

A photograph of three young girls in Bangladesh, likely at a public event or rally. The girl in the center is wearing a red shirt and a patterned scarf, looking upwards with a hopeful expression. To her right, another girl in a purple hijab and pink shirt is also raising her hand. To the left, a third girl in a white and red outfit is partially visible, also with her hand raised. The background is blurred, showing other people and lights.

A SCOPING ANALYSIS OF BUDGET ALLOCATIONS FOR ENDING CHILD MARRIAGE IN BANGLADESH



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FEBRUARY 2018



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Finance Division

Ministry of Finance

Government of the People's Republic of Bangladesh

Dhaka, Bangladesh

www.mof.gov.bd

Ministry of Women and Children Affairs

Government of the People's Republic of Bangladesh

Dhaka, Bangladesh

www.mowca.gov.bd

Social Policy, Evaluation, Analytics and Research Section (SPEAR)

United Nations Children's Fund (UNICEF)

BSL Office Complex

1, Minto Road, Dhaka-1000, Bangladesh

Telephone: (880-2) 55668088

Email: infobangladesh@unicef.org

www.unicef.org.bd

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ABBREVIATIONS AND ACRONYMS

ADP	Annual Development Plan
BNFE	Bureau of Non-Formal Education
C4D	Communication for Development
CM	Child Marriage
DFID	Development Fund for International Development
DoC	Drivers of Change
DP	Development Partner
DRR	Disaster Risk Reduction
FYP	Financial Year Plan
GoB	Government of Bangladesh
HDI	Human Development Index
LM	Line Ministries
MBF	Ministry Budget Frameworks
MDAs	Ministries, Departments and Agencies
MOE	Ministry of Education
MoF	Ministry of Finance
MOHA	Ministry of Home Affairs
MOHFW	Ministry of Health and Family Welfare
MOI	Ministry of Information
MOL	Ministry of Law
MOLGRD	Ministry of Local Government and Rural Development
MOPME	Ministry of Primary and Mass Education
MORA	Ministry of Religious Affairs
MOSW	Ministry of Social Welfare
MOWCA	Ministry of Women and Children Affairs
MOY	Ministry of Youth and Sports
MTBF	Medium Term Budget Framework
NGO	Non-Government Organisation
NPA	National Plan of Action
ODA	Overseas Development Assistance
OPM	Office of the Prime Minister
SUN	Scaling Up Nutrition
VFM	Value for Money

CURRENCY EQUIVALENTS	
(exchange rate effective	
14 December 2016):	
Taka 78.46 = US\$1	
FISCAL YEAR:	
1 July – 30 June	

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FOREWORD

Ending child marriage is one of the long-standing challenges for Bangladesh and continues to be a crucial constraint in the fulfilment of girls' rights. The Honourable Prime Minister of the Government of Bangladesh has made a strong commitment to address this child rights violation, as evidenced in the National Seventh Five Year Plan which has set a target of reducing the proportion of child marriage to 30 percent by the year 2020.

To accelerate the reduction of child marriage, the Government of Bangladesh has been undertaking several initiatives which include keeping girls in school; empowering adolescent boys and girls through provision of life skills based education; transferring cash to vulnerable families with adolescent girls; ensuring protection of children at risk; and raising awareness through community mobilization and behaviour change initiatives. The Government also led the important process of enacting the new Child Marriage Restraint Act in 2017, and finalizing a National Action Plan to End Child Marriage.

The success of these initiatives, however, largely depends on adequate public investment, and a comprehensive financial management system to ensure efficient use of resources. With this objective, the Finance Division, and Ministry of Women and Children Affairs, in partnership with UNICEF, conducted this *Scoping Analysis of Budget Allocation in Ending Child Marriage*, to understand the size, trend and proportion of budget allocation that are being made to programmes and projects critical towards ending child marriage.

The study shows an upward trend of total budget allocations for ending child marriage in the period between 2010 and 2016, and maps key government interventions that potentially contribute towards ending child marriage. Social safety net programmes, adolescent health, and opportunities for secondary education for girls comprise most of the investments, whereas comparatively less budget has been allocated for protection against gender-based violence, and community awareness interventions.

This comprehensive baseline assessment is expected to help policy planners, researchers, development partners and other stakeholders to ascertain the relevance and appropriateness of investments, and better plan, monitor, and find ways to improve their contributions towards ending child marriage. We believe that this study presents an opportunity to establish a mechanism for systematic monitoring of investments and best practices towards ending child marriage, including the crucial efforts that are being put in place by sub-national structures and local governments, and contribute towards the implementation of the National Plan of Action to End Child Marriage.



Edouard Beigbeder
Representative
United Nations Children's
Fund (UNICEF)



Mahmuda Sharmeen Benu ndc
Additional Secretary
Ministry of Women and Children Affairs



Mohammad Muslim Chowdhury
Secretary
Finance Division
Ministry of Finance

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The scoping analysis was informed by a mission to Bangladesh comprising Liv Bjornestad and Matthew Cummins, both from UNICEF Headquarters, during 11-19 October 2016 and draws from data shared by Finance Division of Ministry of Finance during October-November 2016.

Preparation of the report has greatly benefitted from discussions with Government authorities, led by the Finance Division including the Minister of Finance, Mr Abul Maal Abdul Muhith; the Joint Secretary of Finance, Mr Md Habibur Rahman; Mr Shirajun Noor Chowdhury; Mr Abu Daiyan Mohammad Ahsanullah; and Mr Mahedi Masuduzzaman.

UNICEF quality assurance was provided by Sagri Singh, Roshni Basu, Md Azizur Rahman, Hasina Begum and Carlos Acosta Bermudez. Government of Bangladesh quality assurance was provided by the Ministry of Finance, including Mr. Shirajun Noor Chowdhury, Abu Daiyan Mohammad Ahsanullah and Mahedi Masuduzzaman.



EXECUTIVE SUMMARY

Bangladesh has stepped in to the Sustainable Development Goals (SDG) era following significant achievements on Millennium Development Goals - increasing enrollment in primary schooling, achieving gender parity in primary and secondary education, reducing under-five mortality rate and communicable diseases, and improving access to safe drinking water. Despite these progress in recent decades, more than half of Bangladeshi girls today (52.3 per cent)¹ are married before they reach their 18th birthday. Child marriage remains a common practice in Bangladesh, with significant costs to individuals, society and the economy alike.

In this context, the Government of Bangladesh has placed a strong focus at the highest political levels on tackling child marriage and the Prime Minister has made a strong commitment to ending all marriage under the age of 18 by 2041. The Ministry of Women and Children Affairs (MoWCA), with UNICEF support, has led the creating of Bangladesh's first National Plan of Action (NPA) to End Child Marriage.

To translate political commitments into effective interventions requires both the commitment of resources and good financial management to ensure these resources are well-spent. Thus, a better understanding of how much – and how well – existing resources are contributing to, or can be enhanced to contribute to, ECM objectives is essential to effectively resource actions required to achieve ECM goals, as outlined in the draft NPA.

Objective and scope of study

This scoping study aims to complete the first step towards a full baseline assessment of Government expenditures related to ECM. The objective of the scoping study thus is to identify and analyse budget commitments and releases that have been potentially relevant for ECM for the period of FY2010/11-2015/16. This will assist line Ministries and other stakeholders to ascertain the relevance of budget commitments and releases and to discuss ways to improve their contribution to ECM objectives.

Conceptual framework and methodology

The study begins by identifying the main 'drivers of change' to help eliminate child marriage. It begins by identifying the main determinants of child marriage (negative social norms, low levels of education attainment, poverty, insecurity caused by vulnerability to violence and natural disasters); to identifying key levers to address these determinants (education, social safety nets, violence prevention and adolescent friendly health programmes). These are used to identify a list of ECM-relevant keywords from the national plan of action. The keyword list of 50 is used to match against programme titles in the budget data, and then vetted through expert review to identify all potentially ECM-relevant spending.

Budget data provided by the Government for FY2010/11-2015/16 on development programmes/projects for all Ministries, Departments and Agencies (MDAs), as well as non-development (i.e. recurrent) operations for seven

¹ Multiple Indicator Cluster Survey- 2012-13, Bangladesh Bureau of Statistics.

key Ministries is used to identify potentially ECM-relevant expenditures. Data included budget commitments, revised budget and actual releases. This analysis only includes funds budgeted and spent by the Government of Bangladesh.

There is an important limitation to the available budget data, which only cover national-level operations and not sub-national allocations and spending (regions and/or districts). Therefore, to contextualise the scoping analysis, a field visit to Jamalpur District of Mymensingh Division was conducted to gather insights on the extent of centrally funded development projects and programmes implemented at sub-national level and their contribution to ECM objectives.

Finally, the identified ECM-relevant programmes are aggregated into three categories based on the level they interact with the targeted beneficiaries:

- Category 1 investments are interventions directly targeting the girl child
- Category 2 investments are interventions that support families and other agents in preventing girls from being married early
- Category 3 investments are interventions that strengthen relevant legal and policy frameworks, as well as major² efforts of research and evidence generation.

Key findings

- This scoping study identified as ECM-relevant a total of 64 development programmes and projects, including seven development programmes and 57 projects in the development budget, all funded out of the recurrent budget. The total revised budget amounts to nearly 138 billion taka (1754 million USD) for the period of FY2010/11-2015/16, or almost 23 billion taka (292 million USD) per annum.
- This amounts to approximately 1.2 per cent of the total Government budget. This raises a policy question of whether increased allocations could be appropriate for the purpose of making decisive progress in ECM and resourcing the NPA, once approved, for full implementation.
- The scoping analysis confirms that ECM-relevant programmes/projects cover all three categories of investments, corresponding to all six drivers of change. However, while three of the seven expected MDAs are heavily represented, a wider than expected range of departments appear to be implementing some ECM-relevant programmes.
- Within the six drivers of change, safety nets programmes, adolescent health and secondary education for girls comprise most ECM investments. Budgeted amounts allocated to community awareness and protection from gender-based violence appear negligible. Given that gender-based violence is a key

² Research, surveys and studies are considered major efforts when investments surpasses US\$150,000

determinant of child marriage in Bangladesh, how such programs can be better budgeted is an important issue to address, as highlighted above.

- Budget allocations as well as revised budget commitments (a more meaningful metric) to ECM-relevant programmes have increased over the five year period in the analysis. However, a slippage in actual release during FY2015-16 is apparent, mainly reflecting the very low release rate in the VGD project for vulnerable groups.
- The significant proportion of spending is on programmes directly targeting beneficiaries (category 1). This is skewed by a large increase in health spending recently (which includes adolescent friendly health services). At the same time, the relative share of Category 2 investments has declined compared with Category 1 over the six-year period, while systems levels spending (category 3) remain limited.
- Findings from Jamalpur District demonstrate that centrally funded programs and associated expenditures could be made to contribute to ECM through enhanced implementation with minimal additional administrative costs. The Jamalpur experience also suggests that scope exists to increase the sensitivity of recurrent MDA operations and expenditures.
- Moreover, to the extent that evidence (e.g., from Jamalpur District) points to the cost effectiveness of certain interventions (adolescent empowerment programmes, including adolescent clubs), it may be worthwhile to explore the appropriateness of increased allocations for scaling up.

Challenges and further analysis

- One of the challenges of this analysis is the lack of available programme budget data by sub-national administrative units (divisions, districts, upazila, unions and wards). If such data were available, it would be possible to analyse trends in budgetary allocations across sub-national areas, as well as the intermediate indicators relevant to child marriage. This would allow for identification of any mismatches in resource allocations to region-specific needs and help make government spending more targeted and allocation more efficient.
- Given that the NPA has not yet been approved or implemented, findings should be interpreted as potentially ECM-relevant investments. In other words, it is not clear thus far to what extent identified programmes/projects have intended to achieve ECM objectives. This means that as the scoping study can be further refined based on the finally approved national plan of action.
- Finally, the scoping exercise identified a few anomalies to be further investigated. These include: 1) significant discrepancies in amounts for the large VGD project and several other projects across different budget data files shared by the Government; and 2) actual budget release numbers for FY2015/16, albeit an estimate, seem unusually low.



SECTION

01

**BACKGROUND,
OBJECTIVES AND
REPORT STRUCTURE**



Child marriage remains a common practice in Bangladesh, with significant costs to individuals, society and the economy alike. Despite progress in recent decades, more than half of Bangladeshi girls today (52.3 per cent)³ are married before they reach their 18th birthday. Rates of early childbearing likewise remain high, with nearly 1 in every 3 Bangladeshi girls (31 per cent) becoming mothers before they are 18. Child marriage thus affects young girls more than young boys, disrupting a girl's educational and economic opportunities, raising her chances of exposure to violence and abuse, and threatening her health and the health of her children. Ultimately, these effects constrain Bangladesh's overall progress toward becoming a higher-middle-income country or achieving national and international development goals.

The Government of Bangladesh has placed a strong focus at the highest political levels on tackling child marriage. At the UK Girls' Summit in 2014, Bangladesh's Prime Minister, Sheikh Hasina, committed Bangladesh to end marriage for children younger than 15 by 2021, and for all girls under age 18 by 2041. This high-level commitment in turn is paving the way for all stakeholders to accelerate investments in targeted solutions to end child marriage.

Reform of the 1929 Child Marriage Restraint Act, recently approved by Parliament, introduces important changes. Critically, these include increased penalties for involvement in child marriage. Also as part of the legal reform, birth and marriage registration institutions will be more carefully monitored to prevent illegal marriage registration, which sometimes occurs through acceptance of falsified birth certificates. In addition, the Government is promoting strategic awareness raising, through Union Council members and social opinion leaders (e.g., imams, priests), with the hope that these community leaders can help to change public opinion that holds child marriage as a normal and acceptable practice (GoB 2016: 233).

