**Project Summary**

## Programme to End Child Marriage

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| What support will the UK provide? |
| The UK will provide £10 million over 4 years (FY 2011/12 – 2014/15). |

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| Why is UK support required? |
| Child marriage perpetuates inter-generational cycles of poverty, acting as a brake on development (ICRW, 2010). It is an obstacle to achieving nearly every Millennium Development Goal – eradicating poverty and hunger (MDG 1); achieving universal primary education (MDG 2); promoting gender equality (MDG 3); protecting children’s lives (MDG 4); and improving health (MDGs 5, 6).  According to the 2005 Ethiopian DHS, 66 percent of women aged 24-29 were marriage by the age of 18.[[1]](#footnote-1) Secondary analysis of the 2005 Ethiopian DHS conducted in 2006 indicates that 19 percent of Ethiopian girls are married by the age of 15.[[2]](#footnote-2) The median age of marriage among Ethiopian women aged 20-49 is 16.5.[[3]](#footnote-3) However, national level data masks considerable differences in child marriage by region. In the Amhara Region, 50 percent of adolescent girls are married before age 15.[[4]](#footnote-4) The Amhara Region also has the lowest median age at marriage in the country, 14.4 years.[[5]](#footnote-5) Child marriage dominantly affects girls. When looking at gender differences nationally, 49 percent of Ethiopian girls are married by age 18, whereas only 10 percent of boys are married by the same age.[[6]](#footnote-6)  Only 7 percent of Ethiopian girls living in rural areas have completed primary education, and far less than 1 percent of rural girls have completed secondary school. Average primary school drop out rate for girls increased to 17.1 percent in 2009/10 from 13.6 percent in 2004/05.[[7]](#footnote-7)  Ethiopia has an unacceptably high level of maternal mortality.  The latest data on the maternal mortality ratio is from 2005 and was 673 per 100,000 live births,   UN modelling suggests that this ratio is coming down, but not fast enough to meet Ethiopia's MDG targets[[8]](#footnote-8). This is attributable in part to the high number of births among adolescents. Pregnancy and delivery complications are the main reasons for death among girls aged 15-19, and girls who bear children before they are 15 years old are five times more likely to die from pregnancy related causes (compared to older mothers).[[9]](#footnote-9)  Child marriage is a violation of Ethiopian law, constitution, and international law (Ethiopia ratified the Convention on the Rights of the Child in 1991 and the Convention on the Elimination of all forms of Discrimination Against Women in 1981).  DFID will partner with the Government of Ethiopia to end child marriage for at least 200,000 adolescent girls, and indirectly many more, in the East and West Gojam Zones of the Amhara Region by scaling up *Berhane Hewan[[10]](#footnote-10),* a successful pilot programme to end child marriage. The programme achieved impressive results– not one of the girls aged 10 to 14 were married during the pilot period – compared with an 8 percent increase in the number of girls of the same age married in the control group.  DFID has the vision to stop poverty before it starts and to transform societies with the mission to invest now in girls and women to multiply our impact This is reflected in the cross-government Strategic Reform Plan, DFID’s own Bilateral Aid Review (BAR) process and the Gender Strategic House, which is the successor to DFID’s Gender Equality Action Plan (GEAP). The scaling up of Berhane Hewan, or the End Child Marriage Programme, will directly address three of the four pillars of DFID’s Strategic House and support the delivery of Ministerial objectives, which are to delay the age of first pregnancy, prevent violence against women and girls and increase girls secondary school completion rates.  This programme is part of the broader DFID-Nike Foundation partnership to improve the lives of adolescent girls called Girl Hub. Like Nike Foundation, we believe that investment in girls can bring disproportionate returns for development: replacing the opportunity cost of early marriage and adolescent pregnancy with investments in girls’ health, education and empowerment contributes to growth and breaks inter-generational cycles of chronic poverty and dependency.  *Project Implementation*  Implementation will be led by the newly established Ministry of Women, Children and Youth Affairs (MoWCYA),[[11]](#footnote-11) who are ready and willing to assume responsibility for the scale up at federal and regional level. The programme has government support at all levels down to the kebele level, where communities themselves will play a major role in implementation.  The programme will contract the services of a Management Agent/Technical Support Team (MA/TST). The MA/TST will perform a dual function – a) providing technical support and capacity building for high quality implementation and b) acting on behalf of the MoWCYA to guarantee high quality financial management and reporting to DFID. The MA/TST will design a detailed implementation plan to a) deliver shared Government of Ethiopia and development partner ambitions to increase the age of first marriage for adolescent girls in the Amhara Region and b) develop capacity for and support government with technical advice to lead, implement, monitor and evaluate a successful and high quality programme.  A Technical Cooperation Officer (TCO) will also be placed in the MoWCYA at federal level to provide additional support to the Head of the Directorate of Women and Youth Mobilisation, Participation and Enhancement Programme in his policy and co-ordination role, which includes management and co-ordination of technical assistance provided under the programme.  DFID will be the only donor investing in a programme to end child marriage at this scale. However, a number of organizations are funding smaller programs to end the range of Harmful Traditional Practices (HTPs) against adolescent girls in Ethiopia, including in the Amhara Region. The governance arrangement of the programme and support for a TCO at federal level builds in structures and capacity to ensure that this programme learns from and influences other efforts. Particular focus will be given to strengthening the capacity of the MoWCYA to play its role in co-ordinating interventions behind national plans. The inception phase will include a mapping of other related projects implemented by a range of governmental and non-governmental partners. |

