APPRAISAL OF THE COMMUNICATION STRATEGIES OF NON-GOVERNMENTAL ORGANISATIONS (NGOs) IN THE CAMPAIGN AGAINST FEMALE GENITAL MUTILATION IN NIGERIA

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Abstract

This study focused on the appraisal of the communication strategies of three select Non-Governmental Organisations (NGOs) in the campaign against Female Genital Mutilation in Nigeria. The national prevalence of FGM among girls aged 0 – 14 years old increased more than two per cent from 17 per cent to over 19 per cent in 2018 as stated in the Nigerian Demographic and Health Key Findings. With this surge, it is projected that the numbers will rise to 4.6 million by 2030, with Southern Nigeria having the highest prevalence of FGM/C if strategies are not improved upon to address the limited success recorded in the eradication of FGM across Nigeria. Relying on the Theory of Planned Behaviour (TPB) and using qualitative approach, this study revealed that the communication strategies adopted by NGOs working on FGM in Nigeria recorded some level of success. Based on these findings it is concluded and recommended that social and behavioural change communications as a multidimensional approach remains a reliable communications strategy in social-cultural context capable of triggering changes in people's behaviour and practices.

Keywords: Female Genital Mutilation/Cutting, Non-Governmental Organisations, Communication Strategy, Behavioural Change.

Introduction

Communication is central to human organisation. An NGO operating without a communication plan is one engaging its audience blindly (Funds for NGOs, 2018). Communication is so important in health communication by NGOs that they have dedicated units or departments to drive identified areas of concern that involve communication. The needs for communication are numerous; therefore, if it is expected to be effective, then there is the need for a comprehensive planning process. The foremost need for communication in NGOs' work is to establish favourable relationships. The relationship could be with donors, stakeholders, volunteers and participants or beneficiaries. The link that bridges these relationships is good

communication or the right communication strategy. Beside this function, communication plans or strategies also help clarify the relationships between audience, channels, messages, activities, and materials (Network for Good, 2009).

Communication strategy is about ways an individual or organisation intends to communicate with the target audience. According to Johns and Harrington (2022) communication strategies are all about ways through which information is exchanged – and could be visual, verbal, non-verbal and traditional tools. It incorporates the objectives and goals, central messages, channels, and feedback (which serve as

the primary metric to measure the effectiveness and by extension—the success of the efforts aimed at passing a message). One of the very critical aspects of the communication strategy is the channel or means of execution of the plan. This could be media, interpersonal communication which may include visual, verbal, and non-verbal.

The NGOs in their quest to eliminate FGM have developed different programmes and initiatives - and all efforts are powered by the appropriate communication plan or strategy. These NGOs have adopted different communication strategies to sensitise and mobilise communities against FGM/C practice, enabling laws that criminalise the practice while relevant civil society organisations have embarked on organising workshops and seminars, introduced mass media advocacy and activities on the eradication of FGM/C in states where the practice is still prevalent (National Bureau of Statistics [NBS] & United Nations Children's Fund [UNICEF], 2022). However, in a joint statement issued by United Nations Population Fund (UNFPA) and UNICEF during the 2023 International Day of Zero Tolerance for Female Genital Mutilation/Cutting, it was stated that 4.3 million girls are at risk of FGM/C in 2023, and therefore projected that the numbers will rise to 4.6 million by 2030 with Southern Nigeria having the highest prevalence of FGM/C in Nigeria. Commenting further on the situation, UNFPA (2023) asserts that while Nigeria accounts for the third highest number of women and girls who have undergone FGM/C; approximately 30 young girls under the age of 15 years will be at the risk of being subjected to this practice over the next decade. This figure is projected to escalate to over 500 million girls if adequate measures and appropriate strategies most especially in communications to address FGM/C are not implemented (UNFPA, 2023). The knowledge that this practice continues, leaves a gap in the literature as to the effectiveness of the communication strategies employed by NGOs for positive behavioural change against FGM/C practice. It is in this regard that this study explores the communication startegies adopted by NGO's in curbing the menace of FGM in Nigeria.

Research Objectives

The main objectives of this seminar paper are to:

- 1. Appraise the communication strategies adopted by select NGOs in the campaign to end FGM/C.
- 2. Determine the level of adoption of the strategies by NGOs in the fight against FGM in Nigeria.
- 3. Evaluate the effectiveness of the communication strategies adopted by NGOs in the fight against FGM in Nigeria.

