Planned Use of the Evaluation
The EMR was developed by the UNFPA Programme Division in consultation with UNICEF Programme Division, UNFPA and UNICEF Regional and Country offices. These offices will be involved in the implementation of the planned activities. The joint evaluation findings will be disseminated to all our global, regional and country partners. Global products that include a programme guidance will be outlined in the actions planned and disseminated to all relevant partners.

Allowed Editor(s): Nankali Maksud, Tami Aritomi, Mar Jubero, Harriet Akullu

<table>
<thead>
<tr>
<th>No.</th>
<th>Recommendations/Action</th>
<th>Responsible Section/Action</th>
<th>Responsible Person Name/Action</th>
<th>Expected Completion Action</th>
<th>Mgt Response/Implementation Stage</th>
<th>Reason/Action Taken</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Over the past decade, the Joint Programme has made significant contributions towards FGM abandonment. The Programme has gained significant credibility to operate both at the grassroots as well as the global advocacy levels and has developed a functional structure across levels (global, regional, national, and grassroots) that promotes synergetic and holistic programming. Investments made in the Joint Programme to date have positioned it to be a global leader in further promoting FGM abandonment. However, as social norms change is a long-term process, further support will be needed, beyond phase III, to sustain the existing positive momentum and achieve impact-level results.</td>
<td>PD Child Protection</td>
<td>Nankali Maksud</td>
<td>12/31/2021</td>
<td>Underway</td>
<td>Agree</td>
</tr>
<tr>
<td>2</td>
<td>Continue to advocate for the elimination of FGM seizing on the following strategic opportunities: Global level - Commission on the Status of Women (CSW), United Nations General Assembly (UNGA), European Development Days (EDD), and Human Rights Council (HRC) high level panels on FGM Regional level – African Union (AU) and Regional Economic Communities (RECS) Country level - Donor field visits</td>
<td>PD Child Protection</td>
<td>Nankali Maksud</td>
<td>12/31/2021</td>
<td>Completed</td>
<td></td>
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<tr>
<td>3</td>
<td>Develop post-Phase III vision for the Joint Programme as a contribution to achieving Sustainable Development Goals (SDGs) in close consultation with the Joint Programme Steering Committee (SC).</td>
<td>PD Child Protection</td>
<td>Nankali Maksud</td>
<td>12/31/2021</td>
<td>Completed</td>
<td></td>
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</table>
While the Joint Programme has commissioned several important studies on FGM that have contributed to a better understanding of the underlying causes of FGM, there is currently insufficient data and evidence available to inform programming around key FGM areas. Gaps are particularly visible concerning drivers of change; shifts in FGM practices; challenges around normalization; the effects of population movements (displaced persons, refugees, cross-border movements); and the interaction between social and legal norms. As a recognized global leader with strong grassroots support, the Joint Programme is well placed to take a leadership role by researching these trends, testing responses, and sharing information with the global community. Within the Joint Programme, the staff at the regional level are likely best suited to lead the commissioning of research and the drafting of strategic plans to address shifting practices since they can make cross-country comparisons and are well placed to address the inter-country and cross-border realities surrounding shifting practices.

The “Evidence to End FGM/C” research programme funded by DFID has been tasked with generating quality evidence to accelerate the abandonment of FGM. This research will continue to be used to inform the Joint Programme and fill any gaps in key programme areas. It is worth noting that in Phase III of the Joint Programme, the Results Framework includes an Outcome on “Capacity to generate and use evidence and data for policymaking and improving programming” with two Outputs: (1) “Enhanced knowledge management and exchange of good practices for policy and programme improvement” and (2) “Increased generation of evidence for social norms change and programme improvement”.