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| What are the expected results? |
| The **impact** is eradication of child marriage in Amhara region by 2030.  The **outcome** is delayed marriage for at least 200,000 girls in two zones of Amhara region.  With DFID support the following results are expected   1. Increase of age at first marriage, subsequent age of first birth and reduce pregnancy related deaths; increase years of schooling (literacy, education attainment) in West and East Gojam Zones; 2. A successful approach to end child marriage that can be delivered at scale in Ethiopia; 3. Strengthened capacity of woreda, zonal, regional and national governments’ to design, plan, implement, monitor, and finance a large scale programme built on the *Berhane Hewan* programme experience; 4. Tested and documented learning delivery system and a related performance monitoring system that is robust, low tech, low cost and manageable; 5. Evidence based on what works at scale to strengthen regional and national approaches to eradicating child marriage and other HTPs; 6. Evidence on the value for money of the programme in order to ensure wider support for further expansion of the programme.   Planned outputs of the project attributable to UK support.  **Output one: develop an approach to end child marriage that can be delivered at scale in Ethiopia**. The inception report detailing plans for implementation will build on the *Berhane Hewan* programme experience of community transformation to end child marriage and draw on other examples of good practice to create a model for large-scale implementation and eventual sustainability. An evidence base which demonstrates the economic returns and value for money from investing in the proposed approach to end child marriage will be developed.  **Output two: strengthened government capacity to design, plan, implement, monitor and finance the programme at scale.** Particular attention will be given to strengthening government systems and staff to ensure sustainability. Participatory approaches to planning, implementation, monitoring and evaluation will be used. A robust, low tech, low cost and manageable performance monitoring system will be developed. Issues such as the roles of different stakeholders, approaches to facilitator and mentor training, cost effectiveness and quality will explored and addressed. Operational research will be conducted to build the evidence-base on what works to end child marriage.  **The programme is intended to directly reach 200,000 girls in East and West Gojam zones. However, the design will aim to reach as many more girls and their communities as possible through indirect impact.**  *Steps to determine whether the expected results have been achieved.*  Programme partners will monitor impact, outcome and output indicators throughout the lifetime of the programme. DFID Ethiopia will commission an independent evaluation. This will assess the overall effectiveness and cost efficiency of the programme.  The M&E system will build upon what has already been put in place, but progress a step further to ensure that it is incorporated fully into the government’s own system. Closely working with the government staff members to design the M&E system will ensure a sense of ownership and ensure sustainability over time and be fully integrated into the government system when MA/TST support exits. |

