilateral grants to country offices and as part of core institutional mandate and resources.

TABLE 3. Impact beyond the twelve Global Programme countries

COUNTRY	TYPE OF ENGAGEMENT	PRODUCT
Afghanistan, Pakistan	Technical assistance to and South-South cooperation between country offices on child marriage programming and strengthening partnerships. Evidence generation.	Three regional meetings, three joint missions, inclusion in knowledge generation and management efforts, including at least three regional evidence generation pieces.
Cambodia	Technical support provided by the Global Programme Support Unit (GPSU).	Technical review of Provincial Action Plan to Prevent Child Marriage and Teenage Pregnancy in Ratanakiri, (2017–2021).
Europe and Central Asia Regional Office	Technical assistance to formative assessment of child marriage in the region.	Remote technical assistance provided for desk reviews of child marriage status in ten countries, namely Albania, Azerbaijan, Bosnia and Herzegovina, Bulgaria, Georgia, Kyrgyzstan, Montenegro, North Macedonia, Serbia and Turkey.
Guatemala, Haiti, Latin America and the Caribbean Regional Office	South-South exchange: GPSU organized a technical consultation and an exchange of experiences with the aim of encouraging countries in Latin America and the Caribbean to adopt and implement the Global Programme's approach and its strategies to end child marriage.	The joint inter-agency initiative of UNFPA, UNICEF and UN Women, under the auspices of the Ford Foundation and the Summit Foundation, held a regional event from 9 to 11 October 2017: Accelerate Actions to End Child Marriage and Early Unions in Latin America and the Caribbean. An inter-agency programme was launched for a Region Free of Child Marriage and Early Unions in Latin America and the Caribbean, focusing initially on five countries: Colombia, the Dominican Republic, El Salvador, Guatemala and Mexico.
Guatemala	Technical support provided by GPSU and Regional Offices of UNFPA and UNICEF.	Implementation of Action for Adolescent Girls initiative funded by the government of Canada has adopted similar approaches to child marriage and adolescent pregnancy as the Global Programme.
Haiti	Technical support provided by GPSU and Regional Offices of UNFPA and UNICEF.	Implementation of Action for Adolescent Girls initiative funded by the government of Canada has adopted similar approaches to child marriage and adolescent pregnancy as the Global Programme.
Indonesia	South-South exchange: technical consultation and exchange provided by GPSU to adopt and implement the Global Programme's approach and its strategies to end child marriage.	A funding proposal to end child marriage was developed with support from the GPSU.
Middle East and North Africa	Technical support provided by GPSU to develop a multi-year Regional Accountability Framework of Action.	A joint UNFPA-UNICEF Regional Accountability Framework of Action to End Child Marriage in the Middle East and North Africa was developed to strengthen, guide and accelerate programming, advocacy and results for girls and women on ending child marriage.
Nigeria	Technical support provided by GPSU and Regional Offices of UNFPA and UNICEF.	Implementation of Action for Adolescent Girls initiative funded by the government of Canada has adopted similar approaches to child marriage and adolescent pregnancy as the Global Programme.
Serbia	Technical support provided by GPSU towards programme design and monitoring and evaluation approach. Technical support provided by GPSU for a baseline survey before a new child marriage programme.	Serbia developed a programmatic approach to child marriage, identified indicators and developed a baseline assessment approach and questionnaire. Remote technical support provided on the final list of indicators, methodology and sample questions for use in the baseline survey. Additional instruments provided for work with schools to prevent drop-outs due to child marriage.
South Sudan	Technical support provided by Regional Offices of UNFPA and UNICEF to develop the national action plan.	National action plan development was informed by regional and global evidence on what does and does not work to end child marriage. Specifically, the plan draws on the Global Programme theory of change and uses the global results framework in the development of the monitoring and evaluation framework for the action plan. The Global Programme has shared the indicator index to support programme monitoring and evaluation
Spotlight Initiative to eliminate violence against women and girls (funded by the European Union) (Afghanistan, Liberia, Malawi, Mali, Mozambique, the Niger, Nigeria, Uganda, Zimbabwe)	Review and reshape the Spotlight proposals.	The country Spotlight proposals were reviewed to ensure that activities and approaches on harmful practices, especially child marriage, were harmonized with the Global Programme.
Viet Nam	Technical assistance on child marriage programming.	Discussions on technical approach to programming of child marriage programmes conducted with the UNICEF country office.

MULTI-COUNTRY PROGRAMMING

Multi-country programming allows the Global Programme to establish a knowledge management system and a community of practice among countries and regions to share research and evidence, information, experiences of good practice, common challenges and solutions. The programme has a catalytic effect within and between countries and has been successful in garnering broader stakeholder engagement around child marriage and the rights of adolescent girls.

ALIGNMENT WITH THE UNITED NATIONS REFORM

The collaboration between UNFPA and UNICEF ensures close alignment with the United Nations reform process, especially in relation to:

- Strengthening mutual accountability and recognition of United Nations country teams;
- Improving system-wide analysis and planning;
- Supporting national governments with integrated SDG policy action;
- Improving data for the SDGs and national development;
- Strengthening approaches to pooled funding, including joint funding for the SDGs;
- Strengthening partnerships with the private sector and civil society;
- Ensuring greater efficiencies from shared business operations.⁴⁴

6.2. National and sub-national action

ENSURING GENDER-RESPONSIVENESS AND TRANSFORMATION

To work effectively on ending child marriage, it is important to address the specific gender dynamics and social and cultural influences that prescribe the roles of girls and boys, men and women, and the power they hold. This requires sociocultural research and analysis to understand the norms and expectations for men and women in given contexts and how the programme interventions can be designed

44 UNICEF Executive Board, 'Update on the Implementation of GA Resolution 72/279 on the "Repositioning of the United Nations Development System in the Context of the QCP" ', New York, 2019, <www.unicef.org/about/execboard/files/EB_informal-17Jan19-Background_Note-Implementation_GA_Res_72.279-EN-2019.01.10.pdf>, accessed 19 June 2019.

TABLE 4. Global Programme operational approach⁴⁵

AIMS	AMBITIONS
Higher impact on causes	Strategic funding and priority support to selected high-burden countries and regions contributes to catalytic impact on the causes of child marriage
Coherent narrative aligned metrics of measurement	High-impact interventions grounded in an evidence-based theory of change contribute to concrete results Results-based management focused on a global indicator framework enables effective monitoring and increases accountability to deliver results
Global learning and technical support	Opportunity to promote learning across countries Possibility of sharing technical resources and coordinating technical support across agencies
Flexibility and innovation	The Global Programme creates opportunities for the United Nations agencies to capitalize on their technical expertise to share learning and provide support to other countries and regions beyond the twelve programme countries Opportunities for raising emergency funds for child marriage programmes in humanitarian situations Countries have the flexibility to take advantage of emerging opportunities to develop innovative approaches to promote gender equality and end child marriage
Enhanced ways of working	Healthy accountability framework reinforced
Partner engagement, mutual trust	Participation in the Steering Committee enables enhanced donor engagement
Continuous results	Multi-year, predictable funding allows for better planning and benefits implementation for results at a large scale
Superior visibility and recognition	Recognition by and for donors; funding and results are clearly linked to the SDGs
Reduced costs, value for money	Consolidated proposals and reporting, pooled funding and lower management costs allow for a larger proportion of donor contributions to be used for programme delivery and the achievement of results

to promote positive gender norms, equal power relations, and girls' and women's empowerment.

It is important for interventions to influence the attitudes and behaviours of girls and the key stakeholders

45 UNFPA and UNICEF, 'Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage', New York, 2015, <www.unicef.org/evaluation/files/Executive_Summary_FINAL_UNICEF-UNFPA_Inception_Report_Global_Programme_to_Accelerate_the_End_of_Child_Marriage_30102015.pdf>, accessed 17 June 2019; UNFPA and UNICEF, 'UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage: Joint evaluation report: May 2019', New York, 2019, <www.unicef.org/sites/default/files/2019-06/GP-2019-Evaluation.pdf>, accessed 1 July 2019; UNFPA and UNICEF, '2017 Annual Report: Accelerating and amplifying change: UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage', New York, 2018, <www.unicef.org/protection/files/Global_Programme_Child_Marriage_Annual_Report_2017.pdf>, accessed 1 July 2019.

surrounding them, to ensure that gender stereotyping and discrimination against women and girls are challenged. It is also important to understand how gender inequalities are compounded for certain groups of girls and women who are subjected to multiple and intersecting forms of discrimination. These may be against their age, ethnicity, national origin, ability, sexual orientation, gender identity, occupation or other characteristics. Understanding these will help to identify and respond to the structural and interpersonal barriers they face to exercising their rights and accessing services.

A gender-transformative approach also requires empowering girls, promoting their agency and choice and ensuring that they know their rights, so that they can avail themselves of the services and resources they are entitled to.

When working with boys and young men, programmes should explicitly address gender attitudes and behaviours, and promote positive notions of masculinity. Programmes with built-in components on gender and masculinities have been more effective than programmes without, in changing attitudes and behaviours related to violence against women.⁴⁶

Support is also needed to transform the knowledge, skills and attitudes of government-sector personnel and service providers on the rights and needs of adolescent girls and boys, the ways in which gender inequality plays out in the lives of the people they serve, particularly girls at risk of child marriage, and pregnant, married, and divorced/separated girls.

Phase I of the Global Programme invested in creating an enabling environment for supporting girls' education and learning in formal and non-formal schools. Phase II will more consistently take a comprehensive approach to operationalizing gender-responsive education systems. The gender-transformative approach under Phase II will strengthen the link between life skills, comprehensive sexuality education and education systems for gender equality outcomes.

Phase I focused on providing sexual and reproductive health information and services to girls that needed them. Phase II will take a more direct approach to addressing control over the sexuality of adolescent girls as an important driver of child marriage. The stigma and shame attached to adolescent sexuality and sexual activity outside of marriage, especially for girls, often drives self-initiated marriage as well as those arranged by parents. Interventions at the country level will address all components of sexual and reproductive health and rights, including access to comprehensive sexuality education, services that allow girls to freely choose the number and spacing of their children, and that support girls who have experienced sexual and gender-based violence.

Phase II places greater emphasis than in Phase I on preventing child marriage through stronger links to GBV and child protection systems. This entails working with key ministries responsible for the implementation of the national child protection system and services and response mechanisms for victims of GBV, especially girls. It also means strengthening case management and referral systems, and the social service workforce to better respond to cases of child marriage, plus multisectoral services to respond to violence against women and girls.

STRENGTHENING LAWS AND GOVERNMENT ACCOUNTABILITY

The harmonization of laws to end child marriage must go beyond laws directly related to child marriage. Legislative reforms must include other related discriminatory laws (including customary laws) such as laws regulating age of consent, inheritance laws, recognition of marital rape, mandatory registration of births and marriages, and others that affect adolescent girls who are married, pregnant, mothers, divorced or widowed.

To strengthen government accountability means to change governance mechanisms and practices at all levels so that they also address the drivers of child marriage at all levels. This includes the practices of front-line service providers such as health staff, police and judges, as well as the actions of local administrators, community leaders and local parliamentarians.

