

**Funding Proposal  
UNFPA-UNICEF  
Joint Programme  
FOR A PHASE II**

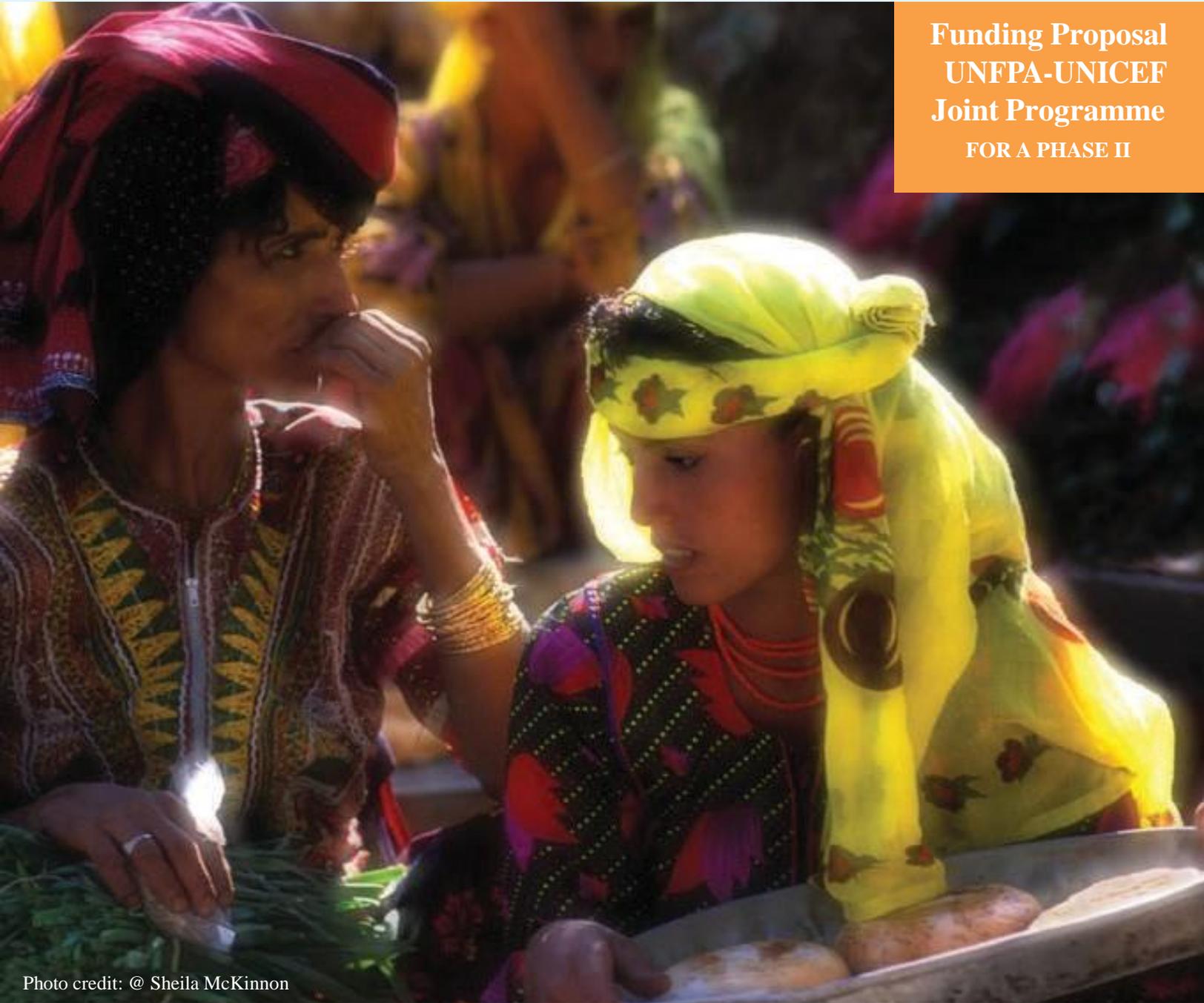


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**ABANDONMENT OF  
FEMALE GENITAL MUTILATION/CUTTING:  
*Accelerating change***

January 2014. Updated in April 2016





**UNFPA-UNICEF**  
**Joint Programme on the Abandonment of**  
**Female Genital Mutilation/Cutting:**  
**Accelerating Change**

**Funding Proposal for a Phase II**  
**January 2014 – December 2017**

**1. Title**

UNFPA-UNICEF Joint Programme on the Abandonment of Female Genital Mutilation/Cutting: Accelerating Change.