The Ministry of Women and Children Affairs (MoWCA), with UNICEF support, has led the elaboration of Bangladesh's first National Plan of Action (NPA) to End Child Marriage. As part of Bangladesh's human development strategy and policy for equality of opportunity, the NPA is the first of its kind in the country, and represents a significant step forward. In particular, the roles of education and health sector interventions are increasingly seen as important to effectively address child marriage. The goal is to promote more and better educational opportunities for young girls as an option to prevent marriage, while also strengthening the capacities of public health workers to combat early pregnancy and gender-based violence against young married girls by their spouses. This is intended to overcome the numerous disparities, arising from broad gender inequality, harmful social norms and issues of poverty, that have constrained equal access to education and health services thus far for girls especially adolescents in both rural and urban areas.

³ Multiple Indicator Cluster Survey- 2012-13, Bangladesh Bureau of Statistics.

A better understanding of how much – and how well – existing resources are contributing to, or can be enhanced to contribute to, objectives to end child marriage is essential to effectively resource actions outlined in the draft NPA.

To translate political commitments into effective interventions will require both the commitment of resources and good financial management to ensure these resources are well-spent. The NPA, which awaits final approval, has great potential to accelerate the reduction of child marriage, if backed with sufficient resources for implementation. However, despite Bangladesh's strong economic growth,⁴ fiscal space for social objectives remains limited: The country has one of the lowest revenue-to-GDP rates in the world, at only 10 to 12 per cent of GDP, which translates into very low levels of social spending. During FY2010-2016, these expenditures averaged just 15.5 per cent of GDP. Nonetheless, of this, about 28 per cent of Government spending is for education, health and social welfare. Thus, a better understanding of how much – and how well – existing resources are contributing to, or can be enhanced to contribute to, ECM objectives is essential to effectively resource actions required to achieve ECM goals, as outlined in the draft NPA.

In this context, the Government has partnered with UNICEF to carry out a baseline assessment of Government expenditures related to ECM, which includes this scoping study as a first step. Such an assessment faces technical challenges since, as is common in most countries, no designated ECM budget line or budget programme exists, and functional budget classifications do not allow for mapping from budget lines to ECM-related interventions. Nonetheless, Bangladesh has been a pioneer in measuring public expenditures for child-specific development objectives (GoB 2016a), an exercise entailing similar challenges. Because such exercises generally require a substantive stakeholder process to identify and qualify relevant expenditures, a desk-based scoping analysis utilising existing budget data may help to streamline subsequent stakeholder consultations by narrowing the scope of specific or potentially relevant budgeted programmes or projects.

⁴ Bangladesh's annual growth of Gross Domestic Product (GDP) has risen from 3.7 per cent per year in the 1980s to 4.8 per cent in the 1990s and 5.6 per cent in the 2000s; it has stood at more than 6 per cent since 2010. Gross National Income (GNI) per capita has grown more than tenfold, from around US\$100 in 1972 to US\$1,210 (Atlas method) in 2015 (Bjornestad et. al 2016).

The objective of the scoping study thus is to identify and analyse budget commitments and releases that have been potentially relevant for ECM for the period of FY2010/11-2015/16. In turn, this is intended to assist line Ministries and other stakeholders to ascertain the relevance of budget commitments and releases identified through the scoping analysis, and to discuss ways to improve their contribution to ECM objectives (e.g., through better-designed or coordinated programmes/projects). By facilitating the stakeholder process on ECM-related budgetary commitments, the scoping study is contributing to greater sensitisation and coordination across budget owners and, in turn, to overall improvement of budgetary resources for ECM.

While this scoping analysis is tailored to Bangladesh, its policy implications and methodology may be of wider relevance. In particular, the five-step method applied to identify potentially relevant ECM investments is the first of its kind. This may be a useful tool for other countries that strive to tackle child marriage, including through the best possible use of public budgets. In addition, the data analysis is organised in ways that can easily be updated by the Government. This method will also help identify projects/programmes that can be evaluated for scaling-up, by expanding the geographical coverage and/or beneficiary groups, increasing the frequency of delivery of a particular service packages, or by adding additional elements into the intervention packages that will increase their contribution towards the elimination of child marriage.

The remainder of the report is structured as follows: Section 2 describes the data and methodology used; Section 3 explains the process for identifying potentially relevant ECM investments; Section 4 discusses findings of the analysis, Section 5 presents a case study, from Jamalpur district; and Section 6 concludes and suggests next steps.



SECTION

02

CONCEPTUAL AND
METHODOLOGICAL
FRAMEWORK



This section describes the conceptual framework and methodology used for the scoping analysis.

The idea of achieving a policy objective by increasing the sensitivity or relevance of various allocations in a public budget has gained momentum in recent years. Even so, a relatively thin body of methodologies continues to exist for measuring or tracking budget allocations and expenditures for a policy objective that spans multiple sectors, as does child marriage. Building on Government's innovative experience in tracking child-focused budgets (GoB 2016), this paper makes an original contribution to the literature with a five-step approach to a scoping analysis of ECM-relevant budget commitments/releases. The advantage of this approach is that it requires relatively limited time and resources to conduct a scoping study, but it may significantly expedite the subsequent stakeholder process, as highlighted above. Below is a description of data used, as well as key Public Financial Management (PFM) features in Bangladesh, to help interpret the findings.

2.1 Sources of Data and Scope of Analysis

This analysis uses budget data provided by the Government for FY2010/11-2015/16. The Government made available data on development programmes/projects for all Ministries, Departments and Agencies (MDAs), as well as non-development (i.e., recurrent) operations for seven key Ministries. Data included budget commitments and revised budget commitments, as well as actual releases. In general, budget commitments are provided for in the Parliament-approved budget, and are revised annually to reflect fluctuations in revenue, borrowing and Overseas Development Assistance (ODA) grants. Actual budget data reflect the amount ultimately released by the Ministry of Finance to MDAs during budget execution. The scoping analysis examines all these types of budget data, both to provide a more meaningful picture in light of budget execution challenges for development programmes/projects, and to help pinpoint issues at specific stages of the budget process (e.g., approval, revision, execution) to inform stakeholder discussions⁵.

The scoping analysis captures mainly development programmes/projects (i.e., funded out of the development budget).⁶ Each programme/project can be uniquely identified by Ministry code, function code and project/operation code respectively. The scoping analysis is largely based on the development budget information, since it is not possible for a desk-based study to tell if and how recurrent expenditures may be related to ECM interventions. This limitation reflects two key issues in Bangladesh's PFM: 1) Despite recent progress, recurrent and programme-/project-based budgets are not sufficiently linked to allow for identifying recurrent costs associated with ECM; and 2) Continuation of line-item budgeting practices makes it difficult

⁵ The budget data (available with Ministry of Finance) is the actual funds released by the Ministry of Finance to MDAs during the budget execution process.

⁶ The Ministry of Finance is responsible for the recurrent budget, while the Planning Commission prepares Five Year Plans and Annual Development Plans (ADPs), against which development budget allocations are done annually according to available resources, effectiveness of implementation, and other factors (GoB 2016b).

to link recurrent expenditures to programmatic intentions. In turn, this limitation of the study points to the importance of holding a stakeholder process to ascertain the extent of relevance of MDAs recurrent inputs (e.g., share in total payroll of staff in a given MDA working on ECM-related activities). Exceptions are development programmes that are indicated as funded out of recurrent budgets.

Because data provided are from the central Government budget, only national-level operations are covered. Bangladesh has a unitary political system of Divisions, which are further divided into districts and upazilas. Given the centralised nature of fiscal management and public administration (GoB 2016b), the scoping analysis was not extended to include local government budget operations. Neither are data provided on actual budget amounts released to sub-national level by regions or districts. However, to contextualise the scoping analysis, a field visit to Jamalpur District of Mymensingh Division, in the north of the country, took place to gather insights on the extent of centrally funded development projects and programmes implemented at sub-national level and their contribution to ECM objectives. Critically, this field visit showed that local governments potentially can have considerable influence over how centrally allocated/released budgetary funds are expended, and can also mainstream ECM activities across recurrent operations without incurring additional costs. Section 2.2 provides more detail.

Only those activities managed by the Government, including its MDAs, are captured, regardless of funding sources. ODA-funded ECM activities that are not captured in Government budgets are thus excluded. Activities and initiatives ongoing in Bangladesh that contribute to ECM but do not have identifiable budget lines, also are excluded.

2.2 Conceptual Framework

This section provides an overview of the key determinants of child marriage in Bangladesh and the main drivers of change that informed the NPA. It illustrates the process from understanding child marriage determinants, to identifying key drivers of change, to constructing a list of ECM-relevant keywords based on the drivers of change, and finally, to identifying ECM-relevant programmes/projects.

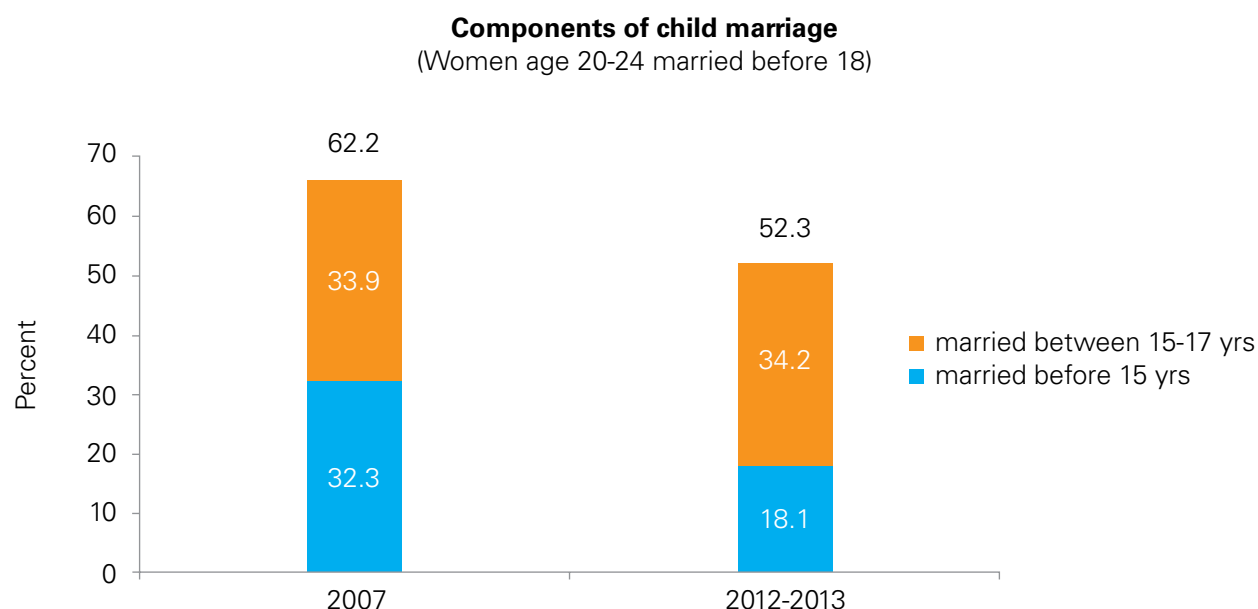
2.2.1 Determinants of Child Marriage in Bangladesh

Bangladesh has the third-highest proportion of child marriage and the fourth-highest prevalence of early childbearing in the world (UNICEF 2014). Today, 3.8 million women aged 20-24 years were married before age 18, and around 18.1 per cent were married before age 15. Moreover, with a teenage pregnancy rate of 31 per cent, nearly a third of all women become mothers by the time they are 18, as highlighted above.

A high degree of regional variation is found in child marriage rates across the country. For example, the proportion of those married below 15 is lower in urban areas, at 28 per cent, than in rural areas, at 36.1 per cent (Male' & Wodon, 2016). Child marriage rates are particularly high in four Divisions, namely, Rajshahi,

Rangpur, Khulna and Barisal. At the same time, overall child marriage rates in Bangladesh have declined in recent decades: In 2013, the child marriage rate stood at 52 per cent nationally, with an estimated 1 in 3 girls under 18 currently married, compared to 62 per cent in 2007. The same declining trend can be seen at regional levels (see also Figure 1). In addition, the structure of child marriage in Bangladesh has changed during the last 20 years, such that today, most girls who marry young do so between ages 15 and 18, whereas 20 years ago most child marriages occurred before age 15. This is evident from the rise in median age of marriage; for women currently in their 40s, it is about 14 years, compared with 16.6 years for women in their early 20s.

Figure 1. Percentage of Women Aged 20-24 Years Reporting Being Married below Age 18 (Based on MICS 2013)



The prevalence of child marriage in Bangladesh is determined by a wide variety of social, cultural and economic factors. Evidence shows that the most important determinants of child marriage in the country are i) gendered social norms and harmful practices, ii) social insecurity and issues of safety of the girl child; iii) perceived lower value of the girl child, often compounded by poverty; and iv) unequal education and livelihood opportunities. Climate change and natural disaster further heighten vulnerabilities of the girl child in Bangladesh to these determinants.

2.2.1.1. Insecurity and Issues of Safety of the Girl Child

The real or perceived threat of violence to adolescent girls is a strong determinant of child marriage in Bangladesh, even as the United Nations defines child marriage itself as gender-based violence. Based on real or perceived assessments of adolescent girls' vulnerability to harassment and sexual violence,

parents may take girls out of school once they reach puberty, as well as may use early marriage as a way of mitigating the risk of sexual violence (ICRW & GNB 2016).

2.2.1.2 Perceived Lower Value of the Girl Child

Families, including richer families, may marry their daughters early if the opportunity arises, to escape perceived financial burdens and/or ally with a family of higher social status. Opportunities thus can be both “push” and “pull.” The “push” may come from the fact that girls, especially in rural areas, are often considered a financial burden, and the sooner a girl gets married, the fewer school fees, food costs and other outlays a family must incur (Male’ and Wodon, 2016). Dowry costs also grow as a girl gets older (ICRW 2007). The “pull,” meanwhile, may come from the prospect of having the girl move up in social status by marrying into a better-off family. In this sense, therefore, child marriage is not uniquely associated with poor families; around 25 per cent of girls married before age 18 in Bangladesh are from the highest income quintile, suggesting other significant factors drive parents or children themselves to opt for early marriage.

