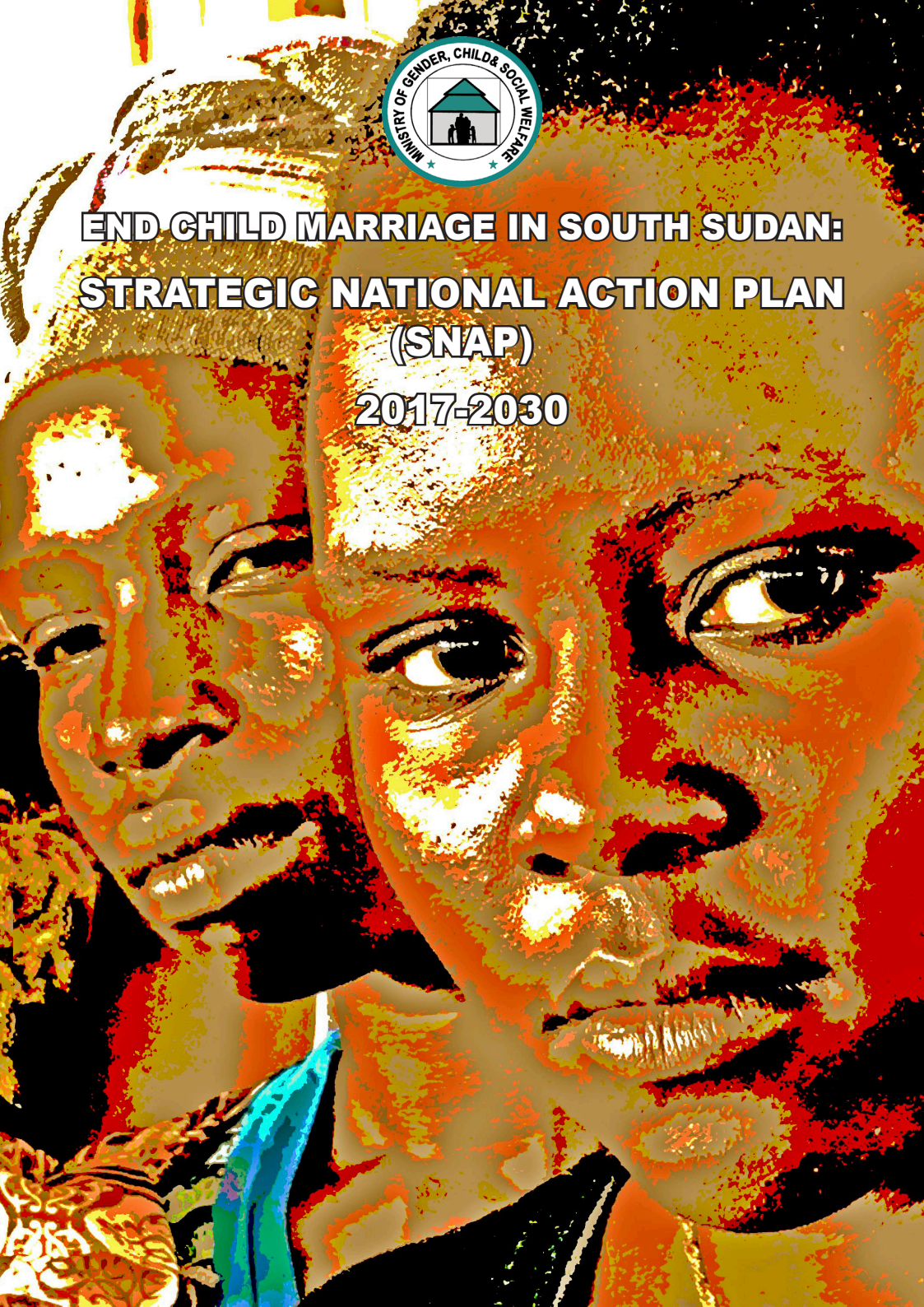MINISTRY OF GENDER, CHILD & SOCIAL WELFARE

# END CHILD MARRIAGE IN SOUTH SUDAN:

# STRATEGIC NATIONAL ACTION PLAN (SNAP)

# 2017-2030

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# FOREWORD

GLOBALLY, more than 700 million girls and women alive today were married as children. Child marriage, defined as any legal or customary union involving a boy or girl below the age of 18, affects 15 million girls each year.[1] This is a human rights violation on a vast scale and a major obstacle to the achievement of the Sustainable Development Goals. If there is no reduction in child marriage, the total number of girls that will be married in childhood will grow from more than 700 million today to almost 1 billion by 2030.[2]

South Sudan will be a major contributor to these numbers. According to latest data available from a 2010 household survey, 7 per cent of women aged 15-49 years were married before age 15, and 45 per cent of women 20-49 were married before age 18. Although there is a glimmer of hope in the reduction of child marriage rates among young women with secondary school education or higher, data from the South Sudan Household Survey 2010 is worrying as it indicates that child marriage rates have stagnated in the country in the past decade and there may even be an upward trend among young women in urban areas compared to those in rural settings.

South Sudanese President Salva Kiir has committed himself and the Government to reduce child marriage by the year 2030. This is in line with South Sudan's commitment to the implementation of the African Union "Campaign to End Child Marriage" within a decade. The Ministry of Gender, Child and Social Welfare (MGCSW) has been tasked to provide overall leadership and coordinate national efforts to end child marriage. The Ministry took a series of activities aimed at fulfilling its promise, including the establishment of a National Task Force to End Child Marriage and the formulation of a road map to guide the work of the Task Force, including the commissioning of a rapid assessment and the development of this Strategic National Action Plan (SNAP).

I am very pleased to introduce this action plan to all our government departments, civil society organizations, legal institutions, young people, religious and cultural institutions, and development partners who have contributed to the development of this SNAP, as well as to all other stakeholders who can make a difference in the eradication of child marriage. This SNAP provides the blueprint for South Sudan to design, implement and evaluate evidence-informed strategies in a phased approach that lays a solid foundation for programming first and then accelerating and scaling up strategic actions to yield speedy results.

The practice of child marriage is very entrenched in our communities and continues to violate the rights of our children by curtailing their aspirations, education, health, economic development and contribution to the well-being of their families, communities and country. In 2030, the world will be taking stock of progress towards achieving the SDGs, including the target on child marriages. Let us put our heads, our hearts, our hands and national resources together to end child marriage in South Sudan. Towards this end, I commit to you all that the Ministry of Gender, Child and Social Welfare will place significant and sustained efforts to lead and coordinate our collective actions.

**HON. AWUT DENG ACUIL**
**Minister**
**Ministry of Gender, Child and Social Welfare**

# ACKNOWLEDGMENT

## ABBREVIATIONS AND ACRONYMS

| | |
|---|---|
| ACRWC | African Charter on the Rights and Welfare of the Child |
| ADRA | Adventist Development and Relief Agency |
| AIDS | Acquired Immune Deficiency Syndrome |
| ASRH | Adolescent sexual and reproductive health |
| AU | African Union |
| BCC | Behaviour change communication |
| CCSS | Council of Chiefs of South Sudan |
| CEDAW | Convention on Elimination of All Forms of Discrimination Against Women |
| CHR-SS | Human Rights Commission in South Sudan |
| CM | Child marriage |
| CRC | Convention on the Rights of the Child |
| CSO | Civil society organization |
| ECB | Early child bearing |
| ECM | End child marriage |
| EMIS | Education Management Information System |
| FGM | Female genital mutilation |
| FIDA-SS | International Federation of Women Lawyers-South Sudan |
| GBV | Gender-based violence |
| GESS | Girls Education South Sudan |
| GNB | Girls Not Brides |
| GOSS | Government of Republic of South Sudan |
| HIV | Human Immunodeficiency Virus |
| HMIS | Health Management Information System |

| | |
|---|---|
| ICPD | International Conference on Population and Development |
| LGA | Local Government Act |
| MDGs | Millennium Development Goals |
| MGCSW | Ministry of Gender, Child and Social Welfare |
| MOGEI | Ministry of General Education and Instruction |
| MOH | Ministry of Health |
| MOJ | Ministry of Justice |
| NBS | National Bureau of Statistics |
| NHDR | National Human Development Report |
| SRH | Sexual and reproductive health |
| SSCC | South Sudan Christian Council |
| SSIC | South Sudan Islamic Council |
| SDG | Sustainable Development Goals |
| TCA | The Child Act, 2008 (Act No. 10 of 2008) [Southern Sudan] |
| TOC | Theory of Change |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNFPA | United Nations Population Fund |
| UNICEF | United Nations Children's Fund |
| UNWOMEN | United Nations Entity for Gender Equality and the Empowerment of Women |
| YFS | Youth-friendly services |

# 1. INTRODUCTION

CHILD MARRIAGE is referred to as any marriage below the age of 18 years. Child marriage affects 15 million girls globally each year.[3] If the current trends continue, it is estimated that 150 million girls will marry before age 18 in the next decade.[4] There is widespread consensus that child marriage violates the rights of girls, limits their school attainment, learning, and future earnings, and has negative impacts on their health and that of their children. Child marriage clearly contributes to poverty.[5] Yet, the practice remains highly prevalent despite efforts by governments in many developing countries to discourage and even outlaw the practice.[6]

In South Sudan, where 40 per cent of girls are married before age 18,[7] the Government has demonstrated its commitment to end child marriage by prioritizing child protection and providing for gender equality and women's empowerment in the 2011 Transitional Constitution, Child Act (2008) and by ratifying related international and regional human rights instruments. The Child Act (2008) accords every child the right to be protected from child marriage and stipulates that "every female child has a right to be protected from sexual abuse, exploitation and gender-based violence including rape, incest, early and forced marriage, female circumcision and female genital mutilation (FGM)," which are all criminalized in the Penal Code (2008).[8] Despite these commitments, child marriage and other violations of children's rights continue unabated in the country.

To reverse this situation and accelerate achievement of the Sustainable Development Goals (SDGs) agreed upon in Agenda 2030, the President of the Republic of South Sudan, His Excellency Salva Kiir Mayardit, committed the country's support to end child marriage and to implement the Addis Ababa Declaration on Ending Child Marriage endorsed by the African Committee of Experts on the Rights and Welfare of the Child (ACERWC) on 11 April 2014. The Government of the Republic of South Sudan (GOSS) also launched the African Union (AU) Campaign to End Child Marriage during 2016 commemoration of International Women's Day. As part of the implementation of these initiatives, the government aims to:

• Provide the necessary budgetary and technical support to integrate the Declaration into existing national plans of action and undertake a periodic review of progress made in its implementation at national level.

• Prioritize ending child marriage and support policy action promoting, protecting and fulfilling children's rights through adoption and implementation of effective legal instruments at the regional and national levels.

• Monitor and evaluate progress made by South Sudan in implementing laws and policies on child marriage as a strategy to ensure accountability.

• Increase knowledge of the negative effects of child marriage by engaging all stakeholders including civil society organizations, traditional and religious leaders, professional organizations, parents, young people, media and other private sector institutions.

The Ministry of Gender, Child and Social Welfare (MGCSW) has been tasked to spearhead and coordinate the government's commitments and efforts to end child marriage. Despite the existence of small-scale initiatives, the country still lacks specific policies, strategies, actions plans

and systematic programmes to end child marriage. The MGCSW, supported by development partners, established a National Task Force to End Child Marriage and a roadmap to guide their work including the development of a Strategic National Action Plan entitled "End Child Marriage in South Sudan: Strategic National Action Plan 2017-2030," referred to as the SNAP. To ensure a realistic and evidence-based Action Plan, its development followed an inclusive and participatory process which engaged all key stakeholders, including adolescents at the national and sub-national levels to:

a.   Assess the drivers that sustain the practice and their consequences;

b.   Assess the current response, facilitators of change, successes and challenges; and

c.   Obtain stakeholder recommendations for ending child marriage and teenage pregnancy, which are both a consequence and cause of child marriage.

In addition to the stakeholder assessment, the Action Plan development was informed by regional and global level evidence on what works and what does not to end child marriage. Specifically, it draws on lessons learned from the AU Campaign to End Child Marriage, the UNFPA and UNICEF-led Global Programme to End Child Marriage, and the work of Girls Not Brides' (GNB) Africa Regional Coalition. The SNAP ultimately aims to guide all child marriage stakeholders to work in a coordinated manner and to design, implement and monitor effective interventions that progressively lead to the eradication of child marriage in South Sudan.

*The vision of the SNAP is to see "A South Sudan where girls fully enjoy their childhood free from the risk of child marriage and early childbearing by 2030 towards enduring prosperity and national transformation."*

It adopts a phased approach towards ending child marriage and articulates the guiding principles, strategic objectives, programme audiences, key actions and interventions, coordination mechanisms, monitoring and evaluation, resources required to ensure effective implementation of interventions, risks and assumptions and a results framework.

The key strategic areas focus on:

• Improved policy and legal environment to protect children and promote the girl-child's rights

• Empowerment of both girls and boys with correct information, skills and networks to enable them recognize child marriage and early pregnancy as a gross violation of their rights and take mitigating action

• Improved access to quality sexual and reproductive health services, education, child protection services and other opportunities for adolescent girls

• Educating and mobilizing parents and community members to change dominant thinking and social norms that sustain child marriage

• Improved knowledge and evidence base, monitoring and evaluation, and coordination mechanisms for effective implementation of the Strategic National Action Plan.

Offering economic support and incentives for girls and their families to promote girls' education and preventing child marriage and teenage pregnancies have been recognized as an important intervention area and are mainstreamed in the five key strategic areas mentioned above.

## 2. SITUATION ANALYSIS

### 2.1. Global and Regional Trends

GLOBALLY, more than 700 million girls and women alive today were married as children. Child marriage, defined as any legal or customary union involving a boy or girl below the age of 18, affects 15 million girls each year.[9] This is a human rights violation on a vast scale and a major obstacle to achievement of the SDGs. If there is no reduction in child marriage, up to 280 million more girls alive today are at risk of becoming brides before they turn 18. The effects of population growth mean that this number will approach 320 million by 2050. Additionally, the total number of women alive that will be married in childhood will grow from more than 700 million today to almost 1 billion women and girls by 2030.[10]

Child marriage is a global problem that cuts across countries, regions, religions and ethnicities[11] and South Asia has the highest incidence followed by Sub-Saharan Africa, which is home to 17 of the 20 countries with the world's highest child marriage prevalence rates* including South Sudan. There are wide variations in the prevalence between Sub-Saharan countries. West African countries have the highest prevalence rates with Niger having 76 per cent, followed by Chad at 68 per cent while the Southern African countries of Swaziland and South Africa have prevalence rates of 7 per cent and 6 per cent, respectively.[12] The prevalence of young women who were married before age 15 follows a similar pattern with 28 per cent being married in Niger and only 1 per cent in South Africa and Swaziland. The overwhelming majority of child marriages, both formal and informal, involve girls, although at times their spouses are also under 18 years of age. Child marriage is considered a form of forced marriage, given that one and/or both parties have not expressed full, free and informed consent.[13]

In most African countries, child marriage is most common among adolescents in rural areas, in the poorest households and among those with no education or lowest education. In its 2012 Report, *Marrying Too Young*,[14] UNFPA found that more than half of girls in the poorest quintile assessed were child brides, more than three times the number in wealthiest quintiles of households. UNFPA also noted that girls with no education are three times more likely to marry or enter into a union before their 18th birthday than those who graduate from secondary school or higher. The stark urban rural divide can also be demonstrated by the situation in Mozambique where only 15 per cent of young women were married before 18 years in the capital Maputo and 62 per cent in the rural area of Nampula in the North.

In Sub-Saharan Africa and globally, the practice of child marriage has been declining very slowly: about 1 in 4 young women alive today were married as children, versus 1 in 3 in the early 1980s. Progress has been most dramatic when it comes to girls under age 15, declining from 12 per cent to 8 per cent over the last three decades. But progress has been uneven across regions, countries, within countries and between those married before 18 and before 15 years.[15] Despite this progress, the sheer numbers of girls that will be at risk of child marriage is staggering especially in the Africa Region, which has one of the fastest growing population of adolescents.

For decades, child marriage has been viewed as an unfortunate but inevitable social ill.

