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SUMMARY: National Costed Roadmap to End Child Marriage and FGM/C 2020–2024

Federal Democratic Republic of Ethiopia
Ministry of Women, Children and Youth

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NATIONAL ALLIANCE TO END
FGM & ECM

The National Costed Roadmap to End Child Marriage and Female Genital Mutilation/Cutting (FGM/C) (National Roadmap) 2020-2024 is an evidence-based costed plan which outlines the key strategies, packages of interventions, and expected results, targets and milestones towards the elimination of child marriage and FGM/C in Ethiopia.

The National Roadmap applies across all contexts in Ethiopia, including in humanitarian and emergency situations which may exacerbate risks of child marriage and FGM/C for girls, reduce access to protective services, and have cross-border dimensions.

The National Roadmap has passed through a rigorous process of critical reflection and consolidation building on lessons from interventions to-date, and existing evidence. From its inception, the National Roadmap underwent different stages of consultation with stakeholders, especially with regional states

and sectoral institutions, ensuring ownership of the resulting interventions and costings.

The purpose of the National Roadmap is to clearly stipulate the key strategies, approaches and evidence-based interventions which will be employed to achieve the national target to eliminate child marriage and FGM/C by 2025¹. It also embodies Ethiopia’s efforts to achieve SDG 5 Target 5.3 “eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.” With this overarching purpose, the National Roadmap also clearly defines the role of different actors and establishes accountability mechanisms for ending child marriage and FGM/C. The National Roadmap creates a clear understanding of the costs required for the elimination of the practices and serves as a tool to increase government budgets in support of ending child marriage and FGM/C and to solicit funding to support this national effort.

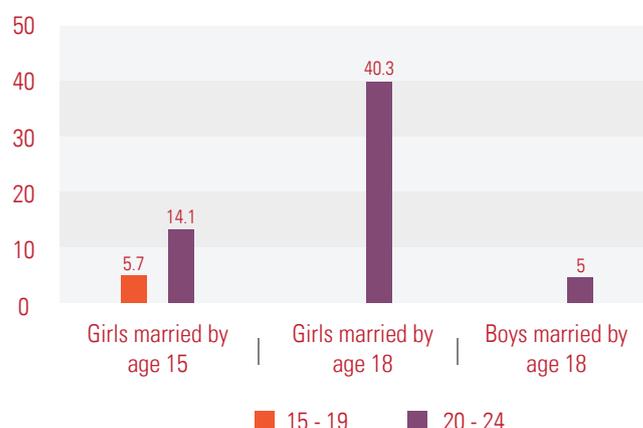
Child Marriage and FGM/C still prevalent, but declining, with regional variations

Ethiopia has made significant progress in the last two decades in reducing girls’ vulnerability to child marriage and FGM/C. However, despite this progress many girls are still at risk.

The most recent Ethiopia Demographic and Health Survey (EDHS) 2016 shows that of young women aged 20–24 years, 40.3

percent were married before the legal age of 18 and 14.1 per cent were married before the age of 15 (figure 1). While the practice is declining overall, there are variations across and within regions in the prevalence of child marriage as well as in the progress made towards eliminating child marriage.

Figure 1: Percentage married by age cohort and sex (EDHS 2016)

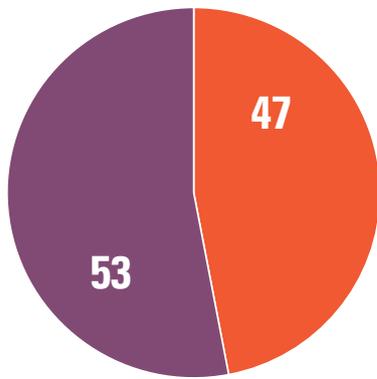


¹ The Government of the Federal Democratic Republic of Ethiopia made a pledge for total elimination by 2025 at the first global Girl Summit (aimed at mobilizing domestic

and international efforts to end child marriage and FGM/C within a generation) hosted in London in 2014.