⁴⁶ WHO, 'Engaging men and boys in changing gender-based inequity in health: evidence from programme interventions', Geneva, 2007, <www.who.int/gender/documents/Engaging_men_boys.pdf>, accessed 26 June 2019.

GOVERNMENT OWNERSHIP AND INVESTMENTS, AND ALIGNMENT WITH NATIONAL STRATEGIES AND PLANS

The Global Programme promotes the integration of child marriage prevention and mitigation into national development policies and budgets under the overall framework of the United Nations Development Assistance Framework. Government ownership has to be demonstrated through relevant national strategies and action plans, with corresponding gender-responsive budgetary allocations and dedicated human resources. Governments need to lead the coordination of interventions by key stakeholders, with technical support from UNFPA and UNICEF.

Mobilizing government buy-in is a critical component of the Global Programme strategy to ensure sustainable, long-term public investments in ending child marriage and promoting adolescent empowerment. The programme will aim to link with national or subnational strategies, ensure government plans are budgeted, and mobilize public financial resources. The programme will also support the development and decentralized implementation of multisectoral national strategies, frameworks and action plans.

SUSTAINABILITY

The Global Programme recognizes that ending child marriage is a long-term endeavour requiring significant investment to accelerate the current rates of decline of the practice. The next five years of programming will focus on sustainability in partnership with governments and civil society actors, including those that are led by, for and with the communities that are least heard and most likely to be left behind. Part of the sustainability strategy is to strengthen social systems and to integrate efforts to end child marriage and promote gender equality in institutional systems.

VALUE FOR MONEY

Value for money means ensuring the effective, efficient and economic use of resources. The Global Programme assesses the costs, benefits and risks of interventions to ensure that resources are used judiciously, and to achieve the greatest possible outcomes. The Global Programme encourages government and non-governmental partners to demonstrate the least costly, most effective way

of generating anticipated results. With a strong focus on performance, transparency and accountability, the Global Programme strategies are designed to further enhance effectiveness and efficiency by:

- Improving programming for results;
- Optimizing management of resources;
- Strengthening United Nations system-wide results, coordination and coherence;
- Enhancing communication, resource mobilization and partnerships for impact.

Dedicated value for money indicators have been proposed in the Global Programme's results framework.

OTHER ISSUES

The following are other issues that will be explored further during country contextualization of Phase II:

- Structural violence and inequities in South Asia;
- Fluidity of marriage in Southern Africa;
- Girls' education and maternal and new-born health as entry points to discuss child marriage in Western Africa;
- Cross-border and sub-regional programming: Sahel, Lake Chad Basin, child marriage in emergencies and in fragile states;
- Contextualization of child marriage in humanitarian settings;
- Impact of a range of intersecting inequalities, including against class, caste, indigeneity, ability, sexual identity and clan/tribal affiliation.

6.3. Convergence and multi-sectoral programming

Convergent and multi-sectoral programming is key for preventing child marriage, supporting pregnant, married and divorced/separated girls, and promoting gender-equitable attitudes and behaviours.

HORIZONTAL SECTORAL CONVERGENCE

Horizontal sectoral convergence is coordination and collaboration between different sectors, departments, ministries and agencies. Examples include inter-ministerial and inter-departmental coordination for the

development of national action plans – and national action plans developed with the support of the Global Programme are multi-sectoral by design.

THEMATIC CONVERGENCE

Thematic convergence means effective links between child marriage and related issues, such as education for married and pregnant adolescent girls, sexual and reproductive health, child protection, violence against women and girls, and humanitarian response. To ensure that child marriage is being tackled as a multi-sectoral issue, every ministry can make links to addressing child marriage in the design, implementation and monitoring of its policies and programmes. Some examples include:

- Working with the ministry of health to provide quality adolescent-friendly sexual and reproductive health programming, information and services to girls, including those at risk of child marriage and those already married, pregnant or with children;
- Working with the ministry of education to ensure girls at risk of child marriage, married or pregnant are targeted to ensure they have access to, and stay in, quality education. Also involving relevant non-formal education actors to ensure that out-of-school girls are targeted with initiatives that promote quality non-formal education and, eventually, re-entry into formal education;
- Working with the ministry of gender to ensure that child marriage is adequately addressed within broader initiatives to promote gender equality, including those responding to and preventing violence against women and girls, and to ensure that gender transformation is adequately mainstreamed in inter-ministerial efforts;
- Working with key ministries in the national child protection system to strengthen services and response mechanisms for victims of violence, especially girls, and strengthen case management and the social service workforce to better respond to cases of child marriage;
- Working with the ministry of youth to encourage the meaningful participation of adolescent girls in sports and youth programmes;
- Linking programming, monitoring and learning, statistical data and qualitative research.

MULTI-LEVEL, VERTICAL CONVERGENCE

Multi-level, vertical convergence is convergence between different levels of government (national, provincial, district, community) and between government and civil society. This is particularly important for the decentralized funding and implementation of national action plans; partnerships with other civil society, academic and private sector actors that work on child marriage; and for the accountability of officials and local leaders to apply relevant laws.

GEOGRAPHICAL CONVERGENCE

Geographical convergence – where multiple actors are working jointly on different aspects of a common issue with the same populations in one geographical area – is particularly important for the implementation of the Global Programme at the community level. Geographical convergence is an important way to serve marginalized adolescent girls. It requires coordination between service providers and between United Nations agencies. Joint operationalization at the community level remains a key priority to ensure the links between communities, service providers and civil society. The Global Programme promotes joint programming between the two United Nations agencies to reduce the transaction costs for governments while promoting coherence and the efficient use of resources at both national and regional levels. Multisectoral and joint programming is important at all levels, from the national, subnational and district levels to the community level.

Joint programming in common geographical areas has been increasing gradually over the first three years of the Global Programme, to reach 43 per cent of implementation areas. During Phase II, the Global Programme will ensure that this convergence is achieved in at least one district or similar administrative area per country. Programming in these ‘intensive’ districts will also be prioritized for the Global Programme learning agenda.

6.4. Results at large scale

In the context of the Global Programme, scale means contributing to a significant decline in national prevalence of child marriage and, ultimately, to ending child marriage by 2030. There are various pathways to reaching larger numbers of at-risk adolescent girls and achieving greater

results. Pathways to scale differ according to intervention and context, and they include policies, systems and services, and social and behaviour change promotion. The following are some of the most relevant pathways.

LEVERAGE NATIONAL INVESTMENTS

The Global Programme will continue to advocate with governments to allocate public financial resources for the implementation of national policies and programmes at decentralized levels, including the funding of quality education, and health (including sexual and reproductive health) and protection services for adolescent girls. Sector-wide approaches can provide important platforms for including components to end child marriage and to empower adolescent girls (e.g. the inclusion of life skills and adolescent health in the sector-wide approach to education in Bangladesh). Keeping adolescent girls in school can also be a condition of cash transfers to poor families. Country offices will seek out and develop partnerships with sectors that have large reach but that have not yet engaged adolescent girls.

Innovative partnerships to overcome structural weaknesses can help to improve the quality of large-scale government programmes, enable partnerships in which civil society organizations provide technical support to government agencies, and can mobilize alliances of civil society organizations, particularly those led by women and youth, to increase coverage and reach.

LEVERAGE INTERNATIONAL DEVELOPMENT INITIATIVES

Even countries with limited public resources may have large-scale donor-funded initiatives that could be harnessed to provide opportunities for the Global Programme. The Global Programme will harness large-scale donor-funded social programmes in education, skills building, sexual and reproductive health, violence against women and girls and social protection to provide greater opportunities for adolescent girls and reduce the risk of child marriage. The Global Programme will build on and catalyse investments from other global stakeholders such as DREAMS in Mozambique, the Gender and Adolescence: Global Evidence research initiative, the Global Financing Facility, the Global Partnership for Education, the Spotlight Initiative to eliminate violence

against women and girls, the Sexual and Reproductive Health and Rights (SRHR) Partnership Fund, Together for Girls, and the United Nations Girls' Education Initiative.

USE MASS MEDIA, SOCIAL MEDIA AND TECHNOLOGY

Media and technology are particularly useful for raising awareness and disseminating information about child marriage to large numbers of people. This approach is especially relevant for the promotion of gender-equitable attitudes among adolescent girls, boys, families and communities, the delivery of critical information to girls (including on sexual and reproductive health) and connect them to services (for example the SMS BIZ programme in Mozambique). Engagement with media and technology can be designed to intentionally challenge traditional gender norms and to model gender-equitable norms and patterns of behaviour. While communication campaigns can contribute to positive outcomes, they are insufficient on their own. Community-level change in norms and behaviours will need the active involvement of community groups, gate keepers and influencers, front-line workers and government service providers.

MOBILIZE LARGE NETWORKS AND MOVEMENTS

The Global Programme will mobilize new constituencies for ending child marriage and grow its relationships with movements for social change such as children's organizations, youth-led organizations, women's organizations, faith-based organizations, and so on. The programme will continue to cultivate leaders and champions at all levels to sustain efforts to end child marriage and promote gender equality to 2030 and beyond.

CHALLENGES AND TRADE-OFFS IN SCALING

The Global Programme recognizes that there are some trade-offs between reaching the largest number of girls and reaching the most marginalized or disadvantaged girls with programming of good quality, with fidelity to the programme design. For example, scaling up life skills through the education system does not reach out-of-school girls. Using media may reach large numbers but may not go beyond raising awareness. Also, adolescent girls may not have the same level of access to media and mobile phones as their male peers and may have less time to consume media due to household chores. The Global Programme will thus

support a variety of interventions – some with larger reach, while others are more targeted, with tailored learning components for each of these strategies.

The Global Programme recognizes the following challenges in scaling:

- The costs of failure spiral when scaling up is not based on solid evidence. We know more about what works at a small scale than at larger scale. There is more to learn from replication science and the science of scale (i.e., how to plan, adapt and refine, monitor, and manage the scaling up process to ensure quality and fidelity in the most effective programme elements);
- Measuring outcomes is critical for large-scale programmes. Existing approaches to measurement are inadequate and can be very expensive for large-scale programmes;
- As child marriage declines, it fragments into geographical pockets, and as the drivers of child marriage become more diverse, more targeted interventions are needed;
- Scale poses particular challenges in humanitarian situations. Child marriage programming in humanitarian settings needs continually adaptive solutions and changing programming modalities. Localized and community-based solutions have proven effective, but large-scale interventions are often elusive.

DEFINING SCALE BY LEVEL

Achieving large-scale results and multisectoral convergence has different implications depending on the level of programming, as follows.

- **Adolescent girls:** Reach large numbers of adolescent girls with a package of interventions through large numbers of partnerships with government and civil society organizations and service providers. Greater scale generally means the need for more human and financial resources.
- **Community, family, boys and men:** Achieve significant changes in the attitudes and behaviours of larger populations in relation to gender equality and alternative life options for adolescent girls through media and technology and through partnerships with government and civil society organizations, faith-based organizations, and with the women’s movement and youth movements.