2.2.1.3 Unequal Education and Livelihood Opportunities

Low levels of educational achievement have been shown to be strongly correlated with high levels of child marriage. Girls are much more likely to be married before age 18 if they have not completed secondary education. Overall, the net enrolment rate for secondary education in Bangladesh stands at 57.1 per cent (girls, 62.3 per cent; boys, 52.4 per cent), and secondary school dropout rates are high, at about 17 per cent overall (girls, 13 per cent; boys, 20.4 per cent). While boys who drop out are most frequently engaged in child labour, girls’ dropout is associated with child marriage. Moreover, girls with only primary education are 73.1 per cent more likely to be married before age 18, compared to their counterparts who have secondary or higher education. Critically, a recent survey of Bangladeshi girls under 18 found that 60 per cent of those who chose not to enrol in Class IX identified getting married as the chief reason for not continuing their education (UNICEF Bangladesh 2014).

2.2.1.4 Gendered Norms and Harmful Practices

Traditional beliefs and social norms also have been shown to be a key determinant in the persistently high prevalence of child marriage in Bangladesh. Girls and their families often face considerable social pressure from within their own families and communities to conform to existing cultural norms and practices, including child marriage. These have their roots in age-old perceptions about preserving family “honour” by assuring a girl’s virginity at the time of marriage, as well as in perceived threats to a girl’s safety from increased interaction between young girls and boys during adolescence, including when attending school. Other religious beliefs lend tolerance to child marriage.

While boys are seen as worth investing in as they are viewed as the main bread earner of a household, girl’s often seen as of lesser value and not worth investing in as girls typically leave their parent’s home

after getting married to live with their husband's family. Therefore, child marriage of daughters considered as financially beneficial for the girls and their families (UNICEF Bangladesh 2015).

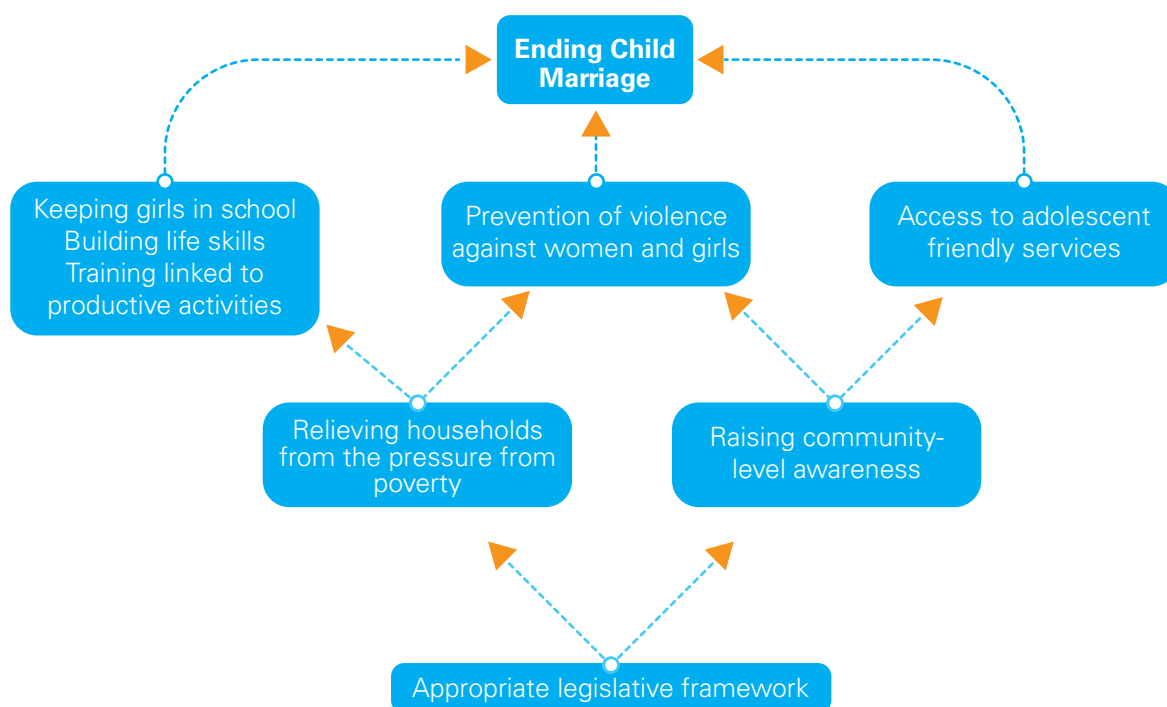
2.2.1.5. Heightened Vulnerabilities Due to Natural Disaster

Natural disasters, to which Bangladesh is extremely vulnerable, heighten the girl child's vulnerabilities to the adverse effects of the above determinants. In such circumstances, as well as in times of high food insecurity or drought, early marriage becomes a more likely option for parents and families looking to "protect" their girls and to reduce their own household vulnerabilities. For example, in areas where a cyclone resulted in the loss of an academic year, it was found that it was common for adolescent girls to be forced into marriages before age 18 (GoB 2011).

2.2.2 Drivers of Change

Understanding has increased, in Bangladesh and internationally, on drivers of change for ending child marriage. Achieving ECM objectives does not mean allocating scarce resources only for adolescent girls. While direct ECM investments are important, it is crucial to also allocate resources to support families and communities, and to create the necessary policy environment and systems. How these investments come together is key to making existing resources do more for ECM. Specifically, the Bangladesh NPA focuses on six drivers of change that are likely have the strongest potential to reduce child marriage rates.

Figure 2. Bangladesh: Drivers for Ending Child Marriage in the National Plan of Action



2.2.2.1 Quality Education and Improved Livelihood Opportunities

Global evidence shows that keeping girls in school is found to be among the best ways to deter child marriage. While there is evidence from Bangladesh to suggest that young girls are often pulled out from schools and then married off⁷, it is important to recognize the context in which this takes place. In addition, data from Bangladesh shows that Parents have commonly cited security concerns around sending adolescent girls to secondary schools; out of pocket expenditure incurred for schooling such as books, examination fees, transportation etc.; and poor quality of education including lack of quality curriculum, absence of WASH facilities in schools, and teacher absenteeism as reasons for not investing in girls' higher education. The gendered social norms also influence parental decision to pull girls out of schools as the perceived value of education for young girls remains low overall. Programmes aimed at increasing access for girls to formal secondary and upper secondary schooling have been shown to have a positive impact on ECM. These programmes include both demand- and supply-side interventions. On the demand side, the focus is through the provision of school stipends, which are direct cash transfers or school vouchers that can be exchanged for food, clothes and other basic necessities for students who remain in school and unmarried. In Bangladesh, four stipend programmes of this kind are implemented by the Ministry of Higher Education (Box 1). Supply-side interventions, meanwhile, may include improving the quality of education in terms of providing better livelihood and income generation prospects for the girl child; expanding the number of secondary schools in a given geographic area; ensuring more gender-responsive WASH facilities in schools (female toilets/WASH stations, sanitary pads); and underscoring a more relevant, skills-oriented curriculum. Evidence from Bangladesh and other countries also shows that the education of the household head, and even that of the mother, has an influence on the age of marriage of a child. Thus the education of a girl not only leads to improved life outcomes for her, but also contributes towards ensuring that her son/daughter are not forced into child marriages.

Box 1. Secondary School Stipend Programmes in Bangladesh

For more than two decades, the Government has been tackling the twin challenges of poverty and child marriage through its internationally renowned secondary school stipend programme. The programme includes four female secondary stipend projects covering the entire country since the early 1990s, which has led to dramatic increases in secondary school attendance among girls. Since 2008, attempts to reform the programme have been under way in about a quarter of Bangladesh's upazilas, by distinguishing the level of benefits for girls from poorer and richer families and by introducing support for boys from poorer families. Effects of the reform are yet to be assessed.

If girls remain out of school, giving them access to training programmes linked to job opportunities is critical. A significant proportion of adolescent girls are unlikely to return to formal schooling for a range of reasons, including child marriage. Providing these girls with training to develop life and economic skills presents an alternative for them to seek employment opportunities.

⁷ Child Marriage: Findings From a National Survey in Bangladesh, 2013, Plan International and iccd,r,b

2.2.2.2. Multi-sectoral Programmes to Reduce Violence against Women and Girls

Protecting adolescent girls from the risk of violence (physical, sexual, and psychological), especially in the public space, is an important driver of reducing vulnerability to child marriage in Bangladesh.

Fear of sexual harassment is most frequently cited as a cause leading parents to marry off young girls. If social safety is prioritised and public spaces are safer for girls and women, this can thus be expected to have an important impact on child marriage. Multi-sectoral programmes aimed at protecting women and girls from violence will need to include both preventive measures (e.g., aimed at changing norms around gender-based violence) and response strategies (e.g., counselling for victims, legal support).

2.2.2.3. Adolescent-Friendly Health Services

Adolescent-friendly health services (AFHS) hold a key to both preventing child marriage and mitigating its harmful consequences.

Through enhanced information, education and services, adolescents can benefit from safe, protective and informed sexual reproductive health, which in turn reduces the risk of young girls being sexually harassed, a major underlying cause for early marriage, as highlighted above. At the same time, child marriage and pregnancy-related causes pose prominent health risks for girls.⁸ In Bangladesh, around 500,000 girls aged 15-19 give birth each year (UN 2012), while AFHS is almost non-existent in Government health facilities, especially in rural areas (GoB-UNICEF Situation Analysis of Children, October 2015).

2.2.2.4. Safety Net Programmes

Relieving households from the harmful effects of poverty can be another effective way to prevent child marriage.

Because child marriage in Bangladesh often results from a household decision to reduce the perceived financial burden of housing/educating a girl child, cash transfer programmes may help alleviate financial pressures to marry off young girls, even if this is not the primary goal of the programme.⁹ Bangladesh's Vulnerable Group Development (VGD) programme is one of the largest social safety net programmes in the country, providing in-kind transfers to selected women-headed poor families. Even so, currently Bangladesh has no cash transfer programmes specifically for ECM, and it needs to be seen whether cash transfers are best suited to accelerate reduction in child marriages or needs to be well-considered within the scope of investments for adolescent girls.

2.2.2.5. Community Awareness and Adolescent Empowerment

Social pressures on child marriage can be alleviated by raising community-level awareness on the harmful consequences of the practice and empowering adolescents.

This has been illustrated by the experience of the Kishori Abhijan project, a community engagement programme overseen by the Ministry of Women and Children Affairs and supported by UNICEF. Evidence shows that empowering both

⁸ C For example, complications related to pregnancy and childbirth are among the leading causes of death of adolescent girls (UNICEF, Gender Action Plan 2014-2017).

⁹Kalamar, Rife & Hindin (2016), in a review of impact evaluations of interventions aimed at ending child marriage, found that three of the four programmes were successfully focused on economic incentives to households.

adolescent girls and boys, through community-level initiatives such as imparting life skills education, had tremendous positive effect on adolescents' levels of awareness and knowledge of key issues, as well as on their confidence, meaningful participation and decision making.

2.2.2.6 Enabling Policy Environment and Services

Critically, an appropriate legislative framework, when effectively resourced and enforced, enables and underpins programmatic efforts to reduce child marriage. The Government currently places great emphasis on tackling child marriage through the amendment of the legislative framework. In particular, this has involved 1) stepping up monitoring of birth/marriage registration offices; 2) amendment of the Child Marriage Act 1929, with a focus on increasing punitive action against those who promote, participate in or oversee child marriages; and 3) drafting of the NPA. However, effective implementation of these legislative changes requires equally effective budget outlays, for example, the provision of police training services and special police offices to respond to illegal marriage activities.

2.3 Methodological Framework for the Scoping Analysis

The methodology comprises three main aspects: 1) Screening criteria; 2) categorisation of investments; and 3) analytical indicators. Because no specific budget code or functional classification for ECM exists in Bangladesh, a creative, logical method is needed to screen budget data for potentially ECM-relevant programmes/projects. Moreover, because relevant ECM interventions can take different forms, categorising them according to their different associations with ECM is important to reflect the multiple pathways that can lead to change. Finally, indicators for analysis need to be meaningful enough to inform the subsequent stakeholder process.

2.3.1 Screening Criteria

The scoping study captures all possible programmes/projects and associated budget allocation lines that meet the criteria for "ECM-relevant". Screening criteria for ECM-relevant are based on the logic that if a budgeted programme/project has a reference that matches the programmatic intervention(s) outlined in the NPA, at least a *prima facie* potential exists for it to make a relevant contribution to ECM. This is therefore captured in the scoping analysis for further examination.

A keyword matching/vetting method was applied for screening programmes/projects. The reference matching/vetting method involves five steps: 1) Assessing determinants of child marriage in the country; 2) Identifying drivers of change that address key child marriage determinants, as reflected in the NPA; 3) Constructing a list of ECM keywords based on drivers of change, as reflected in the NPA; 4) Conducting a keyword search to match the list of ECM keywords to programme/project names; and 5) Undertaking vetting, where a match is found, of matched programmes/projects based on drivers of change and other international good practices.

Examples of keywords are clustered by drivers of change. These include 1) Girls' secondary education: Stipend, scholarships, life skills, literacy; 2) Social protection and cash transfers: Cash transfers, protection, violence, vulnerable; 3) Empowerment and awareness raising: Adolescent clubs, girls' clubs; 4) Legislative and policy framework: birth registration, death registration, marriage registration, rights; 5) Adolescent-friendly health services: Sexual and reproductive health, menstrual hygiene management, maternal and child health; 6) Violence against women: prevention (norm changes around gender based-violence) and response (counselling, legal support for victims). Annex 1 shows a full list of keywords.

At the same time, vetting is based on both Bangladesh-specific drivers of change, as reflected in the NPA, and on a normative framework of ECM interventions arising from a South Asia region-wide mapping exercise. The full list and vetting justifications are shown in Annex 3, including the cases where projects may contain keywords but are deemed not relevant.

