

UNICEF DPRK
COUNTRY
PROGRAMME 2017-
2022 EVALUATION-
INCEPTION REPORT

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Acronyms

CBS	Central Bureau of Statistics
CMAM	Community Management of Acute Malnutrition
COVID	Coronavirus Disease
CPD	Country Programme Document
DPRK	Democratic People's Republic of Korea
EAP	East Asia and Pacific
EU	European Union
EUPS	European Union Project Support
FAO	Food and Agricultural Organization of UN
IASC	Inter-Agency Standing Committee
ICRC	International Committee for the Red Cross
IFRC	International Federation of Red Cross
IMNCI	Integrated Management of New-born and Childhood Illness
M&E	Monitoring and Evaluation
MICS	Multiple Indicator Cluster Survey
MTR	Mid-term Review
MoPH	Ministry of Public Health
NCC	National Coordinating Committee
PiN	People in Need
TB	Tuberculosis
UN	United Nations
UNFPA	United Nations Population Fund
UNICEF	United Nation's Children Fund
UNSF	United Nations Strategic Framework
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Programme

1. Introduction

The purpose of this Inception Report is to contextualize the evaluation process for the DPRK 2017-2022 Country Programme Evaluation, present its objectives, purpose, and scope, and to introduce the methodology and work plan that will be followed for this assessment. The Inception Report also presents the unique limitations and challenges of the DPRK context in the global COVID-era which will necessarily impact the purpose, scope, and methodology of this evaluation. The inception phase consisted of a preliminary desk review and remote consultations between evaluation team members with key members of the UNICEF DPRK country team. This preliminary data collection provided further insights into the mandate and the scoping, which have been integrated into this report.

2. Country Context

Socio-Economic Context

According to census data released by the Central Bureau of Statistics of the DPRK in 2021, the population of the country is over 25 million, with almost 7 million children, 1.6 million of these under 5 years old. Life expectancy is 69 for men and 76 for women. There is relatively high enrolment in early childhood education (73% for children between 3 and 5 years, and 97 per cent for one year prior to primary school entry age). Despite these positive figures, challenges remain in neonatal and maternal mortality, multi-drug resistant tuberculosis (TB) and services for children with disabilities, including disability inclusive education. In addition, significant inequities continue to exist between rural and urban areas, socioeconomic status, provinces, and gender relations in access to services and social welfare. While it is difficult to presently make estimates as to the situation on the ground due to ongoing COVID restrictions, according to the 2021 UNICEF DPRK Humanitarian Action for Children Appeal, there are an estimated 10.6 million people in need, including 2.7 million children.

A lack of quality reproductive health services contributes to a high maternal mortality ratio. According to CDMU data, the maternal mortality rate in 2020 was 49.1 per 100,000 live births. The UN Situation Analysis of 2019 cites a rate of 59 for 2014.¹ Leading direct causes of maternal mortality according to latest available data (2011) include haemorrhage (28.9 per cent), sepsis and infection (8.9 per cent) and eclampsia (7.8 per cent), while indirect causes include cardiovascular disease (8.8 per cent), digestive disease (8.2 per cent) and respiratory system disease (7.5 per cent).²

Under 5 mortality rates have been steadily dropping since 1998 and, as of 2017, according to UNICEF's Situation Analysis of Women and Children 2019, citing from MICS data, the infant mortality rate is estimated at 12 per 1,000 live births, compared to 19 per 1,000 live births in 2009. Further, under-five mortality is estimated at 17 per 1,000 live births compared to 26 per 1,000 live births in 2009. High immunization coverage (only 3 in 100 children aged 24-35 months do not finish the full vaccination schedule recommended for completion around 15 months of age) significantly contributed to these achievements but is highly donor dependent. Despite this, young children continue to die from common and preventable childhood illnesses. Moreover, as will be detailed below, since the onset

¹ According to SITAN 2019, this data was taken from Central Bureau of Statistics and United Nations Population Fund, 2015, 'Democratic People's Republic of Korea Socio-Economic, Demographic and Health Survey 2014', Pyongyang: CBS and UNFPA, <https://www.undp.org/content/dam/unct/dprk/docs/2014%20SDHS%20Report_E_final.pdf>, accessed 15 July 2019.

² UNICEF (2019). Analysis of the Situation of Children and Women in the Democratic People's Republic of Korea, 2019, p.50. Data drawn from Central Bureau of Statistics and United Nations Population Fund, 2011, 'Knowledge, Attitudes and Practices Survey on Reproductive Health in DPRK', Pyongyang: CBS and UNFPA.

of the pandemic, due to depleted stocks and effects of the ongoing global COVID-19 pandemic, there has been a significant drop in vaccination rates.

The UNICEF Analysis of the Situation of Women and Children in 2019 found that among countries without a large HIV prevalence, the DPR Korea has one of the highest TB incidences. In recent years, the tuberculosis incidence rate was around 513 per 100,000 population. According to the TB Global Report 2021, WHO estimates that this has increased slightly to 523 per 100,000 population.

Malaria incidence has been reduced due to the preventative efforts of the Government of DPR Korea with support from the Global Fund. One of those measures has been to provide families with long-lasting insecticide treated nets. As a result, 98.3 per cent of children under the age of 5 sleep under such treated bed nets. The DPRK's success depends on continued access to the drugs, personnel, and resources necessary to keep these malaria programmes going. According to MoPH data, the incidence rate of malaria in 2014 was 0.4 per 1,000 people.³

The country is highly prone to natural disaster. The Inter-Agency Standing Committee (IASC) Index for Risk Management (INFORM) ranked the DPRK 29 out of 191 countries in terms of risk assessment for humanitarian crises and disasters in 2021. The country experiences yearly flooding and drought alongside tropical storms, landslides, and heat waves. Early warning systems for environmental hazards are reportedly limited, which impacts emergency preparedness and response. Over the program period, the following emergency events occurred:⁴

- 2017 – a national emergency was declared in June following a dry spell that affected key food producing provinces in the southwest of the country. The dry spell compounded the undernutrition situation, putting at risk the lives of 782,000 children under five and 313,629 pregnant and lactating women.
- 2018 – A midyear heatwave affected key agricultural areas, with temperatures up to 11 degrees higher than normal. In late August, flooding affected 340,000 people in North and South Hwanghae and Kangwon provinces, displacing more than 11,000 and destroying over 17,000 ha of crops.
- 2019 – Tropical cyclone Lingling in September flooded arable land in the country's breadbasket region, leading to five deaths and 6,323 displaced persons.
- 2020 – between August and September, tropical cyclones Francisco, Bavi, Maysak and Haishen caused flooding and damage in the eastern, western, and central parts of the country. According to the government, the flood and landslides damaged 39,296 ha of farmland, particularly in North Hwanghae and Kangwon, just before the autumn rice harvest.
- 2021 - heavy rains in August led to flooding in the agriculturally rich North and South Hamgyong provinces. The flooding was preceded by a heatwave causing droughts which damaged crops, as reported by State media.

According to the WHO/UNICEF Joint Monitoring Programme Report, in 2020 66.4 percent of the population, did not have access to a safely managed drinking water source, with this figure dropping to 48.8 in rural areas.⁵ According to the 2017 MICS Report, 71 per cent of the population in urban areas have access to safely managed drinking water, compared to only 44 per cent in rural areas. Roughly one in four households (23.5 per cent of the population) have water sources contaminated

³ UNICEF (2019). Analysis of the Situation of Children and Women in the Democratic People's Republic of Korea 2019, p. 53.

⁴ DPRK Response Plan 2021, Internal Draft Dated April 2021, Office of the UN Resident Coordinator, p. 16.

⁵ <https://washdata.org/data/household#!/table?geo0=country&geo1=PRK> accessed February 23, 2022.

with faecal matter, but people in rural areas have contaminated water sources almost five times as often as people in urban areas. In urban areas 10 per cent of the population drink contaminated water, while in rural areas it is 45 per cent. Amongst the most vulnerable households, 55 per cent of people from the lowest wealth index group are using contaminated household drinking water. As well as differences between urban and rural areas, disparities also exist between provinces. Almost four out of five people have access to safely managed drinking water in North Hamgyong, while in South Hwanghae, only half of the population has such access. Provinces identified as those with the most severe WASH-related needs are Kangwon, North Pyongan, and North and South Hwanghae. Per the MICS Analysis, the stunting prevalence among those children living in households without access to an improved water source is 60 per cent higher than of children living in households using an improved drinking water source.