- **Services:** Achieve systemic change through system-wide interventions for gender equality (e.g., comprehensive sexuality education, gender-responsive curriculums), adolescent-friendly health services and survivor-centred services related to violence against women and girls and child protection. Influence existing large-scale government and non-government programmes to make them gender-responsive to contribute to ending child marriage.
- **Policy:** Public financing, effective coordination, and the effective and efficient implementation of national action plans and other relevant policy frameworks at the decentralized level.

6.5. Partnerships

Partnerships is at the heart of the global effort to accelerate the movement to end child marriage, in line with the SDG framework. UNFPA and UNICEF rally governments, donors, civil society, the private sector, faith-based organizations, and women’s and youth movements around a shared vision.

REGIONAL PARTNERSHIPS

UNFPA and UNICEF have actively supported the African Union Campaign to End Child Marriage. Both agencies support the regional plan of action to end child marriage of the South Asian Initiative to End Violence Against Children. The Global Programme will continue to provide support in the implementation and strengthening of these regional initiatives. Regional offices will continue to support regional institutions in their efforts to end child marriage, including the Economic Community of West African States, the East African Community, the Southern African Development Community, and the South Asian Association for Regional Cooperation.

COUNTRY PARTNERSHIPS

Working in partnership at the country level is critical to accelerating results toward ending child marriage. UNFPA and UNICEF work with sectoral ministries and their systems to promote better policies and programming for girls at risk of and affected by child marriage. The two agencies also use their convening roles with governments to ensure that existing mechanisms maximize coordination among actors already engaged in ending child marriage, as well as to expand partnerships to include other stakeholders.

Government coordinating bodies usually fall under the auspices of national strategies and plans of action and include key stakeholders across government and civil society, such as members of Girls Not Brides.

One of the key ongoing objectives of the programme at the country level is partnership across sectors. This includes sectors that have not traditionally been at the table but have an important role to play in reducing child marriage, such as education, health and economic or finance sectors. Civil society partners in particular typically provide strong links into communities and cultures on the ground. In addition, other United Nations agencies with country presence will be included in discussions. The two agencies work with other sister agencies to ensure that child marriage is taken up within the United Nations country team and the United Nations Development Assistance Framework to ensure the synergy of efforts among the United Nations agencies.

Table 5 lists the number of partnerships in the Global Programme.

TABLE 5. Types and numbers of partnerships (as of December 2018)

TYPE OF PARTNER	IMPLEMENTING PARTNERS	OTHER PARTNERS
Civil society organization	169	26
Women's rights organizations	70	5
Child rights organizations	81	3
Youth focused organizations	99	5
Government	175	24
Media, private sector, academia, United Nations	20	15
Total	364	65

CIVIL SOCIETY PARTNERSHIPS

The Global Programme recognizes the role and contributions of all partners, including civil society organizations, academia and the private sector, and aims to build a platform with shared objectives, shared accountability and shared credit for achievements. It seeks to create a strong enabling social, political and legal environment to support the process of social change, under the leadership of governments, and with the participation

of adolescent girls themselves. Civil society partnerships play a strategic role in programme implementation.

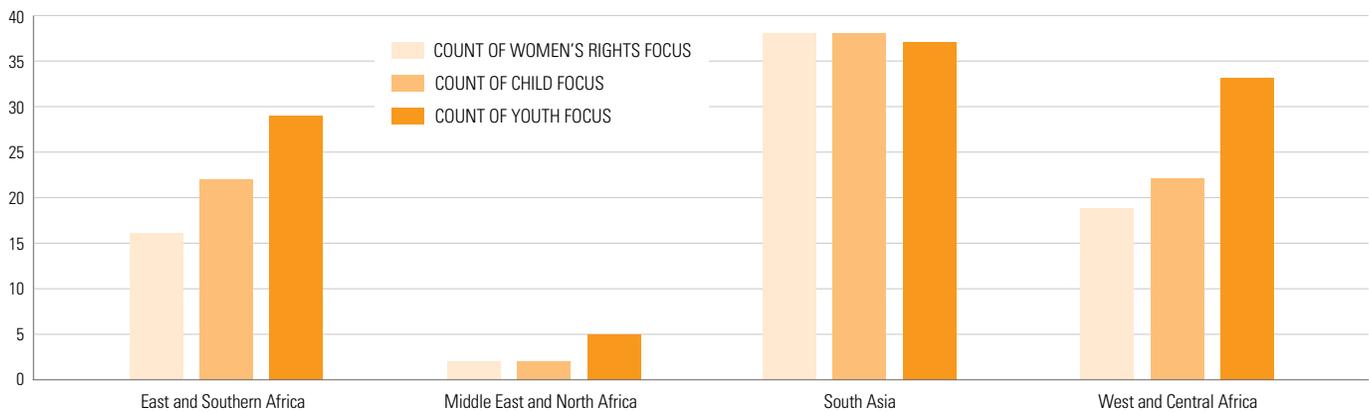
- The Global Programme partners with civil society organizations as part of a global network of stakeholders working towards ending child marriage;
- Along with civil society organizations, governments and donors, the programme works towards more coordinated advocacy efforts at the global level through resolutions of the United Nations General Assembly and Human Rights Council;
- The programme works to amplify civil society participation and ownership within national and regional mechanisms, usually government-led ones focused on adolescent girls, child marriage, adolescent pregnancy etc. The inclusion of civil society in these mechanisms is essential for their success and tends to enhance government accountability;
- The programme supports the building of alliances and networks of civil society organizations, to improve their coherence as well as their effectiveness in programming and advocacy;
- The programme also works with civil society organizations as implementing partners to reach girls, families and communities. Many of these civil society organizations are members of coalitions such as Girls Not Brides.

Among the 195 civil society organizations the Global Programme partnered with in 2018,⁴⁷ 75 have a focus on women's rights, 84 on children's rights and 104 are youth focused (see Figure 9). The highest proportion of civil society partners with a focus on one or more of these areas is found in the Middle East and North Africa region, where 86 per cent of all Global Programme partners from civil society have a focus on women's rights, children's rights and/or youth. This is followed by South Asia (81 per cent), West and Central Africa (74 per cent) and East and Southern Africa (73 per cent), giving evidence to the strong focus on these issues among the Global Programme partners.

The design of the Global Programme and its strategies, based on the theory of change, involve partnerships with girls and with communities. Local actors and stakeholders, including young people,

⁴⁷ A complete mapping of partnerships, drawing on the 2018 annual reports of country and regional offices and of headquarters, is available on request.

FIGURE 9. Global Programme partners' focus on child, youth and women's rights, by region



are better aware of the contexts in which the programme works, so it engages them to interact effectively with participants and beneficiaries.

In partnership with local authorities, civil society and young people, the Global Programme implements focused interventions at the level of girls, families and communities, in alignment with the United Nations Development Assistance Framework and the respective country programme documents. In particular, outcomes one and two (voice, choice and agency of adolescent girls) and outcomes four and five (gender-equal community environment) present significant potential for collaboration with civil society on the establishment or strengthening of community-based adolescent groups, as well as groups working on gender equality and women and girls' empowerment. These groups can be platforms for the delivery of information, skills and, in some cases, resources.

Complementarily, in collaboration with local civil society organizations, programming in C4D, child protection and health aims to engage communities and young people to promote a wider range of options for adolescent girls – beyond child marriage and early childbearing.

OTHER PARTNERS

Research institutions, academic institutions and think tanks take on specific assignments within the Global Programme framework. UNFPA and UNICEF are also working closely with the private sector, such as with phone carriers to support helplines and SMS-based innovations, or to inspire in-kind contributions.

6.6. Comparative advantages between the agencies

UNFPA and UNICEF complement each other technically in terms of their capacities and areas of expertise. Together, the two agencies cover the entire spectrum of childhood and adolescence: child protection, education, adolescent health, gender equality and the empowerment of women and girls, violence against children, violence against women and girls, social protection, social policy and communication for social and behaviour change. The two agencies have influence on the large-scale implementation capacities of governments and play significant roles in generating national data on health, education, violence against women and girls and child protection in collaboration with governments and other key stakeholders such as civil society. This complementary expertise is a strategic advantage that the Global Programme has over programmes implemented by a single agency.

The collaboration between UNFPA and UNICEF is closely aligned with the United Nations reform process, especially in relation to strengthening mutual accountability in United Nations country teams; improving system-wide analysis and planning; supporting national governments with integrated SDG policy action; improving SDG data; strengthening approaches to pooled funding; joint funding for the SDGs; strengthening partnerships with the private sector and civil society; mutual recognition; and efficiencies in business operations.⁴⁸

⁴⁸ UNICEF Executive Board, 'Update on the Implementation of GA Resolution 72/279 on the "Repositioning of the United Nations Development System in the Context of the QCPR"', New York, 2019, <www.unicef.org/about/execboard/files/EB_informal-17Jan19-Background_Note-Implementation_GA_Res_72.279-EN-2019.01.10.pdf>, accessed 19 June 2019.

LEARNING, RESEARCH, KNOWLEDGE MANAGEMENT AND VISIBILITY

7.1. Learning approach

Although much has been learned in recent years about what does and what does not work to end child marriage, strengthened documentation of this needs to be done, and many unanswered questions remain. We do not always know, for example, what works best in a given context, or have sufficient documentation on why it works and how it can be taken to greater scale without leaving behind the most marginalized girls. Learning and contributing to the evidence is an integral part of the Global Programme. In Phase II, the Global Programme will further strengthen the evidence base through a cohesive learning approach that draws together programming, data analytics, research and monitoring and evaluation for UNFPA and UNICEF within a standard framework, through an approach to synthesize and disseminate learning, and through a monitoring plan for learning and research.

The following additional points came out of the Phase II design workshop:

- One cohesive approach for the two agencies is needed with a standard framework, approach and tools for lessons learned. Country offices could submit reports of their learning to regional offices, which could in turn consolidate these and forward them to headquarters;
- A reference group should be formed of staff from the two agencies;
- Knowledge management should be used to improve programming and better understand results and challenges;
- The sharing of existing products (both bottom-up and top-down) should be facilitated;
- The right tools must be provided, with directions on how to share documents;
- Clear priorities for research need to be established, committed to learning new research methods and developing an integrated research strategy to identify the evidence, reflect the nuances and differences, and highlight any unintended consequences;
- Research should be integrated in the programme design from the beginning so that evidence informs programming;
- Determining what the knowledge management initiative will entail, who will be best placed to facilitate it and the methods to be used will be helped by understanding who the research is for and what we want to achieve;
- A community of practice across the two agencies should be formed using an interactive platform;
- Partnerships beyond the two United Nations agencies should be formed;
- The comparative advantages and division of roles between the two agencies must be clarified;
- Build trust and leverage collective knowledge;
- Knowledge should be taken outside the twelve countries and include other stakeholders to build sustainability;
- The two United Nations agencies should align approaches to social norms and behaviour change. This includes ensuring a systematic approach that uses formative research to establish the drivers and ensure appropriate baseline measurements are made to facilitate the efficient monitoring of the drivers of social norms and of social norm change.