2.3.2 Categorising of ECM Interventions

Developing a typology and categorising ECM investments allows for unpacking the different ways that ECM-relevant programmes/projects affect child marriage. The construction of the categories is based on the drivers of change, as reflected in the draft NPA, or recognized by regional/international normative frameworks for ECM. Table 1 shows the three main categories of ECM interventions: Category 1 investments are interventions directly targeting the girl child; Category 2 investments are interventions that support families and other agents in preventing girls from being married early; and Category 3 investments are interventions that strengthen relevant legal and policy frameworks, as well as systems, that provide girls with access to quality services.

Table 1. Three Main Categories of ECM-Related Interventions

Category 1	Interventions that are geared toward increasing the individual capacities of the girl, and that should seek complete coverage of girls during periods of heightened vulnerability. Typically, these investments include improving education and health outcomes, skills building, employability, reducing violence, and enhancing girls' meaningful participation in the development process of their communities. Activities defined in the NPA for Driver of Change 1: Enhanced access to secondary education for girls; Driver of Change 4: Multi-sectoral programmes aimed at reducing gender-based violence; Driver of Change 6: Adolescent-friendly health services.
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Category 2	Interventions that support families and other agents in preventing girls from being married early. Investments under this category include those geared to shifting attitudes toward social norms, reducing economic/nutritional vulnerability of households, and increasing awareness about the negative consequences of child marriage. Activities defined in the NPA for Driver of Change 2: Poverty-based cash transfer programmes; Driver of Change 3: Communication for Development activities aimed at raising community levels of awareness of the harm caused by child marriage (e.g., adolescent clubs).
Category 3	Interventions that strengthen relevant legal and policy frameworks. This will include revision/implementation of the NPA and mechanisms put in place to monitor its effective implementation. Activities defined in the NPA under Driver of Change 5: Enhanced legal and policy frameworks and their enforcement.

It is important to note that no hierarchy is implied in the categorisation of these investments. To achieve a sustainable reduction in child marriage, it is important to explore how investments in the above-mentioned categories can be increased, while keeping in mind the evolving socio-cultural and economic context in which child marriages take place..

2.3.3 Analytical Indicators

The last part of the scoping analysis is to add up the budget numbers of the identified programmes/projects and to assess their levels, trends and compositions. Once a programme/project is identified as ECM-relevant, its budget commitments, revised commitments and actual releases are aggregated and then analysed using various metrics to shed light on the size, trends and other aspects relevant for subsequent policy discussions. The indicators selected for analysis focus on four main questions:

- What has been the magnitude of the total budgetary resources committed to ECM-relevant programmes/projects?
- Have total budgeted amounts of ECM-relevant programmes/projects increased during FY 2010/11-2015/16?
- What is the relative proportion of the three categories of ECM-relevant programmes/projects? And what types of drivers of change have so far been allocated the largest amounts of budgetary resources?
- Which Ministries are likely to be key stakeholders in ascertaining and improving the ECM relevancy of budgeted programmes/projects?



SECTION

03

MAIN FINDINGS

This section analyses Government budget commitments, revised budgets, and the actual budget releases for ECM-relevant programmes/projects. A wide variety of development programmes/projects were identified as ECM-relevant, covering all six drivers of change and involving multiple Ministries. For FY2010/11-2015/16, we identified seven development programmes and 57 development projects across all three ECM investment categories (see also Table 2). While three traditional Ministries (Ministry of Women and Children Affairs, Ministry of Health and Family Welfare, Ministry of Education) comprise the bulk of the programmes/projects, a larger-than-expected number of other Ministries also was found to have potentially ECM-relevant programmes/projects (see also Table 3). This represents a key value added of the scoping analysis, given that a stakeholder exercise might have excluded less “obvious” Ministries.

The word search list of 50 keywords (annexed) was applied to two sources of budget data: First was the list of all development projects in Bangladesh, and second was a further word search of seven key Ministries for which the Government also had provided non-development budget data, as highlighted above. Overall, 18 development programmes and 313 unique development projects (funded out of the recurrent budget) have names that match at least one keyword. Of these, seven development programmes and 57 development projects are deemed to correspond to drivers of change. **A noteworthy finding is the limited occurrence of certain keywords such as child marriage and/or early marriage.**

It is important to note that the names of budget line items are sometimes not easily categorised by a specific driver of change, since these can be multi-sectoral programmes led by different Ministries. For example, one programme identified as potentially ECM-relevant is the Government’s support for the establishment of centres for vulnerable youth, which focuses on vocational training as well as health care. For this reason, we make transparent all the vetting choices in Annex 3, which documents all matched programmes/projects and reasons for their inclusion or exclusion.

Table 2. Bangladesh: Number of ECM-Relevant Programmes/Projects, by Category of Investments

Category of Investments	Driver of Change	Number of Programmes/ Projects
Category 1	Education and livelihood skills	18
	Adolescent-friendly health services	11
	Protection against gender-based violence	9
Subtotal		37

Category 2	Safety nets	8
	Community-level awareness, incl. through adolescent empowerment activities	7
Subtotal		16
Category 3	Appropriate legislative framework	11
Subtotal		11
Total		64

Table 3. Bangladesh: Number of ECM-Relevant Programmes/Projects, by Ministry

Ministry	Number of Programmes/ Projects
Parliament	1
Statistics and Informatics Division	3
Ministry of Commerce	1
Law and Justice Division	1
Ministry of Home Affairs	1
Legislative and Parliamentary Affairs Division	1
Ministry of Education	10
Ministry of Health and Family Welfare	10
Ministry of Social Welfare	5
Ministry of Women and Children Affairs	18
Ministry of Information	4
Ministry of Youth and Sports	5
Local Government Division	4
Total	64

3.1 What has been the magnitude of the total budgetary resources committed to ECM-relevant programmes/projects?

Total budgeted resources for ECM-relevant programmes/projects amount to 121 billion taka (1,545 million USD¹⁰) for FY2010/11-2015/16, or 20.2 billion taka per annum. Revised budget amounts are about 16 billion taka higher than original budget amounts at 137.6 billion taka (1,754 million USD), even as actual release amounts are about 27 billion taka lower than the revised budget (110 million taka, or 1,411 million USD).

When viewed relative to the Government's overall budget operations, total budgeted amounts for ECM-relevant programmes/projects appear very limited. As shown in Table 4, total budgeted amounts for ECM-relevant projects account for slightly more than 1 percent of the total Government budget for FY2010/11-2015/16, as well as for FY2015/16 alone. This figure goes up slightly when Government interest payments are removed from the total Government budget, but remains very low, at 1.2 per cent. This limited share of the ECM-relevant budgeting may reflect 1) the fact that most ECM-related interventions are concentrated in three Ministries, while other Ministries appear to have limited activities related to ECM; 2) even within one of these three Ministries, that of Women and Children Affairs, the overall budget is very small (average of 0.68 per cent of total Government budget), although ECM-relevant programmes/projects comprise more than 60 percent of the Ministry's budget; and 3) a limited role (3.3 percent) of ECM-relevant education programmes/projects under another of the three dominant Ministries, the Ministry of Education.

Table 4. Bangladesh: Total Revised Budgeted Amount of ECM-Relevant Programmes/Projects, in Relative Terms

As proportion of total Government budget, period average (FY2010/11-2015/16)	As proportion of total Government budget, FY2015/16	As proportion of total Government budget minus interest payments, FY2015/16	Total budgeted amount of ECM- relevant programmes/ projects led by Education Ministry, as a proportion of total Education Ministry budget, FY2015/16	Total budgeted amount of ECM- relevant programmes/ projects led by Ministry of Women and Children Affairs, as a proportion of the Ministry's total budget, FY2015/16	Total budgeted amount of ECM- relevant programmes/ projects per at-risk female population aged 10-18, FY2015/16, in taka
1.27%	1.05%	1.20%	3.40%	61.80%	3,764

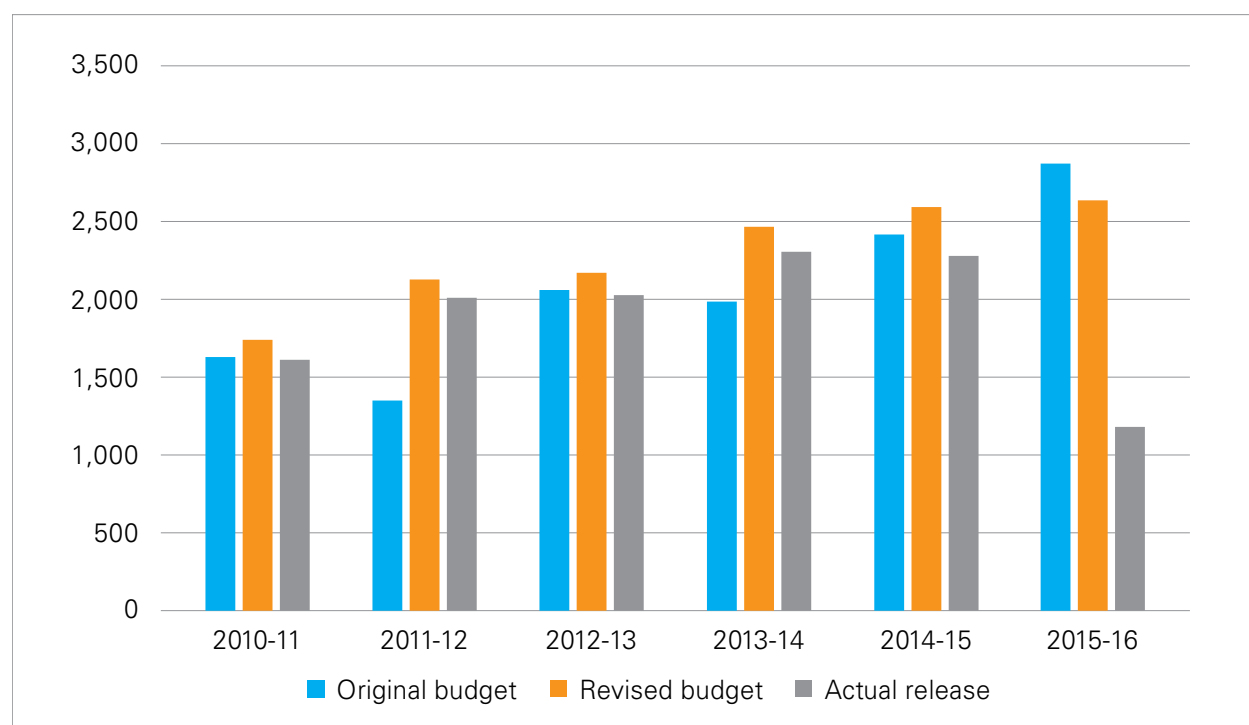
¹⁰exchange rate BDT 78.46 =1 USD

When viewed against a proxy measure of “needs,” the total budgeted amount to ECM-relevant projects also is negligible. Multiplying the child marriage prevalence rate and the size of the adolescent female population aged 10-18 years provides a key proxy for the size of at-risk adolescent female population. According to the most recent Multiple Indicator Cluster Survey (MICS2012-2013), 13.7 million girls in Bangladesh were aged 10-18, while the child marriage prevalence rate was 52.3 percent, as highlighted above. Against this proxy “needs” measure, just 3764 taka per person per annum is estimated to be spent toward programming aimed at reducing the risks of this group.

3.2 Have total budgeted amounts of ECM-relevant programmes/projects increased during FY2010/11-2015/16?

The picture on the trend of total budget allocations to ECM-relevant programmes/projects is more encouraging. Revised budget commitments have increased by 63 percent over the past six years, (Figure 3). The nominal amount of total revised budget commitments increased from 1652 crore taka (1 crore equals 10 million taka) in FY2010/11 to 2697 crore taka in FY2015/16. Even when inflation is taken into account, the trend remains positive, with revised budget amounts to ECM-relevant programmes/projects standing 15 percent higher in FY2015/16 than in FY2010/11. However, a slippage in actual release during FY2015-16 is apparent, mainly reflecting the very low release rate in the VGD project for vulnerable groups in FY2015-16.

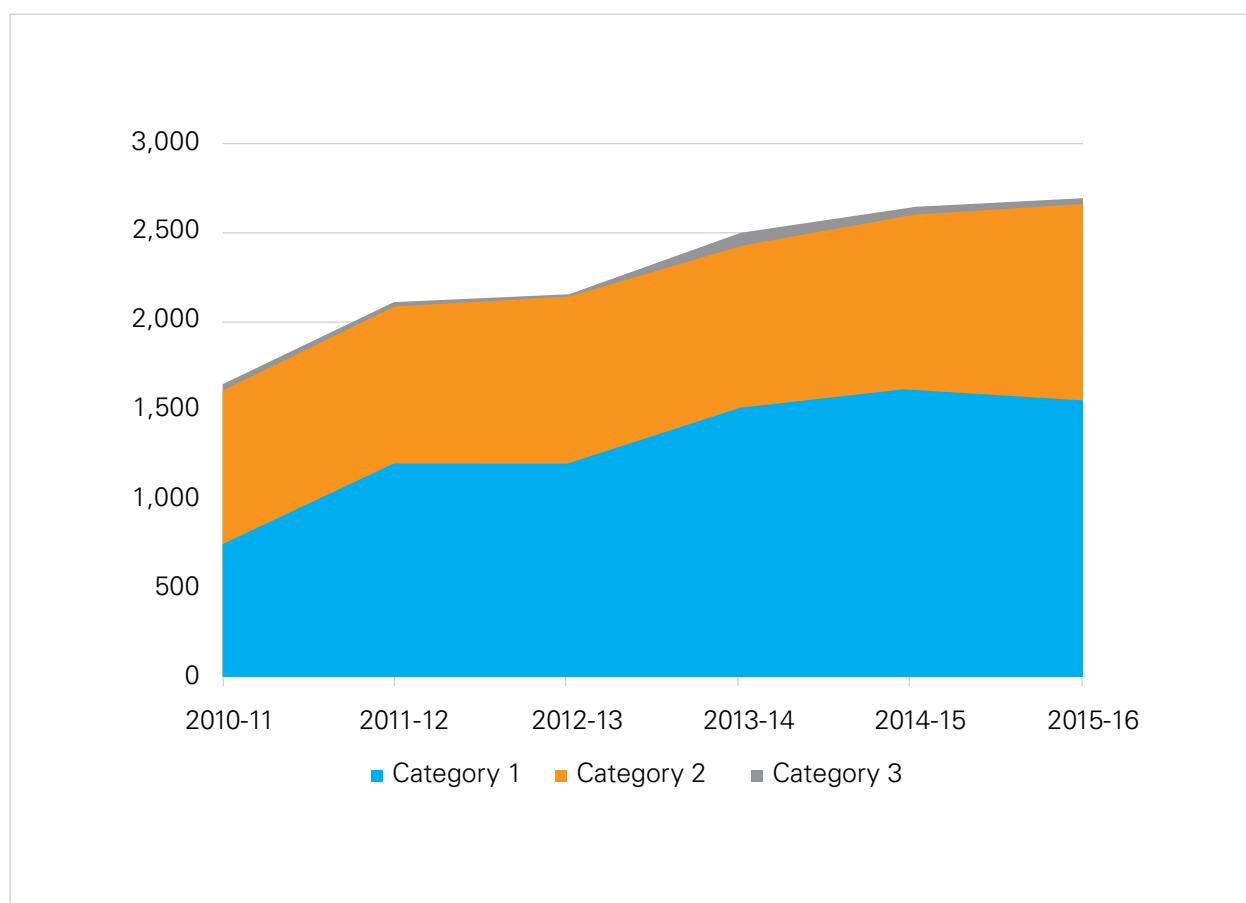
Figure 3. Bangladesh: Total Budgeted Amounts of ECM-Relevant Programmes/Projects, in 10 Million Taka, FY2010/11-2015/16



3.3 What is the relative proportion of the three categories of ECM-relevant programmes/projects?

Category 1 investments comprise most of the ECM-relevant investments as of FY2015/16, with the share of these investments increasing in recent years. At the same time, the relative share of Category 2 investments has declined compared with Category 1 over the six-year period, mainly reflecting larger increases in budget allocations to health programmes that also include adolescent-friendly services. Category 3 investments remain limited, at around 1 percent per annum during this period.

