

Management Response to the Joint Evaluation of the Joint Programme on FGM						
Evaluation Report Issue Date	Evaluation report tag [choose 1 from the list below]: 1. Country Programme Evaluation (CPE) 2. Regional Programme Evaluation (RPE) 3. Programme Level Evaluation (non CPE or RPE evaluations) 4. DAO (Delivering as One) Evaluation 5. UNDAF Evaluation 6. Humanitarian Evaluation 7. Meta-Evaluation 8. Evaluation Approach Paper 9. Evaluability Assessment	Additional attributes	Responsible UNFPA Business Unit (unit to be most directly involved in the implementation)	Head of Responsible Business Unit Final approver	Responsible Unit Managing/Coordinating Focal Point	Date of submission
05/06/2019	Programme Level Evaluation	Joint Evaluation (UNFPA-UNICEF)	Technical Division UNFPA	Benoit Kalasa	Nafissatou J. Diop, nandiop@unfpa.org	06/27/2019

EVALUATION RECOMMENDATION(S) AND PROPOSED ACTION POINT(S) [List all recommendations below as they appear in the Evaluation Report]					
Recommendation No. 1	1. Continued engagement by UNFPA and UNICEF is essential to further sustain the existing positive momentum for change at global, regional and country levels towards FGM abandonment within a long-term vision, given that actual behavior change may take one or two generations.		Priority: High (immediate attention)		
	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.				
Management Response to Recommendation acceptance status [Accepted/Partially Accepted/Rejected]		Accepted			
If recommendation is partially accepted or rejected, provide reasons:					
If recommendation is accepted or partially accepted, list, below, action(s) that will logically lead to its implementation, ideally within a year of the date recommendation was issued					
Action point title	Action point text	Due date (MM/DD/YYYY)	Lead implementing unit [specify one per action point only]	Lead implementing and reporting staff Owner [specify one per action point only]	Additional units involved in implementation (if any)

1.1. Maintain focus, visibility and long-term investments for the elimination of FGM as a priority within the global development agenda	Continue to advocate for the elimination of FGM seizing on the following strategic opportunities: <ul style="list-style-type: none"> <li>• 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</li> <li>• Regional level – African Union (AU) and Regional Economic Communities (RECS)</li> <li>• Country level - Donor field visits</li> </ul>	12/31/2021	Senior Management of UNFPA and UNICEF	Technical Division Director, UNFPA Programme Division Director, UNICEF	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
	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).	12/31/2021	Senior Management of UNFPA and UNICEF	Technical Division Director, UNFPA Programme Division Director, UNICEF	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
<b>Recommendation No. 2</b>	<p><b>2. The Joint Programme is recommended to enhance learning to contribute towards reducing evidence gaps in key areas pertaining to FGM. Given the scope and complexity of the work, the Joint Programme is encouraged to explore innovative research solutions through the establishment and/or institutionalization of existing strategic partnerships. As a recognized global leader with strong grassroots support, the Joint Programme is well placed to take a leadership role in advancing this agenda.</b></p> <p>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.</p>	<b>Priority: Medium (before the end of Phase III)</b>			
<b>Management Response to Recommendation acceptance status</b> [Accepted/Partially Accepted/Rejected]	<b>Partially accepted</b>				
<i>If recommendation is partially accepted or rejected, provide reasons:</i>	<p>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.</p> <p>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”.</p>				

		The Joint Programme is conducting continuous in-depth analyses with Population & Development Branch (UNFPA) and Data & Analytics (UNICEF) to provide evidence that support FGM programming. The Joint Programme is also developing a measurement framework for social norms change that will be used to produce data for the monitoring of FGM interventions.			
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2.1. Partnerships with research institutes at the country, regional and global level are cultivated for increased generation of new evidence on FGM	Develop a research strategy for Phase III of the Joint Programme.	12/31/2020	FGM JP Coordination (UNFPA-UNICEF)	Technical Division Director, UNFPA Programme Division Director, UNICEF	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
	Ensure evidence is generated through research and monitoring and evaluation activities under the Joint Programme ( <i>see Recommendation No. 7</i> ).	12/31/2021	Countries Offices (UNFPA-UNICEF)	Country Representatives (UNFPA and UNICEF)	
	Provide support to national governments on FGM data collection and analysis including administrative data and nationally representative surveys.	12/31/2021	Countries Offices (UNFPA-UNICEF)	Country Representatives (UNFPA and UNICEF)	
2.2 Strengthen the Knowledge Hub on FGM and make it accessible to Joint Programme participants and the FGM community	Establish a document repository on FGM by building on the “Data for All” platform to collate information gathered at country, regional and global levels.	12/31/2020	FGM JP Coordination (UNFPA-UNICEF)	FGM JP Coordinator	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
	Ensure the community of practice is operational including the sharing of research findings and the participation of Joint Programme partners.	12/31/2020	FGM JP Coordination (UNFPA-UNICEF)	FGM JP Coordinator	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
<b>Recommendation No. 3</b>	<b>3. The Joint Programme should further refine its strategic focus, drawing on its comparative strengths. The development of specific programming strategies will be needed to maximize the Programme contributions towards FGM abandonment.</b>		<b>Priority: High (by the end of year 2, Phase III)</b>		
	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.				
<b>Management Response to Recommendation acceptance status</b> [Accepted/Partially Accepted/Rejected]		<b>Partially accepted</b>			

