



GIRLS NOT BRIDES

The Global Partnership
to End Child Marriage



CIVIL SOCIETY AND BUDGET ADVOCACY TO END CHILD MARRIAGE

Six case studies

June 2020

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Project 1: Implementing a gender-sensitive budgeting approach in the Enugu and Nsukka Zones of Enugu State, Nigeria

Girls Not Brides member organisation: Society for the Improvement of Rural People (SIRP)

Pilot funding amount: US\$8,330



PICTURED: Participants in a State/Public Dialogue on Budget Advocacy in Enugu State, Nigeria. Photo: Girls Not Brides/SIRP

1. National context

A total of 43% of girls in Nigeria are married before the age of 18 and 16% before turning 15.¹ Child marriage is most common in the North West and North East of the country, where up to 68% of women aged 20-49 were child brides.² Child marriage is most common among Nigeria's poorest, rural households.³ Ending child marriage could generate an additional US\$7.6 billion in earnings and productivity in the country.⁴

In 2016 the Ministry of Women Affairs and Social Development launched a National Strategy to End Child Marriage.⁵ The

strategy's vision is to reduce child marriage by 40% by 2020 and end the practice entirely by 2030, and is one of the key policy frameworks used by SIRP to hold government accountable in this project.

2. Project summary

In this project, SIRP worked to institutionalise a gender-responsive budgeting approach to preparing annual budgets in the Enugu and Nsukka zones of Enugu State in Nigeria. They worked to

direct budgetary allocations towards interventions that support adolescent girls

¹ National Population Commission (NPC) and ICF, [Nigeria demographic and health survey 2018](#), 2019.

² National Bureau of Statistics and UNICEF, [Multiple indicator cluster survey 2016-17: Survey findings report](#), 2017.

³ Ibid.

⁴ World Bank and International Center for Research on Women (ICRW), [Economic impacts of child marriage: Work, earnings and household welfare brief](#), 2017.

⁵ Federal Ministry of Women Affairs and Social Development, [National strategy to end child marriage in Nigeria \(2016-2021\)](#), 2016.

and address child marriage in the 2020 Enugu State Budget.

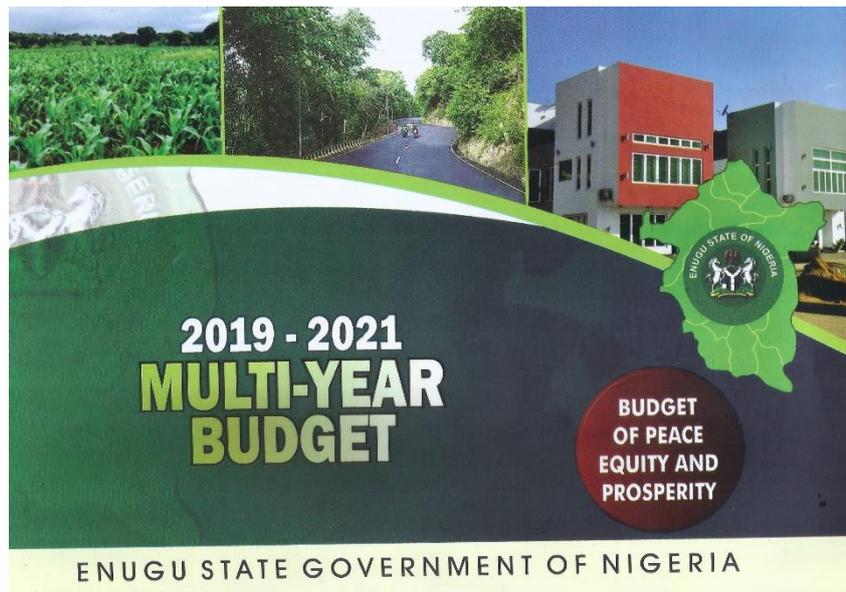
SIRP used key policy frameworks to strengthen accountability systems and increase financing. These were the National Gender Policy Strategic Framework (Implementation Plan) 2008-13, the National Strategy to End Child Marriage 2016-21, enforcement of the Enugu State Child Rights Law 2004 and Violence Against Persons Prohibition Bill 2019.

3. SIRP worked with

- Ministry of Gender and Social Development
- Ministry of Education
- Ministry of Budget and Planning
- Members of the legislature and judiciary
- Civil society organisations (CSO)
- The media

4. SIRP's achievements

- **Budget lines that support adolescent girls and address child marriage are institutionalised within the 2020 Enugu State Budget, with approximately US\$6.8 million allocated to:**
 - Child/social protection
 - Primary school completion for girls
 - Reduction of gender disparity and increase of (girls') secondary school attendance
 - Provision of sanitary pads to girls and young women



PICTURED: Enugu State Budget 2019-21 now includes budget lines that support adolescent girls and address child marriage.
Photo: *Girls Not Brides/SIRP*

- **The body of Permanent Secretaries officially committed to gender-responsive budgeting as a framework for the state annual budget, beginning in 2020.** They will:
 - Promote gender mainstreaming by considering revenue raising and spending
 - Analyse the budget's gender-differentiated impacts
 - Adjust budgetary decisions and priorities according to the different needs of girls, boys, women and men

This was achieved thanks to trainings with 50 policymakers and government officials, and a State Dialogue on gender-responsive budgeting with members of the executive, legislature, judiciary, CSOs and the media. The official commitment resulted from a training for Permanent Secretaries and Senior Budget Officers on how to prepare a gender mainstreamed Budget Call Circular.