Of girls and women aged 15–49 years, EDHS data have shown that 65 per cent report that they have been cut, compared to 47 per cent in the younger age group aged 15–19 years (figure 2). Of those that have been cut amongst the 15-19 years, almost two thirds had flesh removed (65 per cent) and 7 per cent have been sewn closed (figure 3). Notably, 25 per cent of girls aged 15–19 years

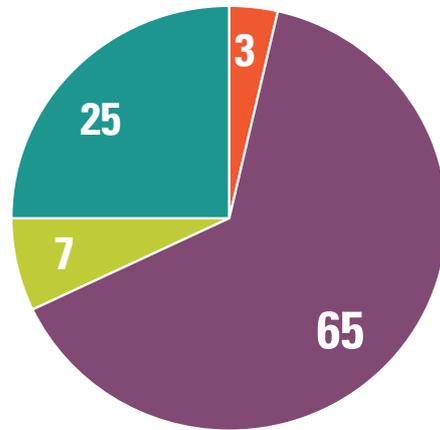
Figure 2: Percentage of girls age 15-19 cut (EDHS 2016)



■ % of girls cut ■ % of girls uncut

do not know what type of FGM/C they have experienced — in large part because most were cut so young. Overall, based on mothers’ reports, 16 per cent of girls under 15 years of age have experienced FGM/C. Similar to child marriage, the 2016 EDHS shows that rates of FGM/C are dropping across age cohorts keeping in mind regional variations. The age at which women are cut also varies by region.

Figure 3: Type of FGM/C for girls aged 15-19 (EDHS 2016)



■ cut, no flesh removed ■ sewn closed
 ■ cut, flesh removed ■ don't know

Through further analysis of EDHS 2016 data, the National Roadmap includes the rate of acceleration needed to achieve the goal of eliminating child marriage and FGM/C by 2025 or 2030². Accordingly, compared to the last ten years, progress would need to be six times faster to eliminate child marriage by 2030,

and 10 times faster for elimination by 2025. For FGM/C, progress needs to be a little over seven times faster than progress over the past ten years (looking at the average rate of reduction amongst girls and women aged 15 to 19 years) to eliminate the practice by 2030.

Drivers of child marriage and FGM/C are complex but driven by harmful gender norms

There are many social, economic, religious and cultural drivers of child marriage and FGM/C. These drivers are multi-faceted and entangled. Social norms that stigmatize girls and their families due to girls’ premarital sexual activity — and especially for girls’ premarital pregnancy — have been found to be the largest driver of child marriage across “hot spot” sites. Having historically been shaped by economic

realities and textured by religious custom, such norms cannot be easily picked apart.

Traditional narratives about the relationship between economics and child marriage have emphasized poverty, and while these narratives continue to be important in the poorest households, consolidating or demonstrating wealth rather than poverty has come out as an important consideration.

It is also imperative to keep in mind that while recent trends show adolescent girls³ are 'choosing' to get married for different reasons, girls' beliefs and decisions are shaped by social norms and the limited options they may have, including for completing a full cycle of education and going onto employment. The low value placed on girls' education and lack of alternatives for girls who have dropped out of school, exacerbate the practice of child marriage. Limited law enforcement is also a contributing factor.

FGM/C, like child marriage, is primarily driven

by gender norms that seek to control female sexuality. In some cases, these norms are tied to religious beliefs; in other cases, FGM/C is so embedded in cultural practices that it persists, even when parents believe it should be eliminated, due to parents' (and later girls') fear that if they do not engage in FGM/C they will be socially sanctioned by the community. While in most regions, child marriage and FGM/C are not immediately proximate in terms of time, FGM/C is often seen as a precursor to marriage particularly by the families and in the communities most likely to engage in child marriage.

Child marriage and FGM/C are rights violations with serious implications for health, well-being, education and economic security

Various international, regional and national human rights instruments and laws determine that child marriage and FGM/C are violations of the rights of women and girls. The practices also play a part in reinforcing stereotypical gender norms and gender inequality, and have multifaceted effects on the health, well-being, productivity and economic independence of women and girls. These implications follow girls and women throughout their lives, from childhood through adolescence and into adulthood, and into the next generation through their children.

For many girls who are married off at a young age, it is the end of their education. Child brides are at increased risk of gender-based violence (GBV) and are also often socially isolated, with limited opportunity to participate in the development of their communities because of domestic workloads and restrictions on their mobility.