<p><i>If recommendation is partially accepted or rejected, provide reasons:</i></p>		<p>The Joint Programme conducted a strategic review of its approach and interventions in designing Phase III including a consultative process that involved staff at all levels and partners (i.e., governments and civil society organizations), as well as a literature review documenting promising and good practices in FGM policies and programmes.</p> <p>Key interventions supporting the elimination of FGM are implemented at the country level. The Joint Programme launched Phase III with a process of contextualization. In each country, the process focused on strategic programming through assessments, the development of a context-based Theory of Change (TOC), and the alignment of the global Results Framework with each country's specific priorities for FGM abandonment. The result of the process was a deeper understanding of the main drivers of the practice in each context which in turn maximizes Joint Programme contributions towards FGM abandonment. This process included a partnership assessment.</p>			
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3.1. Programme strategy to address shifting practices in FGM	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.	12/31/2020	FGM JP Coordination (UNFPA-UNICEF)	Technical Division Director, UNFPA Programme Division Director, UNICEF	Country Offices Kenya, Uganda, Tanzania, Ethiopia, and Somalia (UNFPA-UNICEF)
	Develop a comprehensive strategy/model for addressing the medicalization of FGM.	12/31/2020	FGM JP Coordination (UNFPA)	FGM JP Coordinator	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
3.2 Support countries with high FGM prevalence rates beyond Africa	Provide technical support and funding opportunities to countries beyond the African continent.	12/31/2021	FGM JP Coordination (UNFPA-UNICEF)	FGM JP Coordinator	
<b>Recommendation No. 4</b>	<p><b>4. The Joint Programme should clearly define its strategic placement within a gender equality framework, drawing on its comparative advantages. This would entail establishing clearly marked boundaries and strategic entry points.</b></p>		<p><b>Priority: High (by the end of year 2, Phase III)</b></p>		
	<p>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.</p> <p>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</p>				

	Programme 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.				
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<i>If recommendation is partially accepted or rejected, provide reasons:</i>	The Joint Programme's Phase III proposal integrated gender equality more explicitly in its global TOC and Results Framework. Gender equality has been mainstreamed in all the pillars of Phase III's TOC. The Results Framework was designed to capture more results on girls' and women's empowerment, men and boys' engagement, and parity in recruitment and partnership.				
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4.1 Better articulate drivers of FGM and response to its elimination within the gender equality agenda	Develop a programme guidance document that integrate among others how gender equality issues can be mainstreamed into countries interventions targeting female genital mutilation abandonment	12/31/2019	FGM JP Coordination (UNFPA-UNICEF)	Technical Division Director, UNFPA Programme Division Director, UNICEF	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
	Refine the Results Framework of the Phase III to include intermediate progress markers including for those contributing to the gender equality agenda and disseminate it (see Recommendation No. 7)	12/31/2019	FGM JP Coordination (UNFPA-UNICEF)	Technical Division Director, UNFPA Programme Division Director, UNICEF	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
<b>Recommendation No. 5</b>	<b>5. The Joint Programme should develop a formal Communications Strategy that intentionally places behavior change messaging targeted at practicing individuals and communities within a Communication for Development (C4D) framework. Advocacy messaging should be more explicitly framed within a gender equality narrative.</b>		<b>Priority: Medium (before the end of Phase III)</b>		
	<p>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 channeled 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.</p> <p>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.</p>				

