

Joint Evaluation of the GoK/UNFPA/UNICEF Joint Programme on Female Genital Mutilation: Accelerating Change

Kenya Pilot Case Study: Presentation of the Preliminary Results

Debriefing Meeting with the National Reference Group

Nairobi, November 23, 2012

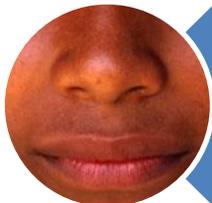
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UNFPA DOS Evaluation Branch & UNICEF Evaluation Office

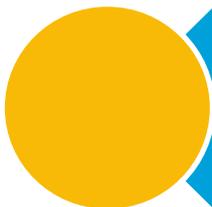
Purpose of the Meeting

- 1. Provide a brief overview of data collection process during the site visit**
- 2. Share preliminary observations/findings deriving from the Kenya country site visit**
- 3. Elicit National ERG members' feedback and suggestions, and discuss any open questions**
- 4. Discuss next steps**

Purpose of the evaluation



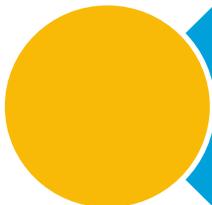
Assess the extent to which and under what circumstances (country context) the joint programme has accelerated the abandonment of FGM/C in programme countries over the last five years (2008-2012).