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<thead>
<tr>
<th></th>
<th>Activity Description</th>
<th>Responsible Party</th>
<th>Due Date</th>
<th>Status</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Develop a research strategy for Phase III of the Joint Programme.</td>
<td>PD Child Protection</td>
<td>12/31/2020</td>
<td>Not Started</td>
</tr>
<tr>
<td>2</td>
<td>Ensure evidence is generated through research and monitoring and evaluation activities under the Joint Programme (see Recommendation No. 7).</td>
<td>PD Child Protection</td>
<td>12/31/2021</td>
<td>Not Started</td>
</tr>
<tr>
<td>3</td>
<td>Provide support to national governments on FGM data collection and analysis including administrative data and nationally representative surveys.</td>
<td>Country Offices</td>
<td>12/31/2021</td>
<td>Underway</td>
</tr>
<tr>
<td>4</td>
<td>Establish a document repository on FGM by building on the “Data for All” platform to collate information gathered at country, regional and global levels.</td>
<td>PD Child Protection</td>
<td>12/31/2020</td>
<td>Underway</td>
</tr>
<tr>
<td>5</td>
<td>Ensure the community of practice is operational including the sharing of research findings and the participation of Joint Programme partners.</td>
<td>PD Child Protection</td>
<td>12/31/2020</td>
<td>Not Started</td>
</tr>
</tbody>
</table>
Within a context of limited funding, it is imperative that the Joint Programme further define and work within its strategic niche, drawing on formal programming strategies. As the Programme moves forward and resources remain limited, the Joint Programme will have to make difficult decisions and, in some cases, rebalance its portfolio towards more work on prevention in order to maximize its strategic contributions towards FGM abandonment. The Programme currently lacks a number of formal strategies including partnership strategies, programming strategies to address shifting practices and to support social norms change once partial changes have started to occur (i.e., after public declarations have been passed), and formal advocacy strategy, among others.

<table>
<thead>
<tr>
<th>Recommendation</th>
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<th>Phase</th>
<th>Status</th>
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<tbody>
<tr>
<td>1</td>
<td>Develop a costed plan of action for regional cross-border initiatives between Kenya, Uganda, Tanzania, Ethiopia, and Somalia as part of regional and national accountability mechanisms for monitoring adherence to and implementation of policies that end cross-border FGM.</td>
<td>PD Child Protection</td>
<td>Harriet Akullu</td>
</tr>
<tr>
<td>2</td>
<td>Develop a comprehensive strategy/model for addressing the medicalization of FGM.</td>
<td>PD Child Protection</td>
<td>Mar Jubero</td>
</tr>
<tr>
<td>3</td>
<td>Provide technical support and funding opportunities to countries beyond the African continent.</td>
<td>PD Child Protection</td>
<td>Nankali Maksud</td>
</tr>
<tr>
<td>4</td>
<td>As the Joint Programme more explicitly situates its Phase III work within a gender equality perspective, it will be imperative to clearly demarcate what gender equality work will be within and will be outside of the Programme scope in order to keep its programming strategic while avoiding dilution of the FGM core objective. It will also need to establish in a more explicit manner the interconnected causes and effects between FGM and gender equality and define the Joint Programme strategic placement within this work. The Joint Programme has a comparative strength in promoting gender equality and addressing FGM by supporting the empowerment of girls and women to stand up for themselves and by improving relationships and understanding between women and men at the community level. There are opportunities for the Joint Programme to scale-up its use of community dialogues across programming countries as a strategy to support women in articulating their needs and perspectives and to encourage understanding and improved personal relationships between women and men. While there appears to be a correlation between community dialogues and increased gender equality and reductions in FGM, the Programme currently does not systematically collect data and evidence to demonstrate the effectiveness of this approach. By strategically placing FGM within a gender equality framework, by clearly articulating the Programme’s strategic entry points to address gender equality, and by providing evidence around how its programming supports gender equality, the Programme will be better placed to mobilize additional financial resources from the international community.</td>
<td>PD Child Protection</td>
<td>Nankali Maksud</td>
</tr>
</tbody>
</table>

- **Phase III of the Joint Programme**
  - **Integrated Approach:**
    - **Phase III launch:**
      - Expanding its scope to include four major categories (PD Child Protection, Health, Education, and Gender Equality) with a focus on comprehensive strategies, interventions, and partnerships.
    - **Partnerships:**
      - **Joint Programme:**
        - Working with governments, civil society organizations, and other stakeholders to address FGM.