*Child marriage prevalence is the percentage of women 20-24 years old who were first married or in union before they were 18 years old (UNICEF State of the World's Children, 2016).*

Few policymakers considered its eradication feasible given how entrenched the practice is in the social fabric and identities of many communities. Fortunately, the world's attention has recently turned on the practice and its contribution to the curtailment of the achievement of Millennium Development Goals 4 and 5, which called for two-thirds reduction in under-five mortality rate and three-fourths reduction in maternal deaths by 2015, respectively, and has undermined the goal of achieving universal primary education.[16] Although child marriage impedes achievement of eight of the 16 Sustainable Development Goals adopted by 193 governments including South Sudan, ending the practice by 2030 is enshrined in SDG 5 – achieve gender equality and empower all women and girls – with specific targets and related indicators.

The achievement of SDG 5 target compels countries to act and has spurred the international community, regions and countries to intensify their efforts against child marriage as human rights violation of one of the world's most valuable but vulnerable groups, especially adolescent girls. Although resources commensurate with ending child marriage have not yet been allocated, the response is quite positive and includes campaigns to end child marriage by the AU; reviews of laws and policies and a move towards harmonization of laws; donors pooling resources to support a Global Programme currently co-implemented by UNFPA and UNICEF; conducting research to elucidate its negative impact on girls, families, communities and countries; scrutinizing global evidence for key ingredients of effective programmes that keep girls in-school and unmarried; development of national strategies and action plans; and passing of many resolutions at the global and regional levels.

### 2.2. The Context of Child Marriage in South Sudan

The Republic of South Sudan is the world's youngest country after gaining its independence from Sudan in 2011. The population of South Sudan has been estimated at 12.23 million in 2016[17] and projected to reach 17.20 million by 2030. The population is comprised of 64 ethnic groups and 80 local languages with distinctions of ethnicity, language, religion, social class and rural/urban way of life that cuts across the society resulting into severe different gender relations. About 83 per cent of South Sudanese live in rural areas.

Article 14 of the Transitional Constitution of South Sudan 2011 establishes the country to be governed as a decentralized democratic system and ensures equality of all its citizens before the law, stating that "All persons are equal before the law and are entitled to the equal protection of the law without discrimination as to race, ethnic origin, colour, sex, language, religious creed, political opinion, birth, locality or social status." Article 16 of the Transitional Constitution further states that "women shall be accorded full and equal dignity of the person with men" and that "all levels of government shall enact laws to combat harmful customs and traditions which undermine the dignity and status of women."

In Article 17, the Government of Republic of South Sudan (GOSS) sets out to protect the best interest of the child in all matters related to his/her life, specifically that they should "not be subjected to exploitative practices or abuse, nor to be required to serve in the army nor permitted to perform work which may be hazardous or harmful to his or her education, health or well-being," should be"free from any form of discrimination," and "be protected from abduction and trafficking." The GOSS, additionally, ratified and domesticated international resolutions and conventions

including the Convention on the Rights of the Child (1990) by enacting the Child Act of 2008 dedicated to the protection, promotion and fulfilment of children's rights.

### 2.2.1. Child Marriage: Magnitude and trends in South Sudan

Despite strong legal protective measures and related – though limited – programmes, children's rights, and specially the rights of girls continue to be violated in the country. As one of the 40 countries with the world's highest prevalence rates, child marriage is one of the most widespread violations of children's rights in South Sudan. According to the 2010 Household Survey, 7 per cent of women aged 15-49 years were married before age 15, and 45 per cent of women 20-49 married before age 18. Although there is a small variation across age groups from those who married before age 15, the percentage of women 15-49 who married before age 18 varies from 32 per cent in the age group 40-44 and 45-49 to 52 per cent for the 20-24 age group. This indicates potentially increased incidence of child marriage among younger women.

*Child marriage is one of the most widespread violations of children's rights in South Sudan. The country is among the 40 countries worldwide with the highest prevalence of child marriages.*

Although there is no more recent data and there is an erratic trend across age groups, the proportion of women marrying before age 15 remains almost on the same levels between new generation aged 15-19 (5 per cent for rural areas and 6 per cent for urban areas) and those aged 45-59 (5 per cent for both urban and rural). It is important to note that proportions of child marriage (before age 15) are almost equal in urban and rural areas, except for the age group 40-44 years (10 per cent in urban and 5 per cent in rural areas). There is no major variation between urban and rural areas in terms of women aged 20-49 married by age 18 in South Sudan. Unfortunately, there seems to be a gradual increase of proportion of women marrying before age 18 from age group 45-49 to age group 20-24 years.

Regarding regional variations, about 40 per cent of young women aged 15-19 were married in 2010 with the highest proportion of marriages happening in Jonglei (67 per cent) and lowest proportion in Central Equatoria, Lakes, Warrap and Western Bahr Ghazal. The proportion is also higher (59 per cent) for women without education compared to 21 per cent for women with secondary and higher education. This latter finding also conforms to the global evidence that girls who have a secondary education are up to six times less likely to marry as children.

These trends in South Sudan compare well with other countries in Africa in terms of lower proportion for higher educational levels but deviate with the limited variation between urban and rural areas, and increased proportions marrying before 18 for those aged 20-24. South Sudan is similar to some other African countries regarding the stagnation of child marriage rates for those marrying before age 15. The 2010 survey did not analyze for marriages of adolescent boys and young men but the Rapid Assessment indicates that, to a lesser extent, young men who impregnate adolescent females or young women are also forced to marry, often with the threat of violence. This is also evidenced by a report from the Education Management Information System (EMIS) of the Ministry of General Education and Instruction (MOGEI) which indicated that 3,760

students (910 males and 2,850 females) constituting 6 per cent of all dropouts left schools due to marriage in 2015. Limitations of data notwithstanding, the current trend of child marriage in South Sudan is very worrying. It indicates limited progress in curbing the practice and instead shows an upward trend among younger women.

### 2.2.2. Early childbearing and sexuality

Early childbearing is often both a cause and a consequence of child marriage and poses significant risks for women around the world. According to the 2010 SHSS survey, overall fertility rate is 158 per 1,000 women in South Sudan. Women with secondary education and higher have lowest birth rate of 82 births per 1,000 women compared with 174 births per 1,000 women for those with no education. Interestingly, for wealth index quintiles, it has been observed that the second, middle and fourth quintiles have the highest rates while the lowest rates are in the richest and poorest quintiles.

In reviewing early childbearing trends, 31 per cent of women aged 15-19 have already begun childbearing, while 3 per cent of young women had a live birth before age 15. Regarding young women aged 15-19 who gave a live birth before age 15, Western Equatoria has the highest rate of 7 per cent compared with 1 per cent in Northern Bahr El Ghazal. No significant differences have been observed for residence, education and wealth index quintiles. The percentage of women with a live birth before age 15 and age 18 are slightly higher for the urban areas compared to rural areas for each age group except for age group 15-19 years where the proportions are equal (3 per cent). In urban areas, there is no linear association between age-group and early childbearing. However, for women aged 20-49 who have had a live birth by age 18, early childbearing declines with age group: from 27 per cent among 20-24 years, to 6 per cent for 45-49 years in rural areas; and from 28 per cent in age group 20-24 years, to 7 per cent among 45-49 years for all. Why early childbearing declines with age in the rural areas needs to be further investigated as it could mean that women discontinued some traditional method of child spacing such as separation from husband after childbirth.

Access to contraceptives by all sexually active individuals, especially to prevent pregnancies that are too early, too closely-spaced and too late are critical for the health and well-being of women and their children. Yet, contraceptive use is very low among women of all ages in South Sudan with many families and even young people preferring to have large numbers of children. A high 96 per cent of women aged 15-49 years currently married or in union do not use any method of contraception. Among the rest, only 1 per cent use modern contraception and 3 per cent use any traditional method. The highest proportion of use of any method has been reported in Central Equatoria and the lowest use at 1 per cent among women in Lakes, Unity and Warrap States. While there is no difference in contraceptive usage across residence, age groups and economic status, women with secondary and higher education are more likely to use any method (14 per cent) compared to those with no education (3 per cent). The contraceptive use situation is even worse for young women 15-19 currently married or in union, with 97.7 per cent not using any method of family planning and only 1 per cent using any modern method. The method most frequently used by this age group is periodic abstinence/rhythm method (0.8 per cent) followed by male condoms (0.6 per cent) and pills and withdrawal (0.3 per cent each).

Although the situation may have evolved since 2010, this limited use of modern methods of contraception, lack of education and access to ASRH services, and socio-cultural barriers to the use of family planning may explain the very high total fertility rate among women in South Sudan and school dropouts due to unintended pregnancies. For example, in 2015, 4 per cent of all students dropping out of school (2435:170 males and 2265 females) left school due to pregnancy.[18] Although this reporting on teenage pregnancy and child marriages are not comprehensive or consistently reported from all schools, it is indicative of the dual direction linkage between child marriage and early child bearing for both girls and boys in South Sudan. Lack of access to comprehensive sexuality education and adolescent-friendly health services coupled with socio-cultural barriers from husbands, health providers and community continue to impede use of contraception among adolescents and women thus hindering national education and human resource development priorities.

## 3. DRIVERS OF CHILD MARRIAGE IN SOUTH SUDAN

THE PRACTICE of child marriage thrives in South Sudan due to a complex set of interconnected factors:

a.    Personal attributes and limitations that increase adolescents' girls' risk of child marriage

b.    Interpersonal level influences that increase her risk of getting married early as a result of how she relates with her family, peers, teachers, and community

c.    Community level factors that increase risk based on community norms that tolerate child marriage and limited safe spaces and safety measures

d.    Organizational level factors such as existence and access to institutions that can respond to the multiple needs of adolescent girls including schools, health services, as well as legal and economic support systems

e.    Policy level factors (societal), including government macro-economic and gender equality policies and legal frameworks that collectively either create a conducive environment for child marriage to be eliminated or to persist overtime.

The Ecological Model[19]  has been adopted for the analysis of the drivers of child marriage in South Sudan (See Figure 1 below).
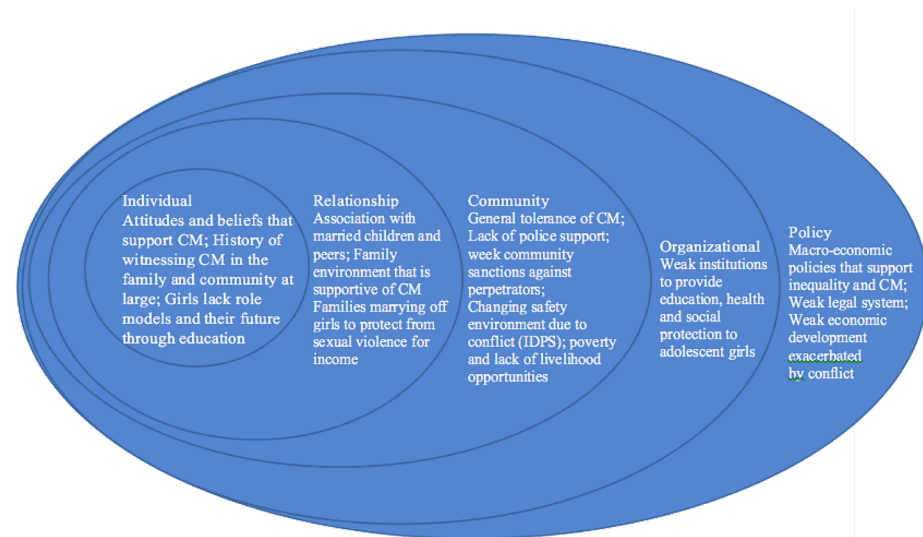


Because of the lack of insightful data on child marriage and related issues in South Sudan, mostly two sources were used for this section – a Knowledge, Attitudes and Practices Study carried out by UNICEF in 2010 in Lakes, Upper Nile and Central Equatoria States; and a Rapid Stakeholder Assessment commissioned by the MGCSW in collaboration with UNFPA and UNICEF. These were supplemented with information gleaned from the literature review.

### 3.1. Individual and Interpersonal Drivers

#### 3.1.1. Limited knowledge of law prohibiting Child Marriage and definition of age of marriage

At least a third of the adolescents and young people interviewed during the Rapid Assessment knew that there is a law prohibiting child marriage but were not aware of any specifics about the law. However, few of them defined child marriage as "when girls are married before age 18." Most of the young people talked about child marriage as "when marriage happens around 14 and 15 or when a girl is not mature." Similarly, in the 2010 UNICEF study, only 42 per cent of 1,138 interviewees knew that child marriages are those involving at least one person under age 18. Others opined that it is marriage where someone is not old enough to produce a child, or where the girl started menstruation and is no longer a child, or where a girl has been customarily initiated into adulthood. If girls, boys, parents and communities do not have a clear definition of what constitutes child marriage, then it has serious implications for girls to refuse marriage, boys to oppose it and the law to be enforced.

#### 3.1.2. Knowledge about why Child Marriage is being banned by government

When this question was asked, most girls and boys interviewed for the Rapid Assessment knew that child marriage was bad for girls. When probed for specifics, most remarked that girls were too young to manage a home and many times, they are returned to their homes by their husbands. Several in-school girls cited cases when girls were returned to their communities. Few of the out of school males and females, however, said that child marriage was dangerous for girls and that they and their infants can die during childbirth. Many respondents of the 2010 study similarly reported marital problems as the complications related to child marriage while a lesser number mentioned that there could be health complications for the mother and the child. "I hear from the radio that it is bad for girls but no one came to tell us why it is a problem," said an out-of-school young man during a focus group discussion. This indicates that awareness-raising on the radio is saying that child marriage is bad for girls and it has to be eliminated but the specifics of why it is to be eliminated is not deeply understood by young people and communities.

*"I hear from the radio that it is bad for girls but no one came to tell us why it is a problem."*

#### 3.1.3. Perception that girls gain respect only through marriage

In- and out-of-school adolescents, young people and community leaders all agreed that in South Sudan, there is a perception that girls gain respect only through marriage. Although in school, many girls felt that they are just waiting for the right person to come and marry them. Some girls reported that most of their friends feel that they are wasting time in school since they are destined to be married and have children like their mothers. The situation does not seem to have changed since a 2010 study as 81 per cent of 1,134 respondents from three states agreed with the statement that "marriage enables girl to be respected in the community." Marriage, therefore, for most of young girls, is rationalised as a gateway to respect and psychologically, marriage is seen as a point of convergence of community respect and self-actualisation. Between

the three states, this attitude was widely upheld in Lakes state where 96 per cent of respondents agreed with the statement compared with Upper Nile at 71 per cent and CES at 78 per cent. Many interviewees for the Rapid Assessment reported that girls, especially in the rural areas, lack female role models who can establish a different vision for them, i.e., educated and productive women who can contribute to society and not just as wives.

### 3.1.4. Out-of-wedlock pregnancy creates an urgent basis for Child Marriage

Thirty-four adolescents and young people (24 females who are parenting and 13 young men – six of whom were married) participated in two different discussions on child marriage during the Rapid Assessment in Juba. Twenty-three of the young females and six of the males either became pregnant or impregnated someone by mistake while in school. Sexual activity was consensual but most of them lacked information about sexual and reproductive health in general and specifically on pregnancy prevention. The few who heard about condoms or other contraceptives were fearful of the stigma associated with use of condoms or did not know how to access contraceptives. All the boys who impregnated girls were forced to marry and all of them reported facing violence including threat of being killed by the brothers or male relatives of the girls. Their parents and brothers assisted them secure cows for the marriage, with one of them supplementing the dowry with raided cows.

The situation was not so easy for the 23 females who became pregnant. They reported being chased from their households to join impregnators' homesteads, most of them being chased back and being taken in by relatives or being forced into marriage with older men. At least four of the girls said that their parents prevented marriage to the impregnator because they either shared blood (consanguinity) or the impregnator was from another tribe. This example demonstrates that although marriage was not the result in all the pregnancies, there was a significant push to have the girls married off. The reasons given by both parents and young adolescents included that chances of marriage in the future declined for girls unless action is taken immediately and that family honour needs to be protected. Parents also lamented that they were willing to educate their daughters but they were spoiled by boys, making them and their daughters lose dowry opportunities for education. The situation was similar in 2010 as 61 per cent of respondents in a UNICEF study agreed that out-of-wedlock pregnancy should be the basis for marriage while only 28 per cent thought otherwise and 12 per cent were undecided on the matter. The scenario indicates a shift in parents' willingness to educate their daughters and that their efforts are being hampered by unintended pregnancies.