Ensure accountability

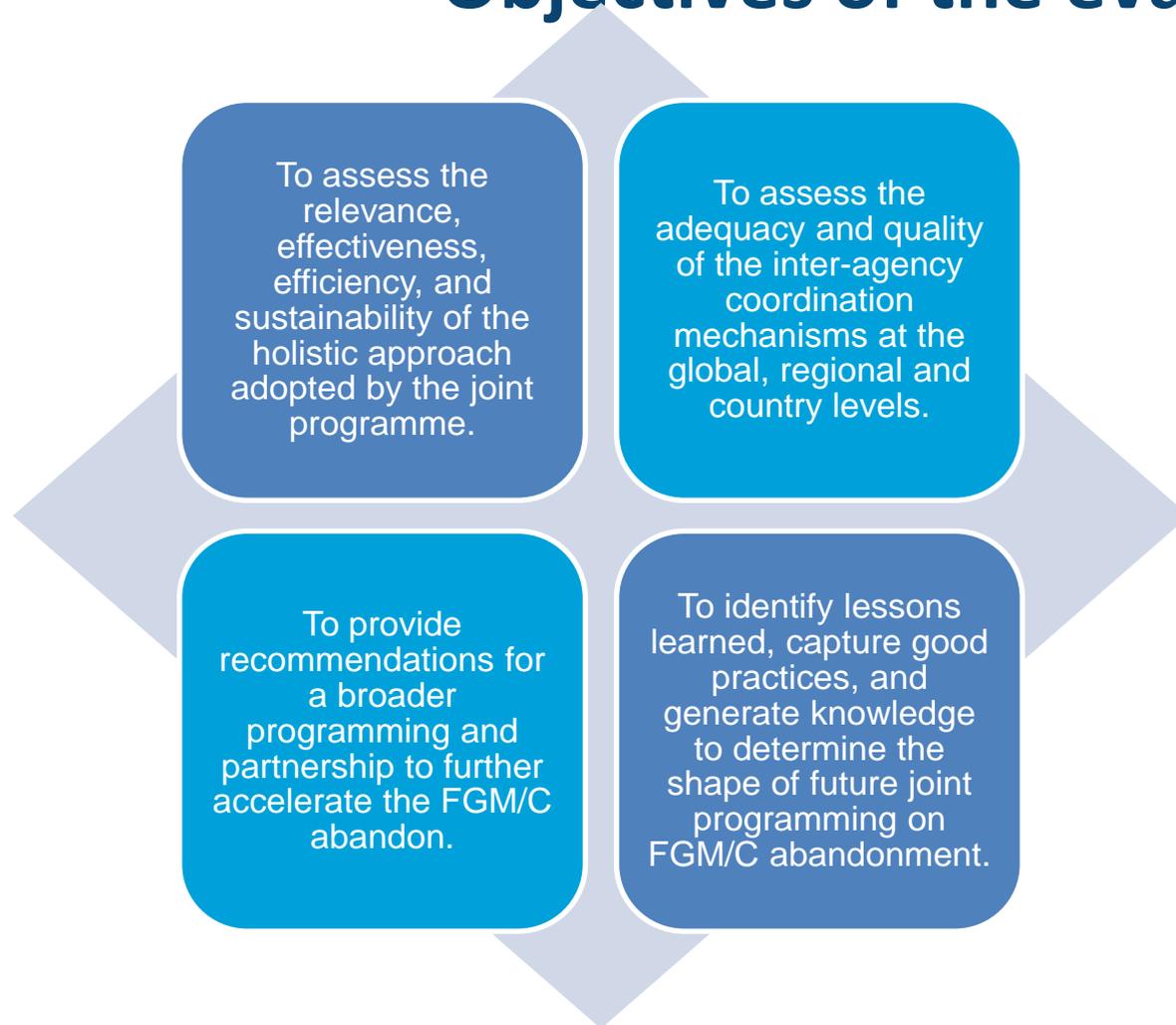


A useful learning exercise



Provide UNICEF and UNFPA with insights into the successes and challenges in conducting joint programming and delivering jointly.

Objectives of the evaluation



Data Collection

- **Methods of data collection: individual and small group interviews, group discussions**
- **In: Nairobi, Meru, Kongoni, Nakuru, Marigat, Mt. Elgon**
- **Limitations:** UNFPA Representative left recently; Some stakeholders unavailable (donors), Security situation in North prevented travel
- **Positive:** Support from UNFPA and UNICEF staff; Supportive and open stakeholders; Exchange with UNICEF/UNFPA Somalia

Number of People Interviewed

Institutions	Number of People Interviewed
UNFPA/UNICEF	12
Central Government	4
District	4
UN agencies/Development Partners	4
Civil Society Organisations/Faith base organizations	24
Final Beneficiaries (focus group discussions)	178
Total	226

Group Discussions
Girls
Women
Elders
Young men (Morans)
Teachers
FGM-C network

Preliminary Observations

In relation to the main evaluation questions

Relevance in view of national priorities and needs & international commitments

- The Joint Programme has been **highly relevant** in view of national priorities and identified needs
 - Kenya Constitution; Vision 2030, Medium Term Plan
 - Obligations e.g. under CEDAW
 - Findings & recommendations of 2007 Situation Analysis
- At community level, FGM/C approaches frequently **tailored** to the respective contexts
- Aligned with and integrated in UNICEF's and UNFPA's **country programmes**
- Aligned with **UNDAF & Joint GE and WE Programming**
- Added value through partnership between UNICEF/UNFPA

Programme Design

- **Strategic and catalytic:** Focus on supporting and strengthening existing efforts of national partners
- **Holistic:** Addressing national, community, and (to some extent) regional levels
- **Human Rights Based and Culturally Sensitive**
- Approaches FGM/C as a **Social Convention/Norm**
 - Facilitate national/local ownership and leadership
 - Build on positive cultural values
- Geographic coverage based on **existing** experience and partnerships

Key Changes in Kenya since 2008

Change	Joint Programme Contribution
FGM/C Policy (2009) & Act (2011)	Significant contribution
Draft Sessional Paper (2012)	Significant contribution
Enhanced coordination and networking of FGM/C Actors	Significant contribution (e.g. national coordinator position within MOGSCD)
Clearer conceptualization of FGM/C as a rights issue, and enhanced consistency of messaging	Contribution (e.g. through community work, and efforts around FGM/C Act)
Enhanced visibility of FGM/C	Contribution (e.g. related to FGM/C Act)
Broader reach/scope of community level FGM/C work & innovative approaches	Contribution

FGM/C Act (I)