- **Programme Strategy:**
  - **Main Drivers:**
    - Community dialogues and empowerment.
  - **Key Goals:**
    - **FGM abandonment:**
      - Identification and scaling up of successful strategies.
    - **Gender Equality:**
      - Strengthening partnerships and cooperation.
  - **Strategic Placement:**
    - **Phase III:**
      - **Strategic Focus:**
        - Enhancing gender equality and FGM abandonment.
      - **Strategic Role:**
        - Leading on gender equality, with FGM abandonment as a core objective.

- **Programme Outputs:**
  - **Outputs:**
    - **Country Programs:**
      - Implementing comprehensive strategies.
    - **Regional Programs:**
      - Developing partnerships and collaborations.
  - **Expected Outcomes:**
    - **FGM Reduction:**
      - Monitoring and evaluation of programmatic impact.
    - **Gender Equality:**
      - Strengthening gender equality frameworks.

- **Resource Allocation:**
  - **Financial Resources:**
    - **International Community:**
      - Providing additional resources to support comprehensive strategies.
  - **Human Resources:**
    - **Staff Engagement:**
      - Enhancing staff training and capacity building.
  - **Technical Support:**
    - **Policy Development:**
      - Compliance with global and regional standards.
    - **Research:**
      - Conducting research on effective strategies.

- **Operational Framework:**
  - **Implementation:**
    - **Monitoring and Evaluation:**
      - Regular monitoring of programmatic progress.
    - **Adaptation:**
      - Adjusting strategies based on programmatic outcomes.

- **Governance and Accountability:**
  - **Accountability Mechanisms:**
    - **Country Level:**
      - Strengthening national accountability frameworks.
    - **Regional Level:**
      - Enhancing regional accountability mechanisms.

- **Programme Performance:**
  - **Performance Indicators:**
    - **FGM Reduction:**
      - Monitoring programmatic impact on FGM.
    - **Gender Equality:**
      - Strengthening gender equality frameworks.

- **Programme Impact:**
  - **Long-term Impact:**
    - **Community Engagement:**
      - Encouraging community-led solutions.
    - **Policy Change:**
      - Influencing policy decisions.

- **Programme Sustainability:**
  - **Sustainability Strategies:**
    - **Financial Sustainability:**
      - Developing sustainable funding models.
    - **Technical Sustainability:**
      - Enhancing technical support and capacity building.

- **Programme Evaluation:**
  - **Evaluation Framework:**
    - **Institutional Indicators:**
      - Measuring institutional performance.
    - **Programmatic Indicators:**
      - Assessing programmatic impact.

- **Programme Outcomes:**
  - **Outcomes:**
    - **FGM Reduction:**
      - Monitoring programmatic impact on FGM.
    - **Gender Equality:**
      - Strengthening gender equality frameworks.

- **Programme Outputs:**
  - **Outputs:**
    - **Country Programs:**
      - Implementing comprehensive strategies.
    - **Regional Programs:**
      - Developing partnerships and collaborations.
  - **Expected Outcomes:**
    - **FGM Reduction:**
      - Monitoring and evaluation of programmatic impact.
    - **Gender Equality:**
      - Strengthening gender equality frameworks.

- **Programme Management:**
  - **Management Practices:**
    - **Team Building:**
      - Enhancing team collaboration.
    - **Communication:**
      - Enhancing communication strategies.

- **Programme Reporting:**
  - **Reporting Mechanisms:**
    - **Country Reports:**
      - Developing comprehensive reporting frameworks.
    - **Regional Reports:**
      - Enhancing regional reporting mechanisms.

- **Programme Learning:**
  - **Learning Culture:**
    - **Data-Driven Decisions:**
      - Enhancing data-driven decision-making.
    - **Programmatic Learning:**
      - Enhancing programmatic learning.