7.2. Research and measurement

Although the Global Programme carried out more than 76 studies at country and regional levels in 2016–2017,

there has been little coordination between these studies. Phase II will take a more systematic approach to the generation of new knowledge and evidence and will develop a research strategy that can identify evidence gaps and make a contribution to the global knowledge base as a global good. The research strategy will be part of a comprehensive learning approach that integrates programming, monitoring, evaluation, statistical data analysis and qualitative research. It will provide guidance and support to deepen the analysis of existing household survey data to extract more insights for contextualizing programmes, including at the subnational level.

The research strategy will provide guidance to country offices to design research, with a focus on collaboration between the two United Nations agencies, and more broadly with key research initiatives at the country level. The strategy will also ensure that results are shared beyond the two agencies and inform the interventions of other stakeholders in the countries and regions, including governments and civil society at the forefront of efforts to end child marriage.

The UNICEF Office of Research Innocenti report 'Insights from Phase I Research' has produced some initial ideas on an integrated research strategy for Phase II.⁴⁹ The strategy will need to:

- Balance the need for specificity to context with the demand for comparability;
- Consider the right approach for the design of evaluations;
- Maximize the analysis of existing data to minimize costs;
- Look at evidence outside the research commissioned by the Global Programme and synthesize it;
- Deliver authoritative meta-analyses of the most important drivers and risk factors.

Implementation of the research strategy will require a coordinated approach in order to:

- Implement the research strategy across different countries and regions in partnership with regional and country offices;

- Give feedback on the research design and execution, and the consistency in both the content and the standards of the research question and design;
- Assist in the identification of good research institutions to support the research design and implementation across the research contexts;
- Review outputs and provide feedback at all stages of the research;
- Support the peer review and quality assurance of outputs as required;
- Undertake scans of research produced outside of the Global Programme and feed them back to the twelve countries of the programme, with an emphasis on technical assistance to translate evidence into practice;
- Support the communication of key findings and the evidence-based policy advocacy objectives of the Global Programme.

The UNFPA and UNICEF data and analytics teams have strong capacity for analyses of secondary data, tracking progress at the outcome and impact level globally. The UNICEF Office of Research Innocenti has played a role in critical cross-country and cross-regional thematic areas, such as cash transfers (The Transfer Project) and online safety (Global Kids Online) and has different models that can support the research strategy of the programme. It also has the inbuilt capacities for research uptake and communications that can lead to a strengthened link between evidence and programming. The programme will also explore links to strong research institutions, particularly those based in the global south, to directly contribute to the programme's objectives of having comparable monitoring and evaluation data across countries.

The following are some of the questions raised and issues to consider for research and measurement:

- Scale, systems and sectors:
 - Focus on design and implementation for scale, based on how far we have to go to meet the elimination goal by 2030;
 - Focus on systems change in education, health and poverty reduction to deliver gender transformative outcomes for the long run –

⁴⁹ UNICEF Office of Research Innocenti, 'Insights from Phase I Research', Florence, 2019, unpublished.

identifying catalytic opportunities for systems change and the capacity pipeline needed;

- Focus on leveraging important sectoral delivery platforms that are being financed – and making the additional ask clear.
- Embedded in the theory of change and results framework:
 - Focus on immediate and intermediate outcomes;
 - Focus on systems strengthening, poverty reduction strategies and implementing resourced components of national action plans;
 - Focus on proportional rather than absolute achievements to assess scale.

7.3. Knowledge management

Knowledge management will be a strengthened priority area in Phase II, to ensure that the best practices, knowledge, new evidence and lessons learned are gathered thoroughly and shared in a single designated space. Rather than considering knowledge management as an add-on, it will be treated as a pillar of the programme, with dedicated resources given to it. Phase II of the Global Programme will build on existing knowledge management efforts that have continually evolved for the better in Phase I. Regional offices have a critical role to play in coordinating the generation of knowledge and providing technical guidance to country offices, as well as building knowledge and evidence networks, synthesizing and aggregating evidence, and explaining what the evidence means for interventions on the ground.

The Phase II design workshop identified some resources and tools that may be needed for knowledge management, many of which already exist:

- Dedicated staff to operationalize the knowledge management strategy. This work includes identifying relevant studies and evidence from countries, synthesizing and disseminating emerging lessons, mobilizing participation of programmers, facilitating exchanges, trouble-shooting support and other opportunities to advance evidence-based programming and practice;
- Guidelines for synthesizing knowledge and evidence;
- Consolidation and dissemination of publication catalogues;

- Monthly newsletters on good practices and lessons learned;
- Webinars;
- Internal team site with programme and reference documents, list of focal points and stakeholder mailing lists;
- External website;
- Twitter and Instagram accounts for quick updates and information sharing.

7.4. Visibility and branding

During Phase I, the Global Programme concentrated on grounding structures and operations in countries on child marriage and providing adequate technical guidance and financial support to countries. Nevertheless, the Global Programme is recognized in global fora (such as the United Nations General Assembly and Human Rights Council resolutions) and investments have been made to increase its visibility through an external website, social media and human interest stories published by the programme, including through donors' and partners' social channels. The Global Programme has made efforts to advocate ending child marriage on global, regional and national levels, including through the production and dissemination of brochures and videos to a broader audience on the issue of child marriage.

Phase II will position UNFPA, UNICEF, donor partners and programme countries that have demonstrated commitment and successes more visibly within the global movement to end child marriage. The Global Programme will develop a more formalized brand for Phase II, including a new logo for the programme and a broader visual identity, to support offices in streamlining communications from the programme on a global, regional and country level. Formal links with key stakeholders will be established via regular dialogue in the form of a reinvigorated Programme Advisory Group or similar structure. Phase II will elevate the profile of the agenda to end child marriage through ongoing participation in forums, such as the United Nations General Assembly and the Commission on the Status of Women, and support for more learning events and knowledge sharing within and between countries, including those that are not currently part of the programme.

PROGRAMME GOVERNANCE AND MANAGEMENT

8.1. Governance structure

The governance structure of the Global Programme consists of multiple interlocking mechanisms to ensure solid programme implementation, financial and programmatic management and results-based reporting (see Figure 9).

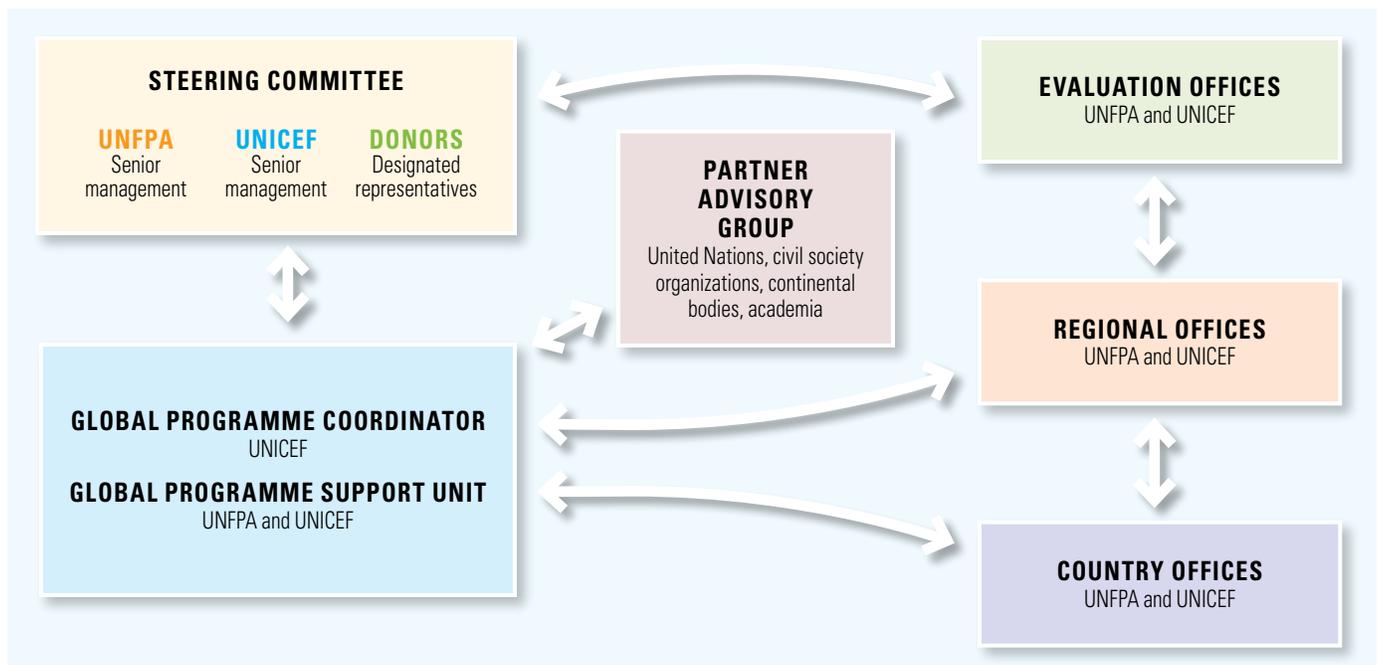
STEERING COMMITTEE

Within the management framework for the Global Programme, the Steering Committee comprises the agencies that are signatories to the Global Programme, the donors, and at least one representative from the government of a programme country. The Steering Committee provides strategic direction and oversight and has decision-making authority. Each participating United Nations organization has programmatic, financial and reporting responsibility for its part of the Global Programme.

In summary, the Steering Committee:

- Is the decision-making authority – the highest body for strategic guidance, fiduciary and management oversight and coordination;
- Facilitates collaboration between participating United Nations organizations and donors for the implementation of the Global Programme;
- Includes senior programme managers of all signatories of the Global Programme Document;
- Reviews and approves Global Programme documents and annual work plans, provides strategic direction and oversight, reviews implementation progress and addresses problems, reviews and approves progress reports and evaluation reports, notes budget revisions/reallocations, audit reports (published in accordance with each participating United Nations organization’s disclosure policy), initiates investigations if needed;

FIGURE 9. Global Programme management structure



- Meets at least twice a year. One meeting is to be held towards the end of the year to approve annual requests for fund allocation for the subsequent year, and the other is to be held mid-year to receive a summary of and review the year-end report, visit a programme country for a monitoring and learning mission, and to discuss other pending matters as needed.

Members of the Steering Committee will receive the agenda and documentation for the meetings at least two weeks in advance. Steering Committee meetings will ideally take place in New York. The Global Programme Support Unit carries out the Secretariat functions for the Steering Committee, and the meetings are co-chaired by UNFPA and UNICEF.

PARTNER ADVISORY GROUP

The established Partner Advisory Group will be renewed, to firstly advise the Global Programme and secondly serve as a platform for coordination and knowledge sharing for the sector at large with a variety of actors in the child marriage area. It acts as the technical counterpart to the Steering Committee and gives advice on policies, strategies and advocacy through interactions with the Global Programme Support Unit. The Partner Advisory Group helps to structure the process of consultations with partners – including civil society, international non-governmental organizations, other United Nations agencies, foundations, academia and the

private sector – and benefit from the strategic, policy and operational advice that these constituencies can offer. Members of the Partner Advisory Group include United Nations agencies, government representatives, regional organizations and civil society organizations.