### 3.1.5. Girls lack agency to refuse forced marriage

Enhanced agency, defined as the ability to make decisions, act on them, and take advantage of opportunities, is a key to improving girls' lives and lives of their children, family and communities. Educated mothers have greater autonomy in making decisions and more power to act for their children's benefit[20] as evidenced by the fact that children of better educated women are less likely to be stunted. Not surprisingly, most of the in- and out-of-school girls, single adolescent mothers and those forced into marriage reported that they cannot refuse their parents' decision to have them married off. "I do not have the power," was the most common statement. This indicates the need for building adolescent girls' knowledge, skills and agency in South Sudan.

### 3.2. Community-Level Drivers

#### 3.2.1. Socio-cultural norms perpetrate child marriage

Child marriage is deeply intertwined with the social fabric of South Sudanese, including the identity, maturity and self-actualization of young men, and the wealth potential and status of men. Having daughters is perceived to enhance a man's ability to get dowry and get out of poverty while having a sister ensures a young man to be married and use the dowry or cows received to pay his own dowry. The term, "a cow for a man" was used on multiple times to characterize the significance of the girl. Almost 80 per cent of at least 920 persons interviewed confirmed that the decision to marry off a girl-child rests solely with the men of the family, with the father taking the lead, followed by the brothers and then the uncles especially if the girl is an orphan. The mothers execute the wishes of the men and can face violence if they oppose and/or if the girls run away from forced marriages. Girls are, therefore, extremely valued, for their physical attributes and social standing as good home-makers and potential wives/mothers of many children.

Investments in the girl-child are mostly seen as temporary necessary undertakings until she reaches puberty and family organizes a rites of passage ceremony or other rituals that advertise her coming of age and calling for the highest bidder. Dowry payments range from 100 cows to 300 cows in some communities, about 30 cows in others, and 3 goats and any amount of negotiated money in others. An investment in girls' education is often seen as an unnecessary economic burden on the girls' family. "Who wants to invest in someone else's property" is the prevailing attitude. Because dowry payments are contributed by male relatives, marriage is communal

> *The decision to marry off a girl-child rests solely with the men of the family, with the father taking the lead, followed by the brothers and then the uncles especially if the girl is an orphan.*

and once a girl is married off, her welfare and protection from abuse rest with new family and she often has no means to escape the wishes of her "rightful owners," including being inherited if husband dies. The dowry system, therefore, commodifies the girl-child, condemns them to poverty and neglect while instituting unequal values to girls from different communities violating the Transitional Constitution's provision of equality in front of the law. While religious institutions are marginally involved in the prevention of child marriages, religious leaders believe that culture rather than religion continues to be the driving force.

#### 3.2.2. Conflict and related sexual violence and economic distress perpetrate child marriage

Since the conflict began in 2013, more than 4 million people have fled their homes and left behind properties, with 1.9 million internally displaced and more than 2 million fleeing to neighbouring countries.[21] There have been reports of conflict-related sexual violence of women and girls. Abduction of girls by armed men and use of sexual violence as a weapon of war has also been reported by some communities. The conflict also escalated an economic crisis

which is leaving large proportion of the population, including the urban poor, increasingly food insecure and destitute. South Sudan is one of the 40 fragile states affected by protracted conflict and natural disasters identified by the Organization for Economic Cooperation and Development (OECD), most of which already have very high child marriage rates and where increased rates are being reported. While additional research is required to better understand the risk of child marriage and fragile states, fear of rape and sexual violence, unwanted premarital pregnancies, shame and family dishonour, homelessness and hunger or poverty, were all reported by parents as legitimate reasons for child marriage.[22]

In June 2017, the Human Rights Commission adopted Resolution 35 on child, early and forced marriages in humanitarian settings, which strongly condemned attacks on and abduction of girls and noting that incidence of child, early and forced marriage is highly exacerbated in humanitarian settings due to various factors, including insecurity, gender inequality, increased risks of gender-based violence, weakness of law enforcement, the misconception of providing protection through marriage, the use of forced marriage as tactic in conflict, lack of education, stigma of pregnancy outside marriage, absence of age-appropriate family planning services and absence of livelihood opportunities among others.

### 3.2.3. The practice of cow raiding stems from child marriage and perpetuates inter-communal conflict and poverty

Throughout Africa, certain rites of passage practices historically contributed to young men graduating from childhood to warrior-hood status. These included killing of a dangerous wild animal and coming with the head, skin or teeth of such animals; living and surviving in the bushes for a year and coming back well-nourished and healthy without being caught for wrong doing like killing and eating someone else's goat, cow, and chicken; and of course, raiding cows from other tribes and bringing them home as spoils of war. These actions conferred respect and marriageability to young men in the community. Fortunately, these practices have been mostly rooted out in many countries of Africa such as Burkina Faso, to Botswana and Kenya. There are still countries where young men continue to engage in cattle raiding, often in remote areas where rule of law is inexistent or not implemented.

*Cattle laundering and raiding is thriving in South Sudan and is intimately linked to child marriages.*

In South Sudan, this behaviour is very much thriving and is intimately linked to child marriages and, more recently, pure cattle laundering and raiding. Through the Assessment, interviewees reiterated the negative effect cattle raiding practice is having on communities especially fueling conflict and loss of lives and property. However, some in school young men perceive the practice as a social past time which brings respect and the necessary resources (cows) for marriage or to escape poverty. They justified the practice as a necessity if one is poor and or unlucky enough not to have sisters by saying, "who wants to die poor and a bachelor?"  The loss of life that accompanies the raids was seen as the fate of a man, "you die or come back victorious." The practice has no place in today's South Sudan and if child marriages are rooted out and young men and women are educated, skilled and employable, or can access alternative sources of income, child marriage

can be eliminated. However, education alone is not enough and all those who kill and/or loot innocent people and their property should face stiff penalties.

### 3.3. Organizational Level Drivers

Fighting the practice of child marriage requires functional institutions to provide quality education, health services, and access to justice to girls already in marriages, those at risk of child marriages and unintended pregnancies and births. Functional services including age-appropriate psychosocial support are also a necessity for the large numbers of gender-based violence reported to humanitarian partners especially in conflict prone areas. Gender-based violence has grave impact on survivors including death, physical injury, disability, psychological trauma, unintended pregnancy and social rejection, while child marriage can have severe consequences, including school dropout, psychological distress, obstructed labour and obstetric fistula. The impact of such violence is compounded by lack of access to appropriate health care, including clinical management of rape, as well as lack of redress and access to justice.

The definitions of fragile state include it as "a region with weak capacity to carry out basic government functions, or cannot act on its responsibility to protect and fulfil the rights of the majority of the population, particularly the most vulnerable."[23] As of late 2016, only 43 per cent (595 out of 1,384) of health facilities remained functional in South Sudan, providing extremely minimal services in the face of chronic lack of essential medicines, limited funding and high operational costs in addition to direct looting of some facilities. An already weak educational infrastructure has also been dramatically impacted by violence. It is estimated that more than 1.17 million children have lost access to education due to conflict and displacement. A survey conducted in November 2016 found that around 25 per cent of primary schools in South Sudan have been closed, primarily due to insecurity and displacement of teachers and students.[24]

Additionally, in fragile states where the legal framework to protect women and children exists, institutional breakdowns exacerbate the challenge of ending child marriage. In South Sudan, where child marriage is very entrenched and increasing, statutory court infrastructure and expertise are very limited and are trumped by widely available customary systems.

### 3.3.1. Policy-level drivers

South Sudan is a youthful country with 72 per cent of the population under 30 years of age. With proper investments in its growing population of adolescents and young people, male and female, with education, marketable skills, health, employment and livelihood opportunities, and protection from harmful negative practices such child marriages and early childbearing, the country can set the stage for reaping demographic dividend – a period of rapid economic growth and development. Upon independence, the country developed an ambitious and detailed development plan, the South Sudan Development Plan (SSDP GOSS, 2011) outlining its overall development objectives and a Vision 2040,[25] along with sectoral policies and strategies including those for health and education to set the stage for rapid development and expansion of services. The implementation of SSDP 2011 was drastically hampered by the conflict that erupted in 2013 and disorganized all aspects of human life. Of particular concern is the inability of the large numbers of young people in South Sudan to visualize a bright future for themselves through education, livelihood skills and other employment opportunities. This includes the millions of adolescent

girls who are shackled by lack of education and sociocultural practices that indoctrinate them to be properties and wives after menarche. The current legal framework fails to protect South Sudanese girls from the deleterious effects of child marriage and early childbearing and their impact on the country's socio-economic development and achievement of the SDGs. Specifically:

### 3.3.2. The current legal framework is contradictory, not harmonized nor enforced

The Government of South Sudan ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC), which have been localized. The African Charter on the Rights and Welfare of Children, which prohibits child marriage has been passed by Parliament. The legal framework in South Sudan that governs child marriage consists of the Interim Constitution of 2011, the Child Act of 2008, the Penal Code of 2008, the Criminal Procedures Act of 2008, the Local Government Act of 2009, and the Peace Agreement, which is supreme over Customary Laws and by-laws practiced by chiefs in all states. Legal experts including lawyers, child protection specialists, chiefs, religious organizations and parents interviewed for this Strategic National Action Plan agreed that the various provisions from the different laws are contradictory and full of loopholes that make it difficult to win a child marriage case in court so as to establish a legal precedent.

Despite these efforts, there are still contradictions between and within the pieces of legislations. To give some examples:

•      Article 15 of the Constitution states that any person of marriageable age has the right to form a family and Article 17 defines a child as anyone under the age of 18 but the two Articles are not connected.

•      The Constitution recognizes the source of legislation in South Sudan to be the Constitution itself and the customs and traditions of the people. In Article 33, the Constitution states that "Ethnic and cultural communities shall have the right to freely enjoy and develop their particular cultures. Members of such communities shall have the right to practice their beliefs, use their languages, observe their religions and raise their children within the context of their respective cultures and customs in accordance with this Constitution and the law." Essentially, people's ability to practice their cultures including child marriage is protected by the Constitution.

•      Article 26 of the Child Act is much stronger and states that "Every female child has a right to be protected from sexual abuse and exploitation and gender-based violence, including rape, incest, early and forced marriage, female circumcision and female genital mutilation." But because marriages are being governed by customary practices through the chiefs and neither chiefs nor the parents are criminalized, it is difficult to implement this provision.

•      The Penal Code criminalizes the would-be husband who marries an under-age child but marriage is communal and it does not criminalize those who make decisions or preside over it including the fathers, uncles and brothers nor the traditional leaders/elders and the religious leaders (when marriages comes to churches or Mosques). The mothers and other relatives who may not make the decision but who facilitate marriage are also not penalized. Most interviewees suggested that all those who aid and abet child marriage should be criminalized and with proportionate clear penalties.

• There is no provision for protecting a minor boy who impregnates a girl even if she is of the same age and therefore, boys are not equally protected in current laws. The penalty in the Penal Code is on many occasions selectively used by parents to lock up young men including under-age boys who have had consensual sex with a girl of the same age or who have a relationship with a girl where parents fear an impending marriage or pregnancy. After locking up the young men, parents immediately marry off the girl to an older and richer man. Many stakeholders recommended that misuse of the law has to be prevented as it is not protecting the intended beneficiary, the girl or boy child. Traditionally, sex was seen as an act by men/boys over women/girls who are innocent and not participating. This perpetuates the point that girls are inferior and do not have ability to decide whether to have sex or not and with whom. This is illustrated by statement from several in-school girls, that "you know that girls' heads are small and they cannot understand that boys are trying to spoil them."

• Girls as young as six years old are still being booked for marriage and being given to the families of the would-be husbands without any repercussions to either of the parties, this may fall under dereliction of duties by parents and potential enslavement for the husband. Similarly, abduction of girls for marriages, giving out girls as blood money for crimes committed by males of the family, and inheritance of girls after death of their sisters are all happening at a time when they are not legally able to give consent as children and need protection under the law.

*Abduction of girls for marriages, giving out girls as blood money for crimes committed by males of the family, and inheritance of girls after the death of their sisters are all happening at a time when they are not legally able to give consent as a child.*

• The rewarding of rapists with marriage of the rape victim as a way to overcome stigma and or bring compensation to the girls' families has been characterized by stakeholders as an appalling miscarriage of justice and recommended that criminal acts such as rape should not be amenable to arbitration through the customary laws but addressed through the statuary courts with stiff penalties.

• The instability and ongoing conflicts in South Sudan aggravate the gender inequalities and sustain traditional gender roles, social norms and negative cultural practices, such as child and forced marriages. Although the South Sudan Constitution 2011 states that all levels of government shall "enact laws combat harmful customs and traditions which undermine the dignity and status of women" and that every child has the right "not to be subjected to negative and harmful traditional practices which affect his or her health, welfare, or dignity." The same Act also permits the application of customary laws that are discriminatory towards women and girls. The scarce issuance of birth notifications in the absence of the South Sudan Civil Registry Act that is awaiting the president's signature and its enforcement further contribute to the "invisibility" of non-registered children and their vulnerability to abuse and discrimination, including child and forced marriage *(South Sudan 2011 Constitution)*.

### 3.3.3. Implementation issues

•	Most of the interviewees also agreed that there is some awareness overall about the existence of a law prohibiting child marriage but the actual provisions and related penalties are not deeply understood and/or known. According legal experts, even judges may not all have access to the Child Act and many make judgments using the Penal Code which has no provision for defilement.

•	Most stakeholders reported that child marriage is managed outside the statuary legal system and within customary laws and the traditional systems. They also stated that while the chiefs are not supposed to engage with capital offenses, they have been taking on capital offense cases due to the vacuum created by unavailability of statuary courts in rural areas where most South Sudanese reside.

•	Stakeholders noted that many perpetrators are high-ranking government officials, including army officers who wield power in the communities and often intimidate those implementing child protection services. The existence of guns in the communities further prevents implementation of the law as teachers, and other service providers are threatened with violence. Other than several teachers dismissed by the Ministry of General Education and Instruction, very few cases involving child marriages have been stopped and/or persecuted.

## 4. CONSEQUENCES OF CHILD MARRIAGE

THE INTERNATIONAL COMMUNITY and the Government of South Sudan recognize that child marriage constitutes a violation, abuse or impairment of human rights and a harmful practice that prevents individuals from living their lives free from all forms of violence, and that it remains an impediment to the economic, legal, health, and social status of women and girls. The international community also reached consensus to include target 5.3: Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilations (under Goal 5 – Achieve gender equality and empower all women and girls). This is due to the realization that half of the SDGs will not be achieved without significant progress on child marriage, including those related to poverty, health, education, nutrition, food security, economic growth and reduction of inequality, and other manifestations of gender inequality.  Likewise, there are a number of related targets in the SDGs that are not hindered by the existence of child marriage, but achievement of these targets is critical to ending child marriage between now and 2030.

Target 5.3 is critical for garnering action and monitoring progress towards ending child marriage in South Sudan.[26] The table below summarizes the negative effectives of child marriage on adolescent girls, their children, community and the nation as a whole; how these consequences impede achievement of eight of the SDGs and benefits of ending child marriage, including early childbearing towards achievement of SDGs in South Sudan.[27]

### 4.1. Consequences of Child Marriage and Early Childbearing and Effect on Achievement of the SDGs

| NEGATIVE EFFECTS OF CHILD MARRIAGE AND EARLY CHILDBEARING | | BENEFITS OF ENDING CHILD MARRIAGE AND EARLY CHILDBEARING |
|---|---|---|
| • Child marriage perpetuates cycles of poverty across generations.<br><br>• Parents see child marriage as a way of securing a girl economically or easing the family's financial burden. It is the opposite. CM ends girls' education, then pushes them into early and repeated pregnancies, having many children they cannot care for while limiting their opportunities for employment. | **1** NO POVERTY | • It will help us build a more prosperous future for all. |
| • Child brides and their children are more likely to be malnourished. Child brides experience higher rates of anaemia and malnutrition.<br><br>• CM has severe consequences for children of child brides. They are more likely to be born with low birth weight and become stunted. Malnutrition may have negative effect on brain development. | **2** NO HUNGER | • Tackling child marriage will help us make progress on nutrition for adolescent girls and food security.<br><br>• Ending CM and ECBs would help avoid stunting for one of every 100 stunted children under five. |

## NEGATIVE EFFECTS OF CHILD MARRIAGE AND EARLY CHILDBEARING

## BENEFITS OF ENDING CHILD MARRIAGE AND EARLY CHILDBEARING

**3 GOOD HEALTH AND WELL-BEING**

• CM leads to higher rates of maternal and infant mortality and morbidity.

