Calendar No. 637

111TH CONGRESS 2D SESSION S. 987

[Report No. 111-344]

To protect girls in developing countries through the prevention of child marriage, and for other purposes.

IN THE SENATE OF THE UNITED STATES

May 6, 2009

Mr. Durbin (for himself, Ms. Snowe, Mr. Whitehouse, Mr. Brown of Ohio, Mrs. Murray, Ms. Collins, Mr. Burris, Mr. Harkin, Ms. Mikulski, Ms. Landrieu, Mr. Dodd, Mr. Cardin, Mr. Johnson, Mrs. Shaheen, Mr. Lieberman, Mr. Kennedy, Mr. Wicker, Mr. Sanders, Mrs. Lincoln, Mrs. Feinstein, Mr. Burr, Mr. Cochran, Mr. Grassley, Mr. Begich, Mrs. Gillibrand, Mr. Casey, Mrs. Boxer, Mr. Vitter, Mr. Dorgan, Mr. Brownback, Mr. Roberts, Mr. Udall of Colorado, Mr. Lautenberg, Mr. Specter, Mrs. Hagan, Mr. Tester, Mr. Schumer, Mr. Menendez, Mr. Merkley, Mr. Leahy, Mr. Isakson, Mr. Feingold, and Mr. Brown of Massachusetts) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

October 26 (legislative day, October 1), 2010
Reported under authority of the order of the Senate of September 29, 2010, by Mr. Kerry, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To protect girls in developing countries through the prevention of child marriage, and for other purposes.

- 1 Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, 3 **SECTION 1. SHORT TITLE.** 4 This Act may be cited as the "International Protecting Girls by Preventing Child Marriage Act of 2009". SEC. 2. FINDINGS. 6 7 Congress makes the following findings: 8 (1) Child marriage, also known as "forced marriage" or "early marriage", is a harmful traditional 9 practice that deprives girls of their dignity and 10 11 human rights. 12 (2) Child marriage as a traditional practice, as 13 well as through coercion or force, is a violation of ar-14 ticle 16 of the Universal Declaration of Human 15 Rights, which states, "Marriage shall be entered into 16 only with the free and full consent of intending 17 spouses.". 18 (3) According to the United Nations Children's 19 Fund (UNICEF), an estimated 60,000,000 girls in 20 developing countries now ages 20-24 were married 21 under the age of 18, and if present trends continue 22 more than 100,000,000 more girls in developing
- 23 countries will be married as children over the next

- (4) Child marriage "treats young girls as property" and "poses grave risks not only to women's basic rights but also their health, economic independence, education, and status in society", according to the Department of State in 2005.
 - (5) In 2005, the Department of State conducted a world-wide survey and found child marriage to be a concern in 64 out of 182 countries surveyed, with child marriage most common in sub-Saharan Africa and parts of South Asia.
 - (6) In Ethiopia's Amhara region, about ½ of all girls are married by age 14, with 95 percent not knowing their husbands before marriage, 85 percent unaware they were to be married, and 70 percent reporting their first sexual initiation within marriage taking place before their first menstrual period, according to a 2004 Population Council survey.
 - (7) In some areas of northern Nigeria, 45 percent of girls are married by age 15 and 73 percent by age 18, with age gaps between girls and the husbands averaging between 12 and 18 years.
 - (8) Between ½ and ¾ of all girls are married before the age of 18 in Niger, Chad, Mali, Bangladesh, Guinea, the Central African Republic, Mo-

- zambique, Burkina Faso, and Nepal, according to
 Demographic Health Survey data.
- (9) Factors perpetuating child marriage include
 poverty, a lack of educational or employment opportunities for girls, parental concerns to ensure sexual
 relations within marriage, the dowry system, and the
 perceived lack of value of girls.
 - (10) Child marriage has negative effects on the health of girls, including significantly increased risk of maternal death and morbidity, infant mortality and morbidity, obstetric fistula, and sexually transmitted diseases, including HIV/AIDS.
 - (11) According to the United States Agency for International Development (USAID), increasing the age at first birth for a woman will increase her chances of survival. Currently, pregnancy and child-birth complications are the leading cause of death for women 15 to 19 years old in developing countries.
 - (12) In developing countries, girls 15 years of age are 5 times more likely to die in childbirth than women in their 20s.
 - (13) Child marriage can result in bonded labor or enslavement, commercial sexual exploitation, and violence against the victims, according to UNICEF.