**2. Duration**

January 2014 - December 2017 (representing Phase II of programme that began in 2008).

**3. Fund Management Option**

Pass Through (UNFPA is Administrative Agent).

**4. Estimated Budget**

Total: US \$ 94.9 million.

**5. Contribution to the Global Goal of Eliminating FGM/C**

The programme seeks to contribute to the overall goal as set by the Interagency Statement on Eliminating Female Genital Mutilation/Cutting<sup>1</sup> and reaffirmed by the 2012 United Nations General Assembly Resolution A/RES/67/146<sup>2</sup> to support governments, communities, and the girls and women concerned towards the abandonment of Female Genital Mutilation/Cutting. With the adoption of the Sustainable Development Goals in September 2015, the programme directly contributes to the achievement of Goal 5, related to gender equality, which calls for eliminating harmful practices, including child marriage and female genital mutilation (target 5.3).

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1 <http://www.who.int/reproductivehealth/publications/fgm/9789241596442/en/>

2 [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/67/146](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/67/146)

## **6. Objective**

The specific objective, revised from Phase I based on the availability of stronger evidence, is to contribute to the acceleration of the total abandonment of Female Genital Mutilation/Cutting in the next generation (i.e. next 20 years) through a 40% decrease in prevalence among girls 0-14 years<sup>3</sup> in at least 5 countries<sup>4</sup> and at least one country declaring total abandonment by the end of 2017.

## **7. Expected Outcomes**

The Joint Programme is structured around three outcomes:

- Programme countries enact legal and policy frameworks for eliminating FGM/C which are appropriately resourced and implemented (in line with AU and UN Resolutions);
- Service providers provide timely, appropriate and quality services to girls and women at risk or having experienced FGM/C in select districts in programme countries;
- A majority of individuals, families and communities in programme areas accept the norm of keeping girls intact

## **8. Partnerships**

Beyond the inherent partnership between UNFPA and UNICEF, the programme will ensure collaboration with Governments at both national and sub-national level, other UN Agencies, with particular focus on the World Health Organization and UN Women, as well as with UN Country Teams, donors and grant-making foundations, academic institutions and specialized consulting organizations, International and National NGOs, community-based organizations, religious communities and faith-based organizations, and the media.

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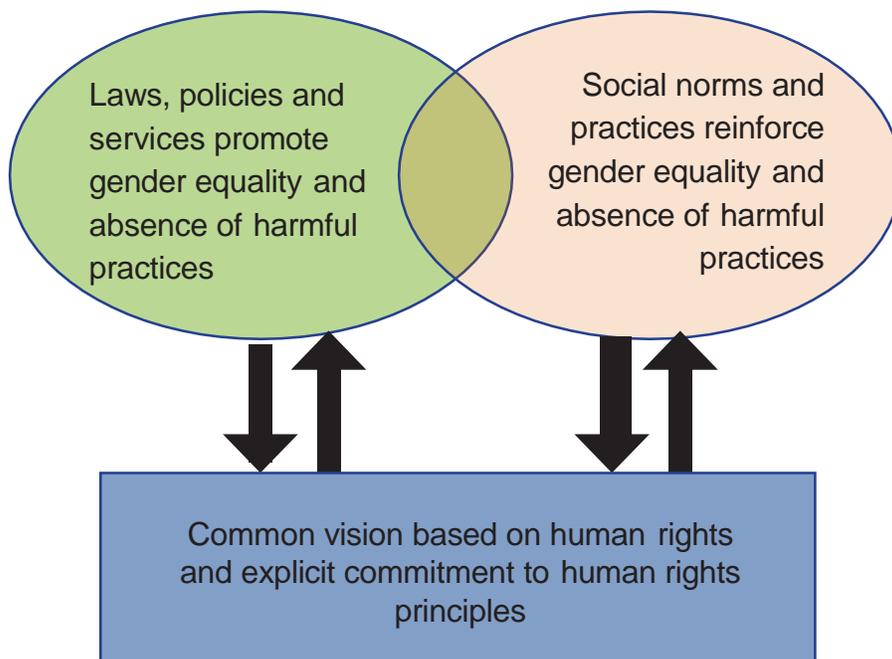
<sup>3</sup>This will contribute to the global goal set out in the United Nations Joint Statement (2008) and recalled in the UNGA resolution (2012) to eliminate FGM/C in the next generation. Given the time lag in data collection and the characteristics of the practice, it is unlikely that this reduction in prevalence will appear in the data before the 2015-2020 rounds of Demographic and Health Surveys and Multiple Indicator Clusters Surveys.