- **The media and civil society have greater knowledge of the key policy issues affecting a government’s budgetary decisions and are able to influence this at the state level.** They are also more aware of the role they play in monitoring government expenditure and can flag up misspending via elected members of the Enugu State House of Assembly, the media and public mobilisation. This was achieved through training on gender-responsive budgeting.
- **Relationships between SIRP and the Ministries of Budget and Planning, Education and Gender Affairs are stronger and dedicated to gender-responsive budgeting from 2020.** A WhatsApp group was set up for government and non-state actors to share information on global best practices and resources on gender-responsive budgeting and child marriage.
- **A committee headed and convened by Mrs. Peace Nnaji – the Honourable Commissioner for Gender Affairs – will develop a framework to enforce the Enugu State Child Rights Law and Enugu State Violence Against Persons Prohibition Law.** These two statutes criminalise all forms of gender-based violence.

5. Key findings

- **Child marriage interventions should be linked and costed to a programme and budget.** It can be more effective to work with state actors to agree a few key intervention areas in different sectors. In the Enugu State 2020 Budget, SIRP influenced the linking of budget lines on “Child Protection” and “Completion of Primary School Education” for girls under

the functional and programmatic budget classifications of the Gender and Education Ministries’ budgets.

- **A systems approach supports advocacy for public spending on gender/social welfare issues like child marriage.** This is because social issues related to child protection and child marriages are often incorrectly conceptualised and budgeted for, if at all. In the Enugu State 2020 Budget, SIRP ensured the adoption of a systems approach by providing budget line items for the social/child protection sectors.
- **Advocacy should go beyond budget allocation to address child marriage.** In implementing the pilot project, SIRP deepened their understanding of the complexity of budgeting to end child marriage, particularly in:
 - Challenging and influencing policies and budgets at the state (sub-national) level.
 - Advocating not just for more resources, but for a more gender-equitable and efficient use of those resources.
 - Advocating for resources within and across sectors, and for child protection and education for girls.
 - Improving government transparency and accountability and citizen-led participatory budgeting processes.
 - Influencing decision-making processes in public budgets – both those on paper, and the “behind the scenes” informal decision-making processes.
- **CSOs can connect budget numbers with real-life stories to build an**

investment case for action on child marriage. Statistics, cost of inaction and economic arguments alone do not and

cannot convince governments to take action on child marriage.

“We shared stories and experiences of a number of girl child school dropouts in the 17 local government councils of Enugu State [...] due to poverty, lack of access to school facilities, patriarchy and the consequent result of forced and early marriage for these young girls [...] We painted a scenario of the impact of the practices of child marriage on the girl child, and in that way we were able to secure approval of State actors.”

Dr. Christopher Ugwu, SIRP

Project 2: A gender-responsive budget advocacy campaign to end child marriage in Punjab Province, Pakistan

Girls Not Brides member organisation: Formation, Awareness and Community Empowerment Society (FACES)

Pilot funding amount: US\$7,831

1. National context

A total of 18% of girls in Pakistan are married before the age of 18 and almost 4% are married before 15.⁶ Child marriage is more prevalent in rural areas.⁷ Ending child marriage could see a 13% rise in earnings and productivity for Pakistani women who married early.⁸

Under the Child Marriage Restraint Act 1929 the minimum legal age of marriage is 16 for girls and 18 for boys. In 2019, a Child Marriage Restraint (Amendment) Bill was passed in the Pakistani Senate to increase the minimum age of marriage for girls to 18 years. Religious political parties in Pakistan opposed the bill, claiming it to be against Islam, and recommended that it be sent to the Council of Islamic Ideology (CII) before being discussed in the Senate. However, the bill was passed by the Senate and awaits debate in the National Assembly.

Child marriage has become a provincial issue since many powers were decentralised to the provinces and territories in 2010. The Punjab Government has proposed a bill to amend the age of marriage from 16 to 18 years (a bill introducing harsher penalties for marriage before 16 has already been adopted), and other provinces have proposed similar amendments (Balochistan and Khyber Pakhtunkhwa). In Sindh province, the

minimum age of marriage for girls and boys is 18, as defined by the Sindh Child Marriage Restraint Act.

2. Project summary

In this project, FACES delivered a gender-responsive budget advocacy campaign to address child marriage in Punjab province. They wanted to ensure that key sectoral departments of Punjab's provincial government – the education, health and child protection sectors – were incorporating child marriage and gender equality issues for adolescent girls into their budgeting and planning processes. FACES focused on three main components:

- **Budget analysis:** FACES carried out a gender-responsive analysis of Punjab's health, education and child protection budgets for 2019-20.
- **Budget advocacy campaign:** FACES called for more gender-responsive provincial sectoral budgets in health education and child protection, taking into account the needs of adolescent girls.
- **Budget commitments from government:** FACES worked with key stakeholders in government to create a

⁶ National Institute of Population Studies (NIPS) and ICF, [Pakistan Demographic and Health Survey 2017-18](#), 2019.

⁷ Ibid.

⁸ World Bank and ICRW, op. cit.

set of commitments on how they would incorporate budgetary changes on spending for women and girls into the sectoral budgets of the health, education and child protection sectors.