Figure 4. Bangladesh: Revised Budget Amounts of ECM-Relevant Programmes/Projects, by Type of Investments, in 10 million Taka, FY2010/11-2015/16



When comparing actual release with revised budgeted amounts, on average the discrepancy is the smallest for Category 3 investments (approximately 15 per cent). However, as Figure 5 illustrates, the discrepancy is higher for Category 1 (18 per cent) and 2 (22 per cent) investments, reflecting the sharp slippage in actual release in FY2015/16, which requires further examination.

Safety nets programmes, adolescent health and secondary education for girls comprise most ECM investments. Figure 6 highlights the importance of ascertaining the ECM relevancy of programmes/projects, so that not only do they have the potential to contribute to ECM objectives, but they also are designed/implemented in so that these contributions are maximised. Figure 6 also raises the question of the negligible size of the budget amounts for protection against gender-based violence and community awareness interventions. **Given that gender-based violence is a key determinant of child marriage in Bangladesh, how such interventions can be better budgeted will be an important issue to address.**

Figure 5. Bangladesh: Budget and Actual Release Amounts of ECM-Relevant Programmes/Projects, by Type of Investments, in 10 million Taka, Period Average (FY2010/11-2015/16)

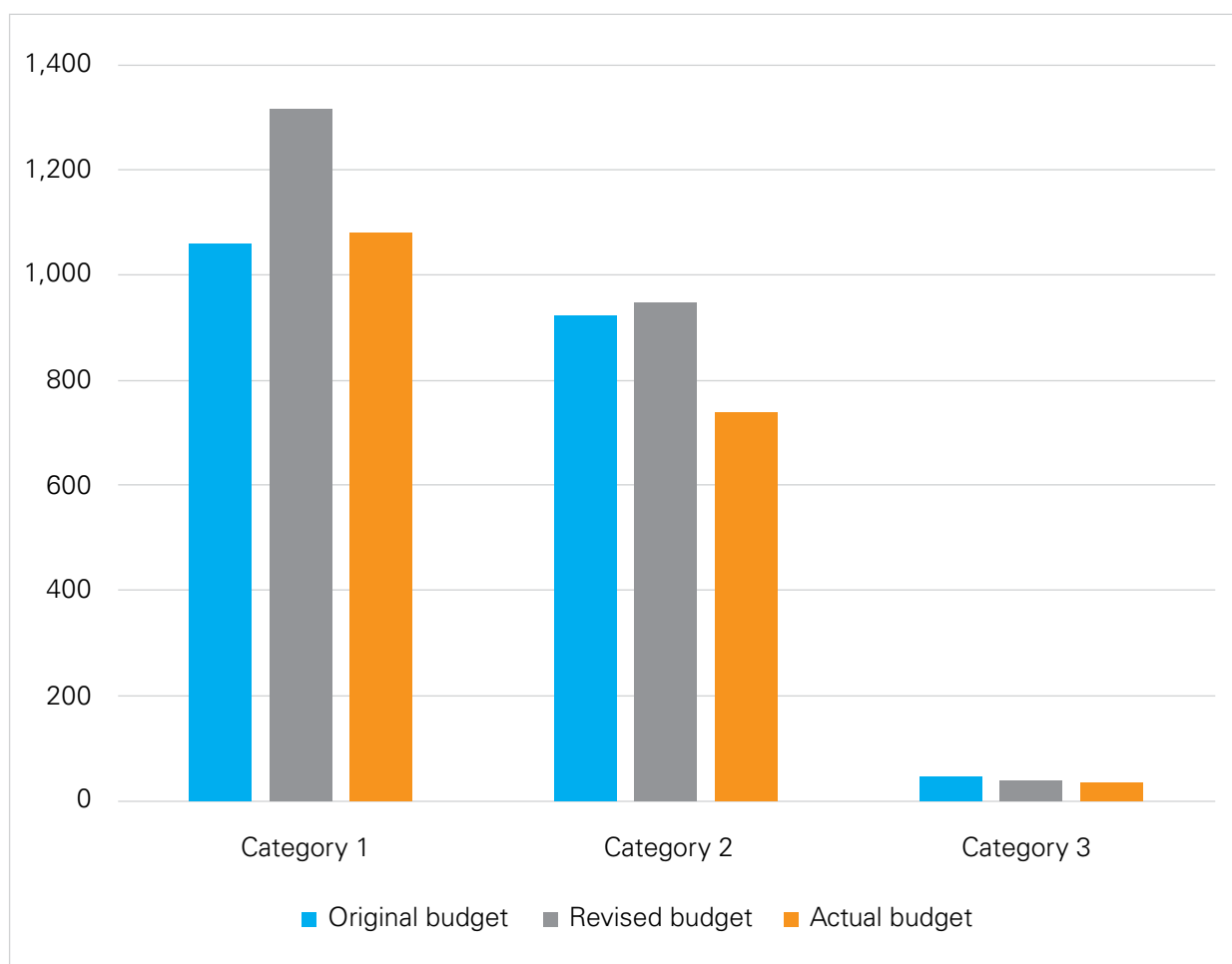
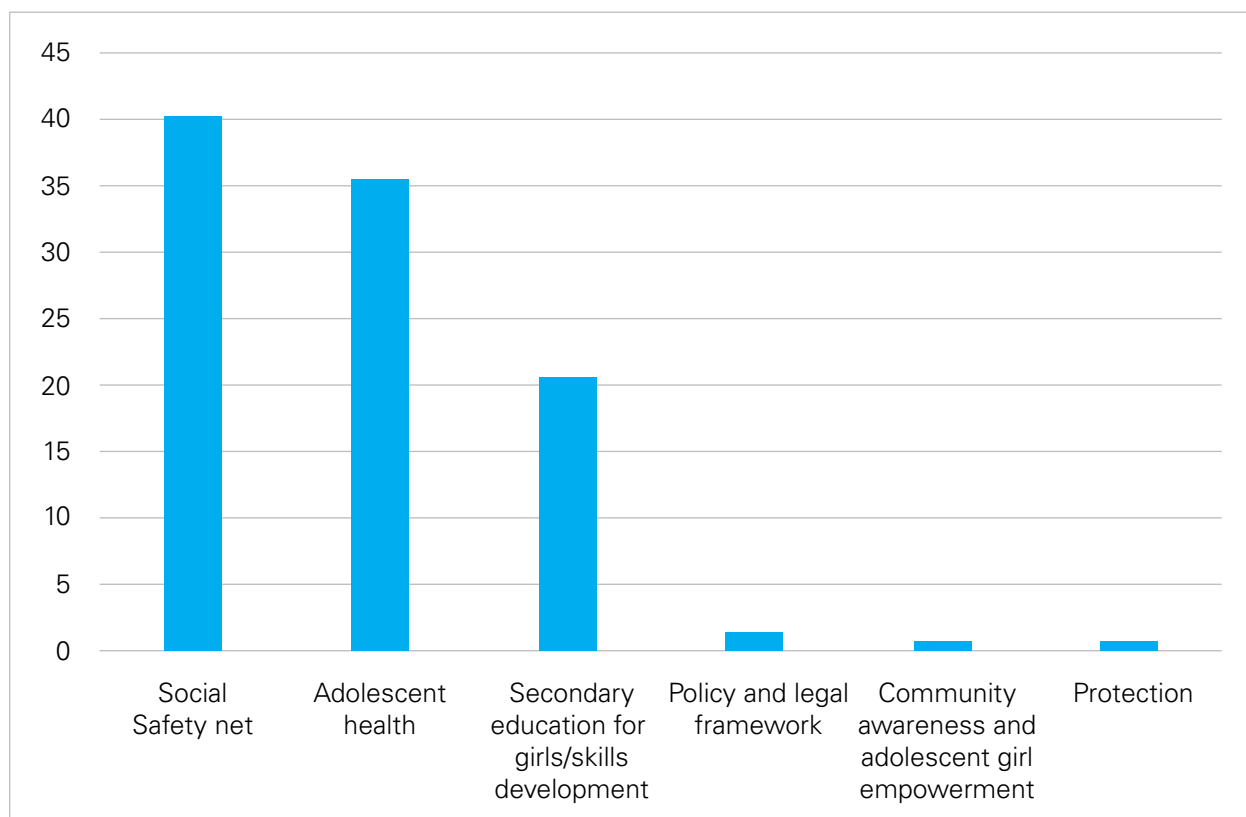


Figure 6. Bangladesh: Share of Total ECM-Relevant Revised Budget Amounts by Drivers of Change, in Percent, Period Average(FY2010/11-2015/16)



Similarly, while altogether 64 programmes/projects are identified as ECM- relevant, allocated resources have been heavily concentrated in social safety nets, health programmes involving adolescents, and secondary education projects. Table 5 shows that the top 10 programmes/projects represent more than 92 per cent of total revised budget amounts.

Table 5. Bangladesh: Revised Budget funding for Top 10 ECM-Relevant Programmes/Projects, by Category of Investments, in 10 million Taka Unless Otherwise Noted, FY2010/11-2015/16

Project Name (English)	Total	Percentage of all ECM projects
Vulnerable Group Development (VGD) Programmes	5,319	38.64%
Maternal, Neonatal, Child and Adolescent Health (MNCAH)	2,882	20.94%
Secondary Education Stipend Project (SESP) (2nd Amendment) (01/07/2009-30/06/2014)	1,072	7.78%
Family Planning Field Services Delivery (FPFSD)	1,015	7.37%

Maternal, Child, Reproductive and Adolescent Health (MCRAH)	658	4.78%
Secondary Education Sector Investment Programme (SESIP)	501	3.64%
Secondary Education Stipend Project (SESP) (01/07/2014-30/06/2017)	464	3.37%
Higher Secondary Female Stipend Project-Phase 4 (01/07/08-30/06/14) Approved	394	2.86%
Higher Secondary Stipend Project (01/01/2014-30/06/2017)	301	2.19%
Family Planning Field Services Delivery ¹¹	170	1.23%
Total	12,775	92.81%

3.4 Which Ministries are likely key stakeholders in ascertaining and improving the ECM relevancy of budgeted programmes/projects?

For the period FY2010/11-2015/16, most ECM-relevant programmes/projects are managed by just three Ministries, which are likely to remain dominant. Table 6 shows that they account for the vast majority of ECM-relevant budgetary resources for girls' education, adolescent empowerment and adolescent health sectors. While other Ministries' ECM-relevant programmes/projects account for a relatively small share of total ECM investments thus far, there nonetheless considering the low levels of fiscal space available described in the background section, there exists potential for improved contributions from these resources, by working with the different ministries to enhance the child marriage-sensitiveness of interventions associated to the drivers of child marriage.

Table 6. Bangladesh: Percentage Share of Total Revised Budgeted Amount for ECM-Relevant Programmes/Projects, by Ministry. Period Average (FY2010/11-2015/16)

Ministry	Percentage of Total
Parliament	0.05
Statistics and Informatics Division	0.06
Ministry of Commerce	0.02
Law and Justice Division	0.004

¹¹ In this list the family planning field services delivery programmes are listed separately because they are coded as different programmes in the GoB budget documents. It may be that they are the same programme and the code was changed in a particular year.

Ministry of Home Affairs	0.08
Legislative and Parliamentary Affairs Division	0.01
Ministry of Education	20.0
Ministry of Health and Family Welfare	35.4
Ministry of Social Welfare	1.05
Ministry of Women and Children Affairs	41.9
Ministry of Information	0.53
Ministry of Youth and Sports	0.29
Local Government Division	0.51
Total	100

3.5 Case Study: ECM Programmes and Expenditures in Jamalpur District

To help contextualise the ECM budget scoping analysis, a field visit took place to Jamalpur District in Mymensingh Division, northern Bangladesh, on 16-17 October 2016.¹² Jamalpur District was selected as it is one of UNICEF's ECM focus districts, with a high prevalence rate, where the local government has been actively engaged in undertaking initiatives to minimise incidences of child marriage. Located in a Division close to Dhaka, the district of Jamalpur demonstrates how the local government in other districts of Bangladesh as well have been actively working with development partners and communities to end child marriage.¹³ Further, as shown below, this case study offers several important lessons that may be useful for replication, and that bear discussion in some detail. The mission included a visit to an adolescent club in Sadar upazila (sub-district), followed by a meeting with key government officials at the Jamalpur district office. A multi-stakeholder meeting with district level government officials, as well as with the district representative of a key non-government organisation, BRAC, was convened by the Deputy Commissioner and intended to showcase all activities that are directly and indirectly preventing child marriages in Jamalpur, as well as associated government expenditures during FY2015/16.