- (14) Out-of-school or unschooled girls are at greater risk of child marriage while girls in school face pressure to withdraw from school when secondary school requires monetary costs, travel, or other social costs, including lack of lavatories and supplies for menstruating girls and increased risk of sexual violence.
 - (15) In Mozambique 60 percent of girls with no education are married by age 18, compared to 10 percent of girls with secondary schooling and less than 1 percent of girls with higher education.
 - (16) According to UNICEF, in 2005 it was estimated that "about half of girls in Sub-Saharan Africa who drop out of primary school do so because of poor water and sanitation facilities".
 - (17) UNICEF reports that investments in improving school sanitation resulted in a 17 percent increase in school enrollment for girls in Guinea and an 11 percent increase for girls in Bangladesh.
 - (18) Investments in girls' schooling, creating safe community spaces for girls, and programs for skills building for out-of-school girls are all effective and demonstrated strategies for preventing child marriage and creating a pathway to empower girls

- by addressing conditions of poverty, low status, and
 norms that contribute to child marriage.
- 3 (19) Most countries with high rates of child
 4 marriage have a legally established minimum age of
 5 marriage, yet child marriage persists due to strong
 6 traditional norms and the failure to enforce existing
 7 laws.
 - (20) In Afghanistan, where the legal age of marriage for girls is 16 years, 57 percent of marriages involve girls below the age of 16, including girls younger than 10 years, according to the United Nations Children's Fund (UNICEF).
 - (21) Secretary of State Hillary Clinton has stated that "child marriage is a clear and unacceptable violation of human rights, and that the Department of State denounces all cases of child marriage as child abuse".

18 SEC. 3. CHILD MARRIAGE DEFINED.

- 19 In this Act, the term "child marriage" means the
- 20 marriage of a girl or boy, not yet the minimum age for
- 21 marriage stipulated in law in the country in which the girl
- 22 or boy is a resident.

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- 23 SEC. 4. SENSE OF CONGRESS.
- 24 It is the sense of Congress that—

- 1 (1) child marriage is a violation of human
 2 rights, and the prevention and elimination of child
 3 marriage should be a foreign policy goal of the
 4 United States;
 - (2) the practice of child marriage undermines
 United States investments in foreign assistance to
 promote education and skills building for girls, reduce maternal and child mortality, reduce maternal
 illness, halt the transmission of HIV/AIDS, prevent
 gender-based violence, and reduce poverty; and
 - (3) expanding educational opportunities for girls, economic opportunities for women, and reducing maternal and child mortality are critical to achieving the Millennium Development Goals and the global health and development objectives of the United States, including efforts to prevent HIV/AIDS.

18 SEC. 5. ASSISTANCE TO PREVENT THE INCIDENCE OF 19 CHILDHOOD MARRIAGE IN DEVELOPING 20 COUNTRIES.

21 (a) Assistance Authorized.—The President is au-22 thorized to provide assistance, including through multilat-23 eral, nongovernmental, and faith-based organizations, to 24 prevent the incidence of child marriage in developing coun-25 tries and to promote the educational, health, economic, so-

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1	cial, and legal empowerment of girls and women as part
2	of the strategy established pursuant to section 6 to pre-
3	vent child marriage in developing countries.
4	(b) Priority.—In providing assistance authorized
5	under subsection (a), the President shall give priority to-
6	(1) areas or regions in developing countries in
7	which 15 percent of girls under the age of 15 are
8	married or 40 percent of girls under the age of 18
9	are married; and
10	(2) activities to—
11	(A) expand and replicate existing commu-
12	nity-based programs that are successful in pre-
13	venting the incidence of child marriage;
14	(B) establish pilot projects to prevent child
15	marriage; and
16	(C) share evaluations of successful pro-
17	grams, program designs, experiences, and les-
18	sons.
19	(e) Coordination.—Assistance authorized under
20	subsection (a) shall be integrated with existing United
21	States programs for advancing appropriate age and grade-
22	level basic and secondary education through adolescence,
23	ensure school enrollment and completion for girls, health,
24	income generation, agriculture development, legal rights,
25	and democracy building and human rights, including—