There are notable disparities between rural and urban areas in accessing sanitation facilities. Overall, 14.7 per cent of people use unimproved sanitation facilities, including in rural (26.9 per cent) and urban areas (7.3 per cent).⁶ Nine out of ten people in rural areas, and three out of ten in urban areas, live in environments carrying potentially deadly health risks due to the unsafe disposal of human waste and the use of unimproved sanitation facilities (MICS 2017). Inadequate access to sanitation further aggravates health risks. Key findings from MICS further analysis revealed that stunting in the group without correctly managed sanitation is 40 per cent higher than in the group with correctly managed sanitation. Under-five children using unimproved sanitation have a higher incidence of diarrhoea; specifically, 36 per cent more often than those using improved sanitation.⁷

Impact of COVID-19

Since the onset of the COVID-19 pandemic in 2020, DPR Korea has faced multiple burdens, further exacerbating the humanitarian situation:

- The indirect impact of the COVID-19 pandemic and associated prevention measures, including lockdowns, restrictions on travel and border closures, severely limited movement of cargo and persons across provincial areas, and disruption of the humanitarian programmes and supplies. A reduction in the flow of goods and trade across the border has likely impacted the DPRK economy and exacerbated socio-economic indicators.
- Torrential rains followed by unprecedented three consecutive typhoons in less than three weeks in the agriculturally rich southern and eastern provinces.

The global COVID-19 pandemic has had a profound indirect impact on the capacity of multilateral and international agencies to deliver support in the DPRK. Although the DPRK has not officially reported any cases of COVID-19, the introduction of strict national COVID-19 prevention measures has caused significant disruptions to UN operations, including the delivery of UNICEF's Country Programme. These measures have indirectly disrupted the regular flow and importation of supplies with no new supplies entering the country as a result between August 2020 and August 2021. Stockouts and shortages of therapeutic foods, polio vaccines, TB diagnostics and essential medicines and other supplies have necessitated rationing of supplies and have reduced service availability and access. A large quantity of humanitarian supplies, including food commodities, medicines, agricultural inputs, and PPEs have been stranded at the border and transit ports, resulting in high demurrage and storage costs. Given these challenges, UNICEF, alongside other UN agencies, instituted a hold on new

⁶ <https://washdata.org/data/household#!/table?geo0=country&geo1=PRK> accessed February 23, 2022.

⁷ UNICEF (2019). Further Analysis of the DPRK Multiple Indicator Cluster Survey 2017.

procurements from Supply Division since August 2020 pending explicit government assurances that supplies will be allowed to enter the country.⁸ Towards the end of 2021, some supplies were brought over the border, including 50 containers of health and nutrition supplies. This is however a small proportion of the overall number of supplies that have been waiting to be imported outside the country. Some of these stocks were released from quarantine and disinfection by year end and placed in the Central Medical Warehouse for distribution, including nutrition supplies, emergency medicines, and TB preventative therapy and treatment.

Due to travel restrictions and COVID-19 prevention measures, there are currently no UN international personnel in the DPRK. All UN and international INGO staff together with a large number of diplomatic missions had temporarily vacated the country by March 2021; presently, border closures prevent the return of international staff to the DPRK. UNICEF's Country Office remains open but is remotely managed by international staff outposted in Bangkok with support and facilitation by seconded national staff. It is likely that there will be no international presence in country until the borders are reopened and staff are able to gain access into the country. In addition, movement restrictions at the onset of the pandemic and, in particular, shortage of cash availability for operations on the ground have made it extremely difficult for local staff to continue to pursue operations in the DPRK, and the lack of any independent field data collection has left donors without a clear line of vision for program monitoring and the country situation. Facing the same challenges, the international NGO community operating in the DPRK also gradually suspended their programmes during the course of 2020. To date, it remains unclear when COVID-19 restrictions will be lifted, and when the access to the country will be reinstated.

3. UNICEF Country Program 2017-2022

Sector Focus

The UNICEF DPRK Country Programme 2017-2022 focuses on service delivery, promotion of inclusion and improved cross-sectoral working, in addition to expanding systems of data and evidence generation. Given the impact of the COVID-19 pandemic on programming and operations in the DPRK, the United Nations Strategic Framework and UNICEF's Country Programme Document (CPD) have been extended for two years in consultation with national stakeholders and partners. As a result, the current Country Programme covers the period from 2017 to 2023.

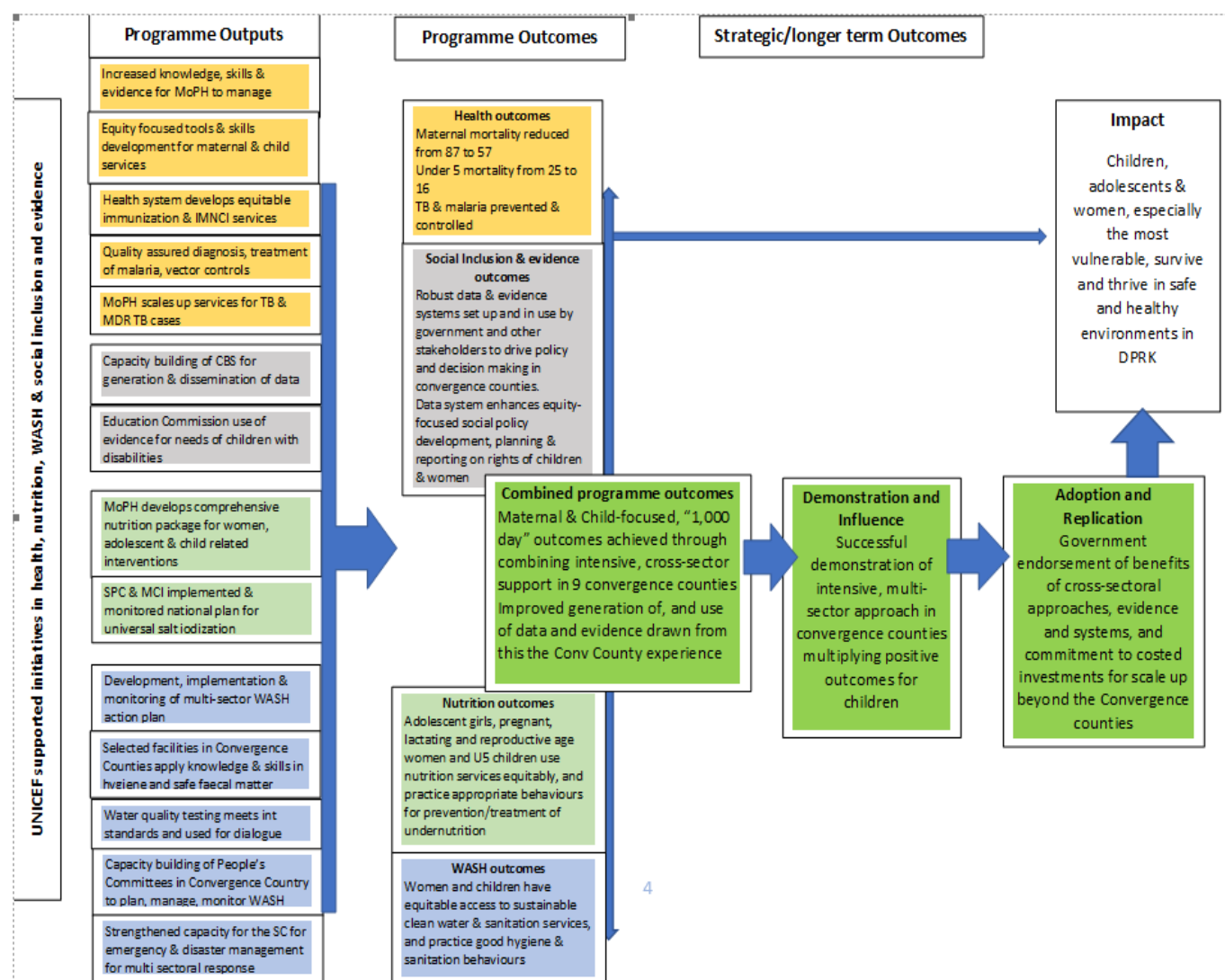
The UNICEF Executive Board approved-Country Programme Document contains the following outcomes (See Figure 3.1: Country Program Results Logic):

- a) Health - By 2021, pregnant women, newborn and under-five children have equitable access to essential health care services; and tuberculosis and malaria are prevented and controlled.
- b) Nutrition - By 2021, adolescent girls, women of reproductive age, pregnant and lactating women and under-5 children utilize nutrition services equitably and practice age-and context-appropriate behaviours for the prevention and treatment of undernutrition.
- c) WASH - By 2021, women and children have equitable access to sustainable, clean water and sanitation services, and practice improved hygiene and sanitation behaviour in humanitarian situations.