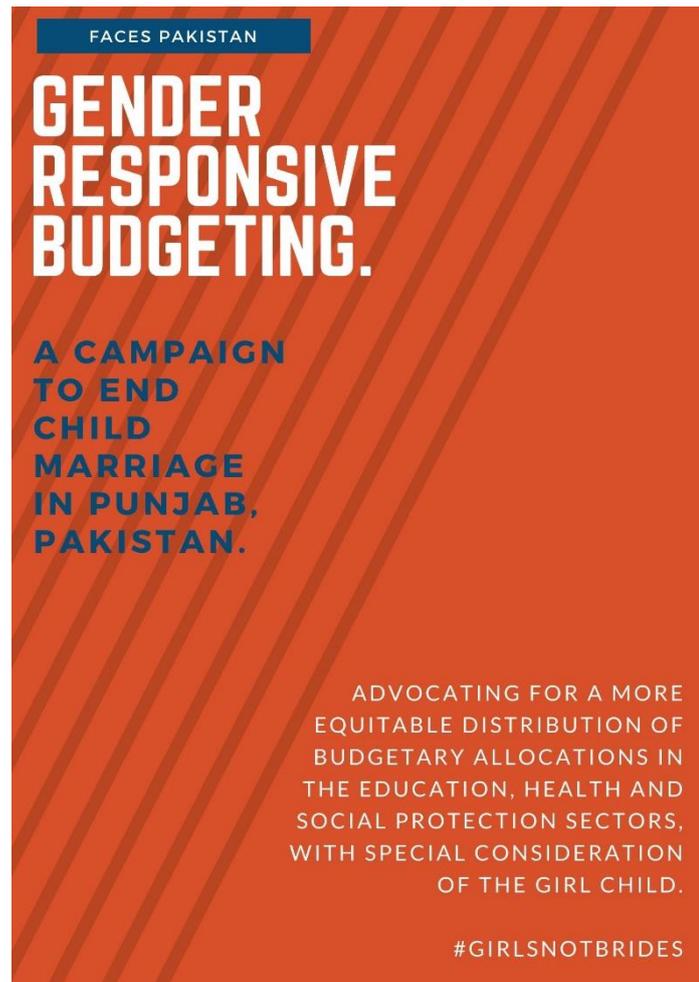
3. **FACES worked with**

Through the project, FACES directly engaged 75 targeted stakeholders including:

- Government officials directly involved in budgeting processes
- Parliamentarians, particularly women and those who represent parliamentary committees
- Political leaders involved in provincial budgeting processes
- The media
- Other civil society organisations
- Academic representatives

4. **FACES's achievements**

- **FACES used their budget analysis to increase awareness of existing gender inequalities in the provincial budget** among key government officials, parliamentarians, civil society, the media and academia in the education, health and child protection sectors. They did this through a campaign, meetings and dialogues. FACES also increased awareness among targeted stakeholders of the importance of using a gender lens in policy formulation, planning and resource allocation.
- **Government stakeholders committed to increasing gender-responsive budget allocations and spending for women and girls** in the



PICTURED: A campaign for gender-responsive budgeting run by FACES. Photo: *Girls Not Brides/FACES*

health, education and child protection sectoral budgets. This was in response to:

- FACES's budget advocacy campaign strategy and materials, sectoral policy briefs, presentations of the sectoral budget analyses, calendar and other campaign materials.
- Events and dialogues with stakeholders, including a Budget Advocacy Workshop and Dialogue, and consultative sessions with parliamentarians and government officials.

- **A multi-agency taskforce is planned for the upcoming budget to increase inter-departmental coordination.** It will be comprised of 10 provincial members from key sectoral departments including the Department of Human Rights and Minority Affairs, Punjab Treaty Implementation Cell, Women Development Department, Punjab Commission on the Status of Women, Planning and Development Board, FACES Pakistan, Health Department and parliamentarians.
- **Girls and women should be involved to ensure their needs are included in budgets.** Girls' and women's voices are largely missing from planning and budgeting processes. Strategies that include them need to be put in place. Examples include assigning a designated focal person from each sectoral department to liaise with girls and women, or to include a girls' and women's representative on the government's inter-departmental taskforce.

5. Key findings

- **There are many cost-effective actions governments can take to make their budgets more gender-responsive without additional financial resources.** They can often be technically incorporated into planning and budgeting processes, and institutionalised using existing resources.
- **Gender-disaggregated data is critical to good budgeting for girls.** There are many data gaps on adolescent girls' needs within the education, health and child protection sectors in Punjab. Improved gender-disaggregated data and information can inform decisions for developing, planning and implementing gender-responsive budgets. This is key to meeting the needs of married and at-risk girls.
- **Government transparency and accountability is an ongoing issue.** Government structures in Punjab need reform to ensure that funds allocated to gender-related budgets for girls and women are being used for their intended purpose and are not transferred elsewhere. Provincial government departments should provide quarterly updates on budget allocations received and spent, to improve accountability. All budget data should be accessible to the public at all times.
- **A budget analysis is a useful tool for starting conversations with key stakeholders.** An analysis will provide information about gaps and opportunities that will underpin concrete budget advocacy goals. It is also a useful tool to convene stakeholders for discussion and decision-making about specific actions.