**Strategic Case**

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| **A. Context and need for DFID intervention**  Ethiopia ranks 122nd out of 134 countries worldwide for inequality between women and men and is one of the poorest, least developed countries in the world.[[12]](#footnote-12) Female disadvantage and discrimination against women and girls is evidenced in all aspects of social, cultural, economic and political life.  Half of Ethiopia’s population of more than 85 million people is under the age of 18, and 85 percent live in rural areas. Cultural norms and expectations combine with poverty and inadequate service provision to constrain girls’ opportunities and perpetuate inequality.  Government has given priority to gender parity in the expansion of education. The national enrolment rate for girls in first cycle primary is 84.9%[[13]](#footnote-13). However, following this expansion, the average primary school drop out rate for girls *increased* to 17.1% in 2009/10 from 13.6% in 2004/05. Disparities between girls and boys in access to education and in attainment increase as girls reach puberty, tend to get married (typically mutually exclusive from education), have greater domestic labour burdens and further to travel to school, and where marriage of daughters brings the instant benefit of bride wealth to poor families. In 2009/10 girls’ Gross Enrolment Ratios (GERs) at first and second cycle secondary school were 34.7% and 5% respectively[[14]](#footnote-14). In 2009/10 only 46.9% of girls aged between 11–14 were enrolled in second cycle primary school. In spite of affirmative action and a huge programme of university expansion in recent years, female graduates are only 22.8% of the total graduate from higher education. This represents low participation of females at higher levels.[[15]](#footnote-15)  **Yet, adolescent girls’ well-being is fundamental to determining the social and developmental outcomes of nations**. The condition of adolescent girls ripples out to their families, communities and countries and echoes into future generation in particular and profound ways.[[16]](#footnote-16) Intergenerational poverty, high and unwanted fertility, poor health (including poor maternal and child health, and HIV), and illiteracy are propagated or halted by adolescent girls in the poorest communities.  Child marriage is intimately linked with poverty.[[17]](#footnote-17) Where rates of child marriage are high, these conditions are certain to be propagated and intergenerational poverty perpetuated. Girls who marry in their adolescence are more likely than girls who never marry in their adolescence to live in poverty, suffer from violence, suffer from significant health problems and die younger.  The Government of Ethiopia is aware that child marriage puts a brake on development. Child marriage is a violation of Ethiopian law and constitution, and international law ratified by Ethiopia, including the Convention on the Elimination of all forms of Discrimination Against Women (ratified in 1981) and the Convention on the Rights of the Child (ratified in 1991).  According to the 2005 Ethiopian DHS, 66 percent of women aged 24-29 were marriage by the age of 18.[[18]](#footnote-18) Secondary analysis of the 2005 Ethiopian DHS conducted in 2006 indicates that 19 percent of Ethiopian girls are married by the age of 15.[[19]](#footnote-19) The median age of marriage among Ethiopian women aged 20-49 is 16.5.[[20]](#footnote-20) However, national level data masks considerable differences in child marriage by region. In the Amhara Region, 50 percent of adolescent girls are married before age 15.[[21]](#footnote-21) The Amhara Region also has the lowest median age at marriage in the country, 14.4 years.[[22]](#footnote-22) Child marriage dominantly affects girls. When looking at gender differences nationally, 49 percent of Ethiopian girls are married by age 18, whereas only 10 percent of boys are married by the same age.[[23]](#footnote-23)  *Married adolescent girls too often become pregnant before they are physically or emotionally ready.* First births to mothers under the age of 18 in Ethiopia took place within marriage 90 percent of the time.[[24]](#footnote-24) Premature pregnancy carries increased risks for both mother and child. Adolescent mothers are two to five times more likely to die in pregnancy and childbirth than women in their 20s. Pregnancy-related deaths are the leading cause of mortality for girls aged 15 to 19 worldwide.[[25]](#footnote-25) Mortality rates for babies born to mothers under age 20 are almost 75 percent higher than for children born to older mothers.[[26]](#footnote-26)  *Girls are usually forced to drop out of school when they get married.* They will subsequently have lower literacy, educational attainment, fewer schooling opportunities, and are more likely to have illiterate children. Studies show that as the percentage of girls married by age 18 decreases, the number of years of schooling girls receive increases.[[27]](#footnote-27)  *Married adolescent girls have less household and economic power than older married women. A* Population Council study from multiple countries indicates that married girls have less decision-making power than married women, often living with little authority under the supervision of their new mothers-in-law.[[28]](#footnote-28)  *Married girls are socially isolated and have less mobility than their unmarried peers*. They are far less likely to have friendship networks than their unmarried peers and the decision-making power and spaces in which to meet friends and peers. And, 12 percent of girls aged 18 in the Amhara Region are already divorced, leaving them even more vulnerable and likely with at least one child.[[29]](#footnote-29)  A study by Population Council in Ethiopia shows *girls married early are more likely to be victims of violence, including domestic violence.[[30]](#footnote-30). Y*oung age at marriage significantly increased a girl’s or woman’s risk of ever experiencing violence. Violence and abuse can lead to severe mental health issues, including depression.  *Married girls may be more likely to contract sexually transmitted disease, including HIV/AIDS, than unmarried girls.* Young girls are more physically susceptible to STD's, have less access to reproductive education and health services and are often powerless to demand the use of contraception.[[31]](#footnote-31)  *The case for intervening.*  The case for intervention is based on evidence of results from the *Berhane Hewan* pilot in Amhara region. The pilot phase of the programme (which operated between 2004 and 2006) covered 462 girls, had an impact on girls’ school enrollment, reproductive health knowledge, and contraceptive use. [[32]](#footnote-32) Results included:   * Not one girl 10-14 included in the pilot married; * Girls were 90 percent less likely to be married than in a control group of the same age; * Married girls were almost three times more likely to have used any family planning method, compared to the control group; * Girls were three times more likely to be in school than in the control group.     A first expansion phase, building on the pilot phase, was implemented between 2006 and 2011 has reached about 11,000 girls aged 10-19. We judge the evidence for these results to be good.  Recent developments in Ethiopia enhance the feasibility of a DFID-supported intervention at scale. The new Growth and Transformation Plan (GTP) acknowledges that women and young people have not benefitted enough and have much to contribute to Ethiopia’s development. The GTP places particular emphasis on women’s economic empowerment and the elimination of harmful traditional practices, including child marriage. This creates a favourable policy environment for the key political economy issue (and risk) which is the link between household food insecurity, poverty and lack of economic opportunities which partly underpin child marriage.  The new Ministry of Women, Children and Youth Affairs brings together two policy mandates central to the successful delivery of this programme - both gender and youth. Institutional issues include the weak capacity of the staff of the new ministry. Social analysis highlights the need to understand more about the drivers of child marriage and what would create a ‘tipping point’ to shift social norms away from acceptability of the practice.  This programme will complement DFID’s planned scaled up support for health and education services in Ethiopia which is focused on supporting the Government of Ethiopia to increase access to and quality of services nationwide.  The consequences of not intervening are that Ethiopia is unlikely to break the negative cycle of inter-generational poverty caused by early marriage and related problems of early school dropout, premature pregnancy with increased risk of maternal morbidity, mortality and infant mortality, increased risk for sexually transmitted infections including HIV, increased risk of domestic violence and abuse, abandonment and related mental health issues.  *Links to other HMG/DFID strategic priorities.*  The programme supports two HMG/DFID Priorities:   * Under the Structural Reform Programme DFID is committed to increasing the number of new programmes which address violence against women and girls; * Taking successful pilots to scale is central to DFID’s partnership with the Nike Foundation. |
| **B. Impact and Outcome**  The intended **impact** is eradicate child marriage in Amhara region by 2030. Theintended **outcome** is todelay marriage for at least 200,000 girls in two zones of Amhara region. |