Relevance and intermediate Results

- **Act addresses an identified need/gap in Kenya's legal framework**
- **Contributed to enhanced visibility of FGM/C**
- **Support from male MPs challenges framing of FGM/C as a 'women's issue'**
- **Process itself built capacity of various actors**
- **Act is now (one of several) advocacy tools at community level**

FGM/C Act (II)

Process leading to the FGM/C Act sets standard for effective advocacy

- **Bringing together a diverse set of ‘right’ partners (e.g. parliamentarians, religious, health experts)**
- **Based on and utilized voice of constituencies (e.g. Public declarations made by community elders as custodians of culture)**
- **Effectively linked to personal experience of prominent change champions**

Implementation/enforcement challenging

- **E.g.: resourcing; leadership (government restructuring); sensitive nature of the issue; risk of practice going under ground**

Coordination and networking of FGM/C Actors

Structured coordination

- Position of National coordinator inside MoG
- National Steering Committee & Stakeholders' Forum

Positive Effects

- Less fragmentation
- Individual and collective capacity strengthening, e.g. through sharing of good practices
- Supported consistent messaging
- Allowed for effective advocacy around FGM/C Act

Conceptualization of FGM/C as a Rights Issue

- Rights issue **at core of advocacy** around FGM/C Act
 - E.g. In dialogue over whether Type I should be tolerated versus ‘*zero tolerance*’
- Work of joint programme partners illustrates the **interconnectedness of FGM/C with broader development and equality issues**
 - e.g. health, education, political participation
- Support from both UNICEF and UNFPA emphasizes that FGM/C is neither just ‘children’s issue’ nor ‘women’s issue’

Community Level Work

Joint programme contributions

- Funding allowed implementing partners (IP) to **broaden the scope and/or reach** of their community work
- Exchanges among IPs/ other actors facilitated the **use of innovative approaches**, e.g. systematically targeting elders/ gatekeepers and encouraging public declarations; community listening groups; efforts to include/use media

Emerging Results

- Changes in expressions of individual and collective **attitudes**
- Public declarations and related discussions indicate **changes in social norms**: FGM/C no longer taboo
- First examples of **behaviour changes** (e.g. ARPs; girls refusing to be cut, Morans spearheading)

Emerging Questions and Issues

- **What comes after a public declaration?**
 - To what extent and how does commitment translate into behaviour? How to prove/track these changes?
 - What kind of follow up is needed/provided?
- **How (much) do communities influence each other?**
- **How can media reporting best contribute to change?**
- **How relevant is current geographic coverage compared to areas not yet covered?**
- **How to further strengthen and utilize regional (cross country) dimension?**

Sustainability

Level	Supportive Factors	Risks/Challenges
National	<ul style="list-style-type: none"> •Constitution; •Legal & Institutional frameworks (e.g. National GE Commission; proposed FGM/C Board) •Strong network (national and community levels) •Institutionalization of FGM/C in education/training curricula) 	<ul style="list-style-type: none"> •Elections; •Government restructuring; •Absence of institutionalized national FGM/C coordinator position; •Funding for implementation of the Act & for expanding work at all levels • Funding education for girls to go to high school
Community	<ul style="list-style-type: none"> •Identification of and strengthened capacity of change agents (e.g. community networks; individuals); •Examples of successful approaches 	<ul style="list-style-type: none"> •Culture, traditions (e.g. Morans) •Medicalization •Practice going underground •Sustaining the momentum •Funding and reach out to remote areas •Capacity gaps among potential change agents (e.g. police); •Sustainability of girl rescue centres

Efficiency

- **Limited funds – focus on using them in catalytic manner**
- **Annual and midterm review meetings help to make decisions on best use of resources**
- **Focused program – relying on UNFPA/UNICEF country programs to address relevant linked areas (e.g. fistula, maternal health, child protection)**
- **Unpredictability of funds (from NY) and funds distributed on annual basis leads to supporting short term activities and makes longer term planning difficult**
- **Clustering of IPs for disbursement arrangements**
 - **Affects IP ability to implement**
- **National FGM/C coordinator position has not yet been formalized by government**