GLOBAL PROGRAMME SUPPORT UNIT

The Global Programme Support Unit consists of staff of UNFPA and UNICEF, under the lead and management of UNICEF as the mandated convening agent, to ensure high-quality planning, implementation and oversight at headquarters, regional and country office levels. The headquarters offices are responsible for overall leadership, while headquarters and regional offices work together on programme guidance, planning, reporting, and oversight. UNFPA costs for programme management and coordination (not part of the UNICEF convening agent budget) are reflected in the work plans of UNFPA headquarter and regional offices. The support unit is responsible for joint annual planning, review and monitoring of the programme for submission and approval to the Steering Committee. Furthermore, the support unit leads on strategic and technical programme guidance.

REGIONAL AND COUNTRY ENTITIES

Regional and country offices work closely with the Global Programme Support Unit, following the overall division of labour detailed in Table 6.

TABLE 6. Division of labour in the Global Programme

GLOBAL LEADERSHIP (HEADQUARTERS)	REGIONAL LEADERSHIP (REGIONAL OFFICE)	COUNTRY LEADERSHIP (COUNTRY OFFICE)
<ul style="list-style-type: none"> • Provide strategic direction and guidance to country office programmes • Provide technical guidance, monitoring and evaluation frameworks, research strategies and technical assistance, with regional offices, for country offices • Liaise with key partners, Member States and the executive boards, on communications, resource mobilization and advocacy • Convene the Steering Committee and provide secretariat support • Consolidate work plans and budget allocations • Consolidate monitoring and reporting into annual reports • Establish multi-country, multi-region knowledge management processes • Organize global annual consultation meetings 	<ul style="list-style-type: none"> • Provide regional strategic direction and guidance and technical support to country office programmes • Joint country monitoring of implementation and results • Contribute to regional processes, support the work of regional bodies • Prepare, with headquarters, technical guidance, monitoring and evaluation frameworks, research strategies, and technical assistance for country offices • Establish multi-country knowledge management processes that go beyond the twelve countries of the Global Programme • Support global and regional network meetings and consultations • Prepare reports on regional progress 	<ul style="list-style-type: none"> • Liaise with national coordination group on ending child marriage • Coordinate UNFPA-UNICEF joint planning with the government on annual plans • Establish partnership agreements with implementing partners and direct accountability for resources and results • Set up data collection systems and monitoring processes • Provide technical assistance to the government and implementing partners • Conduct joint agency missions • Prepare joint reporting to global level • Build local partnerships and advocacy

PROGRESS AND UTILIZATION REPORTING

Following United Nations Sustainable Development Group (UNSDG) guidelines for parallel and pass-through funding modalities,⁵⁰ one organization is responsible for consolidated global narrative reporting based on the preparation of joint reports at the country level. UNICEF, the mutually agreed-on convening agent, has taken the lead role on preparing the consolidated annual global narrative report. UNFPA and UNICEF follow an annual narrative and financial reporting structure for participating offices at country, regional and headquarters levels that is harmonized across offices and provides information on key areas of progress. UNFPA and UNICEF country and regional offices provide joint annual reports to the Global Programme Support Unit in late January of each year. The annual country reports are in turn synthesized into a global report for submission to the Steering Committee by the end of the second quarter of the year.

8.2. Human resources

Through consultation, the two United Nations agencies identified the existing human resources and capacity areas needed to implement the Global Programme. The structure of the teams working on child marriage varies across offices. However, a cross-sectoral approach and a coordination mechanism among the relevant sectors constitute a common theme. All the relevant UNICEF sectors (adolescent development and participation, child protection, C4D, data and analysis, education, evaluation, gender, social policy, health and HIV) are increasingly linking their specific programmes and work to have a coordinated response. UNFPA country and regional offices draw on staff with expertise in adolescent sexual and reproductive health, gender and population and development, including data.

UNFPA and UNICEF are strengthening their human resources at country, regional and headquarters levels to expand their work on child marriage and deliver the Global Programme outcomes. With few exceptions, the agencies' human resources working on the programme are being drawn from existing staff capacity assigned to various programme areas. With the overall strategy being multisectoral, most of the offices' work plans have identified specific strategies that will be carried out by the

sections responsible, with a child marriage focal person appointed in the section, and the convening of regular multisectoral planning and progress update meetings to ensure close coordination and collaboration across sections.

Staff positions are determined by country programme and office management plans, and country and regional offices have initiated recruitment for a limited number of posts directly linked to the programming work on child marriage. Where needed, short-term consultants are brought on board. Having a dedicated staff to manage the Global Programme in each office is important to ensure coordination, synergies, joint planning and implementation. Countries are allowed to allocate up to 15 per cent of their budget to cover human resources (national and international staff).

8.3. Fund management

The Global Programme brings together UNFPA and UNICEF with distinct mandates for enhanced impact at a large scale. The programme is designed to enhance clarity about the roles and responsibilities of each partner, to help to identify complementarities and to minimize the duplication of efforts, and to ensure mutual accountability on the delivery of the results. To achieve this, the Global Programme primarily uses a pass-through funding modality, while accommodating parallel contributions based on donor restrictions, following the UNSDG guidelines.⁵¹ In this way, UNFPA and UNICEF are jointly working towards a common goal and from a common results framework that is clearly defined, while each organization is accountable for its results.

UNICEF has taken on the role of administrative agent and convening agent. According to the UNSDG guidelines, the administrative agent is accountable for:

- Effective and impartial fiduciary management and financial reporting;
- Financial/administrative management: receives donor contributions, disburses funds to participating United Nations organizations based on Steering Committee instructions, and consolidates periodic financial reports and a final financial report;

⁵⁰ United Nations Sustainable Development Group, 'UNDG Guidance Note on Joint Programmes', New York, 2014, <<https://undg.org/document/guidance-note-on-joint-programmes>>, accessed 17 June 2019.

⁵¹ United Nations Sustainable Development Group, 'UNDG Guidance Note on Joint Programmes', New York, 2014, <<https://undg.org/document/guidance-note-on-joint-programmes>>, accessed 17 June 2019.

- Day-to-day administration;
- The administrative agent is entitled to a fee of one per cent on total contributions.

The convening agent is accountable for:

- Coordination of programmatic activities and narrative reporting;
- Responsibility for operational and programmatic coordination: coordinates all the Global Programme

partners, coordinates and compiles annual work plans and narrative reports, coordinates monitoring of annual targets, convenes and reports on Steering Committee meetings, facilitates audits and evaluation, and reports back to the Steering Committee; may be involved in resource mobilization;

- Involvement in day-to-day coordination, but does not hold any financial or programmatic accountability;
- The convening agent is entitled to charge coordination costs directly to the Global Programme budget.

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ANNEX 1: GLOBAL PROGRAMME RISK MATRIX

RISK	PROBABILITY	IMPACT	MITIGATION	DECEMBER 2019 UPDATE
A. Country risks (political and security)				
<p>1. Political will of Member States, including commitment to legal and legislative change and financial investments, is lacking, thereby hampering positive change.</p>	Low	Medium	<p>The Global Programme has strategically selected countries where some amount of momentum exists against the issue of child marriage. Strong working relationships with the authorities and national ministries will be maintained to build a sense of common purpose and enhance national ownership of the process. The programme will also amplify civil society voices, including alliances and external funds, which tend to enhance government accountability.</p>	<p>Risk Rating: Low</p> <ol style="list-style-type: none"> 1. Joint UNFPA-UNICEF advocacy strengthens country strategies for launch, implementation and budgeting of National Action Plans for ending child marriage. 2. Lessons learned from countries who have launched and budgeted plans (Burkina Faso, Ethiopia, Ghana, Mozambique and Uganda) shared with countries in the Global Programme and beyond. 3. Continued engagement with regional economic communities such as the African Union (AU), the Southern Africa Development Community (SADC) and the Economic Community of West African States (ECOWAS) through mechanisms such as the African Union Campaign to End Child Marriage for enhanced 'influence' at country level. 4. Continued engagement with regional and national government entities through mechanisms such as the United Nations Commission on the Status of Women, and the United Nations General Assembly for high-level advocacy. 5. Joint advocacy through civil society organization networks such as Girls not Brides (activated at global level and implemented at country level) to hold governments accountable.
<p>2. Changes in the political context in countries, such as changes in leadership and shifts in national priorities (away from ending child marriage) affect continuation and sustainability of ongoing positive change processes.</p>	Low to Medium	Medium	<p>Country programmes are designed to implement strategic plans, in consultation with national governments and in alignment with national priorities. Both UNFPA and UNICEF have longstanding relationships with the legislative and executive arms of member states which permits a high degree of continuity in work, with slight changes in direction as needed to align with any new priorities. The multisectoral nature of the Global Programme permits continuity and sustainability of action through the most promising lead ministries in any given context. Country commitments enshrined in international declarations and conventions are also utilized as the basis for sustaining action.</p>	<p>Risk Rating: Low</p> <ol style="list-style-type: none"> 1. Continued engagement with regional economic communities such as the AU, SADC and ECOWAS through mechanisms such as the AU Campaign to End Child Marriage for enhanced 'influence' at country level. 2. Evidence informed advocacy with targeted sectors in all Global programme countries except Yemen.