1	(1) support for community-based activities that
2	encourage community members to address beliefs or
3	practices that promote child marriage and to edu-
4	cate parents, community leaders, religious leaders,
5	and adolescents of the health risks associated with
6	child marriage and the benefits for adolescents, es-
7	pecially girls, of access to education, health care,
8	livelihood skills, microfinance, and savings programs;
9	(2) enrolling girls in primary and secondary
10	school at the appropriate age and keeping them in
11	age-appropriate grade levels through adolescence;
12	(3) reducing education fees, and enhancing safe
13	and supportive conditions in primary and secondary
14	schools to meet the needs of girls, including—
15	(A) access to water and suitable hygiene
16	facilities, including separate lavatories and la-
17	trines for girls;
18	(B) assignment of female teachers;
19	(C) safe routes to and from school; and
20	(D) eliminating sexual harassment and
21	other forms of violence and coercion;
22	(4) ensuring access to health care services and
23	proper nutrition for adolescent girls, which is essen-
24	tial to both their school performance and their eco-
25	nomie productivity:

- 1 (5) increasing training for adolescent girls and
 2 their parents in financial literacy and access to eco3 nomic opportunities, including livelihood skills, sav4 ings, microfinance, and small-enterprise develop5 ment;
 - (6) supporting education, including through community and faith-based organizations and youth programs, that helps remove gender stereotypes and the bias against girls used to justify child marriage, especially efforts targeted at men and boys, promotes zero tolerance for violence, and promotes gender equality, which in turn help to increase the perceived value of girls;
 - (7) creating peer support and female mentoring networks and safe social spaces specifically for girls; and
 - (8) supporting local advocacy work to provide legal literacy programs at the community level and ensure that governments and law enforcement officials are meeting their obligations to prevent child and forced marriage.

22 SEC. 6. STRATEGY TO PREVENT CHILD MARRIAGE IN DE-

- **VELOPING COUNTRIES.**
- 24 (a) STRATEGY REQUIRED.—The President, acting
 25 through the Secretary of State, shall establish a multi-year

- 1 strategy to prevent child marriage in developing countries
- 2 and promote the empowerment of girls at risk of child
- 3 marriage in developing countries, including by addressing
- 4 the unique needs, vulnerabilities, and potential of girls
- 5 under age 18 in developing countries.
- 6 (b) Consultation.—In establishing the strategy re-
- 7 quired by subsection (a), the President shall consult with
- 8 Congress, relevant Federal departments and agencies,
- 9 multilateral organizations, and representatives of civil so-
- 10 eiety.
- 11 (e) Elements.—The strategy required by subsection
- 12 (a) shall—
- 13 (1) focus on areas in developing countries with
- 14 high prevalence of child marriage; and
- 15 (2) encompass diplomatic initiatives between
- 16 the United States and governments of developing
- 17 countries, with attention to human rights, legal re-
- 18 forms and the rule of law, and programmatic initia-
- 19 tives in the areas of education, health, income gen-
- 20 eration, changing social norms, human rights, and
- 21 democracy building.
- 22 (d) REPORT.—Not later than 180 days after the date
- 23 of the enactment of this Act, the President shall submit
- 24 to Congress a report that includes—
- 25 (1) the strategy required by subsection (a);

1	(2) an assessment, including data disaggregated
2	by age and gender to the extent possible, of current
3	United States-funded efforts to specifically assist
4	girls in developing countries; and
5	(3) examples of best practices or programs to
6	prevent child marriage in developing countries that
7	could be replicated.
8	SEC. 7. RESEARCH AND DATA COLLECTION.
9	The Secretary of State shall work through the Ad-
10	ministrator of the United States Agency for International
11	Development and any other relevant agencies of the De-
12	partment of State, and in conjunction with relevant execu-
13	tive branch agencies as part of their ongoing research and
14	data collection activities, to—
15	(1) collect and make available data on the inci-
16	dence of child marriage in countries that receive for-
17	eign or development assistance from the United
18	States where the practice of child marriage is preva-
19	lent; and
20	(2) collect and make available data on the im-
21	pact of the incidence of child marriage and the age
22	at marriage on progress in meeting key development
23	goals.