**Appraisal Case**

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| **A. Determining Critical Success Criteria (CSC)**  All of the following CSC will apply to the areas of Amhara Region in which the programme is introduced, and monitoring will continue to show progress into at least the medium term:   |  |  |  | | --- | --- | --- | | *CSC* | ***Description*** | *Weighting (1-5)* | | 1 | Communities reject child marriage | 5 | | 2 | Increased educational attainment among adolescent girls | 5 | | 3 | Adolescent girls have increased voice, value and agency within their families and communities | 5 | | 4 | A scale model for ending child marriage | 4 | | 5 | MoWCYA capable of designing, planning, implementing, monitoring and financing the model at scale | 5 | |
| **B. Feasible options**  **Option 1:** bilateral support to Government of Ethiopia to scale up the *Berhane Hewan* pilot to reach 200,000 girls directly in two zones of the Amhara Region.   **Option 2:** do nothing – development partners responsibly exit from the existing *Berhane Hewan* pilot sites.  The evidence base for option one is: firstly the impact evaluation of the 2004 to 2006 *Berhane Hewan* pilot provides robust evidence, compared against a counterfactual of no intervention, on a range of positive impacts on adolescent girls, including delay in first marriage, which is linked to a delay in first birth, and increased schooling. The value for money of changing these three indicators intimately linked to intergenerational poverty is high.  The economic rates of return to education are found to be high for girls across countries and over time, rising to 20 percent in secondary education (compared to 14 percent for boys)[[33]](#footnote-33). Other studies have also found that the returns to education rise dramatically for girls and women with at least 8 to 10 years of education, which supports the need for secondary and higher education.[[34]](#footnote-34) The opportunities for Ethiopia, where levels of education are starting from a particularly low base, are likely to be significant.  Better educated women will also tend to have better health outcomes, for example, by marrying and having children later and being less likely to engage in risky sexual behaviour. Delaying the age of first pregnancy for example substantially reduces the risks of maternal mortality as girls aged 10-14 are five times more likely to die in child birth than women aged 20-24.[[35]](#footnote-35) Maternal and infant mortalities should therefore decline as a result of the interventions.  Reductions in fertility brought about by increasing levels of education among girls could deliver a demographic dividend for Ethiopia. A World Bank study[[36]](#footnote-36) which forecast the impacts of a range of fertility scenarios for Ethiopia estimated net welfare gains measured in per capita income per annum of between $105 and $112.5 between 2005 and 2030 for given family planning interventions. This could potentially then provide climate change benefits, in terms of reduced carbon emissions. More educated women will also be better equipped to adapt to the consequences of climate change, both in their domestic environment and in terms of livelihoods.[[37]](#footnote-37)  The key elements of the programme intervention will include the provision of:   1. School materials to **in-school girls** aged 8-19 to keep them in school 2. Materials and facilitators for regular after school (in-school) girls clubs. 3. Community-based non-formal education (NFE) to **out of school girls** (basic literacy and numeracy, life skills, reproductive health information) 5 days per week over 18 months. 4. Facilities, materials and facilitators for **Community Conversations** every two weeks on early marriage, harmful traditional practices, reproductive health and other issues, including broader issues affecting the community that have a disproportionate impact on adolescent girls.   The following outlines the **theory of change** logic by key element of the programme intervention:  School materials  Girls’ clubs  Non-formal education  Community conversation  Keep girls in school  Change attitudes  Delay marriage  **Support with school materials**  Providing girls with basic materials for school such as work books, pens and pencils (input) will relieve the financial pressure on their family which may have otherwise acted as a deterrent for sending their daughters to school (process). This should therefore increase girls' enrolment in school and reduce drop-outs, which tend to peak particularly at the end of Grade 8, when girls reach puberty (output). As a result, girls should increase their levels of educational attainment and qualifications which should enable them to earn higher incomes in the labour market or improve their access to livelihoods opportunities. Higher potential earnings should also serve to increase labour market participation (outcome). The ultimate impact of this chain should be to improve the welfare of the whole household of which the relevant girl will become a part, as she will tend to invest a greater proportion of her income in her children than her male counterpart. Higher levels of skills and participation in the economy should also serve to increase an economy’s productive capacity and to stimulate economic growth.  **In-school girls' clubs**  The provision of safe spaces, facilitated discussions by local female mentors and access to information (inputs) should enable girls to develop social networks, seek advice and information not otherwise available e.g. on family planning/ reproductive health (process). This should develop their confidence, voice, agency, and aspirations more broadly (output), enabling them to participate in wider community discourse and potentially increase political participation. Information about family planning and reproductive health should also serve to prevent premature pregnancy and subsequently reduce maternal and infant mortality and morbidity, and to enable women to influence the outcomes of their children, through for example, child spacing and schooling (outcome).      **Non-formal education programme**  The provision of basic literacy and numeracy skills training (input) will target girls who have not had access to education, raising their basic skill levels (process) and enabling them to re-enter formal education (output). Raising their skill level should enable them to raise earnings potential and to contribute again to better welfare outcomes for their households (outcome). This should raise the quality of life within the girls' household and potentially improve the life chances of the next generation and increase labour supply, contributing to wider, macro economic impacts.    **Community dialogue**  Trained facilitators lead community conversations of approximately 30-40 community members (input) and give the community the opportunity to access information and discuss openly a range of issues which particularly affect adolescent girls in their community (process). Through this process the community will tend to discuss social norms and harmful traditional practices. They will dispel myths and more broadly consider the challenges and disadvantages faced by the adolescent girls in their community. The facilitated process also leads to community problem solving, where solutions may include greater investment in girls education, the elimination of child marriage and other harmful traditional practices, and other gender discriminatory behaviour changes (output). This investment in girls should empower adolescent girls within their family and community; enable them to make choices relating to marriage, schooling, economic activities, reproductive health and other personal issues, alongside gaining them greater voice in discussions about their community (outcome). Finally, this should similarly lead to more democratic community and household decision-making, to reduced maternal mortality and morbidity by delaying the age of first marriage and pregnancy, and to better welfare (including health and education) of these adolescent girls’ future children (impact).  **Building the capacity of the Ministry of Women, Children and Youth Affairs to deliver a programme at scale and influence policy processes and resource allocation.**  Providing capacity building and technical support to MoWCYA at all levels through the TST/MA (input) will build the capability of ministry staff at federal, regional and local level to fulflil their mandate as set out in the GTP. MoWCYA recognises that clarity in roles and responsibilities of staff and cross-sectoral working is required to deliver transformative programmes to end child marriage. Through the process of partnering and support they will take ownership of the approaches that have worked in *Berhane Hewan* and define the roles and responsibilities of staff (process). They will also be supported to monitor and evaluate the process of replication, leading to a greater ability to advise others on what works to eradicate child marriage, what implementation costs, and what capacity is required to deliver at scale (output). This should lead to greater capacity to argue for the allocation of funds and staff to work on the eradication of child marriage and HTPs more broadly (outcome).   |  |  |  | | --- | --- | --- | | *Option* | *Evidence rating (A, B, C, D)* | *Climate change and environment category (A, B, C, D)* | | *1* | *A* | *C* | | *2* | *A* | *C* | |