• Pregnancy and childbirth are the leading cause of death for girls age 15-19. In South Sudan, a 15-year-old girl has greater chance of dying in childbirth than of finishing school.

• Child brides are less likely to receive medical care during pregnancy, and can be left with devastating injuries such as obstetric fistula.

• Children of child brides are more likely to die within the first week of life or before age 5.

• Marriage and early childbearing can be emotionally challenging for girls who are still children themselves.

• CM is associated with higher risk of intimate partner violence and other forms of violence. Intimate partner violence increases risks of HIV.

• Adolescent girls are often part of multiple partnership networks in polygamous and inter-generational marriages, further exposing them to HIV. In some communities, inter-generational marriages lead to practice of wife-sharing by men, their sons, brothers and relatives for reproduction and kinship maintenance.

• Delaying marriage is likely to result in significant declines in maternal, infant and child mortality and morbidity with beneficial effects that directly impact families, society and the economy. For example:

• Ending CM and ECBs would help save the life of three of every 100 children dying by age five.

• Ending CM would reduce risks of intimate partner violence for women and girls and potential HIV infections.

**4 QUALITY EDUCATION**

• The average number of years in school by a South Sudanese is only 5.4 years and the national literacy rate is 27 per cent. About 37 per cent of girls enrol in primary schools but only 7 per cent are able to complete and only 2 per cent go to secondary school.

• Unintended pregnancy and CM are two of the reasons adolescent girls and boys drop out of school in South Sudan.

• Married girls are burdened with new responsibilities and often just stay at home. Husbands may not be supportive of their education though Ministry of General Education and Instruction allows re-entry of married or pregnant girls to school.

• Girls who have a secondary education are six times less likely to marry as children.

• CM reduces women's knowledge of HIV/AIDS through its impact on educational attainment.

• Ending CM and ECB will reduce girls' dropping out of primary and secondary schools.

• Ending CM and ECB substantially increases likelihood of secondary school enrolment and completion by girls.

• Each year of secondary school education reduces the risk of CM by 4 to 6 percentage points.

• Ending CM will help keep more girls in school and expand opportunities for girls, their children, community and country as a whole.

## NEGATIVE EFFECTS OF CHILD MARRIAGE AND EARLY CHILDBEARING

• CM impedes achievement of gender equality and empowerment.

• Discriminatory norms around girls' value, sexuality and role in society are strong drivers of child marriage. In parts of South Sudan, girls are valued for their reproductive potential including number of girls produced and number of cows/wealth brought to family rather than as contributing members of society with their own human rights.

• In many communities where child marriage is practiced, girls are seen as a burden.

• Girls have little say as to whom and when they marry. When girls marry before age 18, they are more likely to experience violence within marriage.

• Marriage ends girls' opportunities for education, better paid jobs outside the home and leadership roles in their communities.

## BENEFITS OF ENDING CHILD MARRIAGE AND EARLY CHILDBEARING

• Ending CM will help South Sudan achieve gender equality and increase women's participation in the labour force, thus contributing to economic development.

• Ending CM could reduce potential risk of increased HIV transmission.

• Ending CM could boost girls' agency and bring about a gender equitable society.

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• The combined effect of lower educational attainment and a higher number of children can lead to reduction in labour force participation for women who have married early by five to 15 percentage points.
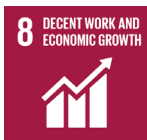
• CM limits girls' equal access to marketable skills and other opportunities as boys and thus are not able to break the cycle of inter-generational poverty that affects them, their children and families.

• CM contributes to higher population growth because girls who marry early have a higher number of births over their lifetime.

• South Sudan has very low use of modern contraception and has high fertility rate, including among married adolescent girls.

• CM and related population growth stresses public service infrastructure and contributes to higher public and private spending and reduced Gross Domestic Product (GDP) and overall economic growth.

• Ending CM could reduce the share of girls having a child before age 18 by three-fourths.

• Ending CM could increase national use of modern contraceptives.

• Ending CM and ECBs would reduce population growth substantially.

• Ending CM, will would result in corresponding increase in GDP per capita, thereby reducing poverty. The largest benefits would be observed for the extreme poor, who are also the most likely to marry early.

• Ending CM would help South Sudan reduce demand on often over-stretched services and infrastructure, as well as government and private budgets.

• South Sudan could then invest more in quality education, health including sexual and reproductive health services, legal and other services.

## NEGATIVE EFFECTS OF CHILD MARRIAGE AND EARLY CHILDBEARING

- CM affects poor, rural and disadvantaged adolescent populations and is symptomatic of gender inequality.

- CM is associated with multiple harmful cultural practices that violate the rights of adolescents in South Sudan including abduction of girls for marriage, giving girls as blood money to compensate for male relatives' sins, booking of girls for marriage, forcing girls to marry their rapist, widowhood inheritance and under-valuing of the girl child as a human being in her own right.

- CM holds girls back throughout their lives and continues to negatively affect health, education and economic opportunities.

- Child brides are also more likely to endure violence at the hands of their husbands or in-laws.

## BENEFITS OF ENDING CHILD MARRIAGE AND EARLY CHILDBEARING

- Ending CM and other harmful practices, specially among rural and disadvantaged communities, will empower women and girls and create an equitable and just South Sudan.

**10 REDUCED INEQUALITIES**

- CM has direct and indirect effect on the perpetuation of conflict, which impedes peace, security, justice and existence of strong institutions in South Sudan.

- Cattle raiding to get cows for dowry is widely practiced among some ethnic groups and it leads to intercommunal conflict and counterattacks, sometimes with abduction of children.

- Strong laws and policies are essential to protect girls from CM but these laws need to be known

**16 PEACE, JUSTICE AND STRONG INSTITUTIONS**

- Tackling child marriage by strengthening birth and marriage registration systems, as well as working with communities and institutions at all levels to understand and effectively apply the law, will help build a fairer South Sudan.

- Enacting, disseminating and enforcing laws to protect girls from CM and early child bearing will increase access to justice and reduce inequalities under the law.

- Ending CM will help South Sudan achieve SDG target 16.2 which calls for ending violence against children.

- Ending CM could reduce cattle rustling and inter-communal conflict.

# 5. The Current Response to End Child Marriage in South Sudan

THE RAPID ASSESSMENT revealed that several initiatives aimed at addressing child marriage in South Sudan focus either on improving enrolment and retaining girls in schools, including through monetary incentives or economic packages; increasing access to GBV response and reporting services with linkage to legal support; psychosocial and child protection activities including educating people about the Child Act and other legal instruments; providing comprehensive information about sexuality while promoting school retention through school clubs; and some attempt at legal reform. All these initiatives are excellent and mostly fall under the rubric of programmes that are known to work against child marriage. However, except for the MOE/GESS, most are very small and pilot-type programmes and address child marriage as a tangential component to other interventions.

There have been few other programmes that relied on passing some messages about child marriage laws through radio and these have raised some level of awareness but have not led to behaviour change or deep understanding of why the Government of South Sudan is opposing child marriage. The Girls' Education Programme itself, although of larger scale, focuses on education and does not address child marriage in a comprehensive manner. Section 5.1 below outlines the emerging opportunities for addressing child marriage while Section 5.2 highlights programming issues and gaps emerging from the Rapid Assessment (See summary of currently ongoing programmes in Annex 1).

## 5.1. Emerging Opportunities to Build On

While this Strategic National Action Plan is being developed with a long-term focus, the team that conducted the Rapid Assessment learned about several very important emerging opportunities that the GOSS could leverage to jumpstart child marriage prevention in the country. The SNAP needs to build on and support the integration of child marriage in the following opportunities:

1.   Decentralization and devolution of powers to 32 states is currently a challenge but will bring the programmes closer to remote communities over time.

2.   FIDA South Sudan's planned revision of the policies and laws governing 5 armies (police, military, security, prisons and wildlife) and the opportunity to integrate child marriage issues and code of conduct.

3.   Planned Constitutional Reform by the National Constitutional Commission, which can provide an opportunity to correct gaps identified in the Transitional Constitution of 2011 and other child protection-related laws.

4.   Existence of two strong consortia – one on child protection and another on GBV prevention and response – with significant number of stakeholders willing to take concerted efforts against child marriage with the right kind of investment.

5.   The different strategies currently being developed, National Development Strategy and UN Joint Development Assistance; the Health Strategy with the BOMA Initiative; revision of the Girls' Education Policy of MOGEI and the National Education Curriculum.

6.    The existence of the Women's Parliamentarian Caucus, which is made of women lawyers and members of parliament, health and education professionals, and women in uniformed services, among others, and the fact that it is part of the peace negotiation and Constitutional reform, is very promising. Enlightening them ahead of time can lead to progressive legal reform, including about child marriage and women's health and equality in general.

7.    Girls' Education South Sudan (GESS) Programme is keeping girls in primary and secondary schools but could be expanded to tertiary education.

8.    Urban families are taking their children (both boys and girls) to school which is positive but being frustrated by teenage pregnancies and births in a very traditional society is both an opportunity and a challenge that need to be addressed urgently.

9.    South Sudan is a rich country with a lot of natural resources (oil, gold, diamond, water, fertile land, and large herds of cattle). With peace and security, right policies including elimination of child marriages, application of global development best practices and proper management of the resources, the country has the opportunity to leapfrog itself into fast growth and reaping the benefits of demographic dividend.

## 5.2. Emerging Issues and Programming Gaps

 Gaps identified include:

1.    Unharmonized and contradictory legal framework, inadequate implementation of laws to protect the girl child, reliance on customary law for legal access, selected use of the law.

2.    Girls and boys are not empowered with correct information about their sexuality, rights, and how to protect themselves from child marriages and unintended pregnancies and sexual violence, and high teenage pregnancies leading to forced marriages and early childbearing in others. There are no specific programmes for single adolescent mothers and married adolescents.

3.    Deeply entrenched community norms and attitudes that support early and forced child marriages, various cultural practices that are prejudicial to the girl child (including abduction, booking very little girls for marriage), giving girls out as blood money, abduction and inheritance of girls, superficial knowledge about the negative effects of child marriage and the laws the prohibit it such as the Child Act, violence and insecurity negatively impacting families and communities, limited value for girls' education by parents, and girls considered as property for males in the family.

4.    Health services that are inaccessible to adolescents with provider attitudes that impede access, limited health infrastructure, limited use of services by young people including for pregnancy prevention.

5.    Lack of integration of SRH/HIV and GBV services and existence of gender-based violence and traditional practices like child marriage that expose adolescent girls and young women to HIV vulnerability.

6.    Low enrolment and retention of girls in school, untrained teachers, limited education infrastructure (historical or because conflict), girls lack educated female role models.

7.    Limited legal infrastructure and law enforcement personnel in many communities and

over-reliance on customary law; police, judges and magistrates follow customary law instead of statuary law; high level government personnel breaking the law.

8.   Except one pilot project, limited direct programming to end child marriage at the national and state levels.

9.   Limited data and evidence to support programme design and implementation especially to identify most at-risk girls.

10.  No child marriage programme that has been evaluated to date.

11.  Inadequate capacity to plan, implement, monitor and evaluate child marriage programmes.

The Strategic National Action Plan outlined in the next section responds to the drivers and consequences of child marriage in South Sudan as well as the emerging opportunities and programming gaps identified.

# 6. Strategic National Action Plan (SNAP) Development Process

THE MINISTRY OF GENDER, Child and Social Welfare, in partnership with UNFPA and UNICEF, conducted a Rapid Assessment involving a literature review and participatory stakeholder consultations from national, state, county and Payam levels. Eight out of the 10 former States (Jonglei, Northern Bahr el Ghazal, Western Bahr el Ghazal, Upper Nile, Lake, and Central, Western and Eastern Equatoria) were visited. A total of 920 stakeholders comprising of government officials from line ministries, legal institutions and experts, national and international agencies, community-based organizations, religious and cultural leaders, local government officials, in-school and out out-of-school adolescents and young people, married and single adolescent mothers, parents and teachers.

In-depth interviews, groups and focus group discussions were conducted with 600 parents, adolescents, community members, and 320 individuals from government, NGOs and UN agencies. The stakeholders provided feedback about what they know about the negative effects of child marriage, the legal framework governing child marriage, implementation status and gaps, drivers of child marriage in South Sudan, programming efforts to prevent or end child marriage, and recommendations for the Strategic National Action Plan to End Child Marriage by 2030. This SNAP is therefore guided by the views and recommendations from these stakeholders and guidance from global and regional programming evidence on ending child marriage.

## 6.1. Theory of Change (ToC) for the Strategic National Action Plan

As documented in the preceding sections, South Sudan is one of 40 countries in the world with highest child marriage rates – with 7 per cent of girls marrying before age 15, and 40 per cent before 18 years. This is similarly practiced in urban and rural dwellers and may have been increasing among younger women in the recent past. It is deeply entrenched in the cultures and identities of South Sudanese communities and is fuelled by the low status of women and gender inequality. While there are many pathways to articulating a "theory of change" for South Sudan, the ecological model used for the analysis of the drivers of the practice provides an excellent framework for addressing the root causes of child marriage and bringing about lasting change.

The ToC, therefore, theorizes that based on available international and regional evidence, creating a safe and supportive policy and legal environment is a pre-requisite but an insufficient pathway to ending child marriage. The ToC also identifies other critical pathways to ending child marriage. The most important of which is:

a.    Increasing girls' (those at risk or in child marriage and those at risk of unintended pregnancies) agency and skills to make informed decisions about their lives including accessing services, resources and opportunities.

b.    Engaging decision-makers and gatekeepers in families and communities to address deeply-rooted beliefs and practices that sustain child marriage.

c.    Strengthening the capacity of institutions that serve or could be serving adolescents with education, health, legal and social support services.

d.    Improving the knowledge base and evidence for child marriage programming including

generating data, evaluating programmes and coordinating national efforts.

The ToC provides South Sudan a blueprint for identifying the key interventions that should be included when setting up or strengthening dedicated programmes to address the drivers of child marriage and leveraging sectoral interventions (See Annex 2: Evidence to Support Theory of Change and Key Strategic Actions Selected).

### 6.2. Guiding Principles for Strategic National Action Plan to End Child Marriage

The following core principles capture the key value addition of this national programme for South Sudan:

#### 6.2.1. Human rights-based approach (HRBA)

The HRBA principles will be applied, which include ensuring equality in front of the law and addressing the needs of the most excluded under-served and vulnerable groups. Programme implementers will take all measures to prevent adolescent girls from exposure to further harm ("First Do No Harm") and will base all decisions on the best interest of the child and not what is just convenient for the adult population.

#### 6.2.2. Multi-sectoral and multi-level interventions

The phenomenon of child marriage is the result of multiple and interacting factors and requires change at every level from the individual to that of public policy. Hence, all relevant government ministries and institutions that can make a difference at the national, regional, state, county and Payam level will be mobilized to take decisive action against child marriage and early adolescent childbearing and births. Interventions and programmes must be implemented through multi-level interventions and mutually reinforcing strategies at the individual, interpersonal, community, organizational and public policy levels.

#### 6.2.3. Government ownership and multi-stakeholder partnership

Although international development agencies are expected to support, it is the Government of South Sudan's programme and will be aligned with national growth and development and sectoral strategies and plans. All NGOs, CSOs, private sector, young people, community chiefs and religious leaders are expected to contribute to the achievement of the Government's vision, strategies and actions. UN and other development partners will provide technical and financial support.

#### 6.2.4. Evidence-based programming

All action plan implementers will adhere to the principles of evidence-based programming including learning about the latest evidence on programmes that keep girls in school and unmarried, and building their agency to make informed decisions about their lives. The programme will generate data and evidence on ending child marriage and will build on the knowledge-base for South Sudan.

#### 6.2.5. Leveraging investment and demonstrating value for money

The Programme will aim to advocate for increased investment in adolescent girls and

prevention of child marriage and early child bearing. It will ensure accountability and value for money for government and donor resources that have been allocated.

### 6.2.6. Culturally-sensitive programming

The programme will engage the diverse cultural leaders to analyze their cultures into beneficial, harmful and existential - to eliminate all negative cultural practices while promoting positive ones that develop South Sudanese children and people, and respect and fulfill their rights.