1	SEC. 8. DEPARTMENT OF STATE'S COUNTRY REPORTS ON
2	HUMAN RIGHTS PRACTICES.
3	The Foreign Assistance Act of 1961 is amended—
4	(1) in section 116 (22 U.S.C. 2151n), by add-
5	ing at the end the following new subsection:
6	"(g) The report required by subsection (d) shall in-
7	clude for each country in which child marriage is prevalent
8	at rates at or above 40 percent in at least one subnational
9	region, a description of the status of the practice of child
10	marriage in such country. In this subsection, the term
11	'child marriage' means the marriage of a girl or boy, not
12	yet the minimum age for marriage stipulated in law in
13	the country in which such girl or boy is a resident."; and
14	(2) in section 502B (22 U.S.C. 2304), by add-
15	ing at the end the following new subsection:
16	"(i) The report required by subsection (b) shall in-
17	$\begin{array}{c} \text{clude for each country in which child marriage is prevalent} \end{array}$
18	at rates at or above 40 percent in at least one subnational
19	region, a description of the status of the practice of child
20	$\frac{\text{marriage in such country.}}{\text{th}}$ in this subsection, the term
21	'child marriage' means the marriage of a girl or boy, not
22	yet the minimum age for marriage stipulated in law in
23	the country in which such girl or boy is a resident.".
24	SEC. 9. AUTHORIZATION OF APPROPRIATIONS.
25	To earry out this Act and the amendments made by
26	this Act, there are authorized to be appropriated such

- 1 sums as may be necessary for fiscal years 2010 through
- $2 \frac{2014}{}$
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "International Protecting
- 5 Girls by Preventing Child Marriage Act of 2010".
- 6 SEC. 2. FINDINGS.
- 7 Congress makes the following findings:
- 8 (1) Child marriage, also known as "forced mar9 riage" or "early marriage", is a harmful traditional
 10 practice that deprives girls of their dignity and
 11 human rights.
- 12 (2) Child marriage as a traditional practice, as
 13 well as through coercion or force, is a violation of ar14 ticle 16 of the Universal Declaration of Human
 15 Rights, which states, "Marriage shall be entered into
 16 only with the free and full consent of intending
 17 spouses".
 - (3) According to the United Nations Children's Fund (UNICEF), an estimated 60,000,000 girls in developing countries now ages 20 through 24 were married under the age of 18, and if present trends continue more than 100,000,000 more girls in developing countries will be married as children over the next decade, according to the Population Council.

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- 1 (4) Between ½ and ¾ of all girls are married 2 before the age of 18 in Niger, Chad, Mali, Bangladesh, 3 Guinea, the Central African Republic, Mozambique, 4 Burkina Faso, and Nepal, according to Demographic 5 Health Survey data.
 - (5) Factors perpetuating child marriage include poverty, a lack of educational or employment opportunities for girls, parental concerns to ensure sexual relations within marriage, the dowry system, and the perceived lack of value of girls.
 - (6) Child marriage has negative effects on the health of girls, including significantly increased risk of maternal death and morbidity, infant mortality and morbidity, obstetric fistula, and sexually transmitted diseases, including HIV/AIDS.
 - (7) According to the United States Agency for International Development (USAID), increasing the age at first birth for a woman will increase her chances of survival. Currently, pregnancy and child-birth complications are the leading cause of death for women 15 to 19 years old in developing countries.
 - (8) Most countries with high rates of child marriage have a legally established minimum age of marriage, yet child marriage persists due to strong traditional norms and the failure to enforce existing laws.