Project 3: Budget advocacy for implementation of district-level monitoring committees to end child marriage and to fund Women's Safe Houses to support married girls in Sindh Province, Pakistan

Girls Not Brides member organisation: Peace Foundation

Pilot funding amount: US\$4,766

1. National context

A total of 18% of girls in Pakistan are married before the age of 18 and almost 4% are married before 15.⁹ Child marriage is more prevalent in rural areas.¹⁰ Ending child marriage could see a 13% rise in earnings and productivity for Pakistani women who married early.¹¹

Under the Child Marriage Restraint Act 1929 the minimum legal age of marriage is 16 for girls and 18 for boys. In 2019, a Child Marriage Restraint (Amendment) Bill was passed in the Pakistani Senate to increase the minimum age of marriage for girls to 18 years. Pakistan religious political parties opposed the bill, claiming it to be against Islam, and recommended that it be sent to the Council of Islamic Ideology (CII) before being discussed in the Senate. However, the bill was passed by the Senate and awaits debate in the National Assembly.

Child marriage has become a provincial issue since many powers were decentralised to the provinces and territories in 2010. The Punjab Government has proposed a bill to amend the age of marriage from 16 to 18 years (a bill introducing harsher penalties for marriage before 16 has already been adopted), and other provinces have proposed similar amendments (Balochistan and Khyber Pakhtunkhwa). In Sindh

province, the minimum age of marriage for girls and boys is 18, as defined by the Sindh Child Marriage Restraint Act.

2. Project summary

In this project, Peace Foundation focused on ensuring financial resources were allocated for the implementation of specific provisions of the Child Marriage Restraint (Amendment) Act 2016 and the Hindu Marriage Act 2017, including district-level monitoring committees. They also carried out budget advocacy for the funding of Women's Safe Houses at the district level in Sindh. They used three strategies in their budget advocacy:

- Advocate and push for the establishment of district-level monitoring committees and ensure they can oversee the implementation of existing legislation prohibiting child marriage in Sindh. These committees are currently non-functional due to a lack of budget allocation for their operation. Peace Foundation sensitised and mobilised community members, police and nikah registrars (who solemnise marriages), helping them understand their function in addressing child marriage.
- Advocate for Women's Safe Houses in all districts to have sufficient resources in

⁹ National Institute of Population Studies (NIPS) and ICF, op. cit.

¹⁰ Ibid.

¹¹ World Bank and International Center for Research on Women, op. cit.

the 2019-20 provincial budget to assist child brides in accessing shelter, health services and psychosocial and legal support.

- Support CSOs in conducting evidence-based budget advocacy using the Peace Foundation analysis, including advocacy for funding district-level monitoring committees and Women's Safe Houses.

3. Peace Foundation worked with

- Planning and Development Division
- Ministry of Finance
- Ministry of Social Welfare
- Child Protection Authority
- Population Welfare Department
- Commission on the Status of Women
- Prison Department
- UN Women provincial office
- Parliamentarians
- Police Government
- Religious leaders (Muslim and non-Muslim leaders who solemnise marriages)
- Union Council Secretaries (who keep records of birth and marriage registration)
- Twelve *Girls Not Brides* member organisations in Sindh

4. Peace Foundation's achievements

- **There is a larger evidence base for CSOs to advocate for Sindh provincial budget allocation for implementing the Child Marriage Restraint Act and Hindu Marriage Act.** Peace Foundation produced a report with budget allocation recommendations for provincial officials to address child marriage. The validation

and dissemination of this analysis provided a first opportunity for stakeholders to come together and consider budget allocation and resourcing for Women's Safe Houses, Women's Police Stations and the role of the Sindh Child Protection Authority and District Monitoring Committees.

- **Collective work and advocacy by *Girls Not Brides* members in Sindh has improved, and there is renewed enthusiasm and engagement with diverse stakeholders on addressing child marriage at the district level.**

This was demonstrated through the validation of the budget analysis – an important step in securing buy-in from stakeholders, and consensus over the credibility of the findings. This was achieved through a fact-sharing and validation workshop with 74 stakeholders. Participants were diverse and comprised of children and adolescents from Sindh, 12 *Girls Not Brides* member organisations, representatives from the Human Rights Commission, Commission on the Status of Women, UN Women provincial office, Population Welfare Department, Women Development Department, Social Welfare Department, Pakistan Bait-ul-Mal, Information Department, Agriculture Department, Education Department and Labour Department.

- **Awareness of the gaps in resourcing for the Sindh Child Marriage Restraint Act and Hindu Marriage Act has increased.** This is thanks to sharing the budget analysis with a diverse range of stakeholders.
 - Two hundred hard copies of the report were sent to key stakeholders in Sindh,

including the Chief Minister of Sindh, Minister for Finance, Interior Minister, Minister for Law and Parliamentary Affairs, Speaker of Sindh Assembly, Chief Secretary of Sindh, Secretary of Finance, Governor of Sindh, Leader of Opposition in Sindh Assembly (Shehla Raza), Minister for Women Development, and a Member of the National Assembly (Shamim Ara Panhwar).

- Five *Girls Not Brides* member organisations hosted a press conference with the Karachi Press Club to share the budget analysis data with the media, including five television networks and 11 newspapers. The press conference resulted in nine news articles on the budget analysis.
- **Key stakeholders are more aware of the impact of budget decisions on adolescent girls.** Civil society pressure and advocacy to government and parliamentarians – to ensure the budget analysis findings are converted into action – has also demonstrably increased. Peace Foundation helped form a pressure group to influence government budget allocations, and organised meetings with CSOs and female Provincial Assembly members to come together and work for women’s rights in Sindh.