Conceptual Clarification An Overview of Female Genital Mutilation

Female Genital Mutilation (FGM) also known as Female Genital Cutting (FGC) and widely referred to as Female Genital Mutilation/Cutting (FGM/C) is the total removal or partial removal of the female genitalia or intentional injury to the female genitals for non-medical reasons (Ahanonu & Victor, 2014). Despite the efforts of Non-Governmental Organisations and Initiatives like UNFPA, UNICEF, Civil Resource Development and Documentation Centre (CIRDDOC) and SPOTLIGHT INITIATIVE, amongst others, FGM/C remains a deeply ingrained cultural practice in many communities in Nigeria.

The story of Toyin, a mother of two, who experienced obstructed labour during her first pregnancy due to the inability of her vulva orifice to expand, led to excessive bleeding. This is the pain and suffering that FGM/C has caused her. Toyin, one out of millions of women, is an example of the negative effect and toll that FGM/C takes on the lives of women and girls in Nigeria. She recounted her ordeal thus:

"The doctor told me all the pains I had experienced during my deliveries were due to me getting cut. I asked him what can be done. He told me FGM/C was irreversible and advised me not to have any more children. I broke down in tears that day." (UNICEF, 2023).

According to World Health Organisation (2018), FGM/C is usually performed shortly before puberty or just at the stage of puberty, by practitioners using tools in unhygienic

environments. The conditions of the procedure are yet unknown. Female Genital Mutilation/Cutting (FGM/C) is recognised as one of the traditional practices in Africa that violates the rights of women and children and the grave consequences of FGM/C put the health and wellbeing of women and girls at risk (Wadsesango, Rembe & Chabaya, 2011).

The consequences of FGM/C include excruciating pain, excessive bleeding, shock, childbirth issues, infections, sexual problems, urinary problems, and death. Despite the campaign against this harmful traditional practice by the government and non-governmental organisations, FGM/C still exists in most communities in Africa. The perception of Africans about FGM/C also influences the practice of it among African immigrants. Research by Okeke, Anyaehie & Ezenyeaku (2017) avers that the African immigrants in Sweden practiced FGM/C because they perceived FGM/C as a means of ensuring virginity and family honor. Likewise, African women in the United Kingdom who experienced the 3rd degree of FGM/C (infibulation) indicated that they go through excruciating pain but must continue the practice because it is a traditional rite that must be upheld to bring dignity to women. While there is awareness of this worldwide experience, there seems to be little progress towards creating and enforcing laws to ban such practices (Okeke, et al. 2017).

In Nigeria, the existing legislations against FGM/C are not being enforced therefore some regions in the country still practice FGM/C (Kolawole & Anke, 2012). The prevalence of FGM/C in the Northern part of Nigeria is 60-70% and in the Southern part, it is 80-90%; therefore suggesting that religions, cultural, and social grounds sustain the practice (Okeke, et al. 2017). It is worthy to note that local and international Non-Governmental Organisations operating in Nigeria have adopted different communication strategies to sensitise and mobilise the rural people against FGM/C practice, enabling laws that criminalise the practice of FGM/C, while relevant civil society organisations have embarked on organising workshops and seminars,

introduced mass media advocacy and activities on the eradication of FGM/C in states where the practice is still prevalent (National Bureau of Statistics [NBS] & United Nations Children's Fund [UNICEF], 2022).

The Concept of Communication Strategies

According to Santas, Inobemhe & Garba (2022, p.386) "Communication plays a crucial role in our day- to- day life and is perhaps the most essential of all life skills". It is the bedrock of every human society as the successes or failure of sociopolitical, cultural, and economic life of a society depends on effective communication. therefore imperative for people to take into cognizance every aspect of how information is relayed. This is where communications strategies come into play as they form the blueprints of how every aspect of information will be exchanged. Furthermore, without an effective communication strategy that successfully reaches the predetermined target audiences, there is no way that an organisation can achieve set or desired results.

Communication strategy is an important component of the communication process. This is imperative because for any solution to be provided in tackling any problem in the society an appropratie communication mechanism must be put in place to achieve the desired goal. Hitesh (2023), opined that the benefit of having a communication strategy helps an organisation to better formulate smarter decisions and to define communication objectives, which is an integral part of a campaign strategy and must therefore be targeted at a specific audience and based on research. Communication strategies are plans for communicating information related to a specific issue, event, situation, or audience. They serve as the blueprints for communicating with the public, stakeholders, or even colleagues.