¹²The field visit team included a public finance specialist from UNICEF Headquarters (Matthew Cummins) and a high-level representative from the Bangladesh Ministry of Finance (Shaikh Moniruzzaman). UNICEF Bangladesh planned the visit, including the agenda.

¹³ A survey is planned in 2017 to establish a baseline, which could then be mapped against indicators from the 2013 Multiple Indicator Cluster Survey (MICS) to give an indication of recent progress.

It was observed that majority of the initiatives for ending child marriage at Jamalpur District were funded and steered by UNICEF. Government's special allocation of resources in ending child marriage at sub-national level was limited, other than the mainstream expenditure on adolescent health and education. However, their ability to raise awareness and mobilise both local government officials, particularly law enforcement officers, and the community against child marriage was found to be noteworthy.

3.5.1 A Summary of ECM-Related Activities in Jamalpur

ECM-related activities appear to be mainstreamed across the district level offices in all line ministries and agencies. These activities mainly include training/capacity building, sensitisation, adolescent empowerment in schools, and community awareness raising activities. The activities also imposed 'soft conditionality' (not strictly mandatory) to the cash transfer programmes through labelling and messaging against child marriage. Key examples include:

- Police departments: Ensuring regular follow-up, often with magistrates (see Justice Department below), on tips that child marriages have occurred or are expected to take place; training of police officers on preventing child marriage.
- Department of Justice: Employing mobile courts, whereby a magistrate and the police visit homes where a child marriage has taken place and fine/imprison the guardians who were involved or supportive; discussing prevention of child marriages at monthly meetings of the district Law and Order Committee; training of marriage registrars to identify potential child marriages; consulting with the district attorney/public notaries to discourage marriage by affidavit¹⁴ and gain consensus against child marriage.
- Department of Education: Training and sensitising all teachers on preventing child marriage and delivering activities in classrooms for students, as well as in the community for parents; institutionalising "no child marriage" student oaths; ensuring all teacher- and school-related meetings devote time to discuss child marriage; training newly recruited primary and other teachers on child marriage.
- Department of Social Welfare: Collecting written commitments from beneficiaries of all cash transfer programmes that their children will not marry if underage.
- Department of Agriculture: Ensuring all farmer club meetings devote time to discuss the consequences of child marriage.

¹⁴Affidavit means a written statement made especially under oath or on affirmation before an authorised magistrate or officer. By executing an affidavit the executor takes the responsibility of truthfulness of his/her statement. It is important to note that a mere affidavit before a magistrate or notary public does not constitute a marriage. Though it is known as court marriage in popular term, but actually it is a mere declaration of a marriage by the parties. It has no legal effect to prove a valid marriage.

- Department of Health: Organising campaigns against child marriage, carried out by health centres at union levels.
- Department of Family Planning: Organising campaigns against child marriage, carried out by health workers; requiring all health workers to report any child marriages that are planned or have taken place.
- Department of Women Affairs: Mandating that all rural women's organisations meet once a month to discuss the issue of child marriage.

ECM activities are also carried out by union governments.¹⁵ Representatives of union governments carry out public campaigns against child marriage in all unions, drawing 5,000 to 20,000 attendees per event; and organise related network meetings (23 meetings were held in 2015/16)

The District Commissioner's Office has assumed a leadership and coordination role for related Government activities, including public campaigns. Notable examples include developing a 45-minute film on child marriage, "Death of a Flower Bed," and providing a screen and projector so that the film could be shown in public spaces across the district; forming a cross-sector child marriage prevention committee, comprising key district officers, that routinely meets to discuss progress and ideas; organising adolescent fairs against child marriage in different upazilas and unions, including market stalls and speeches by prominent local leaders; coordinating a monthly meeting with all non-Government organisations working in the district for updates on child marriage-related activities

Civil society in Jamalpur likewise has an active role in ECM-related activities, with adolescent clubs seen as particularly effective in preventing the practice. Adolescent clubs' main objective is to develop female "change agents." The target audience is girls aged 10-18, who comprise 80 per cent of participants. Clubs typically open twice a week for two hours (after school, from 4 to 6 p.m.) and feature a mix of life skills modules taught by peer leaders in the clubs, as well as learning activities (reading, entrepreneurship, tutorial support) and recreation (cricket/football teams are common, as are board games like chess). (The mission visited one of the two existing adolescent clubs in Jamalpur on 16 October.) The original model for adolescent clubs was started in 1991, with UNICEF support through BRAC. In 2010, the Ministry of Women and Children Affairs formally adopted the approach, and around 300 clubs presently operate across the country.

¹⁵Upazila is the sub-district level, of which there are 490 in the country, and union is the lowest level of Government, which typically covers about nine communities.

In some instances, the clubs organise outreach and advocacy activities such as interactive popular theatre. A team headed by peer leaders learns and rehearses a screenplay and then publicly performs up to eight plays that address different social themes, one of which is child marriage.¹⁶ In FY2015/16, building on the networks of clubs, the Government and various non-Government organisations supported a four-day training of youth actors to perform such interactive popular theatre on child marriage. Nearly 600 shows were delivered across the district.

The mission had the opportunity to observe an interactive popular theatre on child marriage.

It was carried out in the front yard of a home in the same neighbourhood as the adolescent club that was observed. Around 15 adolescents participated in the play, which lasted 30 minutes, and between 80 and 100 persons attended. The play was animated and entertaining, but had a sad, poignant ending: the character of a 14-year-old girl who had married due to social pressures dies during childbirth, leaving the audience visibly devastated and angry at child marriage practices. The main actor (a 17-year-old boy) then concluded the performance by leading a lively dialogue with the audience on the dangers of child marriage. According to community leaders and local politicians alike, these performances have been very effective in enhancing awareness and contributing to preventing child marriages.

Adolescent clubs facilities do not rely on Government funding. Communities in many cases provide rooms free of cost or with a nominal rent to run adolescent clubs. Some NGOs that are implementing such clubs often rent such rooms from the community with a token cost. Sometimes the rents are covered through income generation activities undertaken by the club members (e.g. producing/selling sanitary napkins), while special activities that may require financial resources, are supported by UNICEF, non-Government organisations, community donations and sub-district Government discretionary funds.

Types of adolescent stipend, and conditionality. Specifically, three types of stipends are awarded to graduates of adolescent clubs who remain unmarried and continue their education. These are: income generation, capacity development, and community actions. In FY2015/16, 500 such stipends were awarded to young women in two upazilas of Jamalpur, each of which amounted to 15,000 Taka (~US\$188). Such stipends are provided under the Enabling Environment for Child Rights (EECR) project, funded by UNICEF, and illustrate how potentially relevant projects such as EECR could contribute on the ground to child marriage prevention.

¹⁶ Various partners supported development of the screenplays and training of the actors, including UNICEF, BRAC, Ministry of Women and Children Affairs and Canada International Development Agency (CIDA).

A variety of activities also are carried out by religious groups,¹⁷ business corporations and BRAC. For example, the national small industries corporation (BSCIC), which operates in all districts of the country, advocates that its employees should not allow their children to marry if underage. Likewise, the Islamic Foundation periodically assembles religious leaders to discuss child marriage and advocate that congregants do not support the practice, while the Imam Association also discusses child marriage. For its part, BRAC independently organises district workshops on prevention of child marriage and violence against women.

3.5.2 Using Public Financial Resources to Address Child Marriage

Public expenditures directly or indirectly devoted to address child marriage remain limited and mainly reflect de-concentrated spending. District-level officers for each Ministry or Division receive funds directly from their central-level counterparts, but these funds are already allocated. Their job at the district level (and lower) is simply to implement activities, while all salaries and regular activities are funded/paid for directly by the central level. No financial management information system (FMIS) exist at district level to bring together and aggregate all funds across Ministries, such that information on expenditures associated with ECM activities was collected during the mission from meetings with various MDA representatives.¹⁸ Table 7 shows that Jamalpur District's expenditure of centrally funded development programmes/projects that are identified as ECM-relevant is estimated at a total of 2.2 billion taka, which translates to only about 100 taka per capita.

The Jamalpur experience demonstrates that greater value for money may be obtained by enhancing the ECM relevancy of existing central Government operations, programmes and projects. In particular, some of the largest expenditures (e.g., national cash transfers and micro-loan programmes that target the elderly, persons with disabilities, freedom fighters and small farmers) were identified as relevant to child marriage through the addition of a "condition" of no child marriage if there is an adolescent in the beneficiary household. The cost to the district and sub-district governments is only the additional staff time required to review the beneficiary compliance. To the extent that other district governments also can have discretion to modify conditions of centrally funded social programmes, this demonstrates the potential of making a significant portion of the Government budget contribute to ECM objectives.

¹⁷97% of the Jamalpur population is Muslim.

¹⁸While there are discretionary funds at the district level that are largely controlled by the District Commissioner's office and many of which are used to support activities to prevent child marriage, they are expended in an ad hoc manner so such estimates are guesswork at best.

In addition, by mainstreaming child marriage issues, most development activities that the Jamalpur Government considers important to prevent child marriage will not come with added price tags. When comparing information on ECM-relevant activities with information on ECM-relevant budgetary resources, five out of eight departments that are working on ending child marriage are doing so without specific financial resources (Departments of Police, Justice, Education, Agriculture, and Family Planning). The same is true for 17 out of 25 of the key activities identified. At the same time, activities carried out by civil society and the private sector do not appear to require major Government resources.

Enhancing the relevancy of public expenditures for ECM requires strong local government leadership. According to the meetings with Jamalpur district Government representatives, the Deputy Commissioner has introduced and mainstreamed activities across Ministries, local governments, civil society and the private sector to prevent child marriage, earning him national distinction and the nickname of the “End Child Marriage Commissioner.” The Deputy Commissioner’s Office already has introduced a no-child-marriage condition to various social welfare programmes, as well as played a critical role in coordinating governments throughout the district to mainstream, raise awareness and demand social accountability with regard to ECM.

Table 7. ECM-Related Activities and Expenditure Estimates, Jamalpur, FY2015/16

Ministry	Programme name	Coverage	Amount (in taka)
Central Government-Funded Development Programmes/Projects			
MOWCA	Enabling Environment for Child Rights (EECR)	UNICEF finances through MOWCA; BRAC and other partners implement activities, most of which are related to ECM; some of the bigger expenditures are for cash transfers to poorer children and children with disabilities, all with child marriage conditionalities	1,950,000,000 (1.95 crore)
MOWCA	Social safety net programme – in-kind food (rice) (e.g., for lactating mothers)	26,300 beneficiaries (7,480 get 500 taka/month; the rest get 30kg rice or wheat per month)	150,000,000 (15 crore)

Ministry	Programme name	Coverage	Amount (in taka)
MOWCA	Conditional cash transfer (no child marriage)	400 beneficiaries in 2 upazilas	9,600,000
MOWCA	Adolescent stipends through adolescent empowerment programme	UNICEF has TPP with MOWCA; where human resource gaps are found, UNICEF and NGOs step in; 500 adolescents in two upazilas received stipends of 15,000 taka	7,500,000 (75 lakhs)
MOWCA	Advancement and empowerment of women's rights	National-level project with budget to support 4 districts, including Jamalpur; union-level chapters exist against discrimination against women and children	1,000,000 (or 10 lakhs)
MOWCA	Community-based organisations	291 organisations, including 16,000 volunteers	1,600,000 (16 lakhs)
MOWCA	Women's training centre	260 beneficiaries/year	...
MSW	Rural social service programme (started in 1974 and runs nationwide)	250 groups, with 20 members per group; members get interest-free loans (10,000 to 30,000 taka) by MSW with specific conditions, including no child marriage (total amount for last year was 68,577,858 taka); each group also gets 2 lakhs taka each year for working capital	50,000,000 (500 lakhs) + 68,577,858
MSW	Old age allowance with no-child-marriage condition	500 taka/month: 53,623 beneficiaries	26,811,500
MSW	Freedom fighter allowance with no-child-marriage condition	10,000 taka/month: 2,420 beneficiaries	24,200,000
MSW	Widow and abandoned women allowance with no-child marriage condition	500 taka/month: 17,994 beneficiaries	8,997,000

Ministry	Programme name	Coverage	Amount (in taka)
MSW	Disability allowance with no-child-marriage condition	700 taka/month: General: 10,804 beneficiaries Education stipend: 914 beneficiaries	8,202,600
Routine Recurrent Operations of the District Branches of MDAs			
MSW	Ministry operating budget	Salary cost of staff at district and sub-district levels that perform some ECM-related activities	...
MOWCA	Ministry operating budget	Salary cost of staff at district and sub-district levels	150,000,000 (1.5 crore)
MOE	Teacher training on ECM	Part of normal training budget	...
MOE	Fair on ECM	No budget	...
MOE	Sensitising children on ECM (part of life skills training)	Part of national budget	...
MOE	Education stipend to support students from higher secondary to bachelor's degree with ECM condition	75% girls and 25% boys; size: grades /6/7=100 taka, 8=150, 9=170, 10=210	
MOHFW	Department of Family Planning services	No dedicated projects, but family welfare assistance is a regular activity in every union; one focus is counselling on child marriage	...
MOHFW	Adolescent health services	Part of routine staff activities	...
DCO	Discretionary budget	Supports ad hoc activities (advocacy events, printing, arranging press coverage, etc.)	...
Total amounts: 2,178,692,979 taka, or ~US\$27,233,662			
Per capita amounts*: 95 taka or ~US\$1.20			

Source: Based on interviews with key officials from the Jamalpur district Government Notes: (i) Budget numbers (lakh=5 zeros and crore=7 zeros); (ii) Given the centralised financing structure of the Government, it is not possible to obtain an estimate for the total budget of the district Government to inform the size or composition of spending. * The estimated population of Jamalpur in 2011 was 22,926,740 – see Ministry of Planning (2011) *Population and Housing Census-2011*, Government of Bangladesh: Dhaka



SECTION

04

**Conclusions and
Next Steps**



This scoping study identified as ECM-relevant a total of seven development programmes and 57 projects in the development budget, all funded out of the recurrent budget. As highlighted above, the total revised budget amounts to nearly 138 billion taka (1,754 million USD) for the period of FY2010/11-2015/16, or almost 23 billion taka (292 million USD) per annum. Such ECM investments have included interventions in all three categories: those directly targeting adolescent girls; those support families and other agents in protecting girls and keeping them from early marriage; and those supporting an enabling legislative framework.