<sup>4</sup>These correspond to 5 of the 7 countries where an acceleration is deemed probable.

## BACKGROUND AND RATIONALE

### Introduction/Vision

The vision pursued by the programme is at the heart of the mandate of both UNFPA and UNICEF and consists of promoting a world guided by a consensus on human rights principles. In such a world governments, through laws, policies and services, promote these principles which include gender equality and, when applied, ensure the absence of harmful practices. Simultaneously, social rules held in place by social rewards and punishments also serve to perpetuate adherence to human rights principles including gender equality. In doing so, they reinforce behaviours and practices that ensure the absence of harmful practices based on gender such as FGM/C. This is shown in Figure 1 below.



Consistent with this vision, the Joint Programme pursues a culturally sensitive human rights-based approach that promotes positive institutional and social change. Yet, within countries, regionally and globally sets of interventions vary across contexts. This is because contexts vary according to the degree of social and institutional support for the abandonment of FGM/C and other harmful practices as well as other socio-economic factors such as the degree of empowerment of girls and women.

### Taking Stock of Phase I

In 2007, UNFPA and UNICEF launched a Joint Programme to be implemented in a selected number of countries using a human rights-based and culturally sensitive approach to affect change of the social and cultural norms that hold the practice of female genital mutilation/cutting in place. The design

of the Joint Programme has been informed by 25 years of programming experience, global advocacy and research. Throughout Phase I from 2008-2013, the comprehensive approach to the accelerated elimination of FGM/C at national level was further reined through collaboration with Government, civil society organizations and academic institutions.

The conclusions of the Joint UNFPA-UNICEF Evaluation<sup>5</sup>, completed in 2013 with the support of an external specialized institution, noted that:

- The Joint Programme has been relevant in view of existing national and international commitments to abandoning FGM/C of national governments in the programming countries. Its objectives have been, to varying degrees, aligned with the country programmes of UNFPA and UNICEF, and with the priorities of other development partners;
- The design of the Joint Programme showed significant strengths, including its emphasis on pursuing a holistic and culturally sensitive approach to addressing FGM/C, and its emphasis on addressing global, national, and local levels simultaneously. At the same time UNICEF and UNFPA faced some challenges in operationalizing this design, especially in relation to the envisaged regional dimension. The horizontal issues of human rights, gender equality, cultural sensitivity, and equity, while reflected in the design and implementation of the Joint Programme, were less apparent in its monitoring and reporting tools and products;
- Available evidence supports several of the key assumptions shaping the underlying theory of change of the Joint Programme, but also highlights a remaining knowledge and evidence gap as regards the assumed transition from changes in FGM/C-related social norms to visible changes in individual and collective behaviours and, eventually, changes in FGM/C prevalence;
- Evaluation findings on Joint Programme contributions to results are, overall, positive. Varying degrees of progress have been made towards all ten outputs formulated in its logical framework, and contributions towards the formulated outcomes were observed. These achievements corresponded to short-, medium- and longer-term changes outlined in the Joint Programme theory of change;
- In all programming countries the Joint Programme made contributions to reinforcing the respective national environment for FGM/C abandonment, and to strengthening local-level commitment to end the practice. Emerging results include strengthened legal and policy frameworks at national and sub-national levels; changes in the awareness and knowledge of FGM/C of national actors and community members; increase in the commitment of community leaders and members to FGM/C abandonment; changes in the public discourse on FGM/C; as well as (anecdotally evidenced) changes in individual behaviours.