5. Key findings

- **A budget analysis and its dissemination can help *Girls Not Brides* member organisations work together and advocate collectively.** The budget analysis, report and associated activities for sharing data – such as the validation workshop and press conference – helped to connect Peace Foundation with 12 other *Girls Not Brides* member organisations in Sindh, and resulted in them working collectively around a common advocacy objective.
- **Solid budget data helps CSOs conduct evidence-based budget advocacy, which in turn helps governments make evidence-based budget decisions to support girls and women.** Concrete information on provincial budgets and processes produced by the budget analysis helped Peace Foundation and other *Girls Not Brides* members conduct evidence-based budget advocacy. Knowing about the budget process, tracking and expenditure – and how best to influence the process at different points in the budget cycle – was useful for tracking and analysing existing budget allocation and expenditure. It also helped to calculate estimates for the resources needed to run District Monitoring Committees and Women’s Safe Houses.

PICTURED: A gender-responsive budgeting workshop run by Peace Foundation. Photo: *Girls Not Brides/Peace Foundation*



Project 4: Linda Mtoto (Protect a Child), Kilifi County, Kenya

Girls Not Brides member organisation: Kenya Muslim Youth Development Organisation (KMYDO)

Pilot funding amount: US\$7,500

1. National context

A total of 23% of Kenyan girls are married before the age of 18 and 4% before 15.¹² Child marriage rates in the country vary across regions and among ethnic groups, and is most common in North Eastern Province (56%), followed by the Coast Province (41%) and Nyanza (32%).¹³

Child marriage in Kenya is exacerbated by poverty, level of education, natural disasters, conflict and displacement, other harmful traditional practices such as female genital mutilation/cutting (FGM/C), beading and bride price,¹⁴ adolescent pregnancy, and poor awareness and enforcement of laws.¹⁵

The Marriage Act 2014 sets the minimum legal age of marriage at 18 years with no exceptions.¹⁶ The Gender Department and Anti-FGM Board within the Ministry of Public Service, Youth and Gender led the development of a draft National Plan of Action on Child Marriage in 2016, but this is still under development.

2. Project summary

In the Linda Mtoto project, KMYDO worked to increase the County Government of Kilifi's 2020-21 budget to address child marriage. They did this by:

- Influencing the costed annual work plan of the Department of Gender, Social Services, Culture and Sports and the Department of Youth Affairs to feed into the County Fiscal Strategy Paper
- Prioritising child marriage in other related planning and budget documents
- Supporting a pool of dedicated advocates to promote budgets that address child marriage. This included facilitating budget advocacy meetings with the Ministry and County Assembly Budget Committee and influencing budget advocacy discussions during public forums.

3. KMYDO worked with

- Government officials involved in planning and budgeting processes of the Department of Gender, Social Services, Culture and Sports, Department of Youth Affairs - County Government of Kilifi
- Ministry of Planning
- Ministry of Health
- County Assembly Budget Committee
- Civil society organisations (CSO)

4. KMYDO's achievements

¹² Kenya National Bureau of Statistics, *Demographic and Health Survey 2014*, 2015.

¹³ UNICEF, *Situation Analysis of Children and Women in Kenya 2017*, 2018. ¹³ Kenya National Bureau of Statistics, *Demographic and Health Survey 2014*, 2015.

¹⁴ UN CEDAW, *Concluding observations on the eighth periodic report of Kenya*, 2017, p.5.

¹⁵ UNICEF, *Situation Analysis of Children and Women in Kenya 2017*, 2018, <https://www.unicef.org/kenya/media/136/file/SITAN-report-2017-pdf.pdf>

¹⁶ Marriage Act, 2014, https://data.unicef.org/wp-content/uploads/2017/12/The-MARRIAGE-ACT-2014_Kenya.pdf

- **Child marriage was prioritised in county budget and planning documents** and the general attitudes and behaviours of government officials towards adolescent girls and child marriage has changed. This was due to meetings and workshops with government stakeholders to orient and sensitise partners to the project aims; workshops with ministry officials to develop, peer review and finalise the annual work plan; and budget advocacy meetings between ministries and the County Assembly Budget Committee.
- **Tangible costed budget lines to address child marriage were included in the Kilifi County annual work plan** and will be submitted to the Ministry of Planning for inclusion in the County Fiscal Strategy Paper for the 2020-21 county budget. The two costed activity lines on ending child marriage are:
 - County campaign on ending child marriage (estimated cost: 7 million Kenya shillings, KSh). This will sensitise 10,500 girls, boys, women and men (100 per ward) to the effects of child marriage in order to reduce the number of cases, and increase reporting and responses.
 - Development and dissemination of a county strategy to end child marriage (estimated cost: KSh7 million). This will sensitise 7,500 girls, boys, men and women (100 per ward) to the strategy.

5. Key findings

- **Project orientation meetings were extremely important to sensitise stakeholders to the issue of child marriage, its impacts and consequences, and to debunk myths and stereotypes related to the practice.** This was particularly useful for government officials who may have been hearing about child marriage for the first time. They were also useful for highlighting the links between child marriage and related issues for adolescent girls – such as adolescent pregnancy – in the county. The orientation meetings were also critical for getting everyone on board to ensure partnership and collaboration from the beginning.
- **Shining a light on child marriage helps to raise its profile where it may otherwise be invisible among wider child protection and gender issues.** KMYDO's specific focus on child marriage increased the likelihood of it being addressed in the annual work plan. It also highlighted the need for more research and information on child marriage in Kilifi County, evidenced by calls from within and outside government for a study to highlight the prevalence and hotspots of the practice.
- **Linking child marriage to other issues affecting adolescent girls (and vice versa) can open doors and increase awareness of the multi-sectoral nature of child marriage.** Prior to the project, the Kilifi County Government had an adolescent pregnancy strategy that was not linked to any child marriage issues. By using data and human stories, KMYDO was able to make this link and the government realised they should be

looking at the two issues and strategies in an interconnected way.