UNIFEF/UNFPA Coordination

- Overall coordination between the two agencies has worked **very well**
 - Clear geographic distribution of roles and responsibilities
 - Both agencies supporting policy and advocacy work
 - Effective communication and collaboration
- Concern: cross learning among UNICEF/UNFPA IPs
- No pronounced (dis)advantages of either agency
 - UNICEF slight advantage re community level work due to field offices and related networks
- No formalized linkages between UNFPA and UNICEF M&E officers (e.g. around shared database)

Management

In Kenya

- **Annual review & work-planning meetings very useful**
- **Discrepancy of envisaged and approved budget**
 - National partners not included in adjusting budget
- **Reporting requirements for IPs reasonable**
 - UNICEF/UNFPA provided support (e.g. RBM training) and feedback on reports. Quality of IP reporting varied.
 - Strong IP awareness how work fits into joint programme

Globally

- **Annual review and work-planning meetings helpful**
- **Ongoing support from JP managers in New York**

Preliminary Conclusions

- C1 - Some evidence of joint programme contributions towards **changing social norms** for FGM/C abandonment at national & community levels**
- Having an FGM/C Law does not directly translate into behaviour changes
 - Changing social norms and behaviours is a long term process
- C2 -Work around FGM/C Act has produced a model for effective advocacy around gender responsive law making**
- C3 - Kenya's experience in implementing the JP **supports key assumptions** underlying the overall joint programme's design**
- Forming networks of diverse partners is at the core of effective interventions at national/community levels

Looking Ahead

- **Embedding coordination function in national structures to ensure sustainability**
 - Support the Anti-FGM/C board?
 - Support government formalizing nat. coordinator position?
- **Supporting the implementation of FGM/C Act**
 - Translation, simplification, dissemination, reaching out, train communities (certificate), empower agents of change, use of role models, graduate e.g. from ARP
- **Sustaining the momentum at national & community levels**
 - Broadening/intensifying geographic scope of interventions including to remote areas
 - Replicating successful approaches

Looking Ahead (2)

- **Balancing: prevention and response**
- **Clarifying and further strengthen linkages with other issues** (e.g. education, reproductive health and rights, fistula, child protection)
- **Further sharing best practices in the region/internationally**
 - E.g.: documenting process of passing FGM/C Act can help replicating the approach in other jurisdictions
- **Supporting further research e.g. on factors for non-abandonment of the practice**

Over to You

**Questions, Comments,
Suggestions...**

Anticipated Timeline

- Final Inception Report – December 2012
- Draft Kenya Case Study Report – late December 2012
- Second Draft Final Kenya Country Case Study Report – late Jan. 2013

- Remaining 3 Site visits – Jan./Feb. 2013
- 3 Draft Country Case Study Reports – Feb./March 2013
- Final Country Case Study Reports – early April 2013
- Draft Evaluation Report – late April 2013
- Final Evaluation Report - June 2013
- Stakeholder Workshop - July 2013 (tbc)

Comments on the Kenya Case Study Report

Issues to be addressed in your comments	Follow up
- factual errors and errors of interpretation of the context	- corrections included in the report
- omissions (in terms of scope and coverage) which would materially change the findings or analysis	- corrections included in the report
- issues which may be politically sensitive	- taken on board as long as the rewording does not compromise the findings

ACKNOWLEDGEMENTS

UNFPA and UNICEF Country Offices – full cooperation, advice and logistic support.

National Reference Group

National Stakeholders – Ministry of Gender, implementing partners, communities, CSOs and faith based organizations.

Joint Evaluation of the UNFPA-UNICEF Joint Programme on Female Genital Mutilation/Cutting (FGM/C)

<http://www.unfpa.org/public/home/about/Evaluation/EBIER/TE/pid/10103>

Any other questions?

Contact us: evb@unfpa.org

THANK YOU!