FGM/C causes short-term consequences such as extreme pain, shock and swelling due to cutting of genital tissue, and psychological impacts due to the use of physical force by circumcisers and the severe pain experienced.

It also often leads to long-term medical complications, including continuation of severe

pain, prolonged bleeding, infection, infertility and even death. It can also lead to increased risk of HIV transmission. Women who have undergone FGM/C can experience complications during childbirth, including postpartum haemorrhage, stillbirth and early neonatal death. FGM/C can also hinder girls' education and social lives due to the physical complications, and the pain and distress caused.

Both child marriage and FGM/C may lead to unstable marriages and family life, issues with family planning and management, and mental health issues. Migration of girls to avoid child marriage and FGM/C leaves them exposed to further risks and vulnerability.

Child marriage and FGM/C also have economic implications for the girls as well as significant costs for the country. Limitations on their educational attainment affect their participation in productive sectors. Even when young brides do manage to participate in education or the labour market, this may be compromised by domestic duties, early pregnancy and related complications, maternal mortality and caring for the poor health of children born to young mothers.

² Sustainable Development Goal (SDG) 5 is to achieve gender equality and empower all women and girls by 2030. This includes target 5.3 to eliminate all harmful practices such as child, early and forced marriage and Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.

³ The World Health Organization defines 'Adolescents' as individuals in the 10-19 years age group <www.searo.who.int/entity/child_adolescent/topics/adolescent_health/en/> accessed 4 April 2019

Supporting education and eliminating child marriage and FGM/C has significant economic benefits for the country

Educated women and girls contribute to social and economic development and can support the health and productivity of their families and communities as a whole.

- Ending child marriage would increase earnings for the country as a whole by 1.5 per cent⁴.
- Girls' education boosts income later in life: an extra year of primary school increases girls' future wages by an estimated 10–20 per cent and an extra year of secondary education increases future wages by 15–25 per cent⁵.
- If every Ethiopian girl completed secondary school, it would add up to \$646 million to the economy every year. In addition, if she delayed pregnancy until she was an adult, the Ethiopian economy would gain 15 per cent GDP over her lifetime. In Ethiopia, the value of the additional wages that women would have earned in 2015 if they had not married early is estimated at \$1.6 billion in purchasing power parity⁶.
- By 2030, Ethiopia's population would be reduced by 1 per cent if child marriage and early childbirths were ended today. This would have significant impacts on national budgets and welfare. If child marriage and early childbearing had ended in 2014, the estimated annual benefit in the subsequent year (2015) would have been equivalent to \$117 million, increasing to \$4.9 billion by 2030. The rapid increase stems from the fact that each year the gains become larger because the cumulative reduction in population growth keeps growing from one year to the next. In addition, as standards of living (GDP per capita) improve, the valuations also become larger⁷.

⁴ World Bank, ICRW 2018.

⁵ Verveer, M. (2011). Statement by Ambassador Melanne Verveer, U.S. Ambassador-at-Large for Global Women's Issues and Representative of the United States to the UN Commission on the Status of Women, at the 55th session of the Commission on the Status of Women, at

U.N. Headquarters. United States Mission to the United Nations.

⁶ World Bank, ICRW 2018.

⁷ Ibid.

The National Roadmap will build on the momentum from efforts to-date

The Government of the Federal Democratic Republic of Ethiopia has implemented several policy and institutional measures to end child marriage and FGM/C. The country has ratified many international and regional human rights instruments and incorporated their provisions into its laws including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC), the Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa (Maputo Protocol) and the African Charter on the Rights and Welfare of the Child, which consider child marriage and FGM/C as violations of human rights.

Based on the Constitution of the Federal Democratic Republic of Ethiopia, which provides for the elimination of harmful practices (HTPs)⁸, the criminal and family laws have been revised to protect girls and women from child marriage and FGM/C – the most prevalent forms of HTPs, causing multidimensional impacts on women and girls. The National Policy on Ethiopian Women, the Ethiopian Women’s Development and Change Package, and the National Strategy and Action Plan on HTPs against Women and Children in Ethiopia are just some of the policies which have addressed HTPs. Growth and Transformation Plan (GTP II) (2015/16–2019/20) mentions harmful traditional practices including female genital mutilation, early marriage and childbearing, gender-based violence and forced marriage; and the Ministry of Women, Children and Youth (MoWCY) GTP II Sectoral Plan (2015/16–2019/20) aims to reduce child marriage and FGM/C in Ethiopia by 50 per cent by 2020. The inclusion of

modules and questions on child marriage and FGM/C in EDHS is also a positive development in terms of data generation for monitoring and evidence-based planning.