## 6.3. The Strategic Directions of the SNAP to End Child Marriage

South Sudan's Strategic Action Plan aims to build a strong national level foundation for a programme to end child marriage by 2030 when the country will report on its progress on achievement of the SDGs including the Target 5.3 "Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilations."

### 6.3.1. A phased approach to 2030

The SNAP will be composed of 3 phases:

**Phase 1 (2017-2023):**
- Building the foundations for the programme, including harmonizing the laws and policies that govern child marriage in South Sudan
- Developing an M&E Framework and related indicators
- Conducting a baseline study and setting targets
- Strengthening institutions of health, education, and legal support
- Setting up coordination and knowledge-sharing systems
- Capacity building for implementers at all levels, designing and implementing programmes to empower adolescent girls
- Developing educational materials
- Establishing and implementing management information systems
- Generating evidence

During the last 2 years of this phase, the programme will focus on accelerating implementation, scaling up and evaluating Phase 1 achievements.

**Phase 2 (2023-2027):** A new action plan will be developed for this period to continue to consolidate all previous achievements and intensify and scale up the programme through the strategic programme areas and to do course corrections based on the end of programme evaluation to be conducted in 2022 and other evidence generated from the various interventions. Since harmonization and enactment of necessary laws would have been implemented in Phase 1 and national level capacity to plan, implement and evaluate programmes to end child marriage would have been built, Phase 2 will focus on improving quality and coverage of ECM Programme and strict enforcement of laws and policies. This phase will also culminate in evaluation of Phase 2 achievements so as to guide Phase 3 activities.

**Phase 3 (2028-2030):** During this period called "The Last Mile," South Sudan will carry

out the final push to end child marriage by 2030 culminating in the evaluation of the national ECM Programme initiated in 2017, and documentation of lessons learned and best practices. In addition to the main evaluation, several stock-taking reviews will be conducted to compare the child marriage related landscape between 2017/2018 and 2030 in South Sudan. These will include review of laws and policies affecting child marriage, review of cultural practices that have negative effects on adolescent girls and boys, and review of child marriage prevention programmes. The results from the programme evaluations and reviews will be used to generate the National SDG Report and to celebrate the results achieved.

### 6.3.2. Vision of the SNAP

The vision of SNAP is for a South Sudan where girls and boys fully enjoy their childhood free from the risk of child marriage and early childbearing by 2030 for enduring prosperity and national transformation.

### 6.3.3. The Goal of the SNAP

The goal of SNAP is to accelerate action to end child marriage by enhancing investments in and support for married and unmarried girls and ensuring that the benefits of this support are evident.

### 6.3.4. Primary target groups

- Adolescents girls 10-14 (keep in school and unmarried)
- Adolescents girls 15-19 (keep in school and unmarried for unmarried; for married and parenting adolescents, keep in school and provide accelerated education, health services including family planning, and livelihood skills where necessary)
- Adolescent boys 10-19 (keep in school and unmarried; educate them about pregnancy prevention, negative effects of child marriage, cultural issues including cow rustling and peace and security)

### 6.3.5. Programme reach for adolescents

SNAP aims to reach about 3,433,750 comprised of 40 per cent of adolescent girls 10-19 (2,700,750) and 10 per cent of male age mates (733,000) between the period 2018 and 2022. The Programme also aims to reach all girls and boys at risk of child marriage and early childbearing by 2030. A new target will be set for Phase 2 (2023-2027) with the aim of reaching all adolescents who are at risk of child marriage and instituting zero tolerance for child marriage in South Sudan.

Secondary Target Groups and change agents: All others that reach adolescents (teachers, health providers, legal experts/judges/magistrates, policy-makers, parliamentarians, staff of programme implementers; parents, chiefs, religious leaders, community members, taxi drivers, boda boda boys, men and boys, the uniformed services, community leaders and other gate keepers).

### 6.3.6. Impact indicators

- Percentage of women aged 20-24 married/in-union before age 18

- Percentage of women aged 20-24 married/in-union before age 15

- Percentage of women aged 20-24 married/in-union before age 18, who gave birth before age 20

- Percentage of women aged 20-24 married/in-union before age 15, who gave birth before age 18

- Percentage of adolescent girls of lower-secondary school-age that are out of school

- Percentage of women aged 15-19 who have their need for family planning satisfied with modern methods

- Percentage of births to girls aged 15-19 attended by skilled health personnel

- Percentage of adolescent boys (15-19) who drop out of school due to child marriage or impregnating girls

## 6.4. Strategic National Action Plan Focus Areas

The key strategic focus areas are:

***6.4.1. Strategic Focus Area 1:*** Improved policy and legal environment to protect children and promote the girl child's rights

***6.4.2. Strategic Focus Area 2:*** Empowerment of both girls and boys with correct information, skills and networks to enable them recognize child marriage and early pregnancy as a gross violation of their rights and take mitigating action

***6.4.3. Strategic Focus Area 3:*** Improved access to quality and equitable sexual and reproductive health services, education, child protection services and other opportunities for adolescent girls

***6.4.4. Strategic Focus Area 4:*** Educating and mobilizing parents, community members, faith leaders to change dominant thinking and social norms that sustain child marriage

***6.4.5. Strategic Focus Area 5:*** Improved knowledge and evidence based planning, monitoring and evaluation, and coordination mechanisms for effective implementation of the SNAP

**STRATEGIC FOCUS AREA 1: IMPROVED POLICY AND LEGAL ENVIRONMENT TO PROTECT CHILDREN AND PROMOTE THE GIRL CHILD'S RIGHTS**

**Key Interventions:**

1. Review of Legal Framework and all related laws and policies and identification of gaps and contradictions in the various laws
2. Enact and enforce a harmonized law that eliminates all loopholes on harmful practices and that protects adolescents that are at risk of child marriage, those already in marriages, and those whose rights are being violated.
3. Ensure a coordinated and high-level commitment from sectoral ministries to the Action Plan and the need for legal reform and law enforcement.
4. Integration of child marriage prevention in all national development strategies, frameworks and policies with commensurate resources.
5. Leverage the Constitutional reform to correct contradictions and role of customary laws.
6. Support revision of the laws/policies governing 5 armies (police, security, army, prisons, and wild life); also, civil service code of conduct to include zero tolerance to child marriage in their statutes.
7. Dissemination of the law to lawyers, judges, magistrates and the public aim for establishment of legal precedents/case law and increased legal literacy at national level.
8. Ensure the adoption and application of the South Sudan Civil Registry Act to guarantee the issuance of birth certificates to all South Sudanese children to enhance the protection of child rights

**Lead Agency:** Ministry of Justice and Constitutional Affairs
**Partners:** Human Rights Commission, FIDA SS, MGCSW, Ministry of Information and Broadcasting

**STRATEGIC FOCUS AREA 2: EMPOWERMENT OF BOTH GIRLS AND BOYS WITH CORRECT INFORMATION, SKILLS AND NETWORKS TO ENABLE THEM RECOGNIZE CHILD MARRIAGE AND EARLY PREGNANCY AS A GROSS VIOLATION OF THEIR RIGHTS AND TAKE MITIGATING ACTION**

**Key Interventions:**

1. Ensure adolescent girls (aged 10-19) are actively participating in a targeted programme (life skills, age-appropriate health information, economic empowerment, social protection)
2. Establishment of safe spaces and girls' clubs in schools, communities and IDP Camps
3. Ensure adolescent boys are actively participating in targeted programmes (life skills, age appropriate health information and social protection, peace and security and cross-cultural competency)
4. Creation of a hotline where adolescents and communities can report child marriages and other violations of children and set up rapid legal response systems (progressively more rapid)
5. Financial and other in-kind incentives given to girls and their families to remain in school and unmarried; Incentives to include for tertiary institutions
6. Livelihood development, remedial education and financial literacy for married and single adolescent mothers and boys.

**Lead Agencies:** Ministry of Health, Ministry of Education, MGCSW

**Partners:** UN, NGOs, CSOs

**STRATEGIC FOCUS AREA 3: IMPROVED ACCESS TO QUALITY SEXUAL AND REPRODUCTIVE HEALTH SERVICES, EDUCATION, CHILD PROTECTION SERVICES AND OTHER OPPORTUNITIES FOR ADOLESCENT GIRLS**

**Strategic Interventions:**

1. Health and protection systems supported to implement guidelines, protocols, and standards for adolescent girl-friendly health (youth friendly services YFS) and protection services

2. Promote enhanced quality and accessibility of formal and non-formal education, health and protection services especially in newly established states and conflict areas where services have collapsed

3. Integrate child marriage, early pregnancies and births, rights of adolescents and relevant laws into curricula for in- and pre-service teachers, health providers and law enforcement personnel

4. Strengthen the capacity of the relevant staff of education, health, and legal institutions

5. Development educational materials, curricula and manuals to strengthen capacity including in the area of sexuality education

6. Improve the Management Information Systems in the above institutions to capture child marriage, adolescent pregnancies and births, legal cases reported/resolved and service use among others

7. Establish a low technology based birth and marriage registration system (through task shifted TBAs, Boma/Payam volunteers and/or use of cell phone reporting system (study tour to Rwanda)

8. Increase number of female teachers in rural schools and set up national educated women role models (young educated women)

9. Ensure one of the BOMA volunteers is a youthful person and responds to child marriage and youth services issues

**Lead Agencies:** MOGEI, MOH, MGCSW, MOJ

**Partners:** NGOs, Development Partners

## STRATEGIC FOCUS AREA 4: EDUCATING AND MOBILIZING PARENTS AND COMMUNITY MEMBERS TO CHANGE DOMINANT THINKING AND SOCIAL NORMS THAT SUSTAIN CHILD MARRIAGE

**Strategic Interventions:**

1. Community engagement interventions at the Boma level ensuring that parents and community members are increasingly aware of the benefits of investing in adolescents' girls; their education/health; ending child marriage and unintended pregnancies and births; eliminating other harmful practices that are prejudicial to the wellbeing of their daughters (bookings, inheritance, abduction, pulling the teeth; stones in lower lip etc.)

2. Business development package for at risk families including families keeping orphans to be trained on entrepreneurship skills and financial and business management

3. Establish a men and boys against child marriages initiative and other harmful practices at the state and local levels to include fathers, brothers and husbands of adolescent girls

4. Establishment and support of the implementation of a programme by national chiefs' forum against child marriage (organize study tours to Uganda Kingdoms' Programme)

5. Establish and support the implementation of programme by an Inter-Religious Council (Christian, Muslims, African beliefs, etc.) study tour in countries like Uganda and Sudan

6. Through the chiefs' forum and inter-religious council carry out studies to review the cultural practices and the Canon laws/Sharia to better understand content and origins of religious law and to categorize cultural practices into negative, beneficial and existential

7. Support development/revision of chiefs' bylaws/customary law act etc. to ban negative practices such as child marriage, abduction, booking of girls, pulling of teeth and lips with stones among others, and cattle rustling and to enforce child protection laws including against child marriage in their communities; Regulate and drastically reduce dowry payments through the law

8. Establish community-based paralegal groups to include chiefs and religious leaders, social workers, magistrates etc. to implement statuary laws and prevent arbitration of criminal offences such as rape of adolescent girls

9. Institute a system of putting computer chips in cows and establish an elite tracking team to capture thieves and stolen cows; prevent use of stolen cows for dowry

10. Establish a governors' forum against child marriage to oversee programmes in states and counties

11. Design and implement periodic mass media campaigns to support ongoing advocacy and BCC interventions and set up national level and community-based radio programmes with local orchestration through listenership using solar powered radios

**Lead Agency:** MGCSW and State Ministry of Education and Social Development

**Partners:** FIDA, NGOs, development partners

> **STRATEGIC FOCUS AREA 5: IMPROVED KNOWLEDGE AND EVIDENCE BASE, MONITORING AND EVALUATION, AND COORDINATION MECHANISMS FOR EFFECTIVE IMPLEMENTATION OF THE STRATEGIC NATIONAL ACTION PLAN**
>
> **Strategic Interventions:**
>
> 1. Urgently generate data on status of child marriage among adolescent girls and married boys in South Sudan (nationally representative) using census/DHS/MICS etc;
>
> 2. Conduct baseline, mid-term review and end of programme evaluation for Phases 1 and 2 (2017-22) and later for Phases 3 and 4 (2023-2030)
>
> 3. Track progress of all programmes established at national level database for tracking progress including through EMIS, HMIS and registration of births and marriages;
>
> 4. Conduct operations research on the different programme components to ensure effective implementation and learning in South Sudan;
>
> 5. Establish a knowledge management and knowledge-sharing mechanism to inform all stakeholders about achievements, evidence and challenges;
>
> 6. Generate annual workplans, budgets and reports for the action plan;
>
> 7. Establish a high-level coordination mechanism from national to state levels and programme level coordination mechanism to ensure high level support and coordinated implementation of the Programme;
>
> 8. Each sectoral ministry to appoint a focal person at policy level to drive programme in ministry/government institution and to report progress annually;
>
> 9. Capacity building for sectoral ministries including in the area of monitoring and evaluation;
>
> **Led Agency:** MGCSW
>
> **Partners:** MOH, MOGEI; MOJ, MOF, NBS, local governments and other programme implementers

## 6.5. Estimated Cost of Interventions (2017-2022)

| BUDGET SUMMARY (USD) | | | |
|---|---|---|---|
| **Focus Area** | **National Level** | **State Levels** | **Total** |
| Strategic Focus Area 1 | 1,500.000 | 1,500,500 | 3,000.000 |
| Strategic Focus Area 2 | 2,000,000 | 10,150,000 | 12,150,000 |
| Strategic Focus Area 3 | 2,550,000 | 7,180,000 | 9,550,000 |
| Strategic Focus Area 4 | 1,600,000 | 5,000.000 | 6,600,000 |
| Strategic Focus Area 5 | 2,500,000 | 1,500,000 | 4,000,000 |

# 7. LINKING THE STRATEGIC ACTION PLAN TO NATIONAL PLANNING PROCESS

THE BUDGET is expected to be mobilized from the Government of South Sudan, the private sector, national and international NGOs, UN agencies and other development partners. MGCSW will work with the office of the President and the Ministry of Finance to request that ECM programme is integrated into the National Development Plans and National budget allocations.

## 7.1. Implementation Arrangements/Governance

The SNAP will be implemented under the leadership and coordination of the MGCSW at the national level and in collaboration with at the state, county and Boma/Payam levels. It will be implemented in a phased approach with increasing intensity and scale (coverage). While strategic focus areas 1, 3, and 5 will be implemented at the national levels, strategic focus areas 2 and 4 will be implemented at the decentralized levels such as Bomas, schools, and health facilities.

MGCSW will hire a national team comprised of a programme manager, an M&E specialist, a technical specialist and a finance/admin associate to manage and monitor the programme and to provide technical assistance to line ministries and other implementing partners.