- 1 (9) Secretary of State Hillary Clinton has stated 2 that "child marriage is a clear and unacceptable vio-3 lation of human rights, and that the Department of 4 State denounces all cases of child marriage as child 5 abuse".
- 6 (10) According to an International Center for 7 Research on Women analysis of Demographic and 8 Health Survey data, areas or regions in developing 9 countries in which 40 percent or more of girls under 10 the age of 18 are married are considered high-preva-11 lence areas for child marriage.
 - (11) Investments in girls' schooling, creating safe community spaces for girls, and programs for skills building for out-of-school girls are all effective and demonstrated strategies for preventing child marriage and creating a pathway to empower girls by addressing conditions of poverty, low status, and norms that contribute to child marriage.

19 SEC. 3. CHILD MARRIAGE DEFINED.

- In this Act, the term "child marriage" means the mar-
- 21 riage of a girl or boy, not yet the minimum age for mar-
- 22 riage stipulated in law in the country in which the girl
- 23 or boy is a resident.

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- 24 SEC. 4. SENSE OF CONGRESS.
- 25 It is the sense of Congress that—

1	(1) child marriage is a violation of human
2	rights, and the prevention and elimination of child
3	marriage should be a foreign policy goal of the United
4	States;

- (2) the practice of child marriage undermines United States investments in foreign assistance to promote education and skills building for girls, reduce maternal and child mortality, reduce maternal illness, halt the transmission of HIV/AIDS, prevent gender-based violence, and reduce poverty; and
- 11 (3) expanding educational opportunities for 12 girls, economic opportunities for women, and reduc-13 ing maternal and child mortality are critical to 14 achieving the Millennium Development Goals and the 15 global health and development objectives of the United 16 States, including efforts to prevent HIV/AIDS.

17 SEC. 5. STRATEGY TO PREVENT CHILD MARRIAGE IN DE-18 VELOPING COUNTRIES.

(a) Assistance Authorized.—

(1) In General.—The President is authorized to provide assistance, including through multilateral, nongovernmental, and faith-based organizations, to prevent the incidence of child marriage in developing countries through the promotion of educational,

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1	health, economic, social, and legal empowerment of
2	girls and women.
3	(2) Priority.—In providing assistance author-
4	ized under paragraph (1), the President shall give
5	priority to—
6	(A) areas or regions in developing countries
7	in which 40 percent or more of girls under the
8	age of 18 are married; and
9	(B) activities to—
10	(i) expand and replicate existing com-
11	munity-based programs that are successful
12	in preventing the incidence of child mar-
13	riage;
14	(ii) establish pilot projects to prevent
15	child marriage; and
16	(iii) share evaluations of successful
17	programs, program designs, experiences,
18	and lessons.
19	(b) Strategy Required.—
20	(1) In general.—The President shall establish
21	a multi-year strategy to prevent child marriage and
22	promote the empowerment of girls at risk of child
23	marriage in developing countries, and should include
24	addressing the unique needs, vulnerabilities, and po-
25	tential of girls under age 18 in developing countries.

1	(2) Consultation.—In establishing the strategy
2	required by paragraph (1), the President shall consult
3	with relevant stakeholders.
4	(3) Elements.—The strategy required by para-
5	graph (1) shall—
6	(A) focus on areas in developing countries
7	with high prevalence of child marriage;
8	(B) encompass diplomatic initiatives be-
9	tween the United States and governments of de-
10	veloping countries, with attention to human
11	rights, legal reforms and the rule of law, and
12	programmatic initiatives in the areas of edu-
13	cation, health, income generation, changing so-
14	cial norms, human rights, and democracy build-
15	ing; and
16	(C) be implemented not later than one year
17	after the date of the enactment of this Act.
18	(c) Report.—Not later than three years after the date
19	of the enactment of this Act, the President shall submit to
20	Congress a report that includes—
21	(1) a description of the implementation of the
22	strategy required by subsection (b);
23	(2) examples of best practices or programs to
24	prevent child marriage in developing countries that
25	could be replicated: and