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3 Documents from the evaluation are available from: <http://www.unfpa.org/public/home/about/Evaluation/EBIER/TE/pid/10103> and [http://www.unicef.org/evaluation/index\\_69673.html](http://www.unicef.org/evaluation/index_69673.html)

Major and visible achievements of the Joint Programme have been that national policy and legislation on FGM/C has extended to cover 12 of the 15 countries, with more in-depth national policies, strategies and programmes leading to a better coordination of multisectoral interventions by governments and to a rationalization of resources. Services are strengthened to offer prevention of FGM/C, protection, care and justice to victims. Global and regional advocacy work has served to amplify efforts by governments and civil society organizations to position the issue of FGM/C high on the international agenda, leading to the adoption by consensus of the United Nations General Assembly Resolution 67/146 in December 2012. Civil society organizations have been engaged and strengthened to implement community led interventions which led to about 10,000 communities representing about 8 million people publicly declaring the abandonment of FGM/C following education and dialogue sessions.

In terms of the financial and management aspects of the programme, the Joint Evaluation found that:

- The available financial and human resources were adequate given the envisaged catalytic nature of the Joint Programme, but insufficient given the needs and related expectations of its partners, and the absorptive capacity of the programming countries;
- The Joint Programme made successful efforts to use available human and financial resources efficiently and strategically. In doing so it was, however, limited by the unpredictability of annual funding levels, and the effects on the annual planning, reviewing, budgeting and reporting.

## **The Current Context**

The Joint Programme is in a landscape that is significantly different from the one in 2007 when it was first launched. In 2007, FGM/C was underrepresented in international circles and only a few examples of large-scale commitments to ending the practice could be identified. In the intervening years, a collection of forces have brought international agreement and programmatic clarity to the efforts to eliminate FGM/C:

- A political process led to widespread agreement on the need to intensify efforts toward the elimination of the practice as evidenced in a 2010 UN Commission on the Status of Women Resolution followed by two Secretary-General's reports, a 2011 African Union Resolution, a 2012 European Union Resolution, UN General Assembly Resolutions in 2012 and 2014, a Human Rights Council Resolution in 2014 and culminating in FGM included in the Sustainable Development Goals under SDG 5 target 5.3 '*eliminate all harmful practices, such as child, early and forced marriage and female genital mutilations*';
- The UNGA Resolutions call for a common coordinated approach that promotes positive social change at the community, national, regional and international levels and, in line with this, also calls for the international community to strongly support, including through increased financial support, a second phase of the UNFPA-UNICEF Joint Programme;
- In 2013, preventing and responding to violence against women and girls was the focus of the 57th Commission on the Status of Women, further drawing attention to actions to end both

FGM/C and child marriage in the agreed conclusions;

- National political commitments have increased with 12 new laws on FGM/C being passed in the past 5 years and 19 countries adopting national plans and strategies to eliminate the practice;
- The Joint Programme's comprehensive programme approach jointly implemented by two UN agencies has now been experimented in 17 countries with ample programmatic documentation and an external joint final evaluation;
- Programme monitoring and experiences indicate that where they co-exist, FGM/C and child marriage can be addressed simultaneously at the community level and in discussions about gender inequality. This has stimulated discussion at global level about the potential of addressing them both under the same programmatic umbrella;
- A greater shared understanding now exists of the social dynamics that contribute to the perpetuation of FGM/C and related harmful practices rooted in gender inequality, in particular child marriage, and of corresponding strategies to disrupt these dynamics through collective strategies that target the underlying social norms;
- Increasing availability and greater in-depth analysis of national data from household surveys on the prevalence and attitudes toward FGM/C over time has provided knowledge and additional insights, thereby serving to inform policies and programmes aimed at the elimination of the practice.

In July 2013, UNICEF released *Female Genital Mutilation and Cutting: A statistical overview and an exploration of the dynamics of change*<sup>6</sup> in which data from over 70 nationally representative household surveys undertaken in the 29 countries where FGM/C is concentrated were analyzed to examine prevalence and attitudes as well as other characteristics surrounding the practice and trends over the past 20 years. The data indicate that the main reason for women to continue practicing FGM/C on their daughters is that it is perceived to be a social obligation, intertwined with tradition and religion. The analysis also indicates that the practice is changing. In many countries prevalence has decreased and across the majority of countries, including some of the high prevalence countries, the majority of the population wants the practice to end and support for FGM/C is declining. The major programmatic insights deriving from the analysis of the data are consistent with the experience of the

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