Other line ministries will assign a high-level policy-maker, who will be part of the national Steering Committee, and a technical focal person to implement their own component of the programme. Line ministries will allocate their own resources to the programme while raising other resource to ensure effective implementation and scaling up of their component of the Strategic National Action Plan. Other specific roles of the different agencies are outlined below:

## 7.2. Roles and Responsibilities (Government Agencies)

| AGENCY | STRATEGIC FOCUS | ROLES AND RESPONSIBILITY |
|---|---|---|
| MGCSW | Lead: SFA 5 and 4 | Provide leadership and coordination; develop annual workplans and budgets; organize quarterly and annual review and planning meetings, collate annual national report; track progress; implement social protection; establish M&E plan and systems. |
| Office of the President | Partner in SFA 1 and 5 | Include ECM in annual performance of ministers/governors/chiefs, etc.; Issue high level statement by all ministers and President to show categorical zero tolerance for child marriage and commitment to end practice by 2030.<br><br>Ensure civil services hiring contracts include zero tolerance for child marriage among government personnel at all levels.<br><br>Support allocation of resources through MOF. |

| AGENCY | STRATEGIC FOCUS | ROLES AND RESPONSIBILITY |
|---|---|---|
| MOGEI | Lead education component in SFA 2 and 3 | Expand girls' education, training of teachers, comprehensive sexuality education/child marriage education for adolescents in school; integrate CM into education policies and curricula, improve reporting school drop-out due to pregnancy and child marriage through EMIS; Annual Reporting on CM from the education sector including any violations of happening within the school system. |
| MOH | Lead Health component in SFA 2 and 3 | Improve and expand integrated youth-friendly services including GBV response and family planning; Ensure that BOMA health initiative includes at least one person responsible for youth issues including prevention of CM; integrate ASRH and child marriage prevention into provider trainings to change attitudes and improve their competency to serve young people; strengthen youth services in health strategic plan; report use of services including FP/GBV/CM by adolescent girls and young people (10-14; 15-19; 20-24) in HMIS. Report on MOH component implementation and achievements annually. |
| MOJ/ Transitional National Legislature | Lead SFA 1 and Legal component SFA 3 | Integrate CM into constitutional reform; Harmonize law on child marriage by 2019; strengthen legal system and services (curb customary system) and enforcement of laws |
| State Ministry of Education and Social Development | Partner in SFA 4 and 5 | Develop state, county and Boma programmes aimed at ending child marriages and other harmful practices; work with chiefs and all CM programme implementers to coordinate their efforts with the MGCSW and track progress; report annually on progress to President |
| Uniformed Services | Partner in SFA 1, 3 and 4 | All uniformed services to include zero tolerance to child marriage in their statutes; report on child marriages in its ranks annually and implement zero tolerance policies |
| MOF/NBS | Partner in SFA 1 and 4 | Allocate resources for ECM; and generate nationally representative data on CM and girls at risk (NBS) |

### 7.3. Roles and Responsibilities: NGOs and Development Partners

| AGENCIES | ROLES AND RESPONSIBILITIES |
|---|---|
| National NGOs and CBOs | Design, scale up and implement ECM programmes in your areas of operations and participate in national and sub-national coordination mechanisms |
| UN Agencies (including UNFPA, UNICEF, UNESCO, UN Women, UNDP) | As part of UN country assistance, provide financial and technical support in the area of comparative advantage in support of MGCSW to implement the ECM |
| Donor agencies | Provide multi-year grants to support a Joint Programme on Ending Child Marriage in South Sudan so as to accelerate achievement of the related SDGs |

### 7.4. Potential Risks and Mitigation Measures

| CATEGORY OF RISK | LIST OF RISKS | MITIGATION MEASURES |
|---|---|---|
| Peace and Security | The implementation of the Strategic National Action Plan assumes that the peace talks currently going on would have resolved the insecurity issues in the country and specially in some of the hard-hit states and countries | The Ministry will work with the Office of the President to monitor progress in this area and adjust programme activities accordingly. |
| Political commitment | Sustained high-level political commitment and declarations are imperative to the success of the Programme | The MGCSW will continue to engage the office of the President and other high-level government officials to ensure continuation of such commitment |
| Retrenched cultural practices | Child marriage is driven by a complex set of believes, norms and negative cultural practices that are very difficult to change in a short period | The Programme will use known and effective community engagement mechanisms including the BEN3 Method which classifies cultural practices in beneficial, existential and negative) to modify cultural constructs and persuade families and communities to support girls' education and eradication of child marriage. This type of work requires significant resources. |

| CATEGORY OF RISK | LIST OF RISKS | MITIGATION MEASURES |
|---|---|---|
| Limited educational institutions | The Strategic National Action Plan aims to keep girls in school and unmarried until after their 18th birthday. However, educational facilities are not available in many communities and if there is no expansion of this facilities, it will affect the effectiveness of the programme in those communities/ | MGCSW will work with MOGEI to review the education infrastructure plan and will implement the ECM programme according to the availability of educational facilities. The Ministry and implementers will advocate for public/private/ community partnership to expand both formal and remedial education for adolescent girls. |

# 8. TRANSPARENCY AND ACCOUNTABILITY

THE COORDINATION unit staff at the MGCSW will develop and institute an accountability mechanism for the implementation of the Strategic National Action Plan including accountability for the effective use of resources and culture of excellence in programming for results. The unit will also track and report on how the Strategic National Action Plan is being implemented, achievements, and challenges that need to be overcome and will develop mitigating actions for any emerging accountability issues.

## 8.1. Monitoring and Evaluation (M&E)

Effective monitoring and evaluation are crucial for the successful implementation of the S-NAP and achievement of results. M&E will, therefore, be addressed within Strategic Focus Area no.5 "Improved knowledge and evidence base, monitoring and evaluation, and coordination mechanisms for effective implementation of the Strategic Action Plan". The first order of priority is developing a national M&E Framework, validating the indicators in the Results Framework and establishing a baseline for the Programme by mid-2018, followed by a mid-term review and final evaluations for Phases 1 and 2 ending 2022. The end line survey conducted in 2022 will then serve as the baseline for phases 3 and 4. MGCSW will hire an evaluation expert to set up M&E systems and who will monitor achievement of set targets by the collective of implementing partners (governmental or non-governmental). The M&E Expert will also work with development partners to train all implementing partners in programme documentation, monitoring and evaluation.

MGCSW will also work with sectoral ministries to improve the management information systems (HMIS, EMIS, Birth/death and marriage registration, legal cases and successful persecutions) to ensure proper tracking is in place and being used. Tracking results will be consistent with the programme phases. For example, there will be tracking of targets reached per year, and per phase aiming for cumulative achievement of all targets by 2030.

Once the first two phases are implemented and evaluated by early 2022 and results are available, the workplan for phase 3 will be developed. Phase 3 will build on the achievements of Phase 2 but adjust the Programme direction, strategies and targets according to the results achieved. Similar approach will be applied to subsequent phases up to 2030. Workplan development will be accompanied by budget estimates for each phase. There will be a major push for generating data and evidence on child marriage for adolescents (girls and boys) and for effective programme planning and implementation. Periodic conferences will be organized to widely disseminate evidence to all implementers and stakeholders. MGCSW will also organize an Award system to motivate over achievers.

**Vision: A South Sudan where girls fully enjoy their childhood free from the risk of child marriage and early childbearing by 2030 for enduring prosperity and national transformation**

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| Goal: Accelerate action to end child marriage by enhancing investments in and support for married and unmarried girls and ensure benefits of this support are evident | 1. Percentage of women aged 20-24 married/in-union before age 18 | n/a | | |
| | 2. Percentage of women aged 20-24 married/in-union before age 15 | n/a | | |
| | 3. Percentage of women aged 20-24 married/in-union before age 18, who gave birth before age 20 | n/a | | |
| | 4. Percentage of women aged 20-24 married/in-union before age 15, who gave birth before age 18 | n/a | | |
| | 5. Percentage of adolescent girls of lower-secondary school-age that are out of school | n/a | | |
| | 6. Percentage of women aged 15-19 who have their need for family planning satisfied with modern methods | n/a | | |
| | 7. Percentage of births to girls aged 15-19 attended by skilled health personnel | n/a | | |
| | 8. Percentage of adolescent boys (15-19) who drop out of school due to child marriage or impregnating girls | n/a | | |
| | 9. Percentage of adolescent girls (15-19) who drop out of school due to child marriage or pregnancy | n/a | | |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| Strategic Focus Area 1: Improved policy and legal environment to protect children and promote the girl child's rights | Number of Sectoral Ministries that have allocated domestic resources to support Strategic National Action Plan to ECM | 0 | 3 | |
| | Existence of a multi-sectoral costed national action plan to ECM | No | Yes | |
| 1.1 Review government policies and laws governing CM and protection; and the roles and responsibilities of the different stakeholders at national, sub national and community levels in policy and law enforcement | # of Laws and policies reviewed | None | | Law and Policy Review Report |
| | Proportion of key policymakers, parliamentarians and chiefs that are knowledgeable about the gaps in the policies and law and why the law should be harmonized | 0 | | Programme reports |
| 1.2 Enact a harmonized law on child marriage and other harmful practices and stipulate related penalties and roles of different stakeholders at national sub-national and community levels in policy and law enforcement | Existence of Harmonized child marriage law enacted into law | No | Yes | Harmonized CM Law |
| 1.3 Integrate zero tolerance to CM and related disciplinary actions in laws/policies governing 5 armies (police, security, army, prisons, and wild life), civil service code of conduct and all national policies and strategies | Percentage of uniformed services statue and civil servants code of conduct that reflects zero tolerance to CM | 0 | 100 | Uniformed forces and Civil servants contract |
| | Number of policies (Education Policy, Adolescent health policy and strategies) that reflect zero tolerance to CM | 0 | 2 | Policy/Strategy documents |
| 1.4 Build capacity of the law enforcement and statuary court personnel (police, magistrates, judges, court clerks), other legal experts (FIDA members) and parliamentarians about the child marriage law | Percentage of judges, magistrates, clerks, and prosecutors trained on the CM Law | 0 | 100 | CM law dissemination and training reports |
| | Percentage of CM and child right's violations receiving judgement according to the law | 0 | 100 | CM law enforcement report |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 1.5 Coordinated and high-level advocacy and dialogue with policymakers such as sectoral ministers on the impact of CM on national development and achievement of the SDGs by 2030 and the role of their respective sectors could play in ending CM. | # of statements on CM made by high level policymakers including President, Ministers and Parliamentarians | 0 | | Programme reports |
| | Amount of funds allocated (earmarked) to ECM by each of the line Ministries, local government etc. | 0 | | Annual ministerial Policy/Budget Statements |
| 1.6 Establish a governors' forum against child marriage to oversee programmes in states, counties and Bomas | # of states with annual workplans and allocating resources to CM prevention efforts | 0 | 10 | State workplans, budgets and reports |
| Strategic Focus Area 2: Empowerment of both girls and boys with correct information, skills and networks to enable them recognize child marriage and early pregnancy as a gross violation of their rights and take mitigating action | Number of adolescent girls and boys 10-19 years in project areas demonstrating increased knowledge and skills | 0 | 2,700,750 | &E and Programme reports |
| | Number of adolescent girls supported to enrol and remain in formal and non-formal education including through transition to secondary school | 0 | 733,000 | M&E and Programme reports |
| 2.2 Financial and other in-kind incentives provided to girls, boys to remain in school (primary, secondary and tertiary) and unmarried | Percentage of adolescent girls and boys at risk of child marriage, already married or parenting and single that are receiving economic incentives to remain in school and/or unmarried | | 80% | M&E and Programme reports National education Statistics Report |
| 2.3 Livelihood development, remedial education (accelerated learning programme—ALP) and financial literacy provided to girls at risk of CM and married and single adolescent mothers | # of girls graduating from ALP, livelihood and financial literacy programmes | 0 | | M&E and Programme reports |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 2.4 Create a hotline where adolescents and communities can report child marriages and other violations of children and set up rapid legal response systems (progressively more rapid) | # of calls and SMSs received and responded to per calendar year | 0 | | Hotline annual report |
| | # of rapid responses involving violations of child rights per calendar year | 0 | | Hotline annual report |
| 2.5 Design national radio programme on ending child marriages and link it with 10 community radio programmes in local vernacular | # of radio episodes broadcasted at the national level and in 10 states | 0 | 260 | M&E and Programme Reports |
| | # of listener groups equipped with solar powered radio and contributing to radio messages | | | Radio weekly transcripts |
| | % of adolescent girls and boys 10-19 years with the correct knowledge on negative effects of child marriage, early pregnancies and births and laws that protect children from CM and sexual violence and harmful practices and how to access services; | 0 | 4000 | |
| 2.6 Link adolescent girls and boys including married adolescents with youth friendly and legal services | # of adolescents using YFS and legal services by age, sex | | 1500 adolescents' girls and 1000 adolescent boys | |
| Strategic Focus Area 3: Improved access to quality sexual and reproductive health services, education, child protection services and other opportunities for adolescent girls | Number and proportion of adolescent girls and boys in programme areas that have utilized health and protection services | | | |
| | Percentage point difference in exams-pass rates between boys and girls in programme areas | | | |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 3.1. Health and protection systems supported to implement guidelines, protocols, and standards for adolescent girl-friendly health and protection services especially in newly established states and conflict areas where services have collapsed | Proportion of existing health facilities and protection services supported and offering girl-friendly health and protection services based on guidelines, protocols. | 0 | At least 40% | HMIS Report |
| | % of new states, counties and Payams have health and protection services | 0 | 100% | Child Protection Reports |
| 3.2. Education system supported to expand formal and non-formal (ALP) quality education especially in newly established states and conflict areas where services have collapsed | Proportion of schools providing quality formal and non-formal (ALP) education to adolescent girls and boys at risk of child marriage | 0 | 100 | Education statistics Report (EMIS) |
| 3.3 Integrate child marriage, early pregnancies and births, rights of adolescents and relevant laws into curricula for in- and pre-service teachers, health providers and law enforcement personnel | # of pre-service and in-service training institutions' curricula for teachers, health providers and protection staff/law enforcement personnel integrated with CM, early pregnancies and births and relevant laws on child protection | 0 | 6 | Relevant pre- and in-service curricula with required content Programme Reports |
| 3.4. Strengthen the capacity of the relevant staff of education, health, and legal institutions | of pre- and in-service teachers, health providers and protection staff trained on a SRH/life-skills, CM prevention and protection related content by state by year | 0 | 2000 teachers 500 protection personnel | Programme Reports |
| | % of facilities in targeted communities have at least 2 providers trained in adolescent and youth friendly services | 0 | 100% | Programme Reports |
| 3.5 Development of educational materials, curricula and manuals to strengthen capacity | Proportion of in-service and pre-service training institutions relevant curricula, manuals and supportive educational materials | 0 | 100% | Programme Reports |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 3.6 Improve the Management Information Systems in the above institutions to capture child marriage and adolescent pregnancies and births and service use among others | # monitoring systems reporting on number of school drop outs due to CM, teen pregnancy, service use by adolescents and cases including post rape, and SGBV by age (10-15; 14-19; 20-24), sex, and state | 0 | 3: EMIS, HMIS, Protection) | EMIS, HMIS and Child Protection Reports |
| | Proportion of health facilities, schools and protection institutions using appropriate management information system and reporting accurate data | 0 | 80% | Programme Reports |
| 3.7 Ensure one of the BOMA volunteers is a youthful person under 25 and responds to child marriage and empowerment and protection services | Proportion of Bomas with one youth focal person addressing CM, child protection, prevention of unintended pregnancies, child protection while linking them with services | 0 | 60% | M&E and Programme Reports Boma Initiative Reports from MOH |
| 3.8 Capacity building for Boma youth focal persons | # of youth focal persons in participating Boma Initiatives trained | 0 | | M&E and Programme Reports Boma Initiative Reports from MOH |
| | # of adolescent girls reached by trained Boma youth focal persons | 0 | | Midterm and final evaluations |
| 3.9 Establish a low technology based birth and marriage registration system (through task shifted TBAs or Boma/Payam volunteers | # of Boma youth focal persons and task-shifting trained TBAs participating in birth and marriage registration at the Boma levels | 0 | | |
| | Percentage of Bomas reporting births and marriages specially any involving child marriages | 0 | 100% | Boma Initiative Reports Programme Reports |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 3.10 Expand the number of female teachers in rural schools and set up national educated women role models for adolescent girls (young women!) | # of additional female teachers teaching in rural schools | 0 | | EMIS Reports |
| | # of schools visited by educated young female role models | 0 | | Programme Reports |
| Strategic Focus Area 4: Educating and mobilizing parents and community members to change dominant thinking and social norms that sustain child marriage | Proportion of individuals in programme areas demonstrating gender equitable attitudes | | | |
| | Pproportion of parents in areas demonstrating increased knowledge about negative effects of CM, unintended pregnancies and harmful practices and violation of children's rights | | | |
| 4.1 Community engagement interventions at the boma levels ensuring that parents and community members are increasingly aware of the benefits of investing in adolescents' girls; their education/health; ending child marriage and unintended pregnancies and births; eliminating other harmful practices that are prejudicial to the wellbeing of their daughters (bookings, inheritance, abduction, pulling the teeth; stones in lower lip etc.) | Proportion of participating communities make public declarations to ending child marriage and all harmful practices | 0 | 80% | M&E and Programme Reports |
| | # of community engagement activities organized in participating communities | 0 | | M&E and Programme Reports |
| | # of community members and parents participating in community conversations on CM and pledging to end CM and all harmful practices | 0 | | M&E and Programme Reports |
| 4.2. Establish men and boys against child marriages, unintended pregnancies and other harmful practices clubs at the state and local levels to include fathers, brothers and husbands of adolescent girls | # of communities with men and boys against child marriage clubs | 0 | | M&E and programme reports |
| | Proportion of men and boys' clubs that declare their commitment not to participate in child marriages and to oppose child marriage in their families | | 70 | M&E and programme reports |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 4.3 Establish and support the implementation of a programme in partnership with National Council of Chiefs' and with the Inter-Religious Council (Christians, Moslems, Traditional Religions) to better understand and guide ECM initiative at national and community levels | Proportion of participating communities with all Council of Chiefs' members and chiefs sensitized and leading the community declarations and laws to ECM and harmful practices | 0 | | MOUs between participating chiefs and Inter-religious council By-laws adopted |
| | # of by-laws adopted by the Council of Chiefs and Inter-Religious Council | 0 | | Revised canon laws M&E and Programme Reports |
| | # of religious denominations revising their canon laws to ban under age marriages | 0 | | |
| 4.4 Conduct studies to review the cultural practices and the Canon/Sharia laws to better understand content and origins of religious law and to categorize cultural practices into negative, beneficial and existential –PEN3 to guide programming | # of cultural/religious studies conducted | 0 | 2 (cultural and religious) | Study reports |
| | Number of engagements with cultural and religious leaders on the  synthesized study reports | 0 | | M&E and Programme Reports |
| 4.5 Organize study tours for key chiefs and religious leaders to Uganda to better understand best practices registered by and the Kingdoms and the Inter-Religious Council | # of chiefs and religious leaders participating in the study tours to Uganda | 0 | | Study tour Reports and lessons learned |
| 4.6 Establish community-based paralegal groups to include chiefs and religious leaders, social workers, magistrates etc. to implement statuary laws and prevent arbitration of criminal offences such as rape of adolescent girls. | # of Programme Communities with an interdisciplinary team of trained paralegals | 0 | 100% | List of paralegals by community |
| | # of CM and other child rights violations resolved by paralegals | 0 | | M&E and Programme Report |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 4.7 Capacity building for selected traditional and religious leaders, paralegals and parents' networks on advocacy, CM, harmful practices and cross-cultural competency, importance of girls' education and child protection, laws governing CM and participatory community organizing principles and skills | # of traditional and religious leaders and parents' networks trained | 0 | 150 traditional and 100 religious leaders | M&E and Programme Reports Trainings participants list and agendas |
| | # of paralegals trained in human rights, child protection laws, law enforcement principles, conflict prevention and mediation and case management | 0 | 20 paralegals per community | Reports of child rights violations reported |
| 4.8 Design and implement national and community-based radio programmes with local orchestration through listenership using solar powered radios to foster increased knowledge, gender equitable norms, and commitment to girls' education, and respect for child rights | # of bi-weekly radio advocacy and behaviour change episodes broadcasted nationally and rebroadcasted through community radios | 0 | 130 | Radio scripts (national, community) Monitoring and programme reports |
| | # of communities with internship groups equipped with solar powered radios | 0 | | Baseline and end of programme evaluation reports |
| 4.9 Develop user-friendly educational materials (community thematic discussion guides, training manuals for traditional/ religious leaders, parents and paralegals; information sheets, summary of CM and other laws etc.) to ensure effective programming | # of educational materials developed | 0 | | Copies of educational materials printed by date Field-testing reports |
| | Proportion of participating communities that have the relevant educational materials to implement the programme at the beginning of programme start up | 0 | 100% | |
| 4.10 Business development package for at risk families including families keeping orphans to be trained on entrepreneurship skills and financial and business management | Existence of the strategy for implementing economic incentives for at risk girls and their families with very clear criteria | No | Yes | Strategy Document Programme Reports |
| | Proportion of participating communities that implement economic incentives according to the strategy by the end of the programme | 0 | 100% | |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| | # of vulnerable families with girls at risk of child marriage supported with entrepreneurship skills and start-up funds | 0 | | |
| | # of girls saved from CM through this approach | 0 | | |
| 4.11 Institute a system of putting computer chips in cows and establish an elite tracking team to capture thieves and stolen cows | Proportion of participating communities instituting a system for tracking cows through microchips and peacefully resolving the problem | 0 | 100% | Government Policy and system for ending cow rustling including through computer chips Programme Report |
| | Proportion of relevant communities developing by-laws to prevent marriage through stolen cows and legal repercussions for steeling cows | 0 | 80% | |
| Strategic Focus Area 5: Improved knowledge and evidence base, monitoring and evaluation, and coordination mechanisms for effective implementation of the Strategic Action Plan | Country uses robust data and evidence on CM to inform policy, law and programming | No | Yes | Copies of educational materials printed by date Field-testing reports |
| | Existence of a Country long-term resource mobilization plan | No | Yes | |
| 5.1 Conduct nationally representative baseline survey, mid-term review and end of programme evaluation for Phases 1 and 2 (2017-22) and later for Phases 3 and 4 (2023-2030) to guide programme design, course corrections and scaling up efforts | # baseline, midterm and end-line surveys' results for adolescents (males and females) including CM prevalence, girls/boys most at risk, drivers, related behaviours or practices and mitigating factors | 0 | 3 | Survey Reports MICS/DHS/Census |
| 5.2 Establish national level database and monitoring system for tracking progress including through EMIS, HMIS, violations of child rights reported, registration of births and marriages. | Existence of a functional national database and monitoring system | No | Yes | M&E and Programme Reports Sectoral reports |
| | # of government sectors tracking and reporting child marriage issues | 0 | 3 (Health, Education, Social sector) | |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 5.3 Establish a knowledge management and knowledge-sharing mechanism | # of functional knowledge management and knowledges-sharing system | 0 | 1 | Knowledge management and sharing system plan and reports |
| 5.4 Conduct operations research on the different programme components to ensure effective implementation and generation of evidence on CM programming in South Sudan | # of operational studies conducted on CM Programme interventions | 0 | At least 5 | Study reports with key learnings and recommendations |
| 5.5 Establish a high-level coordination mechanism from national, state and country levels and programme, and Boma levels to ensure high level support and harmonized implementation of the Programme | Existence of a functional coordination mechanism at the national and state level including inter-sectoral steering committees | No | Yes | Coordination plan and reports |
| 5.6 Each sectoral ministry to appoint a focal person at policy level to be part of Steering Committee, drive programme in ministry/ government institution, and to report progress annually | # of government sectors with high level focal person and related job descriptions | 0 | 8 | List of focal persons and job descriptions Steering Committee and Coordination Committee Meeting Report |
| 5.7 Staff and equip the Coordination Unit of the MGCSW | Existence of a functional coordination unit staff | No | Yes | Programme Reports |
| 5.8 Organize annual review and planning meetings at the national and state levels for the action plan | # of quarterly and annual review and planning meetings conducted by year | N/A | 3 per year | AWPs, budgets, quarterly and annual reports |