⁸ DPRK Response Plan 2021, Internal Draft Dated April 2021, Office of the UN Resident Coordinator

- d) Social Inclusion, Planning, Monitoring and Evaluation - Government uses disaggregated data for equity-focused social policy development and planning and for reporting on the rights of children and women in humanitarian situations.
- e) Programme effectiveness: Country programme is efficiently designed, coordinated, managed, and supported to meet quality programming standards in achieving results for children.

Figure 3.1: Country Program Results Logic

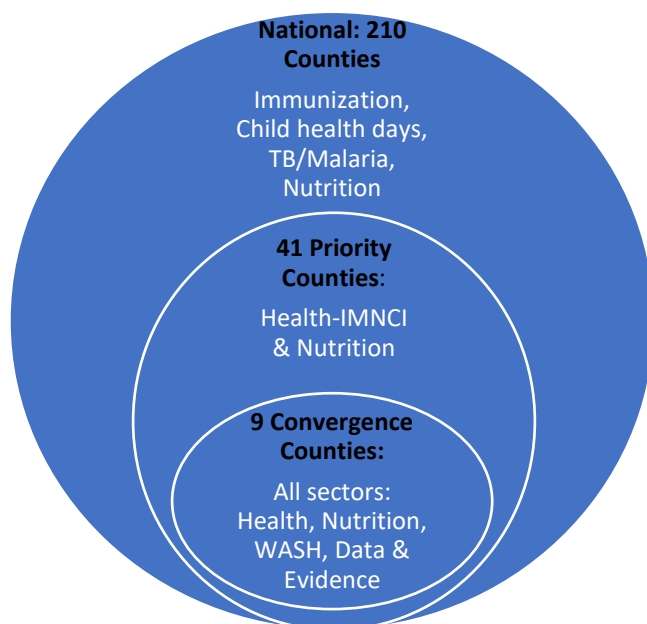


Geographic Targeting

The Country Programme includes a geographically targeted approach (see figure 3.2) in order to increase programme efficacy through a multi-sectoral approach, and to be able to demonstrate benefits for children and make the case for replication and increased investment of both domestic public finances and donor resources. Under this approach, UNICEF has focused resources on 50 Priority Counties where support was provided for Integrated Management of Newborn and Childhood Illness (IMNCI). Nine of these priority counties were designated as *Convergence Counties*. UNICEF's

strategy for the Convergence Counties was to bring together all three sectoral interventions (in Health, Nutrition and WASH) in a “first 1,000 days of life” approach, emphasise cross-sectoral approaches, and complement these with a strong emphasis on data collection and evidence generation. The convergence of programming locations was intended to allow for coordinated planning for integrated services to reduce high rates of mortality and morbidity; promote early childhood development; address undernutrition among women and girls; facilitate equitable access to WASH services and build community resilience. The aim of the convergence county approach was to demonstrate how coordination and integration can accelerate progress for children and women, and to then inform replication and scale-up across the country. The nine counties selected were: Chongdan, Jongju City, Junghwa, Jungsan, Kangnam, Kosong, Myonggan, Rakwon, and Samjiyon, one county in each of the 9 provinces. In addition to these more targeted programs, at a national/central level, UNICEF provided technical support for delivery of services: immunization, child health days with Vitamin A and Micronutrient supplementation; community management of acute malnutrition (CMAM) programme (203 counties) as well as technical support for policy, strategy capacity development, evidence-generation, and analysis.

Figure 3.2: UNICEF geographic scope and sectoral targets



Country Programme Progress until the onset of COVID-19

A Mid-Term Review (MTR) was carried out in August 2019 and this assessed progress on the current Country Programme. The MTR found that UNICEF in the DPR Korea was supporting the delivery of outcomes which were greater than those indicated in the CPD. This was demonstrated through the coverage for the Child Health, Nutrition and WASH programmes and support for emergencies that had impacted the country during the period covered by the MTR, namely 2017 to 2019. The MTR found that the programme successfully balanced the urgent need for humanitarian and life-

saving supplies with a longer-term focus on capacity development, impact, and sustainability of results through providing high-quality technical assistance in policy and strategy formulation as well as strengthening evidence generation and use of child-centred data such as MICS 2017, Situation Analysis 2019, and routine monitoring systems. The MTR also found that in the Convergence Counties there had been more synergistic actions across the programmes, compared to other areas of operation, particularly in relation to capacity development, including more frequent monitoring and supportive supervision. However, the MTR determined that it was not possible to assess the impact of the convergence county approach with the available evidence in 2019, and that this needed formative research, ongoing monitoring and a strong commitment by Government and UNICEF to stronger coordination and demonstrating the benefits to children’s survival and healthy development in order for the programme to achieve its goals.

Country Programme Re-Prioritization due to the pandemic

The onset of COVID-19 severely impacted the delivery of the Country Programme, due to the departure of all international staff, severe restrictions on movement and a near complete suspension of humanitarian supplies from August 2020 onward. In the face of these considerable challenges, UNICEF carried out a programme criticality assessment together with the Government in May 2020, revising its Annual Management Plan and prioritizing urgent and essential lifesaving activities. These included: immunization; treatment of children with severe acute malnutrition; TB and Malaria; COVID-19 response and developing WASH infrastructure as critical interventions for 2020. The annual work plan for 2021 reflected a similar approach to 2020 with carried over of delayed activities from 2020.

UNICEF has adapted its programme in several ways in the DPRK. In collaboration with WHO, UNICEF supported the Government in developing the Country Strategic Preparedness and Response Plan (CSPRP) for COVID-19. UNICEF was the first agency to procure and pre-position Personal Protective Equipment (PPEs) for up to 500 frontline healthcare workers and distributed critical WASH items supporting handwashing and hygiene practices to more than 41,573 people and 121 health facilities. In preparation for introduction of new vaccines including COVID-19 vaccines, UNICEF supported the MoPH to develop and verify a cold chain distribution strategy, including mapping the potential port(s)

of entry, points of storage (stores) and stocking, and fallback facilities in the country with their respective cold chain storage and assess the transportation capacity for vaccines and ancillary products, and ensure necessary human resource capacity is in place. In addition, an assessment of dry storage and cold chain capacity and infrastructure needs at all levels with regards to the COVID-19 vaccines characteristics was conducted and guidance provided for filling of the identified supply and logistic gaps. Following this assessment, UNICEF plans to work with MoPH to introduce a real time immunization supply chain logistics system to monitor vaccine quality and storage temperatures

4. Key Partnerships and Coordination Structures

The Country Programme is formally implemented through signed workplans with the National Coordinating Committee (NCC) and respective line Ministries. The NCC facilitates the work of UNICEF with all counterparts, approves the number of UNICEF international professional staff and facilitates visas for staff and consultants at the national level. UNICEF's main governmental programme partners are the Ministry of Public Health (nutrition, maternal, new-born and child health, TB and Malaria and immunizations) and the Ministry of Urban Management (WASH). Other governmental program partners include: The Academy of Medical Sciences (Health), Institute of Child Nutrition, State Planning Commission, Technical Working Group on Nutrition (Nutrition), and the Education Commission (Education). For evidence generation, advocacy and knowledge management and communication for development approaches, key partners include the Child Data Management Unit of the Central Bureau of Statistics and the Grand People's Study House.

The key development partners active in the DPRK include six UN agencies, the European Union funded Food Security Office (FSO) and four international INGOs⁹, as well as IFRC and ICRC, Swiss Agency for Development and Cooperation, FAHRP/ FIDA International, and French and Italian Cooperation Offices based in Pyongyang. Programmatic activities are mainly humanitarian-orientated due to restrictions on development activities and funding from donors due to sanctions.

UNICEF is one of the largest UN organisations working in the country and plays an important role in inter-agency sector coordination. In addition to leadership of sector working groups in WASH, Nutrition, and co-leadership of the Health Working Group with WHO, UNICEF actively supports coordination of evidence and learning through the UN M&E/Results Group. With average annual funding of around \$25 million, UNICEF remains amongst the largest humanitarian United Nations partners in the DPRK in terms of funding volume and geographical programme coverage. Sector coordination bodies with UNICEF participation include:

- a) Nutrition Sector Working Group, co-led by UNICEF with WFP;
- b) WASH Sector Working Group, chaired by UNICEF and co-led by EUPS 3 (Concern Worldwide) and IFRC;
- c) Health Sector Working Group, chaired by WHO and co-led by UNICEF;
- d) UN Data Sector Working Group, co-chaired by UNFPA and Central Bureau of Statistics
- e) UN Internal Monitoring and Evaluation Working Group

⁹ There is an agreement between the European Commission and the Government of DPRK regarding the DPRK Food Security Thematic Programme. Under this, EU-supported INGOs who have an office in the DPRK are established, and referred to as, "European Union Project Support (EUPS) units". Initially seven, five of these are still operating in the country: Triangle Génération Humanitaire, Première Urgence Internationale, Concern Worldwide and Welthungerhilfe.