- **Programme Impact:**
  - **Impact Assessment:**
    - **FGM Reduction:**
      - Monitoring programmatic impact on FGM.
    - **Gender Equality:**
      - Strengthening gender equality frameworks.

- **Programme Sustainability:**
  - **Sustainability Strategies:**
    - **Financial Sustainability:**
      - Developing sustainable funding models.
    - **Technical Sustainability:**
      - Enhancing technical support and capacity building.

- **Programme Evaluation:**
  - **Evaluation Framework:**
    - **Institutional Indicators:**
      - Measuring institutional performance.
    - **Programmatic Indicators:**
      - Assessing programmatic impact.

- **Programme Outcomes:**
  - **Outcomes:**
    - **FGM Reduction:**
      - Monitoring programmatic impact on FGM.
    - **Gender Equality:**
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      - Enhancing data-driven decision-making.
    - **Programmatic Learning:**
      - Enhancing programmatic learning.

A draft document is currently under review.
The effectiveness of the Joint Programme behaviour change messaging targeted at practicing individuals and communities is an important contributing factor towards overall FGM abandonment. So far, messaging has been done outside of a formal communications strategy and has not effectively channelled activities and outputs into effective outcome level results. FGM messaging overall has lacked focus, is not always evidence based, requires amplification and scale-up, and its behaviour change messaging has not yet harnessed the potential of C4D. The current international donor climate is one that is interested in supporting gender equality and gender transformation. However, it is also a climate that often experiences thematic fatigue (where donors can lose interest in funding a thematic issue over a long period of time). As the Joint Programme enters its third phase, it will be essential for the Programme to explicitly identify and communicate to the international community how support for eliminating FGM contributes to improved gender equality and to clearly articulate the entry points it plans to use to contribute towards gender transformation. Placing FGM more explicitly and intentionally within a gender equality thematic framework will likely provide the Programme with increased resource mobilization opportunities.

<table>
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<th>Due Date</th>
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</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Leveraging existing UNICEF C4D capacity development for the JP purposes: Include in the programme guidance innovative communication to amplifying and expanding the reach of the Joint Programme messages to end female genital mutilations including using social media, engaging with young people within a gender equality framework (see recommendation 4)</td>
<td>PD Child Protection; C4D</td>
<td>12/31/2021</td>
<td>Underway</td>
</tr>
<tr>
<td>2</td>
<td>Implement a technical assistance plan to support country offices in implementing C4D strategies</td>
<td>PD Child Protection; C4D</td>
<td>12/31/2021</td>
<td>Not Started</td>
</tr>
<tr>
<td>3</td>
<td>Setting up a global committee to provide guidance on the use of different tools to plan, programme and measure social norm and behaviour change</td>
<td>PD Child Protection</td>
<td>12/31/2020</td>
<td>Underway</td>
</tr>
<tr>
<td>4</td>
<td>Test and roll out the C4D global programme guidance including UNICEF’s “Everybody wants to belong: A Practical Guide to Tackling and Leveraging Social Norms in Behaviour Change Programming”, Communication-for-Behavioural Impact (COMBI), the ACT social norms measurement framework currently being developed by the Joint Programme, and the cross-regional measurement tool (Measuring social &amp; behaviour drivers of child protection issues)</td>
<td>PD Child Protection</td>
<td>12/31/2020</td>
<td>Underway</td>
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</tbody>
</table>
The evaluation has found that both the joint nature (bringing together UNFPA and UNICEF,) as well as the Programme reach from the global headquarters level to the subnational community level are key strengths of the Joint Programme. However, the expected synergies between organizations as well as the roles and responsibilities of both organizations and across organizational levels have not yet been clearly defined. This lack of clarity has contributed towards some organizational inefficiencies, including those caused by inefficient communications procedures across the different levels of the Joint Programme. In the context of UN Reform where more attention will be placed on joint programming, efforts to strengthen coordination and “jointness” will be not only worthwhile to the Programme but to inform learning within the UN system.