| **C. Appraisal of options**  Political appraisal  The Government of Ethiopia’s new Growth and Transformation Plan (GTP) highlights the importance of youth empowerment, gender equality and women’s empowerment to drive growth and ensure that its benefits are equitable. The GTP includes a specific commitment to end harmful traditional practices (HTPs), including child marriage. Achievement of universal primary education is also a priority.  Ethiopia’s legislative framework prevents the practice of HTPs (including child marriage). Articles 34 and 35 of the Ethiopian Constitution stipulate the equality of women and men. The 2001 Revised Family Code sets the legal age of marriage for women and men at 18 years, although the regional sovereignty granted under the Constitution means that six of the seven regions of Ethiopia with their own family law have retained the previous age of 15 for girls and 18 for boys. The 2005 revised Penal Code establishes sanctions in the case of early marriage.  Legislation is not commonly enforced. Approaches to the eradication of HTPs that have been driven by punitive legal approaches have tended to drive harmful practices underground. The *Berhane Hewan* pilot has successfully used customary sanctions to enforce community decisions to abandon the practice of child marriage.  Under the Charities and Societies Proclamation of January 2009, only organisations registered as Ethiopian Charities and Societies are permitted to advance democratic and human rights, including gender rights. NGOs registered as Ethiopian receive only 10 percent (or less) of their funding from foreign sources. This programme will be implemented primarily by Government partners. Collaboration with civil society organisations will be to provide technical support to government and will therefore operate well within the limits of the legislation. Mass organisations (including the Women’s and Youth Associations) are permitted to work on rights and democracy. This programme will engage those organisations.  Institutional Appraisal  The MoWCYAs and sectoral ministries are represented in Ethiopia at national level and below through regional bureau, zonal departments, woreda offices and kebele administration offices. The reach that this structure provides is important for implementation of a programme to end child marriage at scale.  The newly-established MoWCYAs will be the key implementing partner and is responsible for all women, youth and child issues. However, other bureaus are important actors in ending child marriage. Education is involved in the promotion of school clubs and has an interest in preventing school drop out by girls marrying early. Health offices, particularly at woreda level provide reproductive health services, ante and post natal services to adolescent mothers. The prosecutor’s offices, the Court and the Police work to jointly manage legal issues related to child marriage, mainly based on criminal and civil laws.  Non-governmental actors have worked with government offices raising awareness in communities, or providing legal counselling services, for example. Different donors (international NGOs, UN agencies) have been supporting institutions to end child marriage using a range of methodologies.  Capacity in the MoWCYA is limited at all levels. However, based on the pilot, there is a high level of political commitment to scaling up the *Berhane Hewan* pilot and an understanding that building institutional capacity using a community conversation approach is both critical and desirable by the Government of Ethiopia to end child marriage. Capacity building to MoWCYA in this programme will be completed by DFID support to the UN Joint Programme on Women’s Empowerment and Gender Equality.    Corruption and fiduciary risk  Corruption and fiduciary risk are considered generally low in Ethiopia compared with other countries at similar stage of development. Budget cycle management is strong, only preceded by South Africa and Mauritius in Africa in 2010 as reported by the World Bank and based on the Public Expenditure and Financial Accountability report. Some concern remains around comprehensiveness and external scrutiny mainly due to a significant amount of off-budget resources and less effective checks and balances.  The newly-established MoWCYAs and its regional and *woreda* level counterparts are well integrated in the public financial management system and required to comply with the budget cycle management mentioned above. But it is recognized that the ministry and its counterparts are quite new and the capacity and experience in fiduciary related management is considered at early stage. The management agent will be contracted for financial and procurement management and also build the capacity of the ministry and in turn, the works of the management agent will be evaluated by independent consultants, minimising risks for corruption and fiduciary management.  Environmental/climate change  There are no immediate risks or benefits associated with the environment or climate change. However delaying the age of first pregnancy and keeping girls in school is expected to reduce fertility rates and therefore population pressure on environmental resources. There may be opportunities within the programme to address girls’ heavy domestic labour burdens (such as carrying wood for fuel burning stoves) through low carbon technologies which would have a positive impact on climate change.  Options for Programme Implementation  The programme will follow the pilot approach developed and evaluated under *Berhane Hewan*. The inception phase will work on detailed design and the inception review will assess the proposed targeting and implementation approach developed by the MA/TST and other stakeholders. This section sets out the costs, benefits and risks associated with reaching 200,000 girls in their communities – based on an assumed 75 percent would be in-school girls and 25 percent married out of school girls  Thebenefits of each intervention are likely to be much higher than their costs.  The costs are related to programme delivery, and can be summarised into personnel and training, materials and administration costs.  The benefits are long-term, numerous and are outlined in the theory of change logic outlined above. They relate to private/household and wider community benefits from:   * Higher levels of education and skills, associated growth in earnings potential, and economic growth benefits[[38]](#footnote-38), and intergenerational benefits as females tend to invest more in their children’s welfare. * Improved health outcomes of females from reproductive and family planning information and services, delayed pregnancies and improved levels of education which tend to reduce illnesses related to sexual health including HIV, lower rates of infant and maternal mortality related with later and better assisted pregnancies, better nutritional standards associated with higher levels of income. Healthier children will also tend to attain greater benefits from education, as they will experience greater cognitive development per year of schooling than less healthy children.[[39]](#footnote-39) * Greater labour market participation rates brought about by improvements in adolescent girls education and skills also contribute to higher levels of income per capita and associated gains in standards of living, and to wider economic growth, by increasing the size of the labour force. * Female’s ownership of productive assets also gains them decision-making power within the household which should serve to improve the welfare outcomes of their children. * The provision of physical capital or infrastructure such as access to water will free up girls’ and women’s time which can be used for education or productive activities. * The democratic and resource allocation[[40]](#footnote-40) benefits of greater female social and political participation.   All design options involve risks. However complex targeting processes would be likely to incur the highest administrative costs. Work during programme inception will consider the proportion of adolescent girls already married, and the costs of targeting their younger peers facing similarly high probabilities of early marriage, accurately by community.  The key risks relate to:   * Programme staff turnover and recruitment * Cultural barriers to attitudinal change with respect to girls’ rights and opportunities * Lack of employment opportunities for girls completing education * Sustaining long term change (particularly after the “graduation” of communities from the program) * Continued buy-in and effective delivery by Government of Ethiopia, particularly during scale-up (lack of political/financial support for the programme) * Broader issues relating to scale-up which may affect quality of delivery e.g. strengthening local delivery capacity over broad geographic areas, addressing issues of leakage associated with targeting. * The capacity of the Government of Ethiopia to deliver the programme and associated health and education services.   Key evidence/analysis might include:   * Sherif Rushdy (2010) Analysis of the *Berhane Hewan* model, * Population Council (2006) Evaluation of *Berhane Hewan*: A pilot program to promote education and delay marriage in rural Ethiopia |
| **D. Comparison of options**   |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | |  |  | Option 1 | | Option 2 | | | CSC | Weight (1-5) | Score  (1-5) | Weighted Score | Score | Weighted Score | | 1 | 5 | 5 | 25 | 0 | 0 | | 2 | 5 | 5 | 25 | 2 | 10 | | 3 | 5 | 5 | 25 | 2 | 10 | | 4 | 4 | 5 | 20 | 1 | 4 | | 5 | 5 | 4 | 20 | 0 | 0 | | *Totals* |  | 24 | **115** | 5 | **24** |   It is clear from the minimal contribution of option 2 (where the status quo is unlikely to change significantly) to delivery of the CSC that option 1 is preferable. Option 1 is expected to deliver greater benefits in the form of a higher contribution toward the outcome of delaying marriage among adolescent girls, and to ultimate impact of eradicating child marriage in Amhara region by 2030. |
| **E. Measures to be used or developed to assess value for money**  Cost information by programme element will be gathered to assess the value for money of each aspect of the programme during the inception phase. It would also be helpful to ascertain costs per girl by age and marital status if possible, to maximise impact given costs and benefits. This may not be possible for some elements (and for age-cohorts or marital status), as many of the impacts are due to interactions of more than one element, and data at this level of detail may not be available.  Also during inception phase, the MA/TST and MoWCYAs will develop a strategy to measure value for money on an ongoing basis during programme implementation. The independent impact evaluation will establish more detailed data on the cost-effectiveness of the programme at outcome level. This will provide the evidence base for considering a future decision about increased or extended investment of UK resources, including a cost extension to cover the fifth and final year of the GTP. |