At present, meetings of these working groups are generally ad-hoc and irregular due to the present pandemic.

5. Evaluation Approach and Methodology

Evaluation Purpose, Objectives and Scope

There are four main purposes for this evaluation, mainly focused on learning due to the limitations faced in DPRK, specifically:

- a) To identify key lessons from implementation of the ongoing Country Programme (2017 to 2021) to inform the design of the next CPD, specifically in the areas of relevance, strategic positioning, responsiveness to national needs, management, and staffing.
- b) To inform the development of the next UN Sustainable Cooperation Development Framework (UNSCDF), alongside the findings and recommendations of the UNSF 2017-2022 Evaluation.
- c) To capture learning from UNICEF's investment in service delivery, evidence generation and usage, plus effects of the cross sectoral collaboration where present.
- d) To better understand the implications of the COVID-19 pandemic for the Country Programme, and to identify strategies for progress.

The objectives of the evaluation are the following:

- a) To identify the most effective implementation and monitoring strategies for UNICEF to adopt in the country for the next phase of programme development in the DPRK.
- b) To determine how UNICEF can most effectively position itself to contribute to improvement of the lives of children and women in the DPRK and increase understanding on how UNICEF can build on its comparative advantage.
- c) To inform a forward-looking reflection on the implementation of the DPRK country programme in light of the global COVID-19 pandemic.
- d) To identify possibilities for more sustainable programming within the humanitarian-development nexus.

The evaluation will assess the Country Programme's success in achieving stated outputs and outcomes while focusing on three key areas:

- a) **Service delivery** will be primarily evaluated based on previously conducted thematic evaluations and desk review of other existing information and data, with limited additional data collection beyond key informant interviews and surveys. Where accountability information is available, it will be documented within the final report.
- b) **Evidence and data** usage of the Country Office will be evaluated primarily through an assessment of the UNICEF DPRK engagement on an evidence and learning agenda with the Government of the DPRK through partnership with the Country Child Data Management Unit and line institutions in terms of results in evidence-based, equity-focused programmes, policies, and procedures.
- c) **Impact of the global COVID-19 pandemic** on the humanitarian situation for children in the DPRK and on UNICEF's role and performance will be assessed primarily through key informant interviews. Where possible, written surveys will be used to gather reports and evidence at a district and country level. The evaluation will examine the extent to which the current Country

Programme has maintained its relevance and efficacy in meeting the new emerging challenges created by the global pandemic, as well as the implications for future programming. The evaluation will endeavour to draw from this assessment relevant lessons for UNICEF programme management in this and future crises. The evaluation will also endeavour to determine the extent to which the main lessons learned and recommendations of the 2019 Mid Term Review were implemented and remain relevant for the COVID period and beyond

The cross sectoral component of the key areas will also be investigated. The evaluation period covers January 2017 to end of December 2021. The temporal period would cover from the beginning of the ongoing CPD and UNSF implementation to end of 2021, which includes both pre-and ongoing global COVID-19 situation.

The geographic scope of the evaluation will be at national level, with efforts being made to gather field inputs from district level officials through surveys of nutrition focal points and government beneficiaries of capacity development activities.

The users of the evaluation will be the senior management and staff of UNICEF DPRK Country Office as well as the East Asia and Pacific Regional Office (EAPRO), the Government of the DPRK, UN Country Team and other key partners operating in the DPRK, as well as UNICEF's relevant HQ staff.

Evaluation Criteria

This is a Country Programme Evaluation (CPE) modified to the local context prevailing in DPRK. The data gathering will abide with the rules, regulations and limitations set by the Government of DPRK. The CPE will use OECD/DAC Evaluation criteria of relevance, effectiveness, coherence, and sustainability:

- a) **Relevance:** the extent to which UNICEF's programme objectives and design respond to the needs of beneficiaries and other stakeholders in the highly complex context of the DPRK;
- b) **Effectiveness:** The extent to which the country programme achieved, or is expected to achieve its objectives including support for / working with Government and other local partners;
- c) **Coherence:** The extent to which the Country Programme approaches and interventions have internal and external complementarity, with a logical and synergistic fit;
- d) **Sustainability:** the extent to which UNICEF's work has succeeded in creating potential adoption by the government in future, have been scaled up and included in national systems and policy guidelines and enhancing the likelihood that results will continue in future.

Evaluation Questions

The overarching question for this CPE is: *to what extent has the UNICEF 2017-21 country programme proven successful in its programme delivery, strategy choices and approaches, and what implications are there for future strategy development for UNICEF and for its contributions to the joint UN strategy in the DPRK also in light of the ongoing global COVID-19 pandemic?*

The evaluation will be guided by the following questions:

Relevance

- a) To what extent is the Country Programme appropriate to ensure that the needs and the rights of children and women in DPRK, including the most vulnerable, are met?

- b) Which Country Programme objectives, approaches (including the Convergence County approach) and modalities are the best aligned, most relevant and adapted to the country context?

Effectiveness

- a) To what extent have programme outputs and outcomes (short-term/intermediate results) been delivered, and how did they contribute to progress toward the stated programme outcomes (e.g. supporting an enabling environment, improving supply and quality of services, improving demand for services in the DPRK and ensuring human rights and gender equity are factored in).
- b) How effectively have the UNICEF DPRK Country Programme strategies and partnerships with government (in terms of service delivery, evidence generation, cross sector working and the geographically focused approach/intervention) delivered the intended results and influenced national policies, strategies and guidelines?
- c) To what extent has the Country Office been able to effectively prepare for, and respond to changes in national needs and priorities, including shifts caused by emergencies and the global COVID-19 pandemic, meeting the needs and rights of women and children?

Coherence and synergies

- a) Internal Coherence: To what extent has implementation of UNICEF's various programmes in the DPRK been synergistic and coherent?
- b) External Coherence: To what extent has UNICEF's implementation in the DPRK (in terms of corporate features and those specific to the country office), been synergistic and coherent with government priorities and other UN agencies and development partners. How should improved coherence with other UN agencies be pursued in future?

Sustainability

- a) To what extent has UNICEF (with strategies and interventions in service delivery, evidence generation, cross sector working and geographical focus) enhanced potential for government or local replication and scalability in future?
- b) What are the major factors which influence the achievement or non-achievement of sustainability of the UNICEF programme?

Evaluation design and approaches

Given the greater availability of data in the pre-Covid period, the evaluation will adopt a unique split-period approach. For the pre-COVID period, the evaluation will take a theory-based approach, based on a desk review of existing data and documentation, assessing the strategies, approaches, and theories of change (as set out in the Program Strategy Notes), to document program achievements and identify recommendations. The evaluation will draw on available data from pre-COVID evaluations, progress reports and other sources, triangulating data received by multiple sources wherever possible.

For the COVID period, with its extreme limitations in both activity and data availability, a desk review will be done of progress reports and other available documentation, with additional data gathering primarily taking the form of as wide a range of key informant interviews as possible. The aim of data gathering will be to trace inputs and outputs in this period as well as identifying major challenges, success factors and key recommendations.

Data gathering will be done using remote methods considering the lack of international staff presence in the DPRK in addition to travel restrictions. The evaluation will concentrate on engaging the

principal users of the evaluation process and report – UNICEF country and regional offices, key stakeholders in national government ministries and departments (to the extent possible given current challenges), and other UN organisations working in the DPRK.