Ethiopia has attracted global and regional support in its efforts to end child marriage and FGM/C. It is one of 12 countries (eight of which are in sub-Saharan Africa) supported by the United Nations Population Fund (UNFPA), United Nations Children’s Fund (UNICEF) and their Global Programme to Accelerate Action to End Child Marriage, one of 17 African countries in the UNFPA-UNICEF Joint Programme on FGM/C: Accelerating Change, and participates in and enjoys the support of the African Union (AU) Campaign to End Child Marriage in Africa.

Following the pledge made at the 2014 global Girl Summit to end the practices by 2025, in 2015, the Government of Ethiopia hosted a National Girl Summit to reiterate its commitment, including to raise the national budget allocation by 10 per cent to realize the total abandonment of ending child marriage and FGM/C.

Awareness raising and advocacy efforts have been a main instrument of change, when supported by complementary cross-sectoral interventions. A notable approach is the creation of sustained community level conversations on child marriage, FGM/C, abduction and other types of HTPs. Women Development Groups have been instrumental in changing social norms and minimizing child marriage and FGM/C practices in communities. National and regional alliances to coordinate action on HTPs are established and operational.

⁸ The National Strategy and Action Plan on HTPs against Women and Children in Ethiopia 2013 defines HTPs as traditional practices which violate and negatively affect

the physical, sexual or psychological well-being, human rights and socio-economic participation of women and children.

A significant step in the fight against HTPs has been the endorsement of the cause by different religions through the Inter-Religious Council of Ethiopia (IRCE) that consists of seven faith-based organizations (FBOs) representing different religious affiliations⁹.

These efforts coupled with the government's

commitment; the existence of women, children and youth structures at all levels of government; and the positive role cultural values can play through the transformation of social norms, lay a strong foundation for the National Roadmap to work towards the elimination of child marriage and FGM/C by 2025.

Pillar Strategies and Outcomes for Ending Child Marriage and FGM/C

The drivers of child marriage and FGM/C are multidimensional, and the National Roadmap therefore requires multi-sectoral interventions, underpinned by well-coordinated responses from various actors.

The National Roadmap identifies five pillar strategies around which to coordinate efforts, in order to achieve the goals of eliminating child marriage and FGM/C:

Five pillar strategies

1. Empowering adolescent girls and their families;
2. Community engagement (including faith and traditional leaders);
3. Enhancing systems, accountability and services across sectors;
4. Creating and strengthening an enabling environment;
5. Increasing data and evidence generation, and use.

The following core approaches will be used to underpin these five pillars in designing and implementing programmes:

- **Social norms approach** to address collective behaviour changes, foster community empowerment, and create positive social norms.
- **Gender transformative approaches** which promote gender equality (the shared control of resources and decision-making) and women's empowerment, are central to interventions addressing the root causes of child marriage and FGM/C.
- **Multi-sectoral approach** to address the different drivers and causes of child marriage and FGM/C through coordination of mandates to empower girls and work with communities, and strengthen health, education, child protection and legal system and services.
- **A social ecological framework** (figure 4) will be applied to reach all those who play a role: "girls at the centre," families, communities and their structures, service providers and policy makers.

⁹ The council has seven member religious institutions, namely: the Ethiopian Orthodox Church (EOC), Ethiopian Islamic Affairs Supreme Council (EIASC), the Ethiopian Catholic Church (ECC), The Evangelical Churches

Fellowship of Ethiopia (ECFE), The Ethiopian Seventh Day Adventist Church (SDAC), The Ethiopian Evangelical Church Mekane Yesus (EECMY) and Ethiopian Kale Hiwot churches (EKHC).