According to Santas, *et al* (2022) communication strategies involve taking the time to think about a communication problem or issue and to determine the best approach for communicating the information or message. It is important to note that organised organisations such as NGOs are reputed to be behind

groundbreaking research efforts especially those that focus on the development and actualisation of social and behavioural change. The strategies needed to actualise goals reveals the key elements which include production of flyers, brochures, organising press releases and conferences, townhall meetings and engagements, workshops, capacity building, stakeholder's dialogues amongst many others are essential. To further buttress the above explanation, Hitesh (2023) affirms that communication also bridges the cultural gap due to the ease of obtaining and operating powerful mass media, which if not considered, can destroy the culture. In all, communications strategies provide a plan to an organisation to approach the targetted people in the desired manner.

Conceptual Review of Non-Governmental Organisations (NGOs)

NGO generally describes a group that acts independently of any government. The term was coined by the United Nations (UN) in 1945 to distinguish between government bodies and private organisations and it is relatively modern. NGOs are typically formed by private citizens with a mission or service in mind, and they use their platform for advocacy in the non-profit sector. NGOs are "private organisations that pursue activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development" (World Bank, 2002, p.1). NGOs encompass a wide range of structures: there are large and small groups, some operate locally or around the world, some focus strictly on one issue while others advocate for a variety of thematic areas. Over the past decade, the number of NGO's and their influence in different sectors grew exponentially. These groups now not only work at the grassroots level, but also work as advisors to governments, international agencies, and even the UN (World Bank, 2002).

Non-Governmental Organisations in the Campaign against FGM/C in Nigeria

The impact made by Non-governmental Organisations in the campaign against Female Genital Mutilation/ Cutting cannot be overemphasised. The World Bank (2002) clarifies that NGO's are essential actors in civil society and

play an increasingly important role in promoting societal and behavioural change. NGO's work can include, but not limited to, social, political, environmental, and human rights issues. NGOs develop and operate community-based groups to advocate for marginalised or otherwise unrepresented groups. Their work helps to develop and improve communities, encourage citizen participation, and bring greater attention to local and global issues.

Many girls in Africa according to Apenda & Terna (2009) are subjected to genital mutilation because they adhere to culture and traditions that have been practiced and upheld for generations. However, universalising FGM/C eradication is tantamount to destroying cultural diversity and enthroning western culture, which the campaign by NGO's seems to be propagating. It is observed that people may consider the practice as appropriate within a particular culture and may not in another culture. This creates a conflict of cultural values and norms in the campaign against FGM/C that tend to affect the result of the campaigns by NGOs (Apenda & Terna, 2009).

According to Dijkzeul & Moke (2005), NGO's must understand the meaning of the basic principles of humanitarian action, be able to articulate which of these principles govern their activities, and act accordingly. The researchers further opined that developing communication strategies especially using a traditional communications approach can play an important part in this regard especially in emergency context in the field. Just as organisations differ in the practical application of their principles, they also differ in their communication strategies for campaigns and policies.

However, Ajagbe & Okosun (2023) debates that there has been a shift in the way campaigns against FGM/C are designed, largely due to the criticisms they convey, and the success of a campaign depends on how it is implemented. To be effective, campaigns should have well-crafted messages, targetted at a specific group of people and properly integrated with other interventions.

Theoretical Framework

This paper is anchored on the Theory of Planned Behaviour (TPB) also called the Theory of Reasoned Action (TRA) and it is purely a behavioural change theory. This theory was propounded in 1967 by Martin Fishbein and Icerk Ajzen. The TPB presupposes that people's intentions to engage in any act or practice can be predicted and influenced by making them consider the consequences or outcomes of such an act (Asemah, Nwammuo & Nkwam-Umaoma, 2017).

To buttress further, TPB assumes that attitudes flow from people's beliefs about the effects of an action. For example, even though the beginning of FGM/C as a cultural practice is conceivably unknown, generations have continued this practice with the notion that it regulates a woman's libido, promiscuity, and ability to enjoy sex, while also enhancing fertility and childbirth. People that do not believe in these perceived benefits of cutting this most essential part of a woman's organ, still subject their children to female genital mutilation because of cultural orientation, to ensure their acceptability in the society and improve their chances of marriage (La-Barbera, 2009).

Based on the key postulation of the theory, people's attitude and behaviour towards this practice should be tweaked in such a way that they understand the detrimental effects FGM/C practices have on the overall health and wellbeing of women and girls. This is the importance of social and behavioural change communications as it constitutes a thorough investigation on how it can successfully be used to implement a change of beliefs, attitude, and behaviour thereby putting an end to FGM/C in local communities in Nigeria.