In keeping with the methodology proposed in the TOR, the following will be the main data gathering methods of the evaluation:

- a) Key informant interviews with Government focal points, current and previous UNICEF DPRK senior staff and programme leads, representatives of other UN agencies as well as representatives of key donors and partners. Given communication constraints, and to ensure we are compliant with DPRK Government's rules and regulations, it is anticipated that the majority of interviews with DPRK officials will be through written questionnaires to be filled in by the official rather than one-on-one interviews. Interviews with UNICEF staff and other internationals will be held remotely using semi-structured interview protocols. The interviews will address the four evaluation criteria of relevance, effectiveness, coherence, and sustainability, as well as looking into cross-cutting issues such as monitoring and data collection methodology for UNICEF interventions: design, coordination and management of UNICEF interventions and the impact of COVID-19. Appendix 3 has evaluation question protocols for speaking to UNICEF programme managers and international donor and partner organizations. Questionnaires for DPRK governmental counterparts from different sectors will be individually designed to ensure maximum brevity and relevance. We expect to interview up to 10 government officials, 4 national UNICEF staff, 13 current and former international UNICEF staff, 4-5 representatives of UN agencies and INGOs present in DPRK.
- b) Comprehensive desk review of available documentation including, but not restricted to, the list of relevant documentation supplied in the TOR. Key informant interviews and a bibliography search will be used in order to identify other relevant documentation beyond this original list, including, where available, relevant evaluation findings from UN and donor partners active in the DPRK and contextual analyses.
- c) Structured surveys of nutrition focal points and government counterparts of capacity building support in order to assess the relevance and efficacy of UNICEF support on a sub-national level. (Pending government approval). Surveys will be sent to 53 IMNCL/Nutrition focal points as well as to the approximately 5 government officials that were part of the WASH in Schools regional training.

Data collected through these methodologies will be inputted into a series of matrices (see appendix) which will aid in processing and analysis of data. The analysis will critically examine the information gathered from the various sources and attempt to synthesize the information in an objective manner. Information inputted into the matrices will be used to draft the final CPE report, according to standard UNICEF format. In the final report, all identifying information, including name, position and organization, will be deleted in order to ensure confidentiality.

Methods for ensuring validity and reliability at analysis stage will include:

- a) **Triangulation** – to confirm and corroborate results;
- b) **Complementarity** - to explain and understand findings obtained by one method by applying a second;
- c) **Interrogation** - where diverging results emerge from the application of different methods, these will need to be interrogated to either reconcile, or explain, the differences apparent.

Evaluation findings and conclusion will be presented to selected stakeholders in a validation workshop to assess the accuracy of the findings. Based on the findings, the ET, relevant EAPRO and the DPRK Country Office senior managers will jointly develop recommendations of the evaluation report.

6. Evaluability & Limitations

The Democratic People's Republic of Korea (DPRK) presents a uniquely challenging, highly complex operating environment for UNICEF and its partners. The government sets out its priorities in a five-year strategy for national economic development. However, the strategy is not shared with international partners and consequently it is difficult for international partners to trace alignment of their programmes to Government priorities. Limitations on data management capacity in the country hinders analysis, planning, monitoring and evaluation, and the ability to report accurately on results for children. This includes monitoring progress against SDGs and understanding inequalities in different areas and population groups. Data against indicators of the CPD's results framework and DPRK-UNICEF Annual Work Plans mostly exist, but limitations exist as outlined below and either full time-series or sufficient geographical and other disaggregation may not be available and the possibility of verification of data is restricted. Even before the onset of the current pandemic, the 2019 UNICEF Situation Analysis of Children and Women in the DPRK noted deficits in reliable and comparable data sources that affected UNICEF's ability to assess the situation accurately over time and the distribution, depth of disparities and needs in key areas, varying quality of key documents, absence of gender-disaggregated data in areas of critical importance.

COVID-era restrictions have exacerbated data gathering limitations. In particular:

- a) There is no possibility for international consultants to travel to the DPRK and speak directly with stakeholders and beneficiaries. Moreover, communications restrictions severely limit the possibility to conduct phone or video interviews with duty bearers and other DPRK officials so that the primary method of data gathering from DPRK sources is likely to be through written questionnaire.
- b) Internal travel within the DPRK is similarly limited with local cash shortages impacting operations requiring fuel and DSA, leaving little or no opportunity for site visits even by locally based personnel.
- c) Given present cash constraints, there is no possibility for hiring an independent national consultant capable of bringing deep understanding and perspectives of the context.
- d) There is little or no possibility for direct engagement with service beneficiaries and rights holders. These constraints also make it difficult to triangulate findings outside a small group of stakeholders.
- e) Due to elevated levels of turnover among UNICEF international staff and national seconded personnel, as well as challenges in knowledge management and system continuity, certain programme documentation related to earlier years of the evaluated period are likely to be difficult to locate and certain programmatic decisions may not have been documented.
- f) Very little relevant primary data has been collected by any stakeholders during the global COVID period, and continuing COVID-19 prevention measures make collection of primary data as part of the CPE infeasible.¹⁰

Given the extreme limitations on data availability at this time, it will be impossible to fully trace programme outcomes and impact, particularly since January 2020, and difficult to obtain a comprehensive picture of program implementation on the ground. As such, and in lines with the CPE

¹⁰ Draft UN Baseline Synthesis Analysis Report: COVID 19 and the Democratic People's Republic of Korea, July 2021.

TOR, this evaluation will have a strong utility focus, gathering data on outcomes and impact where possible, but concentrating on engaging with the principle users of the evaluation process and report – UNICEF country and regional offices, key stakeholders in national government ministries and departments (to the extent possible given current challenges), and other UN organisations working in the DPRK in order to understand operational challenges, successes and success factors and areas for improvement, and to make useful recommendations that can feed into the drafting of the next Country Programme Document. The potential list of stakeholders that will be interviewed is presented in [Appendix Two: Evaluation Tables](#). Please note that children, vulnerable groups, marginalized groups or members of households will not be part of the data gathering efforts.

7. Ethical review and Quality Assurance

The Evaluation Team will conform to guidance and standards set by UN and UNICEF. The consultant will be guided by [UNICEF's revised Evaluation Policy](#) (2018), the [United Nations Evaluation Group \(UNEG\) Norms and Standards for Evaluation](#) (2016), [UNEG Code of Conduct for Evaluation in the UN system](#) (2008), [UN SWAP Evaluation Performance Indicator](#) (2018), [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#) (2014), and [UNICEF-Adapted UNEG Evaluation Report Standards](#) (2017). Quality assurance throughout the process will be undertaken by the Evaluation Managers and the Evaluation Reference Group. They will be leading on quality assurance of all deliverables, will provide quality assurance in line with UNEG Norms and Standards and Ethical Guidelines and other relevant procedures.

The ET team will ensure that the principles of integrity, independence and impartiality and accuracy, completeness and reliability are respected. Hence, the ET team will prevent any form of potential conflict of interest and ensure that the evaluation is conducted in a transparent and accountable manner.

In interaction with stakeholders, the ET will ensure that privacy and respect of rights are honoured. Ahead of each interview, the evaluators will inform key informants about the purpose of the evaluation, the criteria applied and the intended use of findings. Consent forms will be established, and the ET will obtain necessary consent before each interview or data gathering activity. The ET will adhere to confidentiality related to feedback elicited during the interviews, group discussions, and in the surveys. Interviewees will remain anonymous unless clear permission is granted to the ET to include qualitative information provided in the final report. The perception survey will be anonymous; the identity or name of stakeholders will not be shared with UNICEF.

As noted in the methodology section of this Inception Report: children, vulnerable groups, marginalized groups, or members of households will not be part of the data gathering efforts. Thus, as per UNICEF rules and regulations, external ethical clearance is not required.

8. Work Plan, Roles and Responsibilities

The evaluation work plan, including activities deliverables, and timeline, are detailed in Table 8.1.

Table 8.1			
Phase	Activities	Deliverables	Timeframe
<u>Preparation</u>	<ul style="list-style-type: none"> ● Kick-off telecon ● Initial desk review 	<ul style="list-style-type: none"> ● Meeting summary reflecting shared understanding of the work 	November 2021
<u>Design/Inception</u>	<ul style="list-style-type: none"> ● Consultations with evaluation team (ET) ● Consultations with UNICEF DPRK team ● Interview question templates designed for all types of interviews (primarily UNICEF staff, donors and partner organizations, government officials) ● Evaluation Matrices Designed 	<ul style="list-style-type: none"> ● Inception report 	December 2021
<u>Data collection and analysis</u>	<ul style="list-style-type: none"> ● Key informant interviews ● Document review ● Analysis of quantitative secondary data ● Survey of participants in WASH in Schools Learning event ● Survey of IMNCI/Nutrition focal points 	<ul style="list-style-type: none"> ● Evaluation matrixes completed for all UNICEF priority areas in the DPRK and all evaluation criteria 	January-March 2022
<u>Report Drafting</u>	<ul style="list-style-type: none"> ● Presentation of preliminary findings at a validation workshop ● Submission of first draft of finalized report 	<ul style="list-style-type: none"> ● Draft Report 	March-April 2022
<u>Report Submission</u>	<ul style="list-style-type: none"> ● Submission of final draft, based on consolidated comments from evaluation management team, inclusive of annexes and bibliography. 	<ul style="list-style-type: none"> ● Final Approved Report 	April 2022

Roles and Responsibilities

Due to the current extraordinary situation in the DPRK, the evaluation team is comprised of one independent external evaluation manager, Dr. Aliza Inbal, who will be supported by UNICEF staff members. The necessity for this unique team composition is due to the present impossibility of sending external evaluators to the country or engaging local consultants and the need of country team support in order to obtain approval for and arrange any interviews with DPRK officials. In addition, the delicate nature of relations with the DPRK necessitate a high degree of guidance by the country team in order to ensure that the evaluation is able to on the one hand generate as much relevant data as possible while, on the other hand, not negatively impacting UNICEF's activities in the DPRK.