- **CSOs can partner with government for budget advocacy success.** It is important for CSOs to work collaboratively and in partnership with government on a sensitive topic like child marriage.
- **CSOs can link girls' lived experiences to budgets.** CSOs can share case studies and real-life examples of the effects of budget decisions on girls, and can highlight the impacts to different government sectors. This can put them in

a credible position to recommend the prioritisation of different budgets to government.

“When engaging with a controversial issue like this one [...] do not impose your views on what works best. Let it be more of a consultation and a collective effort between government and CSOs.”

KMYDO

Project 5: Child protection through budget advocacy to end child marriage in the communes of Est-Mono and Anié, Togo

Girls Not Brides member organisation: Réseau de Lutte contre la Traite des Enfants au Togo (RELUTET) on behalf of the Coalition pour la Fin du Mariage des Enfants au Togo (CFME-T)

Pilot funding amount: US\$9,951

1. National context

A total of [22%](#) of girls in Togo are married before the age of 18 and [6%](#) are married before 15.¹⁷ Child marriage in Togo is driven by level of education and poverty, and is linked to harmful traditional practices and ideas of “family honour.” Forced marriage is [common](#) in the northern part of Togo and the Vogan region.¹⁸ Virginity is highly valued and parents may marry their daughters early for fear of them becoming pregnant.

Under the Code of the Child 2007, the [minimum legal age of marriage](#) is 18 years. However, marriage at 16 is possible if there is serious cause and judicial and parental consent.¹⁹ In terms of policy frameworks, the Togolese Ministries of Education, Gender and Health developed a National Programme against Child Marriage and Teenage Pregnancy (2015-19), which focuses on providing social protection to girls who are married as children.

RELUTET, Réseau des Organisations pour la Lutte contre la Maltraitance, l’Abus et l’Exploitation Sexuelle des Enfants (ROMAESE), and the BorneFonden led the formation of a national coalition to end child marriage (the CFME-T) in 2017.

2. Project summary

In this project, RELUTET strengthened child protection outcomes in Togo through budget advocacy to end child marriage. They implemented the project in the two communes of Est-Mono and Anié on behalf of the CFME-T. RELUTET built on work the coalition had already completed in seven communes, and focused on:

- Advocacy and capacity building for local communal authorities to integrate child protection budget lines into communal budgets
- Promoting the agency of young people and civil society in those communes to gain knowledge of child rights-sensitive budgeting and to hold local authorities accountable with regards child protection-related budget lines, including on child marriage .CFME-T worked with:
- Municipal authorities, mayors and elected officials
- Child protection actors
- Prefectural Children's Advisory Councils (the main body for strengthening the participation of children in monitoring actions relating to children's rights in Togo)

¹⁷ Ministère de la Planification, du Développement et de l’Aménagement du Territoire, Ministère de la Santé et ICF International, [Enquête démographique et de santé au Togo 2013-2014](#), 2015.

¹⁸ Immigration and Refugee Board of Canada, [Togo: Forced marriage, particularly in Lomé, including its prevalence, the](#)

[consequences of a refusal, and the treatment by society and the government of women who refuse a forced marriage; state protection and services](#), 2013.

¹⁹ OECD Social Institutions & Gender Index, [Togo](#), 2014.

- Children and young people who are members of Prefectural Children's Advisory Councils
- Togo coalition civil society organisations (CSO)

3. CFME-T's achievements

- **Municipal authorities and local elected officials in two municipalities have greater knowledge of child protection frameworks and have action plans for developing child-sensitive budgets that address child marriage.** This resulted from:

- Training for 29 municipal authorities in Anié commune to build their capacity to prepare municipal budgets that address child marriage. Participants included mayors and municipal councillors responsible for defining actions and budgets in their respective territories.
- Training for 20 child protection actors on budget advocacy to end child marriage. The training covered the municipal budget development process, responsibilities of child protection actors, and advocacy and budget monitoring techniques.
- Municipal authorities and local elected officials committed to involving children and young people in budgetary decision-making processes. They demonstrated this by developing child-sensitive budgets through action plans.
- Civil society and young people can monitor and hold local municipal authorities accountable through budget monitoring and advocacy. They can also intervene more effectively in municipal budget development processes. This was

achieved through training for 20 young people from the Prefectural Children's Advisory Councils (CCPEs, for its initials in French) – the main body for strengthening children's participation in monitoring actions on child rights in Togo. This training helped strengthen knowledge and attitudes to child rights, and highlighted the importance of involving children's and young people's organisations in actions to end child marriage and in developing and monitoring municipal budgets.

- **Collaboration between local municipal authorities and local elected officials, child protection actors, civil society and young people is stronger.** This collaboration has continued beyond the life of the project, as shown in the follow-up support and monitoring meetings with municipal authorities, organised to ensure the implementation of action plans and check in with and support child protection actors and members of CCPEs on their respective action plans.