**3. Commercial Case**

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| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Procurement and commercial requirements for the intervention**  Intervention Title: End Child Marriage  Procurement Route: Direct  DFID will engage the services of a management agent (direct procurement) to support (i) programme management and reporting as well as (ii) provide technical support and capacity building to the main implementing partner: staff at the Federal, Regional and *Woreda* (zonal) level of the Ministry of Women, Children and Youth Affairs. The Management Agent will be responsible for procurement using local GoE procedures.   |  |  |  | | --- | --- | --- | |  | Total expenditure | % share of budget | | Management agent fee for services provided | £4,820,500 | 48 | | Funds channelled through MoWCYA for implementation | £4,406,775 | 45 | | Fixed Term Contractor | £640,000 | 6 | | Independent evaluation | £100,000 | 1 |   Funding will be dispersed directly to the Management Agent by DFID. A Fixed Term Contractor will be recruited under open competition to be employed directly by DFID Ethiopia on a fixed term contract under local conditions. For the independent evaluation a separate contracting process will be undertaken (direct procurement). |
| **B. How does the intervention design use competition to drive commercial advantage for DFID?**  Commercial factors have been considered and incorporated into the design of the project so as to maximise value for money. The supplier will be invited to bid on the basis of Terms of Reference which set out the required results for the programme (impact on 200,000 adolescent girls) and invited to submit a costed model for their approach. These costings will be indicative, so the project includes a significant ‘break point’ after four months (end of the inception phase) which will include a review of detailed technical design, cost benefit analysis and value for money.  The supplier will be engaged under a ‘milestone-based contract’ which will enable us to address performance on an on-going basis. |
| **C. How do we expect the market place will respond to this opportunity?**  There are a relatively small number of organisations with the required expertise to design and implement this programme: for this reason we will use a bid process which contracts a single agent to refine design in implementation phase and then support the full implementation. The winning bid must include strong in-country suppliers. |
| **D. Key underlying cost drivers? How is value added and how will we measure and improve this?**  We are using a milestone-based contract for consultancy services to manage effective delivery and ensure value for money. Payments will be made on the basis of timely, good quality delivery of services and specific milestones will be agreed in the terms of the contract. During the lifetime of the project annual and mid-term reviews will be used to monitor and address the performance of the management agent.  Some goods will need to be procured, for example, school supplies and reproductive health commodities. The programme will use local procurement services. The management agent will follow the Ethiopian government’s procurement procedures -open bidding and short list for goods depending on the threshold. Timely and high quality audit reports, which will cover financial management and procurement including procedures and supply chain, will be part of the contract with the management agent. |
| **E. What is the intended Procurement Process to support contract award?**  The bid process will be conducted using EU OJEU, following a negotiated process. MoWCYAs, Nike Foundation and DFID staff will all be involved in the evaluation. Ciriteria for evaluation are set out in the table below:   |  |  | | --- | --- | | **Main Criteria (weighting)** | **Sub Criteria (weighting)** | | Quality of Personnel (including but not limited to appropriate seniority/expertise, appropriate mix of skills, contacts/networks) (25) | Quality of Team Leader and required expertise. (5) | | Quality of Project Team and required expertise detailed in the summary below. (5) | | Appropriateness of Project Team and required expertise.(4) | | Use and Quality of Local Consultants. (3) | | Use and Quality of International Consultants. (3) | | How team will deliver superior programme outputs. (2) | | Retention of key staff. (1) | | Procedures for Handling Team Changes. (1) | | Methodology (including use/numbers of days input ) (55)\_ | Understanding of ToR and deliverables; clear rationale, evidence based approach clearly linking to results. (15) | | Team/management structure including number and balance of days input. (10) | | Strategy enabling local commitment/ ownership; and links to and use of appropriate partners. (10) | | Understanding and approach to reform in light of the political environment/ conflict sensitivity/ gender imbalances. (15) | | Risk assessment & mitigation factors. (5) | | Commercial (20) | Competitiveness of fee rates in relation to the market, explaining methodology and benchmarking of consultant rates to demonstrate value for money. (8) | | Clear & effective Financial Plan (1) | | Financial approach & methodology to deliver output based deliverables and vfm (2) | | Payments linked to clear outputs.(1) | | Methodology for ensuring the Requirement will be delivered on time and in line with agreed costs.(2) | | Financial Risk/ contingency incorporated into costs. (1) | | Demonstration of VFM over the life of the Requirement. (2) | | Example of quarterly performance report. (2) | |
| **F. How will contract & supplier performance be managed through the life of the intervention?**  The programme will be led by the newly established Ministry of Women, Children and Youth Affairs, who will be the beneficiaries of technical assistance provided under this programme. The Management Agent will have overall responsibility for provision of support to Government of Ethiopia colleagues and the delivery of the programme at national, regional and zonal levels.  The programme will engage with a large number of stakeholders at national and regional level, including sectoral line ministries and civil society organisations. The inception phase of the progamme will include extensive stakeholder consultation and institutional analysis and detail the roles and responsibilities of each. The starting point for this will be the model of the successful *Berhane Hewan* pilot – continuing the successful elements of that programme and determining what will work best at scale.  A Fixed Term Contractor will be recruited to support the Head of the Directorate of Women and Youth Mobilisation, Participation and Enhancement, who will lead the programme on behalf of the MoWCYA. He/she will participate in regular meetings with the Head of the Directorate and Team Leader for the Management Agent. These meetings will also help ensure the smooth performance through the life of the intervention.    The design of the programme recognises that capacity is weak in the Ministry and Amhara Regional Bureau of Women, Children and Youth Affairs. For this reason we have chosen to use a management agent to manage DFID funds in support of implementation by the Government of Ethiopia. The inception phase of the programme will undertake an assessment of procurement capacity and design into implementation a combination of safeguards and capacity building activities which will improve the capacity of the Ministry to manage donor funds and associated processes, such as procurement and audit. The inception phase review provides an opportunity for recommendations to be made on the basis of evidence to adjust the design to ensure delivery of results as well as obtain best value for money from funds. This will be complemented by Operations Research which will calculate the unit cost of different approaches adopted and adapted from the *Berhane Hewan* pilot and assess returns. |