However, the current size of the budgetary resources devoted specifically to ECM remains limited, at only 1.2 per cent of the total revised Government budget between FY2010/11-2015/16. This raises a policy question of whether increased allocations, revision of on-going initiatives and improved efficiency in the use of resources could be appropriate for the purpose of making decisive progress in ECM and resourcing the NPA, once approved, for full implementation.

In particular, budgeted amounts allocated to community awareness and protection from gender-based violence appear negligible. Given that gender-based violence is a key determinant of child marriage in Bangladesh, how such programs can be better budgeted is an important issue to address, as highlighted above. Moreover, to the extent that evidence (e.g., from Jamalpur District) points to the cost effectiveness of certain interventions (adolescent empowerment programmes, including adolescent clubs), it may be worthwhile to explore the appropriateness of increased allocations for scaling up.

Findings from Jamalpur District demonstrate that centrally funded programs and associated expenditures could be made to contribute to ECM through enhanced implementation with minimal additional administrative costs. The Jamalpur experience also suggests that scope exists to increase the sensitivity of recurrent MDA operations and expenditures.

The scoping analysis also confirms that ECM-relevant programmes/projects cover all three categories of investments, corresponding to all six drivers of change, as well as involving a wide range of MDAs. Going forward, the stakeholder process needs to focus on three key Ministries (Women and Children Affairs, Health and Family Welfare, Education), but at the same time also involve other MDAs that can contribute to ECM both with projects and through ECM-sensitive routine operations.

Because vetting of the keyword matched programmes/projects unavoidably entails subjective judgment, the full list of vetted projects and the reasons for their inclusion or exclusion is included in Annex 3. This allows for further refinement of the scoping, and in turn, for adjusting the analysis of budgeted amounts.

At the same time, one of the challenges of this analysis is the lack of available budget data across Divisions and districts. If such data were available, it would be possible to analyse budgetary trends across sub-national areas, as well as the associated prevalence of CM (along with outcomes on girls' education, poverty, gender-based violence and AFHS). This would allow for identification of any mismatches in resource allocations to region-specific needs.

Given that the NPA has not yet been approved or implemented, findings should be interpreted as potentially ECM-relevant investments. In other words, it is not clear thus far to what extent identified programmes/projects have intended to achieve ECM objectives. This initial scoping exercise will serve as an important contribution to review the mix of actions that are being put in place towards the direct and underlying drivers of child marriage, nonetheless full extent of ECM investments will be the subject of the subsequent stakeholder process, that would need to be revised on a periodic basis to maintain a long-term focus on this development goal.

Finally, the scoping exercise identified a few anomalies to be further investigated. These include: 1) significant discrepancies in amounts for the large VGD project and several other projects across different budget data files shared by the Government; and 2) actual budget release numbers for FY2015/16, albeit an estimate, seem unusually low.

Recommended next steps are:

- 1. Undertake a stakeholder process to ascertain the relevance of identified budget items, and on that basis, estimate the relevant portions toward a baseline measurement of ECM-focused public expenditure.** The stakeholder analysis is necessary in order to: (a) identify the beneficiaries of programmes to help narrow down the scope of activities included in the analysis, (b) identify issues around married adolescent girls and their eligibility for cash transfer and other programmes. This is not only for the purpose of establishing a baseline on how much the Government currently spends on ECM-relevant activities, but also for creating an opportunity to bring multi-sectoral, multi-Ministerial stakeholders on board to improve coordination, synergies and complementarities.
- 2. Involve all Ministries identified in Section 4 in exploring ways to improve the ECM sensitivity of their programmes/projects and routine operations.** This could include 1) improved beneficiary targeting to adolescent girls at risk; 2) redefinition of programme/project objectives to include explicitly targeting adolescent girls to reduce the current rate of CM; and 3) introducing programme/project conditionality, where appropriate, to ensure recipients are committed to remaining unmarried until age 18.

- 3. Conduct data collation and analysis of ECM expenditures at sub-national levels.** This will be important to determine actual expenditures at the implementation level for a more nuanced analysis of Government priorities and matching regional needs. This analysis can be complemented by an exploratory mechanism of performance based indicators for disbursement of flexible resources, from central level to sub-national authorities, to encourage incremental efforts towards ending child marriage.
- 4. Once the NPA is approved, cost the plan using the baseline ECM public expenditure assessment as a basis.** Experiences in other countries suggest that it is more likely to effectively resource a plan like the NPA if such a plan builds on existing spending and mobilises it to cover at least some of the implementation. This will allow for MDAs to assign specific budget to the implementation of the action plan in their budget and to monitor the funding position of the NPA, as well as potentially catalysing financing from non-Government organisations, the private sector and development partners.
- 5. Establish a systematic mechanism to monitor investments in ECM, such as an ECM observatory.** The observatory could work with academics and other specialists to bring technical expertise to the ECM issue and offer recommendations on expansion/evaluation of programmes/projects. Further the observatory could monitor district-level investments, produce national reports on best practices, and facilitate the exchange of experiences.

Annex 1. Keywords, by Driver of Change Cluster

Education	
a. Back to school b. Curriculum c. Literacy d. Livelihood e. Peer f. Young mother g. Menstrual h. Scholarship	i. Skills j. Stipend k. Toilet l. WASH m. Water n. Sanitation o. Hygiene
Prevention of Violence	
a. Abuse b. Protection c. Victim	d. Prevention e. Violence
Adolescent-Friendly Health Services	
a. Anaemia b. Family planning c. IFA supplement d. Maternal e. Nutrition	f. Sexual g. Reproductive h. Pregnancy/pregnant i. Population
Social Protection	
a. Cash transfer b. Relief c. Vulnerable	d. Fund e. Poor f. Child
Empowerment and Awareness Raising	
a. Empower b. Gender c. Girl	d. Aware e. Adolescent/adolescence
Legislation and Policy	
a. Birth b. Marriage	c. Married d. Right e. Population

Annex 2. Descriptions of Select ECM Programmes/Projects

Ministry	Project Name	Project Description
Ministry of Education	Secondary Education Sector Investment Programme (SESIP)	The Secondary Education Sector Investment Programme (2013-2023) is designed with the assistance of the Asian Development Bank (ADB) to develop the secondary education sector in terms of quality, efficiency and equity, thereby achieving more relevant secondary education. The Secondary Education Sector Development Plan (SESDP) was developed in 1998 with the technical assistance of ADB. Subsequently, the Secondary Education Sector Improvement Project (SESIP) was implemented (1999- 2007) as the first component of SESDP, with Secondary Education Sector Development Project (2007-2013) taken as a follow-up. The current Secondary Education Sector Investment Programme has been formulated based on the inputs of the previous projects. It is being implemented through a programme approach (Treasury model). The program has been taken under a multi-tranche financing arrangement with ADB, amounting to US\$500 million for 10 years. Critically, the programme, which is implemented across the country, is aimed at developing a Sector Wide Approach (SWAP) for secondary education. The Ministry of Education (MoE) is the executing agency of SESIP, whereas the Directorate of Secondary and Higher Education (DSHE) acts as the implementing agency. Other co-implementing agencies include the National Academy for Education Management (NAEM), Boards of Intermediate and Secondary Education (BISE), National Curriculum and Textbook Board (NCTB), Education Engineering Department (EED), Directorate of Inspection and Audit (DIA), Non-Government Teachers' Registration and Certification Authority (NTRCA), Bangladesh Bureau of Educational Information and Statistics (BANBEIS), and Bangladesh <i>Madrasa</i> Education Board (BMEB). The Inter-Ministerial Sector Programme Steering Committee (SPSC), led by the Secretary of the Ministry of Education and with the Director General of DSHE as the Member Secretary, is responsible for programme oversight.

Ministry	Project Name	Project Description
Ministry of Education	Secondary Education Stipend Project 1 (SESP1)	Secondary Education Stipend, 1st Phase Project Project Objective: • To increase the enrolment of boys and girls in secondary-level institutions through continued financial assistance • To improve the quality of secondary education • To reduce population growth by motivating the stipend recipients (boys and girls) to refrain from marriage till completion of the Secondary School Certificate Examination/ Dakhil Examination • To increase involvement of men and women in socioeconomic development activities • To increase self-employment to alleviate poverty • To render special assistance to learners with disabilities • To orient teachers, guardians and community members regarding the female education and thereby promote women's empowerment to accelerate their role in socioeconomic development Location of the Project: Secondary-level institutions Source of Funding: GoB
Ministry of Education	Higher Secondary Stipend Project (HSSP)	Higher Secondary Female Stipend Project (Phase4) gives direct assistance to female students at higher secondary level. Objectives: • To encourage education for students who are poor, with a view to continuing their study up to higher secondary level (Grade XI and Grade XII), by providing incentives to 40 per cent of the total female enrolment and 10 per cent of the total male enrolment • To encourage more male and female students to study in the science stream at higher secondary and tertiary levels • To reduce population growth by ensuring stipend recipients up to higher secondary/equivalent level are unmarried • To encourage female participation in socioeconomic activities, which is expected to accelerate women's overall empowerment

Ministry	Project Name	Project Description
		- To reduce dropout rates of students who are from poor families - To reduce disparities between males and females in the society - To provide support to the Government for accelerating poverty alleviation programmes and thereby enhance the scope for employment and self-employment Higher Secondary Stipend Project (HSSP) is a project whereby the Government provides stipends and tuition fees to eligible Grade XI and Grade XII students from poor families. Students in 487 <i>upazilas</i> are covered.
Ministry of Education	Secondary Education Stipend Project 2 (SESP2)	Secondary Education Stipend, 2nd Phase Project Project Objective: - To increase the enrolment of boys and girls in secondary-level institutions through continued financial assistance - To improve the quality of secondary education - To reduce population growth by motivating stipend recipients (boys and girls) to refrain from marriage till completion of the Secondary School Certificate Examination/Dakhil Examination - To increase involvement of men and women in socioeconomic development activities - To increase self-employment to alleviate poverty - To render special assistance to learners with disabilities - To orient teachers, guardians and the community members regarding the female education and thereby promote women empowerment in accelerating their role in socio-economic development. Implementation period: July 2014-2017 Location of the Project: All secondary-level institutions (schools, <i>madrashas</i>) of 218 selected <i>upazilas</i> under 54 districts across the country Source of Funding: GoB, Tk. 79138.36 lakhs

Ministry	Project Name	Project Description
Women and Children Affairs	Vulnerable Group Development (VGD)	Social Safety Nets (SSN) are a policy instrument largely used for household welfare improvement and poverty reduction. Bangladesh has implemented a number of SSN programmes for this purpose. The Vulnerable Group Development (VGD) programme is one of the largest two-year SSN programmes, providing in-kind transfers to development programmes for selected women-headed poor families. It is argued that in-kind transfers protect the beneficiary households from hard-core poverty, on the one hand, while on the other hand, development training promotes beneficiaries' livelihoods through productive activities. As a result, it is expected that after the benefit cycle, the beneficiary household will be able to survive well without benefits. This also represents an opportunity for women-headed household to sustainably promote their livelihoods. VGD is one of the largest safety net programmes assisted by the World Food Programme (WFP). Starting with assisting war, famine and flood victims in the early 1970s, VGD has evolved over time to focus now on helping poor women graduate out of poverty. Currently about 750,000 women participants (about 3.75 million beneficiaries) from ultra-poor households receive a monthly food ration combined with a package of development services. The development package includes life skills and income-generating skills training, as well as a personal savings programme and access to microcredit/NGO membership. There are two different forms of VGD: Income Generating Vulnerable Group Development (IGVGD) and Food Security Vulnerable Group Development (FSVGD). IGVGD participants are provided with a monthly food ration of 30kg of wheat/rice or 25kg of fortified flour (atta), while FSVGD participants are provided with a cash support of taka 100 along with 15kg of flour.