“The workshop allowed us not only to know our role in the protection of the child – and especially in [addressing] child marriage – but also to have ideas on the stages of developing budgets.”

Municipal authority representative

4. Key findings

- **“Quick wins” can be achieved in budget advocacy over short timespans.** Three months is a short duration for project implementation. While some quick wins are possible,

completing other tasks within this time frame can be challenging. More time may be needed to align with the budget process, conduct a budget analysis, build the capacity of different stakeholders, ensure stakeholders understand child marriage, secure stakeholder commitments and action plans, and reflect on lessons learned with project partners.

- **Civil society can effectively monitor budgets and expenditure, but time is needed to build their capacity to do this.** Civil society has a critical role as watchdogs in monitoring municipal budgets, but need more time and capacity building to better understand the budget process and when to intervene in that

process to effectively influence a government's budget decisions.

- **Government authorities are more likely to respond to child protection issues and child marriage when they have a good understanding of the problem, its impact on girls and their role in addressing the issue.**
- **Budget analysis is time-consuming for many CSOs, but is a necessary prerequisite for budget advocacy.** It can sometimes be difficult to access the necessary budget documents for analysis and to identify budget lines that relate directly or indirectly to preventing and responding to child marriage.

PICTURED: Child Protection Actors Consultation Framework after training in sensitive budgeting. Photo: *Girls Not Brides/RELUTET*



PICTURED: Child Protection Actors Consultation Framework after training in sensitive budgeting. Photo: *Girls Not Brides/RELUTET*

Project 6: Budget allocation for the prevention of formal or informal, early, child/adolescent unions in Mexico: The case of the SIPINNA and its application at the federal, state and municipal level

Girls Not Brides member organisation: Observatorio de Mortalidad Materna en México (OMM)

Pilot funding amount: US\$9,304.43

1. National context

A total of 26% of women in Mexico are married or in a union before the age of 18 and 4% before 15.²⁰ Though rates of officially registered marriages have fallen in Mexico, more girls and adolescents are being pushed into informal unions, which are four times more common than registered marriages.²¹ Mexico is a country of young people: nearly a third of its 113 million inhabitants is aged between 10 and 24.²² Almost 60% of those aged 15 to 19 did not use contraception during their first sexual encounter and 60% of adolescent pregnancies are planned.²³ There are 7.3 million people who speak Indigenous languages,²⁴ and rates of teenage pregnancy among them are higher than the national average.²⁵

Thanks to years of advocacy by civil organisations, children and adolescents are considered subjects of rights in the General Law on Child and Adolescent Rights (LGDNNA), which was enacted in 2014. This law – and the Federal Civil Code – established 18 as the minimum age of marriage, without exception. It created diverse institutions – including the National Integrated Child and Adolescent Protection

System (SIPINNA) – to improve coordination between public, private and social sectors working to protect child and adolescent rights, as well as promote youth participation in the decision-making process. The LGDNNA is assigned a budget for child and adolescent care through Cross-cutting Annex 18 of the Federal Expenditure Budget.

2. Project summary

In this project, the OMM used their five-step Public Policy Monitoring Model to analyse the state- and municipal-level application of the LGDNNA's federal budget and programmes. Through policy analysis and fieldwork, they highlight the complexity of – and possibilities for – implementing public policy in Chiapas, a state with a large youth and Indigenous population, and the highest fertility rate in the country. They draw particular attention to the importance of civil oversight and advocacy, and of including child and adolescent voices in the decision-making process.

The OMM's specific objectives were to:

- Investigate and analyse the budget for the prevention of formal and

²⁰ Instituto Nacional de Salud Pública y UNICEF México, *Encuesta Nacional de Niños, Niñas y Mujeres 2015 - Encuesta de Indicadores Múltiples por Conglomerados 2015*, Informe Final, 2016, https://mics-surveys-prod.s3.amazonaws.com/MICS5/Latin%20America%20and%20Caribbean/Mexico/2015/Final/Mexico%202015%20MICS_Spanish.pdf

²¹ INSAD, *Report on Early Unions Mexico: A National, State and Regional Analysis*, 2017.

²² EIC, Inter-censal Survey, 2015, Mexico: INEGI

²³ ENADID, National Demographic Dynamics Survey, 2018. Mexico: INEGI

²⁴ INEGI, National Statistics and Geography Institute, 2015

²⁵ SINAC, Births Information Subsystem, 2019

informal early child/adolescent unions in Chiapas

- Identify and analyse the perception of key actors (see below) in Chiapas
- Document the actions taken by municipal-level government to prevent early pregnancy and unions

3. The OMM worked with

- Secretariats of Health, Education and SIPINNA in Chiapas
- Civil society organisations (CSO): the Alliance for Health, Food and Nutrition in Chiapas (ASAN A.C.) and Melel Xojobal A.C.

4. The OMM's achievements

- A final report promoting connected thinking about budget allocation and the implementation of public policies across the federal, state and municipal levels. The report provides evidence-based recommendations for policy (and budget) advocacy.
- Connection with key government actors and networks of CSOs working to promote and protect child and adolescent rights and share good practices at the state (Network for the Child and Adolescent Rights in Chiapas, REDIAS) and federal level (Network for Child Rights in Mexico, REDIM).
- Greater understanding of the challenges and opportunities for creating and implementing municipal SIPINNAs, particularly in rural areas and in collaboration with local and Indigenous authorities.
- Clear identification of the lack of strategies for the reduction of formal and

informal early unions, as a basis for advocacy.