| Result/Strategic Focus/Strategic Interventions | Indicator | Baseline 2017 | Target 2022 | Means of verification |
|---|---|---|---|---|
| 5.9 Capacity building for Coordination Unit staff and focal persons from other sectoral and implementing partners in programme co-ordination, planning, implementation, scaling up, evaluation and resource mobilization | Proportion of project staff trained and with clear job descriptions | N/A | 100% | Training reports |
| 5.10 Reach out to donors and submit multi-year proposals for funding | # of donor meetings held | 0 | 2 | |
| | # of proposals submitted | 0 | 4 | |
| | Amounts resources mobilized | 0 | 20 million USD | |

# ANNEXES

## ANNEX 1: SUMMARY OF ONGOING PROGRAMMES TO ADDRESS CHILD MARRIAGE BY GOVERNMENT, CSO AND UN AGENCIES

**Table 1: Ongoing government interventions that address child marriage**

| Government institutions | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| Ministry of Gender, Child and Social Welfare (MOGCSW) | **Issues**<br>• Non-recognition of children's rights and child abuse<br>• SGBV and child marriage<br>• Negative socio-cultural practices child marriage and non-enrolment of girls in school<br>• Inability to access psychosocial support<br>**Intervention**<br>• Coordination of SGBV and child marriage prevention programmes including monitoring and reporting of cases<br>• Establishment of the National Taskforce to End Child Marriage and its TOR<br>• Development of Roadmap to guide Taskforce in the development of a National Action Plan to End Child Marriage<br>**Target Group**<br>• National government and development partners and CSOs involved in SGBV and child marriage prevention and promotion of gender equality.<br>**Geographical Coverage**<br>• National<br>**Challenges**<br>• Inadequate financial and technical resources |
| Ministry of Education (MOE) | **Issues**<br>• Limited value of girls' education and non-enrolment of girls in school<br>• School drops due to pregnancy leading to child marriage<br>• Limited capacity to teach sexuality education by teachers<br>• Inadequate school infrastructure including through conflict and some school closing and incentivized girls leaving school in some settings<br>**Interventions**<br>• Development of Girls' Education Strategy (currently being revised)<br>• Co-fund the Girls Education South Sudan Programme that gives incentives to girls to graduate from primary and secondary schools and to improve quality of teaching and educational infrastructure<br>• Through Educational Management Information System (EMIS), report on school enrolment and drop outs due to pregnancy and child marriage<br>• Development of Education Policy which prevents sexual abuse of girls/pupils in school and sanctions teachers who sexually abuse pupils<br>• Integration of Life Skills into School Curriculum and introduction of lesson plans for prevention of pregnancy, STIs/HIV and building skills. There is one lesson plan on child marriage |

| Government institutions | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
|  | • Training of teacher through on-line and face-to-face on sexuality education courses developed with UNESCO and UNFPA support<br>• National Strategic Plan of MOE includes expansion of educational infrastructure and implementation such as buildings, renovations, and training and fielding of female teachers in under-served areas to serve as role models for girls<br>• MOE dismissed 10 teachers from across the country and took away their teaching permits for sexually abusing children—these sanctions led to reduction of number of reported cases of teachers' sexual misconduct.<br><br>**Target Group**<br>• Adolescent girls 6-20 years and all pupils (Primary and secondary schools)<br><br>**Geographical Coverage**<br>• National with focus on schools with inadequate infrastructure (i.e. under shelter, under trees?)<br><br>**Challenges**<br>• Some schools closed due to conflict and teachers and students lost to follow up<br>• Limited Financial resources to implement Strategic Plan for Education including infrastructure development plan and Girls' Education Strategy |
| Ministry of Health | **Issues**<br>Adolescents/young people are at high risk of:<br>• Early and unwanted/unplanned pregnancies<br>• Harmful Traditional/ practices such as child marriage negatively impacting health and wellbeing of girls<br>• Sexually transmitted infections, including HIV/AIDS<br>• Adolescents and young people vulnerable to use and consequences of tobacco, alcohol and other drugs<br>• Very low access to ASRH information and services<br><br>**Interventions**<br>• National training kits and standards developed for provision of quality SRH friendly services to young people<br>• Finalization of ASRH strategic frame work<br>• Awareness raising on the issues of young people<br>• Provision of quality SRH friendly service to young people<br><br>**Target Group**<br>• Young people<br>• Health service providers<br>• Communities<br><br>**Geographical Coverage**<br>• National<br><br>**Challenges**<br>• Limited resources for the implementation of the services from government.<br>• Inadequate number of staff |

| Government institutions | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| Women's Caucus SS Parliament | **Issues**<br>• High child and forced marriages in constituencies<br>• Negative cultural practices prevailing in communities driving CM including booking girls for marriage by 4-10 years; abduction of girls; elopement; girls given out as blood money/compensation for crimes; physical disfigurements such pulling lip with stones<br>• Families fearing sexual violence marrying girls off; girls sometimes violated as weapons of war<br>• Laws not enforced or selectively used to prevent young people to marry each other so parents lock up young men for rape and immediately marry off girls to older man<br>• No legal provision when two minors impregnate each other—often boy is held responsible<br><br>**Interventions**<br><br>• Awareness raising in constituencies about child marriage, other harmful traditional practices and the law though conflict affecting accessibility of constituencies<br>• Planning to support legislation at national level<br><br>**Target Group**<br>• Communities<br><br>**Geographical Coverage**<br>• Constituencies and national level through Women's Caucus and Parliament |

**Table 2: Ongoing interventions implemented by national and international NGOs that address child marriage**

| Civil society organization | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| Plan International | **Issues**<br>• Non-recognition of children's rights and child abuse<br>• SGBV and child marriage<br>• Negative socio-cultural practices such as child marriage and non-enrolment of girls in school<br>• Inability to access psychosocial support<br><br>**Intervention**<br>• Receives $150 to $160 per child and funds are pooled and apportioned to countries to implement sponsorship programmes.<br>• Sponsorship for girls to remain in school by providing an economic empowerment package for parents (money, capacity building in the chosen business including agricultural seeds and food)<br>• Child protection fora and discussions with parents and community leaders<br>• Girls clubs (Eastern Equatorial) and dignity kits for girls (re-usable and locally sourced for 5-10 dollars mostly in Lake State)<br>• Basic health care and school supplies where necessary<br>• Building schools and water points to reduce distance to getting water and thus prevent rape<br>• School feeding program<br><br>**Target Group**<br>• 7,103 under 18 girls<br>• Vulnerable families and community members<br>• Plan to reach 19,800 girls by 2022<br>• Some successes registered include increased school enrolment and retention of girls in school; community making education decisions including building schools and communities asking for more water points to reduce distance.<br><br>**Geographical Coverage**<br>• Lakes State<br>• Central Equatorial<br>• Eastern Equatorial<br>• Uganda and Congo border areas<br>• Planning for Ripor-Jonglei<br><br>**Challenges**<br>• Deeply entrenched valuing of girls as source of wealth and exit from poverty<br>• Conflict disorganizing communities and making it difficult to implement programs—including women and girls being blamed for rape.<br>• Receiving more requests than available resources from deserving families<br>• Limited implementation of child marriage legal framework |

| Civil society organization | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| Save the Children | **Issues**<br>• Inequality and social exclusion of children and families in under-served communities<br>• Violation of children's rights including child marriage<br>• Limited enrolment of girls in school<br><br>**Intervention**<br>• Launched "Every Last Child Campaign" in 2015 aimed at reaching children that have been left behind in terms of programmes and opportunities to reduce inequality and social exclusion as AID does not reach the last person.<br>• Programmes prioritize education of girl child and prevention of child marriage and work centers around affecting legislation by advocating for harmonization of SS legal framework including Constitution and Child Act and ratification of the African Charter on the Rights and Social Welfare of Children (ACRSW) and CRC and CEDAW by SS.<br>• Work with the legal system to enforce the Child Act and the Constitution and representation of minors in court (i.e. boys who impregnate girls and are jailed as adults and girls impregnated by older persons).<br><br>**Target Group**<br>• Parliamentarians, legal system, communities<br><br>**Geographical Coverage**<br>• National<br><br>**Challenges**<br>• Limited implementation of the law and magistrates and chiefs prefer applying customary law which does not protect the girl child<br>• Lack of knowledge about the Legal Framework and various provisions in the Constitution, Child Act, Penal Code, Local Government Act, and States Customary Law Act etc. and contradictions within the Framework<br>• Selected application of the law to punish adolescent boys and young men while marrying off same girls to older men who pay dowry<br>• No provision for pregnancy or sex resulting from two minors |

| Civil society organization | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| ADRA | **Issues**<br>• Limited knowledge to provide Youth-Friendly Sexual Reproductive Health Services by health service providers<br>• Inadequate capacity to teach comprehensive sexuality education by teachers.<br>• Limited information on sexual reproductive health including HIV/STI and GBV by adolescents, young people and adult population.<br>• Inadequate space needed to provide Adolescent/Youths Friendly Sexual Reproductive Health Service for the adolescents and youths<br><br>**Intervention**<br>• Training of health service providers on provision of Adolescent/Youth friendly Sexual Reproductive Health Services at health facility level.<br>• Training of teacher through on-line and face-to-face on sexuality education courses developed with UNESCO and UNFPA support<br>• Provide Integrated SRH services to adolescents and youths both at clinic and community level<br>• Advocate for health facility infrastructure development that provides enough space for provision of Adolescent/Youth-Friendly SRH services<br><br>**Target Group**<br>• Adolescents and young people age 10 – 24 years.<br>• Community and religious leaders<br><br>**Geographical Coverage**<br>• Central Equatoria State<br>• Western Equatoria State<br>• Warrap State<br><br>**Challenges**<br>• Limited financial resources to reach other states |