The Multi-Country Evaluation Specialist for China, Mongolia and DPRK Xin Xin Yang (xxyang@unicef.org), M&E Specialists Halfdan Broch-Due (hbrochdue@unicef.org) and Khamhoung Keovilay (kkeovilay@unicef.org) have been appointed to support this evaluation. These staff have not been inside DPRK and have had very little involvement in direct programme implementation. They will be responsible for facilitating all communication with Government stakeholders, as well as supporting the evaluation with needed insights and guidance on work with the DPRK.

EAPRO Regional Evaluation Advisor (Koorosh Raffii kraffii@unicef.org), based in Bangkok will serve as the Evaluation Manager. His primary responsibilities include:

- a) Helping develop scoping for the CPE and set out and update a detailed plan for the process;
- b) Supporting recruitment of the Evaluation Consultant.
- c) Day-to-day oversight and management of the evaluation process and budget, in coordination with ERG members and other key stakeholders and supervision of the evaluation team.

- d)** Leading on quality assurance throughout the process.

Appendix 1: Bibliography

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Appendix 2: Evaluation Tables

Evaluation Matrix

Questions	Indicators	Data Collection Methods and Sources
Relevance		
To what extent is the Country Program appropriate to ensure that the needs and the rights of children and women in DPRK, including the most vulnerable, are met including after impact of COVID-19?	<ul style="list-style-type: none"> Evidence of linkages between specific aspects of the Country Programme and diagnosed country needs, priorities of UN Agencies, and SDG targets Perceptions on the relevance of the CP by other organizations active in DPRK and by DPRK country officials Degree of alignment of UNICEF interventions with the needs and priorities of children. Degree of alignment with DPRK sector strategies Extent to which geographic focus of UNICEF activities matches areas of greatest needs 	Document Review <ul style="list-style-type: none"> UNICEF CPD UNICEF MTR and other programme evaluations undertaken during the CP period (for example, CMAM) UNICEF strategic documents UNSDF Resident coordinator and other UN strategic documents Individual remote interviews <ul style="list-style-type: none"> UNICEF DPRK staff Staff of other UN and donor agencies active in DPRK Written interviews with relevant DPRK officials.
Which Country Programme, approaches (including the Convergence County approach) and modalities are the best aligned, most relevant and adapted to the country context?	<ul style="list-style-type: none"> Perceptions of key informants as to the relevance of approaches tried. Evidence of the efficacy of various approaches from RAM, COAR. 	Document Review <ul style="list-style-type: none"> UNICEF DPRK workplans, COAR, RAM, MTR data Individual Remote Interviews <ul style="list-style-type: none"> UNICEF DPRK staff Staff of other UN and donor agencies active in DPRK Written interviews with relevant DPRK officials
Effectiveness		
To what extent have programme outputs (short-term/intermediate results) been delivered, and how did they contribute to progress toward the stated programme outcomes (e.g., supporting an enabling environment, improving supply and quality of services, improving demand for services in DPRK and ensuring human rights and gender equity are factored in.	<ul style="list-style-type: none"> % of activities completed % outputs achieved/on track toward achievement Evidence of outputs' convergence toward achievement of intended outcomes 	Document Review <ul style="list-style-type: none"> Results data from COAR, RAM Results data from previous evaluations including MTR, evaluation of CMAM Interviews <ul style="list-style-type: none"> Survey of nutrition focal points Survey of beneficiaries of capacity development initiatives UNICEF DPRK staff Staff of other UN and donor agencies active in DPRK Written interviews with relevant DPRK officials
How effectively have the UNICEF DPRK Country Programme strategies and partnerships with government delivered the intended results and influenced national policies, strategies, and guidelines?	<ul style="list-style-type: none"> % of institution building activities completed % institution building outputs achieved/on track toward achievement Evidence of outputs' convergence toward achievement of intended outcomes Extent to which UNICEF supported strategies and 	Document Review <ul style="list-style-type: none"> Results data from COAR, RAM Results data from previous evaluations including MTR, evaluation of CMAM Individual Remote Interviews <ul style="list-style-type: none"> UNICEF DPRK staff Staff of other UN and donor agencies active in DPRK Written interviews with relevant DPRK officials

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	policies adopted by government counterparts	
To what extent has the Country Office been able to effectively prepare for, and respond to changes in national needs and priorities, including shifts caused by emergencies and the global COVID-19 pandemic, meeting the needs and rights of women and children?	<ul style="list-style-type: none"> • %Activities completed and outputs achieved/on track to achievement during the global COVID period • Evidence of appropriateness of re-prioritized initiatives 	<p>Document Review</p> <ul style="list-style-type: none"> • UNICEF and UN Resident Coordinator strategic documents • Results data from COAR, RAM <p>Individual Remote Interviews with</p> <ul style="list-style-type: none"> • UNICEF DPRK staff • Staff of other UN and donor agencies active in DPRK • Written interviews with relevant DPRK officials
Coherence & Synergies		
Internal Coherence: To what extent has implementation of UNICEF's various programmes in DPRK been synergistic and coherent?	<ul style="list-style-type: none"> • Evidence of coordination and cooperation between UNICEF programmes in ways that are likely to enhance results. 	<p>Document Review</p> <ul style="list-style-type: none"> • UNICEF CPD • UNICEF MTR and other programme evaluations undertaken during the CP period (for example, CMAM) • UNICEF strategic documents <p>Individual Remote Interviews with</p> <ul style="list-style-type: none"> • UNICEF DPRK staff • Staff of other UN and donor agencies active in DPRK
External Coherence: To what extent has UNICEF's implementation in DPRK (in terms of corporate features and those specific to the country office), been synergistic and coherent with government priorities and other UN agencies and development partners. How should improved coherence with other UN agencies be pursued in future?	<ul style="list-style-type: none"> • Analysis of the efficacy of coordination mechanisms • Evidence of coordination and cooperation between UNICEF and other UN agencies in ways that are likely to enhance results. 	<p>Document Review</p> <ul style="list-style-type: none"> • UNICEF CPD • UNICEF MTR and other programme evaluations undertaken during the CP period (for example, CMAM) • UNICEF strategic documents • UNSDF • Resident coordinator and other UN strategic documents <p>Individual Remote Interviews with</p> <ul style="list-style-type: none"> • UNICEF DPRK staff • Staff of other UN and donor agencies active in DPRK
Sustainability		
To what extent has UNICEF (with strategies and interventions in service delivery, evidence generation, cross sector working and geographical focus) enhanced potential for government or local replication and scalability in future?	<ul style="list-style-type: none"> • Examples of concrete mechanisms initiated to ensure appropriation of results by national and or local counterparts • # of professionals dealing with children trained through TOT mechanisms • # of institutions whose organizational capabilities were strengthened 	<p>Documents</p> <ul style="list-style-type: none"> • UNICEF COAR and other monitoring and evaluation products (MTR, programme evaluations, etc). <p>Individual Remote Interviews with</p> <ul style="list-style-type: none"> • UNICEF DPRK staff • Staff of other UN and donor agencies active in DPRK • Written interviews with relevant DPRK officials
What are the major factors which influence the achievement or non-achievement of sustainability of the UNICEF programme?	<ul style="list-style-type: none"> • Types of factors contributing/hindering the sustainability of results supported by UNICEF 	<p>Documents</p> <ul style="list-style-type: none"> • UNICEF COAR and other monitoring and evaluation products (MTR, programme evaluations, etc). <p>Individual Remote Interviews with</p> <ul style="list-style-type: none"> • UNICEF DPRK staff • Staff of other UN and donor agencies active in DPRK • Written interviews with relevant DPRK officials

Data Gathering

Outcomes	Out-puts	Changes to Out-puts	Activi-ties	Changes to Activit-ies	Activities completed?				Targets Achieved?				Donor coord-ination	Impact of global COVID pandemic	Source of Data	Implemen-tation Success Factors	Implemen-tation Chal-enges
					2017	2018	2019	2020	2017	2018	2019	2020					
Health	1.1																
	1.2																
	1.3																
	1.4																
Nutrition	2.1																
	2.2																
WASH	3.1																
	3.2																
	3.3																
Social Inclusion PM&E	4.1																
	4.2																
	4.3																
	4.4																