Ministry	Project Name	Project Description
Women and Children Affairs	Adolescent Clubs and TV Programmes (PCMPAH)	Implementing agency: Ministry of Women and Children Affairs, Bangladesh; and Shworno-Kishori Network Foundation, Bangladesh Timeline: July 2015-June 2017 The Objective of the project is: • To organise adolescent clubs as a platform to exercise gender-sensitive values and social norms, changing the mind-sets and outlook of adolescent girls and boys and building an equitable society consistent with the commitment of the Constitution • To create a network of adolescent girls and boys aged 10-19 years and provide awareness raising on ending child marriage, via TV shows, to enhance the rights of adolescent girls and boys and empower women and children • To build a more capable society through awareness and training • To prepare volunteers (Showrno-Kishori/Golden Girls and Shurjo Kishor/Sun Boys), by training them on key issues and bringing positive changes to their behaviour • To integrate adolescent girls and boys into the society • Targeted population: 2,440 adolescent girls and boys; TV programme for Channel I to be broadcast across the country

Source: Government of Bangladesh (Various)

Annex 3. Full List of ECM-Relevant Programmes/Projects, Vetting Decisions and Justifications

Development Projects

Ministry	(Administrative) Function Code/ Project Code	Project Name	Vetting Decision	Reasoning
Parliament	0201-5012	Strengthening Parliamentary Capacity in Integrating Population Issues Into Development (SPCPD) (01/07/2012-31/12/2016)	Yes	- No keyword hits - However, this line item is referred to as an ECM intervention by UNFPA/UNICEF mapping of ECM initiatives in South Asia¹⁹ - DoC: Policy and legislative framework
Parliament	0201-5241	Involvement of Parliamentarians in Integration of Reproductive Health	No	No mention of target beneficiaries (e.g., adolescent girls)
Finance Division	0901-5016	Strengthening Capacity for Child-Focused Budgeting In Bangladesh (SC-CFB)	No	While child- focused, not specifically related to CM
Statistics and Informatics Division	1601-5121	Monitoring the Situation of Children and Women ^{2nd} Phase Project (01/01/07 – 30/06/11)	Yes	This programme may capture CM- related issues

¹⁹<http://www.girlsnotbrides.org/reports-and-publications/mapping-of-child-marriage-initiatives-in-south-asia/>

Statistics and Informatics Division	1631-5025	Monitoring the Situation of Children and Women (3 rd Phase) Project	Yes	This programme may capture CM- related issues
Statistics and Informatics Division	1631-5121	Monitoring the Situation of Children and Women 2 nd Phase Project (01/01/07 – 30/06/11)	Yes	This programme may capture CM-related issues
Ministry of Commerce	1701-5013	Economic Opportunity and Sexual and Reproductive Health and Rights – A Pathway To Empowering Girls and Women In Bangladesh	Yes	Three major hits in at least two DoCs: AFHS and awareness raising/empowerment
Law and Justice Division	2101-5051	Addressing Violence Against Women Through IOM	Yes	Other violence prevention programmes have been highlighted as CM-relevant in the literature
Ministry of Home Affairs	2201-5011	Protection and Enforcement of Women's Rights	Yes	Hits for multiple keywords, plus this is highlighted in UNICEF/UNFPA mapping of ECM initiatives ²⁰

²⁰ <http://www.girlsnotbrides.org/reports-and-publications/mapping-of-child-marriage-initiatives-in-south-asia/>

Legislative and Parliamentary Affairs	2301-5011	Implementation of CEDAW for Reducing Violence Against Women- Approved	Yes	CEDAW establishes 18 as the minimum age for marriage
Ministry of Primary and Mass Education	2431-8206	Targeted Stipend	No	Stipends are for primary education. ECM focus is on secondary education.
Ministry of Education	2531-5030	Secondary Education Stipend Project	Already included in specific expenditures	
Ministry of Education	2531-5032	Higher Secondary Stipend Project (01/01/2014-30/06/2017)	Already included in specific expenditures	
Ministry of Education	2531-5033	Secondary Education Stipend Project	Already included in specific expenditures	
Ministry of Education	2531-5110	Female Stipend For Degree (Pass) And Equivalent-Level Project (01/07/11-30/06/16) Approved	No	This is for tertiary education and not relevant to ECM

Ministry of Education	2531-5390	Female Secondary Stipends Project (Classes VI-X) (Phase2)	Yes	Very similar title, but different code from stipend projects included in the specific expenditures table
Ministry of Education	2531-7010	Higher Secondary Female Stipend Project Phase4 (01/07/08-30/06/14) Approved	Yes	Very similar title, but different code from the stipend projects included in the specific expenditures table
Ministry of Education	2531-8040	Life Skills Based Education For In-School Youth and Adolescents Through Peer Approach	Yes	Identifies three important keywords and programme title matches what would be an expected ECM-related programme
Ministry of Education	2571-5010	Development Of Sheikh Hasina Girls' High School And College	Yes	Secondary school development (supply side)
Ministry of Education	2531-5030	Secondary Education Stipend Project (SESP) (2nd Amendment) (01/07/2009-30/06/2014)	Yes	Education demand side
Ministry of Education	2531-5031	Higher Secondary Stipend Project (01/01/2014-30/06/2017)	Yes	Education demand side

Ministry of Education	2531-5032	Secondary Education Stipend Project (SESP) (01/07/2014-30/06/2017)	Yes	Education demand side
Ministry of Health and Family Welfare	2703-8023	Maternal, Child And Reproductive Health Services Delivery	Yes	While adolescents have not been referenced, MCRH interventions are likely to capture some young mothers
Ministry of Health and Family Welfare	2703-8030	Family Planning Field Services Delivery	Yes	Family planning is an important mitigating service for girls who are already victims of early marriage in Bangladesh
Ministry of Health and Family Welfare	2711-5040	Establishment Of Mother and Child Care Hospital Under A.K Khan Health Care Centre	Yes	While adolescents have not been referenced, MCRH interventions are likely to capture some young mothers
Ministry of Health and Family Welfare	2711-5050	Maternal, Neonatal, Child and Adolescent Health (MNCAH)	Yes	All relevant keywords
Ministry of Health and Family Welfare	2781-5030	Construction Of Family Planning Go down At Upazila Level	Yes	MCH may be CM-relevant
Ministry of Health and Family Welfare	2781-5060	Mother and Child Health Coordination Cell	Yes	MCH may be CM-relevant

Ministry of Health and Family Welfare	2781-5260	*Maternal, Child, Reproductive And Adolescent Health (MCRAH)	Yes	All relevant keywords
Ministry of Health and Family Welfare	2781-5300	*Family Planning Field Services Delivery (FPFSD)	Yes	Family planning is an important mitigating service for girls who are already victims of early marriage in Bangladesh
Ministry of Health and Family Welfare	2781-5310	*Planning, Monitoring and Evaluation At Family Planning (PME-FP)	Yes	Family planning is an important mitigating service for girls who are already victims of early marriage in Bangladesh
Ministry of Health and Family Welfare	2781-5320	Family Planning Services Project (Phase5)	Yes	Family planning is an important mitigating service for girls who are already victims of early marriage in Bangladesh
Ministry of Social Welfare	2931-5570	Establishment of Multipurpose Rehabilitation Centre for Destitute Aged Pupil and Socially Disabled Adolescent Girls (01/07/2011-31/12/2014)	Yes	All relevant keywords
Ministry of Social Welfare	2931-7090	Support Services Programme for Socially Disadvantaged Women and Girls	Yes	While the support services are not clearly identified, the beneficiaries are particularly vulnerable to risk of early marriage

Ministry of Social Welfare	2931-7110	Establishment Of 6 Vocational Training Centres in 6 Divisions For Orphans and Disabled Boys And Girls (01/01/06-31/12/12) Approved	Yes	Skills development for girls
Ministry of Social Welfare	2931-7973	Services For Children At Risk (SCAR) (01/01/09-31/12/16) Approved	Yes	Services for at-risk children
Ministry of Women and Children Affairs	3001-5011	Capacity Building For Monitoring Child Rights (01/03/07-31/12/2011) Approved	Yes	Child rights include right to not be forced into early marriage
Ministry of Women and Children Affairs	3001-5013	Enabling Environment for Child Rights (01/07/2012 – 30/06/2017)	Yes	Hits multiple keywords, plus this is highlighted in UNICEF/ UNFPA mapping of ECM initiatives ²¹
Ministry of Women and Children Affairs	3001-5014	Enabling Environment for Child Rights (01/07/2012 – 30/06/2017)	Yes	Hits multiple keywords, plus this is highlighted in UNICEF/UNFPA mapping of ECM initiatives ²²

²¹<http://www.girlsnotbrides.org/reports-and-publications/mapping-of-child-marriage-initiatives-in-south-asia/>

²²Idem

Ministry of Women and Children Affairs	3001-5015	Investment Component for Vulnerable Group Development Programme (01/07/2014-30/06/2018)	Yes	Already included in the specific expenditures table
Ministry of Women and Children Affairs	3001-5021	Empowerment And Protection Of Children (EPC) (01/09/06-31/12/2011)	Yes	Hits multiple keywords, plus this is highlighted in UNICEF/ UNFPA mapping of ECM initiatives ²³
Ministry of Women and Children Affairs	3001-5040	Multisectoral Programme on Violence Against Women (3 rd Phase) Project (01/07/2011 – 30/06/16)	Yes	Hits multiple keywords, plus this is highlighted in UNICEF/UNFPA mapping of ECM initiatives ²⁴
Ministry of Women and Children Affairs	3001-6230	Multisectoral Programme On Violence Against Women (3 rd Phase) Project (01/07/2011-30/06/2016)	Yes	Hits multiple keywords, plus this is highlighted in UNICEF/UNFPA mapping of ECM initiatives ²⁵
Ministry of Women and Children Affairs	3001-6241	Promotion Of Legal and Social Empowerment of Women in Bangladesh (31/07/08-31/12/11) Approved	Yes	Empowerment of women is a potentially relevant lever for CM reduction

²³Idem

²⁴<http://www.girlsnotbrides.org/reports-and-publications/mapping-of-child-marriage-initiatives-in-south-asia/>

²⁵<http://www.girlsnotbrides.org/reports-and-publications/mapping-of-child-marriage-initiatives-in-south-asia/>

Ministry of Women and Children Affairs	3021-5016	Advancement and Promotion of Women's Rights (01/01/2013-31/12/2017)	Yes	This is also included in the UNICEF-UNFPA mapping
Ministry of Women and Children Affairs	3021-5034	Generation Breakthrough: A Multi-Pronged Approach to Building Healthy Relationships For Primary Prevention Of Gender Based Violence and Meeting SRHR N (01/09/13-31-12-16)	Yes	DoC: protection
Ministry of Women and Children Affairs	3021-5100	Vulnerable Group Development For Ultra Poor (VGDUP)	Yes	Very similar title, but different code to Vulnerable Development Group project included in the specific expenditures table
Ministry of Women and Children Affairs	3021-7200	Promotion of Gender Equality and Women's Empowerment (01/01/2006 – 30/06/2013)	Yes	Empowerment
Ministry of Women and Children Affairs	3021-7340	Building of Infrastructural Facilities in 5 Divisional Towns to Prevent Violence Against Women (01/07/07 – 30/06/14)	Yes	Protection

Ministry of Labour and Employment	3101-5890	Stipend Programme For the Trainees Of Bangladesh Institute Of Marine Technology and Technical Training Centre (6 th Phase)	No	Includes stipends, but does not clarify either school level (secondary) or targeted beneficiaries
Ministry of Information	3301-5011	Joint Programme to Address Violence Against Women	Yes	Protection
Ministry of Information	3301-5013	Advocacy and Communication for Children And Women (4 th Phase)	Yes	DoC: Awareness raising/ empowerment
Ministry of Information	3301-5030	Advocacy and Communication for Children And Women (3 rd Phase)	Yes	DoC: Awareness raising/ empowerment
Ministry of Information	3335-5551	Advocacy on Reproductive Health And Gender Issues Through Department Of Mass Communication (3 rd Phase)	Yes	DoC: Awareness raising/ empowerment
Ministry of Youth and Sports	3640-5017	Establishment of Vocational Training and Health Care Centrefor Vulnerable Youth	Yes	DoCs: Life skills / AFHS

Ministry of Youth and Sports	3640-5018	Establishment of Training and Employment Generation Centre for Vulnerable Youth and Adolescents	Yes	DoCs: Life Skills
Ministry of Youth and Sports	3640-5022	Technology Empowerment Centre on Wheels for Underprivileged Rural Young People of Bangladesh (TECUYB)	Yes	DOC: Life skills
Ministry of Youth and Sports	3640-5680	Youth Empowerment Through Life Skills Education and Livelihood Opportunities (Revised Unapproved)	Yes	DoCs: Awareness/ empowerment; life skills
Ministry of Youth and Sports	3640-5720	Project on Commonwealth Youth Programme Technology Empowerment Centre (CYPTEC) for Disenfranchised Rural Young People of Bangladesh	Yes	DoC: Life skills
Local Government Division	3701-5022	Birth and Death Registration Project (3 rd Phase) (01/07/12 – 30/06/14)	Yes	DoC: Legislative framework

Local Government Division	3701-5028	Income Support Programme For the Poorest	Yes	DoC: Poverty alleviation
Local Government Division	3701-5071	Registration Of Birth And Death Project (2 nd Phase)	Yes	DoC: Legislative framework
Local Government Division	3701-5170	Piloting Cash Transfers For Human Development Through Local Governments (01/07/11-30/06/12)	Yes	DoC: Poverty alleviation

Reference: All_Project_2015-16_2010-11 plus 7 development budgets

Development Programmes Funded Out of Recurrent Budget:

Ministry	(Administrative) Function code/ Project code	Programme Name	Vetting Decision	Reasoning/ DoC
Ministry of Women and Children Affairs	3096-4329	Prevention of Violence Against Children Through Awareness Raising Programme on Child Marriage (01/07/2014-30/06/2016)	Yes	Protection
Ministry of Women and Children Affairs	3096-4335	Awareness Raising Programme to Restrain Early Marriage and Violence Against Children in Gazipur District. (01/07/2014-30/06/2016)	Yes	Awareness raising/empowerment
Ministry of Women and Children Affairs	3096-4637	Empowering Adolescent Girls and Boys Through Organising Them in Adolescent Clubs for Bringing Positive Changes Within Communities (01/07/2011-30/06/2014)	Yes	Awareness raising/empowerment
Ministry of Education	2596-4330	Development of Sylhet Govt. Pilot High School, Sylhet Govt. Arragamy Girls' High School and College and Sylhet Govt. Women's College	Yes	Girls' education
Ministry of Education	2596-4831	Development of Nawab Fayzunnisa Govt. Girls' High School and Comilla Govt. Mohila College Auditorium cum Multipurpose Hall	Yes	Girls' education
Ministry of Education	2596-5026	Secondary Education Sector Investment Program (SESIP)	Yes	Girls' education

Ministry of Women and Children Affairs	3096-0005	Vulnerable Group Development (VGD) Programmes	Yes	Safety nets
Ministry of Women and Children Affairs	3096-4836	Preventing Child Marriage and Promoting Adolescent Health Rights Among the Future Generation Through Building Adolescent Clubs and TV Programmes	Yes	Multiple DoCs

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UNICEF Bangladesh
BSL Office Complex
1, Minto Road, Dhaka 1000
Bangladesh

Telephone: (880-2) 55668088
Email: infobangladesh@unicef.org

www.unicef.org