5. Key findings

- **The OMM's Public Policy Monitoring Model is a simple, low-cost and replicable methodology.** The Model comprises five steps on how to monitor public policies, from policy definition and documentation to fieldwork, reporting and advocacy. The method includes both quantitative and qualitative approaches, providing solid evidence to raise awareness and support the effective implementation of public policy. The Model is available with an operative guide (in [Spanish](#)) and a general guide (in [Spanish](#) and [English](#)).



PICTURED: The OMM Model for Public Policy Monitoring. Photo: *Girls Not Brides*/OMM

“The SIPINNA budget should go straight to the municipality, because that’s where the children and adolescents are [...] though even the state doesn’t have resources.”

TGC, former member of the Chiapas SIPINNA executive secretariat

- **Civil society can use budget analyses to oversee implementation at the local level and push for progressive federal budget allocations to protect child and adolescent rights.** The OMM budget analysis revealed a reduction in the proportion of government funding going to the SIPINNA in 2019. It also showed that, in the same year, the entire SIPINNA budget was spent at the federal level, mostly on personnel (almost 70%). Meanwhile, the municipal president of San Cristóbal de Las Casas donated 50% of her salary to cover local SIPINNA staff and coordination costs. This case highlights three areas for civil society attention:
 - Use of federal budget analysis and oversight to: ensure funds are fully executed and secured for subsequent years; and identify relative reductions in federal funding and advocate for equivalent and progressive spending to protect child and adolescent rights.
 - Transparency in federal budget allocation and its impact on local implementation: demand the publication of expenses, achievements, and the methodology used to distribute budgets at the federal level; highlight local solutions

and how they relate to decisions made at the federal level; and make alignment with local development plans visible.

- Budget advocacy to increase and decentralise funding: advocate for overall increases in the funds allocated to protecting child and adolescent rights; and promote the use of subsidies to draw down funds to the state and municipal level.
- **Local implementation bodies can protect child and adolescent rights, even if they lack the budget or legal power for direct action.** States and municipalities do not receive financial resources from the SIPINNA budget and municipal SIPINNA staff responsibilities and obligations are not legally defined and therefore unevenly implemented. However, the OMM found that state and municipal SIPINNAs can coordinate responses and calls to action, forming working groups to contribute expertise and avoid duplication. Municipal SIPINNAs and CSOs can also promote data collection by other government bodies – such as sex and age

“[...] the prosecutor’s office shouldn’t work alone, so we formed a working group including the municipal police, civil defence, and the two public prosecutor’s offices [including the Indigenous justice prosecutor].”

Member of the Chiapas SIPINNA executive secretariat and former director of the SCLC municipal SIPINNA

disaggregated data and child and adolescent surveys – and can incorporate them into evidence-based strategies to protect child and adolescent rights.

- **Civil society can ensure oversight meetings are held and that the context-specific issues affecting children and adolescents are included on the agenda.** Two examples of civil society action identified by OMM are:
 - Creating spaces for dialogue beyond official meetings – and promoting a vision of young people as subjects of rights capable of proposing solutions – to influence the agenda on public policy implementation.
 - Advocacy for migration and Indigenous childhood to be explicitly considered in the Chiapas state Law on Child and Adolescent Rights. Migration surveys were carried out to inform subsequent programmes. Childhood and adolescence surveys in general help raise awareness and inform strategies that respond to local contexts.

“We work hard on the participation of children and adolescents, it’s been hard but we’re getting it in the system. [We engage in] political dialogue behind the scenes, because during the system sessions you go and approve guidelines, but there’s no space for deliberation.”

Melel Xojobal A.C.

- **Budgets need to be allocated to raising awareness and training those responsible for the implementation of public policy.** Legally establishing implementation bodies is not enough; their personnel also needs information and training on their responsibilities and functions. Setting out the powers and obligations of municipal-level public officials in law also provides a guide that can be adapted to local contexts.
- **Civil society requests for information at the municipal level can catalyse action and raise awareness of the functions and importance of implementing public policy.**

“[...] Someone requested information [...] and the municipalities woke up, they called us, because they had to respond [...] thank goodness for the person who made the information request, because we never had that impact, even though we signed the documents.”

Former member of the Chiapas SIPINNA executive secretariat

- **CSOs can bring municipal officials together to share strategies and good practices across states.** Expanding networks to include CSOs and public officials working to implement and monitor public policy at all levels promotes dialogue and the creation of locally-appropriate action plans to protect child and adolescent rights across a region.

- **Indigenous authorities should be seen as partners in the implementation and monitoring of public policy to protect child and adolescent rights.**

Understanding the complex interrelation between indigeneity, marriage, sexuality, adulthood and migration can help create effective strategies. During their background research and fieldwork, the OMM found that the greater frequency of civil unions over formal marriage; the taboo around contraception and sexual relations outside of formal unions; marriage as a rite of passage for holding

community positions; the exchange of money, labour and gifts when a daughter is married; and patrilocal residence patterns may all incentivise early marriage and pregnancy in Indigenous communities. Indigenous adolescents migrating to urban areas may be able to reassess their priorities, but are also those most vulnerable to early pregnancy. These local specificities must be considered when planning and implementing public policy to protect child and adolescent rights.