Preliminary List of Potential KII & Survey Questionnaire

Program Area	Organization (full name)	Contact person	Title	Interview or Questionnaire
Health	Academy of Medical Sciences	Mrs. O Hye Ran	Section chief	TBD
Health	Ministry of Public Health	Dr. Choe Suk Hyon	Deputy director of MoPH, focal point for UNICEF	Questionnaire
Nutrition	Ministry of Public Health	Dr. Choe Suk Hyon	Deputy director of MoPH, focal point for UNICEF	Questionnaire
Nutrition	Institute of Child Nutrition	Dr. Kim Hye Gyong	Researcher, Former UNICEF consultant	
Nutrition	State Planning Commission	Mr. Kim Nam Gi	USI Program Manager	Questionnaire
Nutrition	Grand People's Study House	Mrs. Choe Bok Gyong	Director of External Affairs Department	TBD
Nutrition	Technical Working Group on Nutrition	Dr. Paek Hyang Ok	Chief of Child Health Management Unit Okryu Children's Hospital, Chief of TWG	Questionnaire
Nutrition	WFP, EU Food Security Office			
WASH	Ministry of Urban Management	Mrs. Choe Un Sun	Director of Ministry of Urban Management	Questionnaire
WASH	Education Commission	Mrs. Ri Hye Ryon	Senior official, EC	Questionnaire
Data	Central Bureau of Statistics	Mrs. Jang Myong Son	Director of Data Dissemination Department	Questionnaire
				Questionnaire
Country Team	UNICEF	Edward Carwadine	DPRK Representative (current)	Interview
Country Team	UNICEF	Myo-Zin Nyunt	former DPRK Representative	Interview

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Country Team	UNICEF	Odile Bulten	Deputy Representative for Programmes – since September 2018	Interview
Health	UNICEF	Ridwan Gustiana	Immunization programme	Interview
Health	UNICEF	Bakhodir Rahimov	Health specialist, IMNCI programme 2017-2018	Interview
Health	UNICEF	Elana Vellila Cerdan	Chief of Health, March 2017 – September 2019	Interview
Health (GAVI)	UNICEF	Paula Ghrist	Global Fund Programme Manager	Interview
Health	UNICEF	Ngozi Kennedy	Chief of Health	Interview
WASH	UNICEF	Bishnu Pokhrel	Chief of WASH	Interview
WASH	UNICEF	Anil Pokhrel	Chief (until Nov. 2017)	Interview
WASH	UNICEF	Kencho Namgyal	Chief (Nov. 2017-?)	Interview
PM&E	UNICEF	Halfdan Broch-Due	PME Specialist (current)	Interview
PM&E	UNICEF	Silas Rapold	PME Specialist June 2017-March 2020	Interview
Nutrition	UNICEF	Muhiadin Abdulahi	Chief	Interview
Nutrition	UNICEF	Wisam Hazem	Chief (former)	Interview
Nutrition	UNICEF	Ajwang Fatuma	Nutrition Specialist (former)	Interview
Country Team	UNICEF	Oyunsaihan Dendevnorov	UNICEF Representative	Interview

In addition, interviews with representative of partner UN agencies, INGOs and donors in DPRK will be undertaken.

Appendix 3: Key Informant Interviews: Evaluation Question Protocols

Questions for Programme Managers	
PREAMBLE AND INTRODUCTION	
<ul style="list-style-type: none"> • Thanks for agreeing to this interview. This is part of the Country Program Evaluation for UNICEF’s DPRK Programme from 2017-2021. This evaluation will be heavily learning-focused. It will endeavor to assess the CP in two distinct phases: pre-pandemic and post-pandemic, in order to inform and improve design of the next UNICEF country program, whether in the context of an ongoing pandemic or post-pandemic. The interview should take one hour. • Commitment to Honesty and Confidentiality: We understand the sensitivities of conducting interviews and will aggregate all the interviews to achieve an overview of the findings without compromising your identities in any way. It is important that you express yourself openly—there are no right or wrong answers, just YOUR views. WE GUARANTEE that your responses will not be linked with your name, position, or department in any way. Everything will be summarized in our report and presented in an anonymous manner. “Participation is voluntary, and you may choose to not respond to any or all questions or may withdraw anytime without consequences.” • Consent: Engaging further and answering the questions posed will be an indication of your consent to take part in this evaluation. 	
Introduction Questions	
<ul style="list-style-type: none"> • When did you join the UNICEF DPRK Country Office? How long did you work/have you worked there? What were/are your main responsibilities? • Please describe the main activities during your tenure: <ul style="list-style-type: none"> ○ What has been implemented when, and where? 	
Relevance	
<p>To what extent is the Country Programme appropriate to ensure that the needs and the rights of children and women in DPRK, especially the most marginalized, are met including in the future.</p>	<ul style="list-style-type: none"> • Did UNICEF DPRK Country Office have a consultation process to factor the needs of internal and external stakeholders (women, men) and foster inclusiveness in the design process? And what has been the approach to reach out all key stakeholders? • What analyses were conducted or used to understand needs/priorities? • To what extent do you believe that your programme was appropriate and sufficient to ensure that the needs and the rights of children and women in DPRK, especially the most marginalized, are met including during the pandemic?
<p>Which Country Programme objectives, approaches (including the Convergence County approach) and modalities are the best aligned, most</p>	<ul style="list-style-type: none"> • What are UNICEF DPRK CO comparative advantages? • What is the strategy of UNICEF DPRK CO for achieving its goals? Is there a clear idea of the approach?

relevant and adapted to the country context?	<ul style="list-style-type: none"> • To what extent has it been possible to implement the convergence county approach in your programme? • To what extent do you believe that the convergence country approach has aided in achievement of the programme objectives?
Effectiveness	
To what extent have programme outputs and outcomes (short-term/intermediate results) been delivered, and how did they contribute to progress toward the stated programme outcomes (e.g. supporting an enabling environment, improving supply and quality of services, improving demand for services in DPRK and ensuring human rights and gender equity are factored in.	<ul style="list-style-type: none"> • To what extent is UNICEF DPRK Country Office meeting the needs of children in your programme area? What have been UNICEF's major contributions? Please give examples. • In what way can UNICEF improve its effectiveness in your programme area?
How effectively have the UNICEF DPRK Country Programme strategies and partnerships with government (in terms of service delivery, evidence generation, cross sector working and the geographically focused approach/intervention) delivered the intended results and influenced national policies, strategies and guidelines?	<ul style="list-style-type: none"> • Has sufficient attention been given to measuring, monitoring, and reporting results? How effectively has evidence been used to inform changes and adjustments of policies and programmes? • What needs were you not able to meet and why?
To what extent has the Country Office been able to effectively prepare for, and respond to changes in national needs and priorities, including shifts caused by emergencies and the global COVID-19 pandemic, meeting the needs and rights of women and children?	<ul style="list-style-type: none"> • What have been the main success factors and challenges implementing the CP? • How did the onset of the pandemic affect programme management? In what ways did/is your programme support issues arising from the global COVID-19 pandemic? • What were the main challenges and success factors for your work in the COVID-19 period?
Timeliness	<ul style="list-style-type: none"> • What were the main adjustments made to the timeline, activities or objectives of the programme during your tenure and why? • How did this adjustment effect the timeliness of the intervention?
Coherence and synergies	
Internal Coherence: To what extent has UNICEF's various programme implementation in DPRK been synergistic and coherent?	<ul style="list-style-type: none"> • How does the CO coordinate between programs? To what extent has the CO been able to work cross-sectorally and can you give examples? Who are your main government partners and how do you collaborate and coordinate with them? What were the main

	<p>challenges/success factors to coordination and how could coordination be improved?</p>
<p>External Coherence: To what extent has UNICEF’s implementation in DPRK (in terms of corporate features and those specific to the country office), been synergistic and coherent with other UN agencies and development partners. How should improved coherence with other UN agencies be pursued in future?</p>	<ul style="list-style-type: none"> • Who are the other UN Agencies/donors/NGOs active in your programme area and how do you collaborate and coordinate with them? What were the main challenges/success factors to coordination and how could coordination be improved? • To what extent and how appropriately have partnerships been mobilized in a manner that contributes effectively to the implementation of the CP in a coordinated manner?
<p>Sustainability</p>	
<p>To what extent has UNICEF (with strategies and interventions in service delivery, evidence generation, cross sector working and geographical focus) enhanced potential for government or local replication and scalability in future?</p>	<ul style="list-style-type: none"> • To what extent have activities in your programme area enhanced potential for government or local replication and scalability in the future?
<p>What are the major factors which influence the achievement or non-achievement of sustainability of the UNICEF programme?</p>	<ul style="list-style-type: none"> • What are the major factors which have influenced the achievement or non-achievement of sustainability in your programme area?
<p>Lessons learned and recommendations</p>	<ul style="list-style-type: none"> • Looking forward to the next country programme, what would you say are the main lessons from this Country Programme (CP) that should inform development of the next UNICEF CP? • What other relevant lessons or advice can you share – including advise in terms of approach to partners? • Further research: Who are the key people in your programme area that we should speak with as part of the evaluation? What are the key documents to review?