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<tr>
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<th>Activity</th>
<th>Implementor</th>
<th>Start Date</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Document and share experiences and lessons learned on working together at all levels.</td>
<td>PD Child Protection Nankali Maksud</td>
<td>12/31/2020</td>
<td>Underway</td>
</tr>
<tr>
<td>2</td>
<td>Finalize the standard operational procedures (SOP) to clearly define roles and responsibilities for work at different levels (global, regional, and national) of the Joint Programme.</td>
<td>PD Child Protection Harriet Akullu</td>
<td>12/31/2020</td>
<td>Not Started</td>
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</table>

The context of social norms change is characterized by challenging and gradual achievements; a scenario that contrasts with expectations around FGM abandonment and the limitations of short-term funding cycles. These high expectations are both the cause and result of an advocacy-oriented programme with overly ambitious results targets that focus primarily on ultimate goals as opposed to significant intermediate achievements commensurate to the interventions. Expectations beyond the reasonable scope of the Joint Programme risk the incomplete capturing of important results along the path towards full abandonment. If funding cycles and results markers are not adapted to adequately reflect the long-term nature of social norms programming, the Joint Programme may miss out on important opportunities to contribute towards long-term behaviour change and advancements towards total FGM abandonment. Effectively capturing important achievements within a long-term social norm change process can be highly instrumental in raising momentum around FGM abandonment.

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<th>Start Date</th>
<th>Status</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Refine the Phase III Results Framework to better articulate intermediate change towards FGM abandonment.</td>
<td>PD Child Protection Joseph Mabirizi</td>
<td>12/31/2019</td>
<td>Completed</td>
</tr>
<tr>
<td>2</td>
<td>Introduce qualitative monitoring approaches that can effectively measure intermediate progress towards FGM abandonment.</td>
<td>PD Child Protection Joseph Mabirizi</td>
<td>12/31/2020</td>
<td>Underway</td>
</tr>
</tbody>
</table>
The Joint Programme intentional systems strengthening approach to support national governments and civil society in their response to FGM promotes long-term change and sustainable results and should be further invested in moving forward. However, the Programme does not have a formal multi-sectoral approach to support governments with operationalization. This is particularly apparent for the implementation of anti FGM legislation. Additionally, the Joint Programme currently does not have a plan for what will take place upon completion of Phase III, which places the sustainability of results at risk. After such significant investment in FGM programming, the Joint Programme has a responsibility to ensure that results achieved will be carried forward at the end of Phase III and that systems and processes are in place to promote sustainability. This planning requires time and resources and should begin right away.

Partially agree

At the country level, the Joint Programme is designed to work with governments to set up systems and support action plans as a way to promote national ownership. The Joint Programme’s sustainability strategy supports multi-sectoral national and subnational action plans. The Joint Programme has been supporting sustainable systems-strengthening through various strategies at different levels: (1) At the grassroots level, the Joint Programme is implementing community-based interventions with community and religious leaders. (2) The Joint Programme supports the mainstreaming of FGM in the health, education and legal system through the development of curricula for pre- and in-service training for service providers, and the development of guidance, protocols and tools for the management of FGM, and (3) The Joint Programme also supports the development and implementation of legal and policy frameworks for FGM abandonment. A multi-sectoral action plan to support governments with the operationalization of legal frameworks is already embedded and negotiated at the country level with respective governments. A separate plan is not required. The Joint Programme has and will continue to advocate for domestic resources dedicated to addressing FGM as a way to support national ownership and sustainability of programme interventions.

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<th>Country Offices</th>
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<tbody>
<tr>
<td>1</td>
<td>Continue efforts to integrate FGM in pre- and in-service training curricula for health, education and legal professionals and follow up its implementation</td>
<td>Mar Jubero</td>
<td>12/31/2021</td>
<td>Not Started</td>
</tr>
<tr>
<td>2</td>
<td>Mainstream FGM into national development plans including health and education programmes.</td>
<td>Mar Jubero</td>
<td>12/31/2021</td>
<td>Not Started</td>
</tr>
</tbody>
</table>