Literature Review

To appraise the communication strategies adopted by the select NGOs in this paper, it is important to consider that communication strategies require an understanding of the target audience and stakeholders, their needs, interests, and their communication preferences tailored to the specific medium or channel that they can easily access and understand. In creating a strong communication strategy evaluating what has happened is critical. One pertinent question to ask would be- Did all the ideas work or were they irrelevant? (Santas, *et al*, 2022). One prominent communication strategy by the three select NGOs was the use of Social Mobilisation, Community Mobilisation and Mass Media.

Social and Behaviour Change Communication (SBCC) encompasses social mobilisation, community mobilisation and mass media in addressing health campaigns (Olu-Egbor, Amah & Sanda, 2023). According to Family Health International (2002), SBCC model was postulated in 1972 as the concept of health education and it was used extensively as a costeffective approach for the dissemination of information for the prevention of diseases. However, in a bid to bridge the existing gaps in health education which solely assumed that knowledge determines attitudes and attitudes influences behaviour, Social and Behaviour Change Communication took a step forward to be more action oriented. It focused on strategic systematic communication processes to promote positive proven models and theories of change. SBCC follows a formative research approach, behaviour analysis, professionally developed strategy, communication planning, design, and implementation as well as monitoring and evaluation of impact that can influence and modify bad practices to maintain a healthy state both of individuals and the society (Family Health International, 2002).

Along the same line, United States Agency for International Development [USAID], (2014) emphasises that the SBCC approach has demonstrated to be a powerful instrument in identifying relevant individuals and groups who could contribute to the achievement of the programme's goals. Likewise, it has proven to be an integrative process of motivating communities and stakeholders to actively participate towards social and behaviour change using diverse strategies to meet shared goals (UNICEF, 1993). In a similar vein, and to buttress further, social mobilisation assembles allies to raise awareness of a matter. These includes community mobilisation, coalition building and ownership structures (USAID, 2014).

The Use of Mass Media for campaigns plays significant role in promoting behaviour, change mind-sets and attitudes especially in the campaign to end FGM/C. (Ogunjobi, Ekhareafo & Asemah, 2023).

Nevertheless, as FGM/C becomes more prevalent in certain regions in Nigeria, the limitations of the media in creating behavioural change awareness on FGM/C issues cannot be ignored even though the media provides information and alerts the public of prevailing issues, the fundamental issue according to Laverack (2017) is that people do not resist change, but they resist being changed. This situation is made worse by some of the

communication strategies on health promotion campaigns that have focused solely on inappropriate message content, inadequate audience or stakeholders mapping and segmentation and didactic styles of communication.

Method

The literature modelling method was adopted to review relevant literature as well as empirical studies. This involved the use of qualitative data gathered through online sources, books, and journals, to dissect key issues, discuss the analysis, draw conclusions, and make a position that behavioural change communication as a multidimensional approach which factors in socio-cultural context is a reliable communications strategy, to trigger changes in people's attitudes and practices.

Review of Empirical Studies

The study by Nkwam-Umaoma, Orjiakor & Onovo (2019) on "Awareness, Knowledge and Perception of FGM/C Radio Campaign and Practice among Women in Imo State" sought to assess the influence of radio in the campaign against female genital mutilation and cutting. Using the survey research design, the study sampled the perceptions of 394 respondents using the questionnaire as the instrument of data collection and results showed that a large percentage of the respondents were knowledgeable about FGM/C. Anchoring the study on The Health Belief Model, Nkwam-Umaoma et al (2019) concluded that there was moderate awareness and knowledge level amongst women in Imo State about FGM/C. The study concluded that the awareness and knowledge level on radio was responsible for the kind of perception found in the study.

In a related study, the "Effectiveness of Radio to communicate knowledge of Female Genital Mutilation Issues in Oyo State", by James, Olatunji & Adunola (2020), reiterated that many strategies have been deployed to sensitise women and girls about FGM. However, the women and girls living in the rural communities do not have adequate access to the enlightenment campaigns aimed at stemming the tide of the menace. Their research revealed that the use of radio, as pervasive and omnipresent as it seems to be, has failed in terms of enlightenment campaigns carried out in rural communities of

Oyo State. The survey method using simple percentage analysis on over 200 respondents showed that the level of awareness was relatively low and there is a need to ensure that well-tailored and specific messages must be adopted to achieve maximum awareness and minimise the practice if not totally eradicated.