**Financial Case**

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| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **A. How much it will cost**  DFID will provide up to £10 million in FYs 2011/12 to 2014/15.  The approximate breakdown of costs by year is as follows:   |  |  |  |  | | --- | --- | --- | --- | | 2011/12 | 2012/13 | 2013/14 | 2014/15 | | £2.5 million | £2.5 million | £2.5 million | £2.5 million | |
| **B. How it will be funded: capital/programme/admin**  The programme will be funded from DFID Ethiopia’s Programme Resources allocation and has been budgeted for in the DFID Ethiopia Operational Plan.  Government of Ethiopia have requested funding for five financial years, to support implementation of the five year Growth and Transformation Plan. The possibility of a cost extension to cover a fifth (2015/16) will be considered during the programme mid-term review.  There are no contingent or actual liabilities. |
| **C. How funds will be paid out**  Funding will be channelled directly to the Management Agent as set out in the milestone-based contract. This funding will be used for technical assistance and to fund programme implementation. Funds will flow from the Management Agent to the MoWCYAs at national, regional and zonal level on the basis of agreed annual workplans. Where civil society or sectoral line ministries are required to deliver activities they will be funded directly by the Management Agent. Payments to the Management Agent will be made directly and will be governed by the terms of the contract. |
| **D. How expenditure will be monitored, reported, and accounted for**  The Management Agent will provide quarterly financial reports and an annual independent audit statement to DFID. The choice of the Management Agent is due to lack of confidence in the MoWCYA capacity to handle the funds directly, based on experience gained through the *Berhane Hewan* project.  The Management Agent will procure the assets and MoWCYA will maintain an asset registry. Their capacity to do this will be assessed during the inception phase and annual reviews. All goods will remain property of DFID Ethiopia until the end of the project, when DFID will decide on disposal.  Primary accountability for funds will rest with the Management Agent, however DFID will hold project partners accountable through agreed formal reporting processes. Progress reports will be provided by the Management Agent against agreed annual and six monthly progress reports and plans.  Monitoring and evaluation costs have been factored into the costs of the project. |