Figure 4: The Social Ecological Model



Source: UNICEF, adapted from the Centers for Disease Control and Prevention (CDC), *The Social Ecological Model: A Framework for Prevention*, <www.cdc.gov/violenceprevention/overview/social-ecologicalmodel.html> accessed 4 February 2019

Based on these strategies, a theory of change for eliminating child marriage and FGM/C (figure 5) has been developed identifying the

problem, drivers, strategies, outcomes, and result pathways to achieve those outcomes.

Five outcomes

The National Roadmap has five targeted outcomes as follows:

Outcome 1:

Adolescent girls at risk of and affected by child marriage and FGM/C are empowered to express and exercise their choices, and families are empowered to protect their children from child marriage and FGM/C.

Outcome 2:

Increased social action, acceptance, and visibility around investing in and supporting girls, and generating shifts in social expectations relating to girls' education and elimination of child marriage and FGM/C.

Outcome 3:

Enhanced systems, accountability and services across sectors that are responsive to the needs of girls at risk of or affected by child marriage and FGM/C.

Outcome 4:

Enhanced enabling environment that protects the rights of girls and supports national efforts to end child marriage and FGM/C.

Outcome 5:

Increased generation and use of a robust data and evidence base on girls for advocacy, programming, learning and tracking progress.

Figure 5: Theory of Change for eliminating child marriage and FGM/C in Ethiopia



Costing, Funding Mechanisms and Monitoring and Evaluation (M&E)

The National Roadmap costing is undertaken using medium-term expenditure framework principles and amounts to Ethiopian Birr (ETB) 2.72 billion for the five-year duration of the National Roadmap. Clear milestones and targets were set for each intervention taking into account the magnitude of the problem, both in terms of prevalence of child marriage and FGM/C and the population of girls at risk, and the implementation capacity of the regions. The National Roadmap is expected to be funded through different resource mobilization mechanisms including federal and regional government sectors' recurrent budget allocations; partner commitments for the

implementation of different programmes; private sector provision of technical, financial and material support; community-based initiatives to mobilize resources; and through designing and implementing other resource mechanisms such as a national lottery and tax deduction.

The National Roadmap has a participatory M&E process with performance indicators at output and outcome level; milestones per year; and means of verification of results. The M&E framework includes joint monitoring and review meetings, identifying responsible agencies for each intervention, horizontal and vertical reporting, and feedback mechanisms.

A call to action for Ethiopia's future prosperity and its children

The National Roadmap represents a call to action to secure Ethiopia's future and the well-being and contribution of its girls. Mainstreaming action to eliminate child marriage and FGM/C across all relevant sectors (including education, health, justice and other sectors) is vital. Efforts on prevention, protection and response require collaboration and effective leadership,

commitment and coordination of the Government, alongside trusted partners including from civil society, donors, international organizations, the private sector, communities, families, and girls and boys themselves – especially girls at risk of or who have survived child marriage and FGM/C.

National Plan of Action (PoA) Cost by Outcome and by Year (in ETB) ¹						
	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Outcome 1	226,581,955	271,771,545	267,884,078	209,119,648	197,966,710	1,173,323,936
Outcome 2	98,855,848	129,661,116	134,554,236	88,284,936	89,164,517	540,520,653
Outcome 3	172,072,112	205,112,138	189,736,556	98,076,045	87,180,343	752,177,194
Outcome 4	30,055,340	31,736,450	29,471,700	24,159,450	22,099,700	137,522,640
Outcome 5	23,542,655	24,678,315	27,877,815	19,775,065	23,660,915	119,534,765
Total	551,107,910	662,959,564	649,524,385	439,415,144	420,072,185	2,723,079,188

¹ Full titles of the five outcomes: Outcome 1: Adolescent girls at risk of and affected by child marriage and FGM/C are empowered to express and exercise their choices and families are empowered to protect their children from child marriage and FGM/C; Outcome 2: Increased social action, acceptance, and visibility around investing in and supporting girls, and generating shifts in social expectations relating to girl's education and elimination of child marriage and FGM/C; Outcome 3: Enhanced systems, accountability and services across sectors that are responsive to the needs of girls at risk of or affected by child marriage and FGM/C; Outcome 4: Enhanced enabling environment that protects the rights of girls and supports national efforts to end child marriage and FGM/C; Outcome 5: Increased generation and use of a robust data and evidence base on adolescent girls for advocacy, programming, learning and tracking progress.



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