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<i>If recommendation is partially accepted or rejected, provide reasons:</i>		<p>The Joint Programme's approach to communication does not necessarily replace basic communication functions associated with information dissemination, but rather broadens its boundaries to include more interactive ways of communicating. Diffusion, amplification, and resonance, as interrelated and mutually reinforcing communication processes, are utilized to catalyze changes in social norms by provoking interpersonal and public dialogue.</p> <p>The Joint Programme does not suggest introducing an overarching communications strategy since country offices already have communication strategies based on the C4D approach that are broader than FGM. In other words, we do not suggest having a communications strategy that is issue-based. C4D capacities are already being leveraged within UNICEF. More concrete guidance will be provided in the programme guidance document that will be developed at the global level.</p> <p>The Joint programme will continue using the C4D approach to social and behavior change communication, and prioritizing the engagement of youth in communications interventions, with a more explicit gender equality narrative. Social media and amplification will continue to be key in Phase III (already included in the Results Framework).</p>			
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5.1. Frame advocacy messaging within a gender equality narrative and engage youth, exploiting the potential of social media	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)	12/31/2021	UNICEF CP HQ	Chief CP UNICEF	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
	Implement a technical assistance plan to support country offices in implementing C4D strategies	12/31/2021	UNICEF C4D HQ	Chief C4D UNICEF	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
	Setting up a global committee to provide guidance on the use of different tools to plan, programme and measure social norm and behaviour change	12/31/2020	UNICEF C4D HQ	Chief C4D UNICEF	Regional Offices (UNFPA-) Country Offices (UNFPA-UNICEF)
	Test and roll out the C4D global programme guidance including UNICEF's "Everybody wants to belong: A Practical Guide to Tackling and	12/31/2020	UNICEF C4D HQ UNFPA ASRO	Chief C4D	Regional Offices (UNFPA-UNICEF)

	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 & behaviour drivers of child protection issues)			Regional Advisor on Gender and Human Rights UNICEF	Country Offices (UNFPA-UNICEF)
<b>Recommendation No. 6</b>	<b>6. To further strengthen horizontal synergies between the two partner organizations and virtual synergies across different levels (global, regional, and national), the Joint Programme should develop an internal policy to articulate where synergies are expected between both organizations and to clearly define roles and responsibilities and information flows between the different levels of the Joint Programme.</b>	<b>Priority: Medium (before the end of phase III)</b>			
	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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6.1 Articulate the Joint Programme’s work based on the comparative advantage of each agency, and define roles and responsibilities between the two agencies at all levels	Document and share experiences and lessons learned on working together at all levels.	12/31/2020	FGM JP Coordination (UNFPA-UNICEF)	FGM JP Coordinator	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
	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.	12/31/2020	FGM JP Coordination (UNFPA-UNICEF)	FGM JP Coordinator	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
<b>Recommendation No. 7</b>	<b>7. The Joint Programme should place, in the current cycle, a stronger focus on using results targets and indicators that</b>	<b>Priority: High (immediate attention)</b>			

	<b>capture important intermediate progress towards full FGM abandonment.</b>				
	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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7.1 Refine intermediate progress markers towards FGM abandonment	Refine the Phase III Results Framework to better articulate intermediate change towards FGM abandonment.	12/31/2019	FGM JP Coordination (UNFPA-UNICEF)	FGM JP Coordinator	Regional Offices (UNFPA-UNICEF) Country Offices (UNFPA-UNICEF)
	Introduce qualitative monitoring approaches that can effectively measure intermediate progress towards FGM abandonment.	12/31/2020	Country Offices (UNFPA-UNICEF)	Country Representatives (UNFPA-UNICEF)	FGM JP Coordination (UNFPA-UNICEF) Regional Offices (UNFPA-UNICEF)
<b>Recommendation No. 8</b>	<b>8. The Joint Programme should continue to use a systems-strengthening approach to encourage long-term change and national ownership, focusing on effective law enforcement, service provision, educational awareness and data collection. In the current cycle, this should include the development of a multi-sectoral action plan to support governments with operationalization (and the implementation of legal frameworks) and should include a plan for how to promote sustainability beyond Phase III.</b>		<b>Priority: Medium (before the end of Phase III)</b>		
	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.				



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<i>If recommendation is partially accepted or rejected, provide reasons:</i>		<p>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.</p> <p>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.</p>			
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8.1 Ensure national ownership and sustainability	Continue efforts to integrate FGM in pre- and in-service training curricula for health, education and legal professionals and follow up its implementation	12/31/2021	Country Offices (UNFPA-UNICEF)	Country Representatives (UNFPA-UNICEF)	
	Mainstream FGM into national development plans including health and education programmes.	12/31/2021	Country Offices (UNFPA-UNICEF)	Country Representatives (UNFPA-UNICEF)	