**Management Case**

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| **A. Oversight**  The primary stakeholders are girls, their communities and local government officials who are part of the communities they serve. The programme will be implemented using a community-based and girl-centered approach. Particular attention will be paid in the inception phase to detailing how girls will be involved in and influence the programme (from inception to evaluation) in a way that builds their capability and aligns their aspirations with opportunity.  Secondary stakeholders include MoWCYA at federal and regional level, DFID, Nike Foundation, UNFPA and NGOs such as the Population Council, which provided technical support to *Berhane Hewan*. These stakeholders will be represented through a Project Steering Committee, which will have oversight of and provide strategic direction to the programme. This will include senior officials from DFID, MoWCYA, Nike Foundation and UNFPA staff, and will draw where necessary on independent girl and child marriage experts (e.g. Population Council).  Steering Steering Steering Steering Amhara  End Child Marriage  Alliance  MoWCY  MA/TST  FTC  Amhara  BoWCY  Steering Committee  Directors at MoWYC and BoWYC . DFID, Nike Foundation, UNFPA, Girl Expert  Implementation Team  Knowledge  Experience  **End Child Marriage Programme**  **Ministry of Women, Children and Youth** |
| **B. Management**  DFID’s Senior Social Development Adviser will be lead adviser supported by the Deputy Programme Manager, Human Development Team. Technical inputs, particularly in education, health, governance, results and economics will be sought from DFID Ethiopia staff as appropriate. To ensure the successful delivery of the programme DFID Ethiopia will draw on the expertise of the Nike Foundation and their network of girl experts as appropriate, particularly during formal review processes. In addition UNFPA have agreed to be on the Steering Committee, to ensure that this scale up of the *Berhane Hewan* pilot draws on past experience, to provide policy advice and to support co-ordination with other programmes in Amhara Region and nationally.  The MA/TST will appoint a Team Leader who will be responsible for the provision of high quality and timely technical assistance to the Head of the Directorate of Women and Youth Mobilisation, Participation and Enhancement Programme. During inception, the Management Agent will develop detailed proposals for management arrangements, roles and responsibilities based on a comprehensive and consultative capacity assessment during the inception review, for agreement with DFID and MoWCYA staff.  The Directorate Head will be responsible for overall programme implementation for MoWCYA. He/she will be supported by an FTC, who will build the capacity and capability of Ministry staff to design, implement, monitor, and learn from large scale programs that end harmful traditional practices affecting girls’ lives, and apply that learning to bring a girl lens to the work of the Ministry.  Specific duties may include:   * Support the MoWCY Director of the Division of Mobilisation, Empowerment and Participation to successfully lead the administration of the End Child Marriage Programme, where support could range from completing minor administrative tasks to strategic advice. * Design and implement a plan to build the capacity of the Ministry to implement, monitor, and learn from large scale programs that end harmful traditional practices affecting girls’ lives.  This might include supporting the Ministry in their mandate to ensure gender in mainstreamed in sectoral ministries of GoE. * Design and implement a plan to build the capacity of the Ministry to operate with a girl lens on programs and policies. * Provide technical expertise and advice on productive ways adolescent girls can contribute to the national growth and transformation plan.   MoWCYA staff will have management and delivery responsibility at the regional and also zonal level. Management structures will follow best practice developed during the successful pilot, *Berhane Hewan*, and the inception phase and review will fully assess capacity and determine detailed roles and responsibilities and set out a capacity building plan to ensure high quality delivery at scale. |
| **C. Conditionality (optional – see HTN)**    Not applicable, as the project does not include financial aid to government. |
| **E. Monitoring and Evaluation**  This programme is a priority for evaluation under the DFID Ethiopia Evaluation Strategy, given its innovative nature and its importance in the DFID partnership with Nike Foundation.  The programme will establish an effective monitoring and evaluation system for programme delivery at scale. During the inception phase the Management Agent will draw on technical expertise to work closely with MoWCYA staff to develop an M&E plan that will support implementing partners to successfully manage the programme, fulfil reporting requirements and document lessons learned and best practice. This will include use of community data for decision making, developing management information systems to ensure the use of data and information informs decision making and programme implementation. Technical Assistance will be provided to support implementing partners at all levels of the MoWCYA to understand the impact, costs and benefits of the scale up. In addition to capacity building, the MA/TST will provide quality assurance and quality improvement services.  Baseline data will be collected during the inception phase, following a review of existing available data. The inception report M&E Plan will provide detailed information, workplans and budgets. It will set out the methodology and tools proposed. Particular attention will be paid to cost benefit analysis to demonstrate the impact of interventions and value for money. Where appropriate Operations Research will be used to generate information about the underlying drivers of child marriage and other policy and implementation-related questions.  Independent final evaluation is also planned. |
| **G. Risk Assessment**   |  |  |  |  | | --- | --- | --- | --- | | Risk | Likelihood | Impact | Mitigation strategy | | Lack of political support and/or financial resources for the programme | Low | High | The programme is currently high profile; communications and policy engagement will ensure this remains the case. | | Cultural barriers to attitudinal change of attitudes to and practice of child marriage not permanent | Medium | High | Focus on changing cultural norms and attitudes complemented by building understanding through operations research to the (economic) drivers of child marriage and links build to other programmes addressing these drivers. | | Government capacity insufficient for scale up and associated health and education services. | Low | Medium | The programme puts a high premium on building the capacity of ministry staff at all levels to implement the programme. Support to health and education channelled through national programmes in health and education. | | Programme staff turnover and recruitment | Medium/High | High | The lessons from *Berhane Hewan* will be incorporated into design of the scale up and work on costs and value for money through the programme will ensure that the incentives needed for staff retention are monitored. | | Sustaining long term change, especially employment opportunities for girls completing education. | Medium | High | Programme governance and funding structures ensure that co-ordinating mechanisms (including Girl Hub) are in place with complementary initiatives in economic empowerment and wealth creation. |   Corruption risks are low. All DFID funds will be managed by the Management Agent/Technical Support Team. |
| **F. Results and Benefits Management**  The logframe will be the primary management tool to plot a delivery trajectory against agreed milestones to deliver results for girls. The project aims to reach 200,000 girls directly. However Operations Research and M&E will be used to assess the number and distribution required to reach a ‘tipping point’ in the social acceptance of child marriage. In this way the programme aspires to end child marriage for a greater number of girls. |

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20. CSA and ORC Macro, *Ethiopia Demographic and Health Survey 2005.* [↑](#footnote-ref-20)
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