ANNEX 1: GLOBAL PROGRAMME RISK MATRIX

RISK	PROBABILITY	IMPACT	MITIGATION	DECEMBER 2019 UPDATE
<p>3. Humanitarian crises (e.g. Ebola virus outbreak in Sierra Leone, earthquake in Nepal, conflict in Yemen, Rohingya crisis in Bangladesh, tropical cyclone in Mozambique, Sahel crisis in Burkina Faso and Niger) hamper or completely restrict implementation.</p>	Medium	High	Country offices of both UNFPA and UNICEF prioritize disaster preparedness, and temporarily shift to emergency response in affected regions – which tends to usually include children and adolescents at risk of or affected by child marriage. In consultation with the Global Programme Steering Committee, to the extent possible, programme activities in unaffected regions will continue, and end child marriage programme activities will be reactivated in affected regions as early as possible including during the reconstruction phase.	<p>Risk Rating: Low</p> <ol style="list-style-type: none"> 1. UNFPA and UNICEF continuously monitor the emergency situation in the Global Programme countries. 2. UNFPA and UNICEF Headquarters and the Regional Offices in the Middle East and North Africa/Arab States consistently monitor the emergency situation in Yemen through sitreps.
<p>4. The programme does not reach the most-at-risk/vulnerable girls.</p>	Low to Medium	Low	In designing the Global Programme, UNICEF applied a Monitoring Results for Equity System approach, to deliver equity-focused planning, programming and monitoring. This tool supports monitoring programmes and policies to ensure that an equity approach to reach the most marginalized children is evidence-based and in support of planned impact. UNFPA uses population data to conduct age, gender, and geographically disaggregated analysis to estimate prevalence and burden of child marriage. At the core of both these approaches are the identification and targeting of the most vulnerable, holding service providers accountable and creating better access for the most disadvantaged communities including girls at risk of and affected by child marriage.	<p>Risk Rating: Low</p> <ol style="list-style-type: none"> 1. Strategic focus of the programme continues to aim to reach for the most vulnerable girls through Monitoring Results for Equity Systems and population data analysis.
<p>5. Inadequate coordination between development partners working on ending child marriage results in duplication of efforts.</p>	Low to Medium	Low	Working jointly with multiple donors (Belgium, Canada, the Netherlands, Norway, the United Kingdom, the European Commission and Zonta International) through the Global Programme is already demonstrably mitigating this risk. In addition, the planned phase will ensure programmatic resources are complementary to each other and reach areas of greatest need. At country level, UNFPA and UNICEF are coordinating with governments to ensure that their ending child marriage strategy is aligned with national priorities, and supporting a unification of civil society efforts, in order to avoid duplication.	<p>Risk Rating: Low</p> <ol style="list-style-type: none"> 1. Governance structure of the Global Programme (such as the Steering Committee and the Partner Advisory Group) provides a forum for coordination between development partners, civil society organizations and governments. 2. Active engagement in networks such as Girls not Brides, including participation in their annual global meeting. 3. Active engagement and support for the implementation of the Spotlight Initiative to Eliminate Violence Against Women and Girls.
<p>6. Inadequate coordination between UNFPA and UNICEF.</p>	Low	Medium	The Global Programme works within a formalized programme structure that both facilitates and mandates various coordination systems including through the Administrative Agent function and the Steering Committee.	<p>Risk Rating: Low</p> <ol style="list-style-type: none"> 1. Enhanced coordination between UNFPA and UNICEF through one Global Programme Coordinator, joint communication and joint projects in similar geographic areas.

ANNEX 1: GLOBAL PROGRAMME RISK MATRIX

RISK	PROBABILITY	IMPACT	MITIGATION	DECEMBER 2019 UPDATE
B. Development/delivery risks				
<p>1. Inadequate capacity of government partners, civil society or UNFPA/UNICEF staff lowers effectiveness, efficiency, relevance etc.</p>	Medium	Medium	<p>The Global Programme is developing a strong monitoring and evaluation framework, with intermediate and immediate outcomes, including an independent evaluation in close cooperation with the independent Offices of Evaluation of both agencies. Programme baselines and regular monitoring will be established to track progress of Phase II implementation. An outcome evaluation will be carried out that will outline the degree to which results can be attributed to the Global Programme. In addition, the programme continues to generate data and evidence that will stand alone, but also critically inform the outcome evaluation of the Global Programme. Put together, these elements will be able to track the programme's effectiveness at the intermediate and immediate outcome as well as output levels which will provide useful benchmarks for assessing progress.</p>	<p>Risk Rating: Medium</p> <ol style="list-style-type: none"> 1. Agencies undertake continuous programmatic assessments to ascertain suitability of implementing partners to ensure they are working with the best partners who are suitably positioned to achieve results and have the mandate and competitive advantage on the ground.
C. Partner risks				
<p>1. Inadequate capacity of government partners, civil society or UNFPA/UNICEF staff lowers effectiveness, efficiency, relevance etc.</p>	Low to Medium	Low to Medium	<p>One of the key assumptions underlying the Global Programme is the existence of the need for capacity-building at country level of a variety of stakeholders. Capacity tends to vary across countries and financial support dedicated to boosting capacity will be adjusted accordingly. Technical support across the programme (from headquarters, from Regional Offices, between countries, and from external technical partners) will also be allocated as per capacity and needs. Where needed, external consultants and partners will be brought on board to bridge the capacity gaps.</p>	<p>Risk Rating: Medium</p> <ol style="list-style-type: none"> 1. GPSU and Regional Offices focus on provision of technical support to enhance country capacity through sharing information on knowledge management platforms; webinars; communities of practices (e.g. Yammer); emails; monthly newsletters; country visits; annual consultations; and engagement of consultants. 2. Country offices provide support and training of implementing partners on financial management, implementation of the Harmonized Approach to Cash Transfers and reporting. 3. Country offices facilitate quarterly and annual reviews of implementation including monitoring of budget and south-south exchanges.
D. Financial risks				
<p>1. The Global Programme does not attract enough funding to deliver results at scale due to changes in partner priorities or other reasons.</p>	Medium	Medium to High	<p>The option of working jointly with other donors through the Global Programme will go a long way to mitigate this risk. In addition, Phase II will ensure programmatic resources are complementary and reach areas of greatest need. Further, the Global Programme has focused only on 12 countries.</p>	<p>Risk Rating: Medium</p> <ol style="list-style-type: none"> 1. GPSU has developed a resource mobilization strategy, actively identifying and meeting partners to raise resources. 2. GPSU has developed a communication and visibility strategy, including an advocacy calendar to enhance visibility of the Global Programme. 3. Strategic relationships with donors fostered through regular meetings to review country situations and programme progress. 4. Relationships with UNFPA and UNICEF National Committees sustained through visits, teleconferences and regular country updates.

ANNEX 1: GLOBAL PROGRAMME RISK MATRIX

RISK	PROBABILITY	IMPACT	MITIGATION	DECEMBER 2019 UPDATE
E. Reputational risks				
1. Risk of cultural sensitivity of the topic, risk of conservative backlash from within the communities.	Low	Low to Medium	It is crucial that the programme is not perceived as imparting a particular agenda or ideological framework that is not in the best interests of the community. Hence, careful consideration will be given to how issues are conceptualized and framed in any given country and sub-national context with adherence to basic do-no-harm guidelines. Community leaders, parents and guardians will be involved from the start as per ethics protocols as well as cultural considerations. UNFPA and UNICEF have strong backgrounds in community-level work and are successfully managing end child marriage programmes in many countries already, demonstrating that it is indeed possible to avoid any reputational risks to the agencies or development partners.	Risk Rating: Low 1. Agencies are implementing in a culturally sensitive manner at country level.
2. Risk of human rights violations of government partners, civil society or UNFPA/ UNICEF staff either directly, through actions (or omissions), or through business relationships or supply chains.	Low	Medium	The Global Programme works within the UN Guiding Principles on Business and Human Rights.	Risk Rating: Low 1. UNICEF is implementing the procedures for a child safeguarding framework in all countries. The framework is supported with the 2016 Child Safeguarding Policy. 2. UNICEF is implementing the framework for protection from sexual exploitation and abuse (PSEA) in all countries that covers some issues that the child safeguarding framework is not covering.
F. Fiduciary risks				
1. Risk that funds are not used for the intended purposes; do not achieve value for money; and/or are not properly accounted for.	Low	Medium to High	UNFPA and UNICEF policies on fraud and procurement are publicly available and strictly applied. Within the Global Programme framework, the Steering Committee is the highest body for strategic guidance, fiduciary and management oversight and coordination. The Administrative Agent will be accountable for effective and impartial fiduciary management. Outside the direct Global Programme framework is the United Nations Development Group (UNDG) Fiduciary Management Oversight Group, which will serve as the first point of contact in headquarters for fiduciary matters. It oversees the implementation of the fiduciary aspects of the UNDG policies on joint funding mechanisms and discusses any required departures from the standard Memorandum of Understanding, Letters of Agreements and Steering Committee Terms of Reference.	Risk Rating: Low 1. Programme countries continuously apply assurance activities through audit firms to support undertaking of spot checks, audits and micro-assessments. 2. Exploring alternative solutions to direct cash-transfer to partners to avoid fraud or misuse to the extent possible. 3. UNFPA's and UNICEF's anti-fraud and whistleblower protection policies shared with partners, consultants and contractors as appropriate.

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

Document Number: DFAM/PROCEDURE/2019/009

Effective Date: 23 May 2019

RATIONALE

1. UNICEF's Policy on Conduct Promoting the Protection and Safeguarding of Children (CF-EXD-2016-006) ("Child Safeguarding Policy") sets out UNICEF's commitment to minimize risks of harm to children arising from its programmes, operations, personnel and partners. UNICEF's child safeguarding commitments include but go beyond those associated with protecting children from sexual exploitation and abuse.¹ Paragraph 6.4 of the Child Safeguarding Policy indicates that its commitment is to be fulfilled through Procedures, Standards and Guidance ("regulation") issued by relevant Division Directors within each of their specialized areas of accountability.
2. This Procedure records those accountabilities. It thereby reflects a comprehensive, decentralized and specialized regulatory system ("the UNICEF Child Safeguarding Framework"). The Framework states which aspects of the child safeguarding system will be regulated by *whom*. Division Directors themselves decide *how* they will regulate, through regulation which may be already adopted, to be introduced, or to be amended. The UNICEF Child Safeguarding Framework addresses the vetting of personnel and associates, general standards of conduct, specialized standards of conduct, training, performance management, risk management, general procedures for addressing non-compliance, and procedures for implementing and amending this Framework.

APPLICABILITY / SCOPE

3. This Framework applies to all programmatic, administrative and operational aspects of UNICEF's work. Everyone at UNICEF, regardless of role, has child safeguarding responsibilities. See Annex 1.

FRAMEWORK STATEMENTS

4. Definitions are supplied in Annex 2.

General Principles – How to Apply the Framework

5. The UNICEF child safeguarding regime shall be interpreted and applied in a fashion that:
 - 5.1 Accords with provisions of the *Universal Declaration of Human Rights*, and the *Convention on the Rights of the Child* (including its principles of non-discrimination, the best interests of the child being a primary consideration, the right to life, survival and development, and respect for the views of the child in decisions affecting them or right to participation);
 - 5.2 Is compatible with related UN and UNICEF policies, including those relating to sexual exploitation and abuse, which may prescribe specialized child safeguarding standards or procedures;
 - 5.3 Fosters an environment of openness, transparency and accountability, where child safeguarding concerns can be raised.
6. The UNICEF child safeguarding regime and local laws must generally *both* be followed, to provide maximal protection of children. Should a member of UNICEF personnel find it impossible to comply with both standards, s/he should promptly raise the issue with his/her Head of Office, who may seek information from local authorities and/or from the Senior Advisor (Child Safeguarding) in New York.
7. UNICEF is committed to the welfare of all children. UNICEF cannot ignore reported risks or concerns of abuse, whether or not they are connected with work or the workplace. Behavior in the private life of a member of UNICEF personnel or that of a UNICEF associate may reflect on UNICEF and be harmful to children. UNICEF child safeguarding regime regulates such behavior.

¹ The framework for protection from sexual exploitation and abuse (PSEA) covers some issues that this framework does not: e.g. protections for adults, requirements for reporting of peacekeepers and other non-UNICEF actors, etc.

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

8. Each document in the UNICEF child safeguarding regime is to be made available, as appropriate and possible, in a form and language the person understands, to:
 - 8.1 each person whose conduct the document regulates;
 - 8.2 as appropriate, children whom UNICEF serves and their parents or caregivers, and UNICEF associates.