1	(3) an assessment, including data disaggregated
2	by age and sex to the extent possible, of current
3	United States funded efforts to specifically prevent
4	child marriage in developing countries.
5	(d) Coordination.—Assistance authorized under sub-
6	section (a) shall be integrated with existing United States
7	programs for advancing appropriate age and grade-level
8	basic and secondary education through adolescence, ensure
9	school enrollment and completion for girls, health, income
10	generation, agriculture development, legal rights, democracy
11	building, and human rights, including—
12	(1) support for community-based activities that
13	encourage community members to address beliefs or
14	practices that promote child marriage and to educate
15	parents, community leaders, religious leaders, and
16	adolescents of the health risks associated with child
17	marriage and the benefits for adolescents, especially
18	girls, of access to education, health care, livelihood
19	skills, microfinance, and savings programs;
20	(2) support for activities to educate girls in pri-
21	mary and secondary school at the appropriate age
22	and keeping them in age-appropriate grade levels
23	$through\ adolescence;$
24	(3) support for activities to reduce education fees

and enhance safe and supportive conditions in pri-

1	mary and secondary schools to meet the needs of girls,
2	including—
3	(A) access to water and suitable hygiene fa-
4	cilities, including separate lavatories and la-
5	trines for girls;
6	(B) assignment of female teachers;
7	(C) safe routes to and from school; and
8	(D) eliminating sexual harassment and
9	other forms of violence and coercion;
10	(4) support for activities that allow adolescent
11	girls to access health care services and proper nutri-
12	tion, which is essential to both their school perform-
13	ance and their economic productivity;
14	(5) assistance to train adolescent girls and their
15	parents in financial literacy and access economic op-
16	portunities, including livelihood skills, savings,
17	microfinance, and small-enterprise development;
18	(6) support for education, including through
19	community and faith-based organizations and youth
20	programs, that helps remove gender stereotypes and
21	the bias against girls used to justify child marriage,
22	especially efforts targeted at men and boys, promotes
23	zero tolerance for violence, and promotes gender
24	equality, which in turn help to increase the perceived
25	value of girls;

(7) assistance to create peer support and female
 mentoring networks and safe social spaces specifically
 for girls; and

(8) support for local advocacy work to provide legal literacy programs at the community level to ensure that governments and law enforcement officials are meeting their obligations to prevent child and forced marriage.

9 SEC. 6. RESEARCH AND DATA.

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It is the sense of the Senate that the President and all relevant agencies should work through the Administrator of the United States Agency for International Development and any other relevant agencies of the Department of State, and in conjunction with relevant executive branch agencies as part of their ongoing research and data collection activities, to—

(1) collect and make available data on the incidence of child marriage in countries that receive foreign or development assistance from the United States where the practice of child marriage is prevalent; and

(2) collect and make available data on the impact of the incidence of child marriage and the age at marriage on progress in meeting key development goals.

1	SEC. 7. DEPARTMENT OF STATE'S COUNTRY REPORTS ON
2	HUMAN RIGHTS PRACTICES.
3	The Foreign Assistance Act of 1961 is amended—
4	(1) in section 116 (22 U.S.C. 2151n), by adding
5	at the end the following new subsection:
6	"(g) The report required by subsection (d) shall include
7	for each country in which child marriage is prevalent at
8	rates at or above 40 percent in at least one subnational
9	region, a description of the status of the practice of child
10	marriage in such country. In this subsection, the term 'child
11	marriage' means the marriage of a girl or boy, not yet the
12	minimum age for marriage stipulated in law or under the
13	age of 18 if no such law exists, in the country in which
14	such girl or boy is a resident."; and
15	(2) in section 502B (22 U.S.C. 2304), by adding
16	at the end the following new subsection:
17	"(i) The report required by subsection (b) shall include
18	for each country in which child marriage is prevalent at
19	rates at or above 40 percent in at least one subnational
20	region, a description of the status of the practice of child
21	marriage in such country. In this subsection, the term 'child
22	marriage' means the marriage of a girl or boy, not yet the
23	minimum age for marriage stipulated in law or under the
24	age of 18 if no such law exists, in the country in which
25	such girl or boy is a resident.".

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[Report No. 111-344]

A BILL

To protect girls in developing countries through the prevention of child marriage, and for other purposes.

October 26 (legislative day, October 1), 2010
Reported with an amendment