From a different perspective, Chukwuebuni (2023), in a qualitative research on "Why Most Behavioural Change did not make Sustainable Impact", argued that even though the goal of behavioural change is to alter behaviour from an undesirable state to a desirable position, when a behaviour that is problematic lingers after an intervention, despite the measures and strategies put in place, it can be said that the impact of the intervention is not sustainable. Chukwuebuni (2023), further explains that results have proven that the important contextual factors are the media environment, gatekeepers, culture, gender, geographical barriers, influential leaders, and perception of the agents of change are broad factors that contribute to long -lasting effects of behavioural change. Therefore, behavioural change cannot be addressed at the individual level because the society has a pivotal role to play. The researcher concludes that campaign messages and forms of communication must be sensitive enough to address the issues that promote a certain behaviour and practice that can sabotage the manifestation of the adopted behaviour.

Discussion of Findings

Findings from SPOTLIGHT INITIATIVE showed that capacities of Civil Society Organisations and Women's Organisations involved in the Spotlight Programme implementation were enhanced around Social Analysis and Action - a gender transformation approach process through which individuals explored and challenged social norms, beliefs, and practices that shape their results. For example, capturing change at outcomes level got one bill passed and pushed for the passing of VAPP Act 18 Nigeria / West-Africa lives. Following the training, the partners started implementing the approach with community members to have a critical reflection on harmful practices in their communities. This approach yielded results as many community members started to recognise the negative consequences of their practices of toxic masculinity and commit to ending violence against women and girls. (SPOTLIGHT INITIATIVE Nigeria Program Report, 2021, p. 18-20).

In a similar approach, Civil Resource Development and Documentation Center (CIRDDOC) in its 2022 report stated that the intervention towards the abandonment of female genital mutilation (FGM/C): Accelerating Change, achieved the abandonment of FGM/C in Nigeria especially in the focal states including Ebonyi and Imo. CIRDDOC worked with its downstream partners (Community and Youth Development Initiatives (CYDI), Community Women and Society Initiative (CWSI) and Development Dynamics otherwise known as Sub-IPs. They trained law enforcement agencies and the judiciary to enhance understanding, implementation, and enforcement of FGM/C legislations in their states and the trained law enforcement agencies and the judiciary were linked with the Community Based Surveillance Committee. The project sensitised the traditional leaders as well as engaged the religious bodies and organisations to lead the anti-FGM/C crusade at different levels. Other activities in the project included life skills-based education for in and out of schoolgirls under the age of 18 with a focus on empowering them to resist and denounce FGM/C. The NGO also established a male coalition advocating for the elimination of FGM/C at Local Government Agency level; and built a consensus for the public declarations of FGM abandonment in the communities of intervention (Civil Resource and Documentation Center, 2022).

Several community-level programmes were designed to protect girls from FGM/C. These programmes were participatory in nature, even though did not address FGM/C directly but generally guided communities to define the problems and solutions themselves. This approach was established to help bring about social change and large-scale abandonment within and across countries; a coordinated strategy/action plan was used. The strategy called for strengthening and acceleration of existing programmes while adapting and scaling up community-led initiatives, with the goal of extending the abandonment process to the subregional level. Key findings showed that an estimated 2.8 million people were reached through radio jingles and animated TV drama,

social media posts reached over 5million impressions via different platforms (Civil Resource and Documentation Center, 2022).

A study by Tajudeen & Olabisi (2013) recommended the use of interpersonal and participatory communication to curb the practice of FGM in Nigerian rural communities where FGM is widely carried out. They further reiterated that even though the use of the mass media may compliment interpersonal and participatory communication approach in reducing the menace of FGM however, the interpersonal communication approach is the best method of educating the rural people about the effect of FGM. This explains the adoption of the strategies by several NGO's in addressing the problem in the society.

Conclusion and Recommendations

This paper has shown that social behavioural change communications was effectively embraced by the NGOs as a core part of their significant strategies deployed to campaign against FGM/C in Nigeria. In addition, the outcome of the adopted strategies proved that in order to record significant progress or achieve total eradication of FGM/C, it is essential to engage in extensive research and meticulous planning that will be benefit-oriented, culture specific and client-centered that will lead to a significant influence and change in attitudes and practices of these harmful practices in the focal states. The USAID (2014) asserts that any approach to change that does not incorporate social and cultural environments of a people, will undoubtedly result to failure. Thus, the following recommendations are hereby given:

- 1. Based on the findings of this study, the use of Behavioural Change Communications remains the best approach to changing the mind sets of people's belief and practice of FGM/C as embraced by the NGOs.
- 2. NGOs / Communication Strategists must always be on the lookout for effective medium of communication to improve the success rate of SBCC campaigns and Interventions on FGM/C.
- 3. A growing body of evidence from this research indicates that there is a need to continually evaluate the strategies adopted by the NGOs with regards to emerging trends in the fight against Female Genital Mutilation in Nigeria.

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