Vetting – Deciding with whom UNICEF will work

9. UNICEF shall establish standards and processes for screening potential UNICEF personnel and associates, to ensure proper due diligence with regard to child safeguarding. These standards and processes shall be set by:
 - 9.1 The Director of DHR for UNICEF Personnel, other than Goodwill Ambassadors;
 - 9.2 The Director of DOC for Goodwill Ambassadors;
 - 9.3 The Director of Supply Division for suppliers and vendors;
 - 9.4 The Director of FRG for government, civil society and bilateral/multilateral implementing partners;
 - 9.5 The Director of PFP for National Committees and corporate partners.
10. Before appointment, partnership or award, the office designated under the relevant standard or procedure shall screen the potential UNICEF personnel or associate.

Standards of conduct – Behavior of different parties with whom UNICEF works

11. To the extent possible and appropriate, Division Directors setting standards of conduct shall seek uniformity in standards across UNICEF personnel and associates and host governments.

UNICEF Personnel

12. The Director of DHR shall establish general standards of personal conduct concerning child safeguarding, which standards are not specific to particular aspects of UNICEF's work, and are to be followed at all times by UNICEF personnel (other than Goodwill ambassadors).
13. Such standards shall be made available to all such personnel and shall be made a condition of service for all personnel.

Goodwill ambassadors

14. The Director of DOC shall establish or adopt standards of conduct concerning child safeguarding for goodwill ambassadors. Such standards shall be incorporated into agreements with each goodwill ambassador and be made a condition of such agreements.

Vendors and Suppliers

15. The Director of Supply Division shall establish or adopt standards of conduct concerning child safeguarding for suppliers and vendors, including those relating to the use of child labour. Such standards shall be made a condition of the sale, supply or service contract.

Civil society implementing partners

16. The Director of FRG in consultation, as appropriate, with the Civil Society Partnerships Section of DOC and Programme Division shall establish or adopt standards of conduct concerning child safeguarding for civil society and bilateral/multilateral implementing partners. Such standards shall be made a condition of each partnership agreement and any funding from UNICEF.

National Committees

17. The Director of PFP shall establish or adopt standards concerning child safeguarding for UNICEF National Committees. Such standards shall be incorporated into agreements with each National Committee and be made a condition of such agreements.

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Host governments

18. The Director of FRG in consultation, as appropriate, with PD, shall establish child safeguarding standards that UNICEF shall encourage and work with host governments to progressively adopt and enforce, including with regard to the conduct of their own personnel.
19. Where standards are incorporated into an agreement with a host government, the agreement will specify how such standards shall be met, and what action shall be taken and by whom if the standards are not met.

Private sector partners

20. The Director of PFP shall establish or adopt standards concerning child safeguarding that will be used in considering whether to initiate or continue any private sector partnership. Such standards shall be incorporated into agreements and be made a condition of such agreements.
21. The Director of PFP may establish guidance concerning child safeguarding for business that UNICEF endorses for use by business entities, regardless of whether or not UNICEF has a formal partnership or contractual relationship with them.

Programme delivery – Specialized standards : Delivering on safe programmes

22. The Director of PD shall establish child safeguarding regulation addressing, among other things:
 - 22.1 Means for identifying and mitigating particular situational risks and personal risks facing individual children, and how to identify and address needs for immediate protection;
 - 22.2 Standards or guidance for identifying local institutional and legal resources for mitigating risk or responding to safeguarding concerns where a programme is delivered;
 - 22.3 Particular knowledge required of UNICEF personnel and associates to engage in UNICEF programming that involves significant contact with children, or which has the potential to generate significant direct or indirect collateral risks to them;
 - 22.4 Standards to be employed by UNICEF personnel and associates in interacting with children during programmatic work (including, as appropriate, through online and digital platforms);
 - 22.5 Standards to be employed by UNICEF personnel and associates in interacting with parents, caregivers and authorities in addressing child safeguarding concerns;
 - 22.6 Standards UNICEF personnel and associates are to observe to safely bring children into contact with non-personnel/non-associates (e.g. visitors, donors, media representatives), such as on field trips and in conferences/workshops;
 - 22.7 Standards UNICEF personnel and associates are to ensure that non-personnel/associates respect when the non-personnel/associates are brought into contact with children, such as on field visits and in conferences/workshops;
 - 22.8 Standards or procedures for the executive escalation of field-level reports and/or inter-agency reporting of allegations of sexual exploitation and abuse, and where applicable, in consultation with the Director, EMOPS, relevant violations of international human rights, violations of international humanitarian law, conflict-related sexual violence or a grave violation against children;²
 - 22.9 Standards for the provision of victim/survivor assistance;
 - 22.10 Standards for intervention when the immediate source of risk is another child or self-harm;
 - 22.11 Information that shall be provided through UNICEF programming to beneficiaries and communities, together or in alignment with mechanisms for protection from sexual exploitation and abuse, related to how to report child safeguarding incidents, how UNICEF addresses such reports, and how these groups may provide feedback about UNICEF's child safeguarding regime.
23. All UNICEF personnel shall abide by these standards that are made applicable to them. All UNICEF personnel shall seek full compliance with the standards made applicable to UNICEF associates.

² Specific reports within these categories may or may not engage UNICEF child safeguarding obligations, depending on the conduct involved, involvement of parties in the UNICEF child safeguarding regime, the age of the survivor/victim, etc. Any such standards or procedures for child safeguarding do not displace (but may complement) mandates for reporting through other channels.

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Privacy and data protection – Specialized standards :Securing data and online/media interactions

24. The Executive Director will establish a general data protection and privacy policy, which shall include reference to personal data (including sensitive and particularly sensitive data) collected from or about children.
25. The Director of DOC shall establish standards concerning:
 - 25.1 The photographic, audio, text or video capture of children and/or their stories, the use and dissemination of such media, through official and personal channels;
 - 25.2 UNICEF engagement of children with the media; and
 - 25.3 Interactions with children through social media, and for public-facing websites, social media channels and mobile applications.
26. The Director of ICTD shall establish technological standards, to guide UNICEF personnel and associates to appropriately manage personal data (including sensitive and particularly sensitive data) collected from or about children through technological security measures.
27. All UNICEF personnel, associates and other persons having access to UNICEF's records shall adhere to these applicable standards, as a condition of their continuing access to the records.

Research, Monitoring and Evaluation – Specialized standards : Safe research and review

28. The Director of DRP and the Director of Evaluation shall establish and maintain child safeguarding standards for data collection, analysis, research and evaluation with child participants.

Training – Strengthening safeguarding capacity

29. UNICEF shall make available training or informational materials addressing child safeguarding. Appropriate material shall be made available by:
 - 29.1 The Director of DHR for UNICEF Personnel;
 - 29.2 The Director of Supply Division for suppliers and vendors;
 - 29.3 The Director of FRG for civil society, bi-lateral, or multilateral partners;
 - 29.4 The Director of PFP for National Committees and corporate partners;
 - 29.5 The Director of DOC for Goodwill Ambassadors.
30. The training or materials will address individual responsibilities in regard to child safeguarding, potential harms facing children, risk situations, how to manage such risk, and how to report and/or respond to situations of threat or harm to children.
31. UNICEF will make the materials available to all UNICEF personnel and associates. UNICEF will make completion of training (as appropriate to their role) mandatory for UNICEF personnel, and will seek to progressively make such training available to associates.

Performance management – Planning and managing safeguarding behaviour

32. The Director of DHR shall establish a performance management framework for UNICEF personnel, other than Goodwill ambassadors, through which the handling of non-disciplinary child safeguarding concerns, as described under Annex 3 para.5.1, can be managed.
33. The Director of FRG, in consultation, as appropriate, with PD, shall establish procedures and systems for planning child safeguards with civil society partner, bilateral or multilateral partners, and for managing child safeguarding concerns about programmes or partners.

Risk management – Identifying and managing enterprise safeguarding risks

34. The Director of DFAM shall establish standards for integrating child safeguarding risks into the UNICEF Enterprise Risk Management framework, such that child safeguarding risks and management measures are assessed, recorded and monitored.

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

Contravention of safeguarding regime – Addressing Incidents and Issues

35. The procedure for addressing contraventions of the safeguarding regime is addressed in Annex 3.
36. OIAI shall adopt or establish investigative standards and procedures that accommodate the needs of child safeguarding, standards which will also be employed, as necessary, in any related whistleblowing case, including:
 - 36.1 Appropriate training for its investigators who may have contact with children as witnesses or complainants;
 - 36.2 Standard operating procedures when dealing with children as witnesses or complainants, and the parents or caregivers of such children;
 - 36.3 Any additional appropriate privacy protections;
 - 36.4 Procedures for best ensuring child safeguarding when transmitting or transferring a case to a local authority.

Consultation – Creating and updating safeguarding regulations

37. All procedures and guidance issued under para. 6.4 of the Child Safeguarding Policy, this framework, or otherwise having significant child safeguarding dimensions, should be:
 - 37.1 Notified to the Senior Advisor (Child Safeguarding), if introduced before the Child Safeguarding Framework takes effect, and subject to consultation with the Senior Advisor (Child Safeguarding), if introduced after the Child Safeguarding Framework takes effect;
 - 37.2 The subject of intra- and inter-office consultation, as required by the Regulatory Framework or as appropriate;
 - 37.3 The subject of external (including child) consultation, where possible and appropriate.
38. The Deputy Executive Director for Management shall supervise the issuance of Procedures and Guidance under this framework. The Senior Advisor (Child Safeguarding) shall facilitate the process.

Special Considerations in Emergency Contexts

39. This Framework applies in all contexts. Standards issued pursuant to this framework may provide for special considerations in emergency contexts.

Transitional Measures

40. This framework takes effect immediately.

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

SCOPE OF THE FRAMEWORK

1. The Framework is for Procedures, Standards and Guidance to be applied to persons or entities acting in the roles listed below. To some, the Procedures, Standards and Guidance will apply directly. Others will be subject to the Procedures, Standards and Guidance reflected in agreements with UNICEF, which will be secured by UNICEF staff:
 - 1.1 UNICEF staff;
 - 1.2 Individual consultants and contractors;
 - 1.3 UN Volunteers (UNVs) deployed at UNICEF;
 - 1.4 Interns, (non-UNV) volunteers and *gratis* personnel at UNICEF;
 - 1.5 UNICEF goodwill ambassadors;
 - 1.6 Individuals serving on loan to UNICEF;
 - 1.7 Individuals under standby personnel agreements with UNICEF;
 - 1.8 Persons working for UNICEF through an institutional contract (e.g. employment agency);
 - 1.9 Host governments through UNICEF staff;
 - 1.10 Civil society partners through UNICEF staff;
 - 1.11 Bi- or multi-lateral partners through UNICEF staff;
 - 1.12 National Committees through UNICEF staff;
 - 1.13 Suppliers or vendors through UNICEF staff;
 - 1.14 Corporate partners through UNICEF staff;
 - 1.15 Sub-contractors of the entities listed in paras. 1.8-1.14 through UNICEF staff.