| Civil society organization | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| INTERSOS | **Issues**<br>• GBV and child marriage<br>• Negative socio-cultural practices, e.g. child marriage and non-enrollment of girls in school<br>• Girls not going to school or dropping out of school early due to forced/early marriage<br><br>**Intervention**<br>• GBV awareness raising in communities, particularly on the issue of early/forced marriage<br>• Trainings on GBV and the consequences of GBV<br>• Referrals for medical, food, and NFI support for women/child survivors<br><br>**Target Group**<br>• Authorities, traditional courts, police, prison staff<br>• Men, women, boys, and girls<br>• Community, church, and women leader<br><br>**Geographical Coverage**<br>• Bor, Akobo, Lankien (upcoming), Pibor<br><br>**Challenges**<br>• Limited financial resources to improve depth of programme and increase coverage<br>• Inflation increasing frequency of child/forced marriage due to loss of livelihoods by families<br>• Police and chiefs not enforcing the law and preferring customary law, not believing survivors, accusing them of bringing sexual assault or other GBV on themselves, and/or participating in child marriage personally or supporting families in marrying off their daughters early<br><br>There is a need for short-term solutions (e.g. dowry to feed the family) that prevent long-term solutions and behaviour change from happening in the community (e.g. educating girls so they can support themselves and their families) |

| Civil society organization | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| Girls Education South Sudan (GESS) Consortium | **Issues**<br>• Limited value of girls' education, low enrolment and completion of girls in primary and secondary schools (only 5000 girls in secondary schools in SS)<br>• Withdrawal of girls from school for marriage purposes<br>• School drop out<br>• Limited women teachers as role models and overall quality of teacher's education, teaching methods and materials<br>• Limited school infrastructure<br><br>**Intervention**<br>• Advocate for enrolment of girls in school (enrolment increased from 40% to 45% after Programme; before 2010, less than 5000 girls in secondary schools now increased to 50,000 girls<br>• Annual incentives for girls ($30) to buy school supplies and food where there is hunger to ensure graduation from primary and secondary schools<br>• Incentives for teachers in low resource and conflict settings<br>• Training of teachers in teaching methodologies and use of locally resourced materials for teaching<br>• Grants to school for improvement (latrines and water) and maintenance<br>• Public education through radio and other behavior change tools –includes establishing and running community listenership groups using solar powered radios.<br><br>**Target Group**<br>• Reach 200,000 girls with incentives over five years (already reached 18,000)<br>• Reach 3,500 schools with improvement package (already 2000)<br>• Reach 2 million adults with different behavior change interventions (already 2million reached with one year to go). Will exceed set targets.<br>• Programme received an Award from the Queen of England<br><br>**Geographical Coverage**<br>• National (Partnership with MOE and consortium of international and national agencies)<br><br>**Challenges**<br>• Due to conflict MOE could not pay incentives for girls in primary school as part of cost share and GESS has to take up that cost;<br>• Due to conflict 40,000 of Project girls were lost to follow as they either went to neighboring countries or to Juba. Though some parents brought back some girls that were receiving incentives while leaving other daughters in neighboring countries.<br>• Operational issues related to delivery of large sums of money to outside Juba as banking system shrunk due to conflict. Inflation of SS Pounds increased weight of money and cost of transport.<br>• Limited alternative to cows/dowry for parents |

| Civil society organization | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| Crown the Women (launched in 2016) | **Issues**<br>• Non-enrolment of girls in school and preferring to son to school<br>• Negative views of girls' education and girls' lack of vision of an educated girl; girls' perception that they can get respect only as someone's wife.<br>• School drop outs due to pregnancy/child marriage and no sexuality education in schools<br>• No support for academic challenges faced by girls as school for girl seen as an interim arrangement to marriage<br><br>**Interventions**<br>• Menstrual Hygiene and provision of sanitary pads<br>• Girls clubs in schools to promote school retention, prevention of child marriage, provide academic support, and promote talent through art.<br>• Sexuality education through extracurricular activities<br>• Bringing educated young women as role models for girls to see and emulate;<br>• Peace building with both boys and girls<br>• Provision of textbooks with inspirational messages on relationships, self-esteem and keeping their priorities straight;<br>• Training of teachers in GBV prevention and engage parents to change perceptions about girls' education and child marriage<br><br>**Target Group**<br>• 711 primary and 365 secondary schools (received appreciation letter from some schools as programme changed girls' perception about education)<br><br>**Geographical Coverage**<br>• Central Equatoria (Juba, Rajaf, Gumbo, Sherikhat)<br><br>**Challenges**<br>• Limited financial resources to improve depth of programme and increase coverage<br>• Currently funded by the Norwegian Embassy<br>• Police and chiefs not enforcing the law and preferring customary law<br>• Limited alternative to cows for parents |

| Civil society organization | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| FIDA SS | **Issues**<br>• Some girls married by uniformed service men including by force and later brought to be part of the uniformed services and girls unhappy about the situation<br>• Unharmonized legal framework making it difficult to create legal precedents in court<br>• Judges and members of magistrate not knowledgeable about the Child Act<br>• Application of customary law instead of statuary for marriages<br><br>**Interventions**<br>• Raise awareness about rights in general including child marriage through radio programme that runs on Fridays at 9:00 in the mornings and repeats 9:00 in the evenings<br>• Provide legal AID and increase access to justice by representing women and children who are jailed and held for long periods and freeing them from jails.<br>• Planning to review the laws of police, national security, Army, prisons and wild life. There is opportunity to address child marriage within these five laws<br>• As members of Women's Block (Biggest organization representing South Sudan women including parliamentarians and professional bodies such as lawyers, health providers, teachers, and civil society organizations) to participate in the SS Constitutional Reform and Peace Process. Potential to unite in social issues including eradication of child marriage.<br><br>**Target Group**<br>• Communities and legal professionals<br><br>**Geographical Coverage**<br>• National though limited by resources prevent them from mobilizing 60-member association and Women's Block |

**Table 3: Ongoing interventions implemented by UN agencies that address child marriage**

| UN agency | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| UNFPA | **Issues**<br>• Non-recognition of adolescents sexual and reproductive health and rights<br>• Sexual abuse, rape and child marriage<br>• Limited access to SRH information and services leading to teenage pregnancies and births, school drops outs and child marriages<br>• Negative socio-cultural practices<br>• Limited access to psychosocial support and CMR and legal response<br>• Inadequate promotion of safety and dignity of women and girls including availability of GBV lifesaving services to women and girls<br><br>**Interventions**<br>• Provide community mobilization activities including sensitization, and opportunities for community dialogue.<br>• Equip health facilities with materials and supplies for youth-friendly SRH services<br>• Conduct outreaches to provide SRH and HIV services and information targeting adolescents and youth.<br>• Train health service providers in syndromic management of STIs.<br>• Train physical education teachers, on SRH/HIV and CSE<br>• Provide support to build capacity of the Y-Peer network<br>• Train 50 technical and support staff working as health service providers on provision of youth-friendly SRH&HIV services.<br>• Provide support for project management and delivery of services for young people<br>• Age appropriate mobilization and awareness to women and girls on GBV prevention, risk mitigation, available GBV/ASRH services including child marriage<br>• Establishment of women's safe spaces for mobilization and psychosocial support, case management and referrals to other specialized services<br>• Social and recreation activities to increase adolescent girls' participation<br><br>**Target Group**<br>• Sexually active adolescents and young people 10-24<br>• Adolescents and Young People who victims of SGBV<br>• Married adolescents and those at risk of child marriage<br>• Men, women, girl and boy survivors of GBV<br>• Community at large<br><br>**Geographical Coverage**<br>• Juba<br>• Terekeka<br>• Jonglei State<br>• Bentiu<br><br>**Challenges**<br>• Limited funding for GBV programmes and young people programmes |

| UN agency | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| UNICEF | **Issues**<br>• Harmful social norms that condone violence against women and girls<br>• School-related GBV, (e.g. language of instruction, limited number of female teachers, poor WASH facilities for girls and corporal punishment)<br>• Girls are perceived as sources of income and as economic crisis and conflict persist in the country, child marriage intensifies as a means to mitigate hunger<br>• Breakdown of societal norms due to prolonged conflict and displacement leads to lack of protection for children, especially young girls<br>• Limited implementation and/or lack of policies to support girls' education and protection of girls and women<br><br>**Interventions**<br>• Community engagement and actions to promote positive social norms and address gender adverse social norms to create safer communities<br>• Strengthening community structures to provide support for women and girls (ex: Women and Girls Friendly Spaces)<br>• Capacity building for community actors and service providers to be able to support survivors and help GBV prevention in communities, including schools<br>• Interim care, including for girls and women fleeing child and forced marriage<br>• Case management and psychosocial support for GBV survivors (including girls at risk of, experiencing, or survivors of child marriage)<br>• Provision of sanitary kits for girls in schools to improve their attendance in schools and support to women groups in 5 states to develop and produce re-usable sanitary kits for girls<br>• Construction of inclusive model schools that are child friendly and with improved facilities for girls<br>• Training of teachers, PTA and SMC on gender responsive mechanism and gender awareness, gender sensitive school and classroom, and on the importance of girls' education<br>• Engagement with community leaders, PTA, school management committees (SMCs) and school leaders to support girls' education<br>• Partnership in policy development in support of girls' education (WFP, UNPFA, GESS, UN Women and international and national NGOs)<br>• Mainstreaming gender in GPE supported schools and increasing advocacy for girls' education in the catchment of these schools<br>• Life skills and peace education trainings at school levels<br>• Provision of school supplies in support of learning for both girls and boys; establishment of temporary learning spaces for displaced persons at the PoC in Juba, Wau, Bor, Malakal and Bentiu and in the rebel control areas<br><br>**Target Groups**<br>• Community leaders (chief, religious leaders)<br>• Service providers (teachers, clinicians etc.)<br>• Women and women groups<br>• Men, women, girl and boy community members |

| UN agency | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| | **Geographical Coverage**<br>10 former states of South Sudan (population age 03-18)<br>Community Care: Social Norms<br>• CES: Yei, Juba<br>• Warrap state: Gogrial<br>• Jonglei State: Bor and Twic East<br><br>Interim Care for Children<br>• CES: Juba<br><br>Case Management and PSS Services<br>• Upper Nile: Maiwut, Ulang and Fashoda<br>• Unity: Bentiu POC<br>• Lakes: Rumbek<br>• WBG: Raja<br>• NBG: Aweil<br>• Jonglei: Pibor and Pigi<br>• WES: Yambio and Mundri<br>• CES: Juba, Lainya and Kajo Keji<br>• EES: Kapoeta South and East<br><br>**Challenges**<br>• Limited funding |

| UN agency | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| UNESCO | **Issues**<br>• High levels of HIV knowledge among teachers but low delivery of content to learners. Reasons being lack of guidance and curriculum<br>• Low levels of HIV awareness among young people<br>• Low sexual debut<br>• High teenage pregnancy rates (300 out of 1000 are adolescent)<br>• Low involvement of parents in discussions around CSE with the children.<br>• Low involvement of the education sector in addressing issues affecting young people.<br>• Over 60% of the dropouts are attributed to marriage or pregnancy<br><br>**Interventions**<br>• Integrating CSE into life skills and peacebuilding education<br>• Support and sustain high level management of education and health to increase access CSE.<br>• Support education ministry to monitor implementation of CSE by integrating in policies, strategies, and EMIS.<br>• Support teacher training<br>• Support PTA orientation on CSE<br><br>**Target Group**<br>• High level management of the ministry of education;<br>• Key departments such as EMIS, (to measure response)<br>• Teachers<br>• Parent Teachers Associations<br>• Learners (in and out of school youth)<br><br>**Geographical Coverage**<br>• Support MOGEI across the country |

| UN agency | Issues being addressed/programme interventions, target groups and geographical coverage |
|---|---|
| UNHCR | **Issues**<br>• Negative traditional practices such as female genital mutilation, forced marriage and teenage marriage that do not respect rights of and exposes women and girls to higher risks<br>• Traditional justice systems targeting marriage that are biased and compromise fundamental human rights and require women to be submissive to partner's decisions<br>• Inadequate knowledge of adolescent girls on growth, development and sexual and gender based violence that limits the power of a women on her body<br><br>**Interventions**<br>UNHCR directly and through partners undertakes various types of interventions. Advocacy, protection monitoring and referral are the key activities:<br>• Psycho-social activities engaging women and girls in informal talks, social gatherings where women feel secure<br>• Engaging men through accountable practices to prevent violence against women and girls, gender discussions to increase the participation of community members and stakeholders in the prevention of and response to SGBV<br>• Provision of critical hygiene materials support to women and girls that could reduce their risk and retain their girls in school during monthly period<br>• Facilitate training and capacity building activities on related topics for police, local courts and community leaders to facilitate provision of health, psychosocial, security and advocacy for joint actions to support girls<br>• Training of community leaders and teachers on GBV concept and PSEA<br>• Implementation of SASA (Start Awareness Support Action) concept<br>• Empowerment of women in leadership and  decision-making process<br>• Community awareness and outreach campaigns<br>• Trainings on GBV Guiding Principles, referral pathways, GBV basic concepts, safety audit<br>• Supporting Women and Girls Center psychosocial support activities<br>• Legal aid provided by the mobile legal aid centers ensuring access to justice on human rights violations (including individual case management for CM)<br>• Community empowerment on various aspects of the law by establishing Community Justice Centers in the PoCs<br><br>**Target Group**<br>• General refugee community<br>• IDP community<br>• Adolescent girls and women<br>• Men and adolescent boys<br>• Police, law enforcement, justice system, and state officials<br>• Community structures in refugee and IDP settlements<br><br>**Geographical Coverage**<br>• National (coverage includes Pamir, Yida, Ajuong Thok refugee camps, Ruweng state; POC 1 and 3 in Juba, Mahad and Don Bosco IDP collective centers, Urban Juba, Gorom) |

# ANNEX 2: EVIDENCE TO SUPPORT THE THEORY OF CHANGE AND KEY STRATEGIC ACTIONS SELECTED

THE POPULATION COUNCIL conducted operations research on four strategies to keep girls in school and unmarried in Ethiopia, Tanzania and Burkina. Results including cost of interventions were published for Ethiopia and Tanzania. The research showed that the best approaches to delay child marriage are those that elevate girls' visibility and status in their families and communities, build their skills and knowledge, and are cost-conscious and economical as outlined below:

| KEY STRATEGIC ACTION | EVIDENCE | COST |
|---|---|---|
| **2. Working directly with girls and building their agency**<br>a. Supporting girls' education with cost-effective efforts, such as providing girls with school supplies or uniforms.<br>This includes creating safe spaces to provide girls access to information about their bodies, the negative effects of child marriage, importance of staying in school and access to schools and health services (Key Strategic Action 3) | **Ethiopia**: In communities where girls were offered educational support, girls 12–14 were 94% less likely to be married.<br>**Tanzania:** The interventions to keep girls 12–14 unmarried and in school did not achieve a statistically significant effect. | **Ethiopia:** School supplies cost $17 per girl/year<br>**Tanzania:** School supplies cost $22 per girl/year |
| **4. Community Engagement**<br>b. Community conversations (informing communities about the dangers of child marriage using community meetings and the engagement of religious leaders)<br>c. Providing conditional economic incentives to families for keeping girls unmarried, such as chickens or a goat | **Ethiopia:** In communities engaged in conversations about educating girls and the harms of child marriage, girls 12-14 were 2/3 less likely to be married. | **Ethiopia:** Community conversations cost $30 per girl/year<br>**Tanzania:** $11 per girl/year |
| | **Ethiopia:** In communities where girls were offered two chickens for every year they remained unmarried and in school, girls aged 15-17 were half as likely to be married | **Ethiopia:** Conditional economic incentives, 2 chickens cost $32 per girl/year |
| | **Tanzania:** In communities where girls were offered goats for staying unmarried and in school, girls aged 15-17 were 2/3 less likely to be married than girls of same age who lived in an area where the programme was not offered, a statistically significant reduction. | Tanzania: Conditional economic incentives, one goat, cost $107 per girl per year |
| d. Combining all these approaches (full model). | **Ethiopia:** In communities where all the strategies were employed, girls 15–17 were 2/3 less likely to be married.<br>**Tanzania:** Full model included all 3 interventions; there was evidence of positive effect among girls 12-14 and 15-17. | **Ethiopia:** Full model cost $44 per girl/year<br>**Tanzania:** Full model cost $117 per girl/year |

# ANNEX 3: KEY REFERENCE MATERIALS

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