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

INTERPRETATION OF THE FRAMEWORK

For the purpose of this Framework:

1. **“Child”** or **“children”**, refers to a person or persons under the age of 18, regardless of the age of adulthood under local law.
2. **“Child safeguarding”** refers to proactive measures taken to limit direct and indirect collateral risks of harm to children, arising from UNICEF’s work, UNICEF personnel or UNICEF associates. The risks may include those associated with: physical violence (including corporal punishment); sexual violence, exploitation or abuse; emotional and verbal abuse; economic exploitation; failure to provide for physical or psychological safety; neglect of physical, emotional or psychological needs; harmful cultural practices; and privacy violations.
3. **“Concerns of abuse”** are reasonable suspicions held by personnel of UNICEF or a UNICEF associate, that another member of personnel of UNICEF or a UNICEF associate has engaged in:
 - 3.1 sexual exploitation or abuse of a child; or
 - 3.2 other conduct that caused a child to suffer or will likely cause a child to suffer significant physical or psychological harm.
4. **“Head of Office”** means the Chief of Staff (with respect to the Office of the Executive Director), Division Director (with respect to an HQ Division, in NY or elsewhere), Regional Director (with respect to a Regional Office), Representative (with respect to an Area/Country Office), or any Officer-in-Charge for one of those roles. It does not include a head or chief of a sub-office, zone office, field office or other person who reports directly or indirectly to a Representative (a “head of sub-office”).
5. **“Lower-level concerns”** exclude concerns of abuse (as defined in this Framework). They are reasonable suspicions held by personnel of UNICEF or a UNICEF associate, that another member of personnel of UNICEF or a UNICEF associate has engaged in unsatisfactory conduct in connection with obligations under the UNICEF child safeguarding regime.³
6. **“UNICEF child safeguarding regime”** refers to the provisions of CF-EXD-2016-006 (*Child Safeguarding Policy*), the provisions of this Framework, and the provisions of Procedures, Standards and Guidance established under this Framework.
7. **“UNICEF personnel”** refers to UNICEF staff, individual consultants and contractors, UNVs, interns, volunteers, gratis personnel, UNICEF goodwill ambassadors, individuals serving on loan or deployed under Stand-by Personnel arrangements to UNICEF, and persons working for UNICEF through an employment agency or similar arrangement.
8. **“UNICEF associate”** refers to a civil society partner, bilateral or multilateral partner, National Committee, supplier or vendor, corporate partner, or sub-contractors of any of these entities. It does not include host governments.

³ A broad range of procedural or substantive violations might be included. If the context indicates that they are less serious and do not raise concerns of abuse, this might include disrespectful communication to beneficiaries, violations of supervision ratios that might be prescribed, failure to fully/promptly document consent, etc.

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

Contravention of safeguarding regime – Addressing Incidents and Issues

Incidents and Issues that are witnessed or recounted

1. Concerns of abuse must be confidentially reported as soon as possible.
2. Concerns of abuse and lower-level concerns might have been communicated to and may be confidentially discussed with the reporter's supervisor, the head of sub-office, Head of Office, designated focal point and/or the relevant Regional Director where the incident occurred, or the Director of Investigations, OIAI (assuming s/he was not involved).
3. All concerns of abuse received by UNICEF personnel that exist or remain must be confidentially transmitted to the Director of Investigations, OIAI (integrity1@unicef.org), as soon as possible (and no later than 24 hours) after receipt of the original information: Child Safeguarding Policy, s. 2.4, 4.6; Disciplinary Policy, s. 14.
4. Concerns of abuse received directly by OIAI should be immediately, appropriately and confidentially relayed back to the Head of Office for victim/survivor assistance (see para. 6), and the Deputy Executive Director (Management) to coordinate other aspects of the response. The Deputy Executive Director (Management) may prescribe other persons who should be directly notified of concerns of abuse, and forms or systems for such reports.
5. Contraventions of the UNICEF child safeguarding regime determined by the Head of Office or OIAI to involve lower-level concerns may not warrant a formal investigation: see Child Safeguarding Policy, s. 2.5, 4.7-4.8. However, they must be discussed with the UNICEF personnel or associate responsible, and a plan must be developed to address them. For example:
 - 5.1 If the lower-level concerns involve UNICEF personnel, the performance management framework may be used (see para. 32);
 - 5.2 If the lower-level concerns involve UNICEF civil society partner, bilateral or multilateral partners, they may be addressed by the relevant UNICEF partnership manager or relevant Head of Office using the partnership management framework (see para.33);
 - 5.3 Systemic issues or identified risks arising from concerns of abuse or other lower-level concerns should be registered in accordance with standards set for the UNICEF Enterprise Risk Management framework under para. 34).
6. Prompt victim/survivor assistance must be offered and arranged. Ordinarily, the Head of Office where the incident occurred should be immediately contacted to coordinate assistance. If there is suspicion that the Head of Office will not appropriately address the incident (e.g. if he or she is a suspect), victim/survivor assistance should be coordinated with the Regional Director (field cases) or the Senior Advisor (Child Safeguarding) in the Office of the Executive Director (Headquarters cases). Victim/survivor assistance should be provided in accordance with standards described in para. 22.9.

Investigation, discipline, and referrals – Handling of reported incidents and issues

7. OIAI shall promptly review all reports it receives to determine if an investigation is warranted.⁴ Investigations of UNICEF personnel will be conducted by OIAI, and investigations of UNICEF associates will be conducted as provided by agreement between UNICEF and the associate.
8. Substantiated concerns of abuse shall be addressed by UNICEF:

⁴ The Child Safeguarding Policy, s. 4.8 and 4.12 states that 'non-frivolous' allegations will be investigated.

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

- 8.1 in respect of UNICEF staff, in accordance with UNICEF's disciplinary policy (governing administrative leave and disciplinary sanctions, including dismissal), by the person delegated authority under that policy;
 - 8.2 in respect of UNICEF personnel other than staff, and in respect of UNICEF associates, in accordance with the terms and conditions of the contract (which shall provide for leave/suspension, non-renewal and termination), by the person delegated authority under the policy governing that category of personnel or associate; and
 - 8.3 in respect of UNICEF personnel or associates, by referral to local authorities for criminal prosecution, where a crime is suspected and a referral is considered appropriate, in accordance with any Procedures established for that purpose, following consultations among the relevant Head of Office, OIAI and the UNICEF Legal Advisor.
9. Substantiated lower-level concerns may be addressed in accordance with paras. 4 (administrative measures), or 8.1 or 8.2 or 8.3 (sanctions).

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

RISK MANAGEMENT

Document Title: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK	
Corporate Risk Category: Governance and Accountability	
Typical Risks	Minimum Expected Mitigation Measures
<p>Gaps in this Framework: Areas of significant child safeguarding risk or unpracticed mitigation measures are identified that do not appear within the Framework.</p>	<p>Any such areas identified by the regulating Division, a regulated Division or Office, or someone else are brought to the attention of the Senior Advisor (Child Safeguarding), for consultation whether to amend the Framework or issue regulation outside it.</p>
<p>Gaps in regulation under the Framework: Division Director does not issue (in a timely fashion) regulation contemplated by the Framework, leaving areas of child safeguarding risk unregulated.</p>	<p>Regulation to be issued within 6 months. Active supervision and support to be provided by the Deputy Executive Director (Management) through the Senior Advisor (Child Safeguarding)</p>
<p>Contradiction among regulations under the Framework: Inconsistent regulations are issued under the Framework.</p>	<p>Guidance and support from the Senior Advisor (Child Safeguarding) is sought, and proposed regulations or regulatory amendments are posted on the Child Safeguarding site for collaboration and consultation.</p>
<p>Incomprehensible regulation under the Framework: regulation governing conduct is issued in a language that the governed party does not understand, or where it would be appropriate for simplification or translation of the regulation for other affected parties.</p>	<p>Offices cannot expect contracting parties to abide by child safeguarding regulation that they do not understand. If an office realizes that such a regulation is not understood, the regulation should be explained, simplified, translated, or, if none of those are possible, a new contracting party should be selected. If the full effectiveness of a system may depend upon child, parent or community understanding, and there appear to be barriers to understanding, then explanation, simplification or translation should be considered. The proposed explanations, simplifications or translations may be discussed with the Senior Advisor (Child Safeguarding).</p>
<p>Issues with local law compliance: personnel or offices <i>incorrectly</i> perceive there to be a conflict between local law and UNICEF regulation, and follow only one; personnel or offices <i>correctly</i> perceive there to be a conflict between local law and UNICEF regulation, and only follow local law.</p>	<p>In most cases, differences in local law and UNICEF regulation will not result in <i>incompatibility</i>. Typically, more and less stringent standards will be set, and following the more stringent standard will meet both. In rare cases, where compliance with one standard will result in defiance of the other standard, the best information about local law should be sought from local authorities. If an apparent conflict remains, the Senior Advisor (Child Safeguarding) may be able to offer advice or to relay a determination of senior management.</p>

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Document Title: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK	
Corporate Risk Category: Governance and Accountability	
Typical Risks	Minimum Expected Mitigation Measures
<p>Incidents or issues unaddressed or unreported: issues go unrecognized as child safeguarding concerns, issues are recognized but not addressed, or issues are recognized and addressed but inappropriately minimized and not reported.</p>	<p>All concerns should be recorded. Regulations should express expectations clearly. Available training should be administered to reinforce the expectations. An environment should be maintained that is receptive to questions and concerns being raised. Concerns should be raised at the time that reasonable suspicions emerge, before a concluded view is formed. The Head of Office or OIAI may be approached and provide guidance for determining that lower level concerns need not be formally investigated. Written general Guidance may be provided to address common concerns.</p>

ANNEX 2: UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK

DOCUMENT MANAGEMENT INFORMATION PAGE

Document Title	UNICEF PROCEDURE FOR A CHILD SAFEGUARDING FRAMEWORK
Document Number	DFAM/PROCEDURE/2019/009
Effective Date	23 May 2019
Mandatory Review Date	21 May 2021
Responsible Business Owner	DFAM
Responsible Manager	Miles Hastie
Document Summary	A framework for the division of responsibilities in a comprehensive, decentralized and specialized regulatory system. It indicates <i>who</i> regulates what aspects of the child safeguarding system. Division Directors decide <i>how</i> they will regulate, through Procedures and Guidance, which may be already adopted, to be introduced, or to be amended. The UNICEF Child Safeguarding Framework addresses the vetting of partners and personnel, standards of conduct, training, performance management, programme delivery, risk management, research monitoring and evaluation, privacy and data protection, and general procedures for addressing non-compliance.
Regulatory content the Document Replaces	N/A
Topics Covered	Child Safeguarding
Corporate Risk Area	Governance and Accountability
Reference / Links to Enabling Legislation and Background	
Links to Relevant Policy	<u>CF/EXD/2016-006 (Policy on Conduct Promoting the Protection and Safeguarding of Children)</u>
Links to Relevant Procedure	
Links to Relevant Guidance	
Links to Relevant Training Materials	
Links to Other Knowledge & Information Resources	

PHASE II PROGRAMME DOCUMENT

2020–2023

UNFPA-UNICEF
GLOBAL PROGRAMME
TO END CHILD
MARRIAGE