Questions for donors/ partners

PREAMBLE AND INTRODUCTION

- **Thanks for agreeing to this interview.** This is part of the Country Program Evaluation for UNICEF’s DPRK programme from 2017-2021. This evaluation will be heavily learning-focused. It will endeavour to assess the CP in two distinct phases: pre-pandemic and post-pandemic, in order to inform and improve design of the next UNICEF country program, whether in the context of an ongoing pandemic or post-pandemic. The interview should take approximately 45 minutes.
- **Commitment to Honesty and Confidentiality:** We understand the sensitivities of conducting interviews and will aggregate all the interviews to achieve an overview of the findings without compromising your identities in any way. It is important that you express yourself openly—there are no right or wrong answers, just YOUR views.

<p>WE GUARANTEE that your responses will not be linked with your name, position, or department in any way. Everything will be summarized in our report and presented in an anonymous manner. “Participation is voluntary, and you may choose to not respond to any or all questions or may withdraw anytime without consequences.”</p> <ul style="list-style-type: none"> • Consent: Engaging further and answering the questions posed will be an indication of your consent to take part in this evaluation. 	
<p>Introduction Questions</p>	
<ul style="list-style-type: none"> ○ ○ How long have you been working in DPRK? ○ What are the key initiatives of your organization in DPRK? ○ How long have you been engaged with UNICEF in DPRK? 	
<p>Relevance</p>	
<p>To what extent is the Country Programme appropriate to ensure that the needs and the rights of children and women in DPRK, especially the most marginalized, are met including due to the impact of the global COVID-19 pandemic.</p>	<ul style="list-style-type: none"> • How have you engaged and coordinated with UNICEF before and during the pandemic? In what ways has UNICEF’s work complemented and/or reinforced your activities?
<p>Which Country Programme objectives, approaches (including the Convergence County approach) and modalities are the best aligned, most relevant and adapted to the country context?</p>	<ul style="list-style-type: none"> • If you have actively partnered with UNICEF, in your opinion, what was the added value of your partnership?
<p>Effectiveness</p>	
<p>To what extent have programme outputs and outcomes (short-term/intermediate results) been delivered, and how did they contribute to progress toward the stated programme outcomes (e.g. supporting an enabling environment, improving supply and quality of services, improving demand for services in DPRK and ensuring human rights and gender equity are factored in.</p>	<ul style="list-style-type: none"> • What do you see as UNICEF’s major contributions in your area of activity during your tenure? • To the extent that you have actively partnered with UNICEF what were the major challenges, success factors and achievement of your partnership? • Anything to add on how to improve the way UNICEF is achieving results?
<p>How effectively have the UNICEF DPRK Country Programme strategies and partnerships with government (in terms of service delivery, evidence generation, cross sector working and the geographically focused approach/intervention) delivered the intended results and influenced national policies, strategies, and guidelines?</p>	<ul style="list-style-type: none"> • What has been done (if anything) to help improve coordination, i.e., for more efficient planning/financing/implementation of response? • How could UNICEF help improve results in your sector?

<p>To what extent has the Country Office been able to effectively prepare for, and respond to changes in national needs and priorities, including shifts caused by emergencies and the global COVID-19 pandemic, meeting the needs and rights of women and children?</p>	<ul style="list-style-type: none"> • How has the global COVID-19 pandemic affected your activities? What strategies have you employed to maintain your program during the pandemic? • How have you engaged and coordinated with UNICEF before and during the pandemic? In what ways has UNICEF’s work complemented and/or reinforced your activities?
<p><i>Coherence and synergies</i></p>	
<p>External Coherence: To what extent has UNICEF’s implementation in DPRK (in terms of corporate features and those specific to the country office), been synergistic and coherent with other UN agencies and development partners. How should improved coherence with other UN agencies be pursued in future?</p>	<ul style="list-style-type: none"> • To what extent is UNICEF’s work synergistic with that of other UN agencies? • How did/does UNICEF coordinate with your agencies? • Do you see major gaps or overlaps in the UN’s work in UNICEF’s programme areas?
<p><i>Lessons learned and recommendations</i></p>	<ul style="list-style-type: none"> • What advice do you have for UNICEF in terms of the way it approaches partners? • In what ways could coordination/collaboration with UNICEF be improved? • How could UNICEF help improve results in your sector? •

Questions for Government Officials

PREAMBLE AND INTRODUCTION

Thanks for agreeing to filling out this survey. This is part of the UNICEF Country Programme Evaluation 2017-2022 covering the period 2017-2021. The purpose of the evaluation is primarily to inform and improve design of the next UNICEF Country Programme. Its aim is to assess the performance of the Country Programme against planned objectives in two distinct phases: from the beginning of the current Programme in 2017 until the introduction of the anti-pandemic measures in January 2020 (Phase 1) and January 2020 until end of 2021 (Phase 2)

Commitment to Honesty and Confidentiality: We understand the sensitivities of conducting surveys and will not compromise your identities in the evaluation report. It is important that you express yourself openly—your views and perspectives are important to us. Your responses will not be linked with your name, position, or department in the evaluation report in any way. “Participation is voluntary, and you may choose to not respond to any or all questions or may withdraw anytime without consequences.”

Consent: Engaging further and answering the questions posed will be an indication of your consent to take part in this evaluation.

Preliminary Question List (to be refined and targeted in collaboration with CO):

1. How long have you been in your present position?
 2. What are [your organization’s] most important achievements since 2017?
 3. In what ways has your work changed due to the global COVID pandemic and the associated anti-pandemic prevention measures?
 4. In what ways have you been able to adjust your approach to address these changes to your work conditions?
- One of the goals of UNICEF’s Country Programme is: [name relevant country programme goal]
5. How relevant was UNICEF’s support to achieve this goal 2017-2022? Please rate on a scale of 1-5 where 1 is not relevant at all and 5 is very relevant. 1 2 3 4 5
 6. How useful was UNICEF’s support to your unit in 2017-2022? 1 2 3 4 5
 7. Of the support you received from UNICEF for this goal, what was the most useful and why?
 8. What could have been improved in your bureau’s partnership with UNICEF, in either the types of support given or its quality?
 9. In the next 5 years, are there additional types of support that would be useful to you to achieve this goal? Are there areas of support that you would like to see expanded?
 10. In what ways could UNICEF improve its coordination and collaboration with the [your unit]?

Survey of Nutrition/IMNCI Focal Points

A written survey of the 13 provincial level nutrition focal points who were trained as trainers in nutrition as well as the 41 county level and 9 convergence county Nutrition/IMNCI focal points will be conducted.

The purpose of this survey will not be to gather quantitative data but rather qualitative information as pertains to the usefulness of the inputs funded/provided by UNICEF (primarily TOT and written materials) in order to help UNICEF better adapt its programme to needs.

PREAMBLE AND INTRODUCTION

- **Thanks for agreeing to this interview/participate in this survey.** This is part of the Country Program Evaluation for UNICEF’s DPRK programme from 2017-2021. This evaluation will be heavily learning-focused. It will endeavour to assess the CP in two distinct phases: pre-pandemic and post-pandemic, in order to inform and improve design of the next UNICEF country program, whether in the context of an ongoing pandemic or post-pandemic.
- **Commitment to Honesty and Confidentiality:** We understand the sensitivities of conducting interviews/surveys and will aggregate all the interviews/survey results to achieve an overview of the findings without compromising your identities in the evaluation report. It is important that you express yourself openly—there are no right or wrong answers, just YOUR views. Your responses will not be linked with your name, position, or department in the final report in any way. **Consent:** Engaging further and answering the questions posed will be an indication of your consent to take part in this evaluation.

Questions, pending drafting and finalization, will include the following categories:

- the relevance and utility of the IMNCI and Nutrition training they received from UNICEF
- relevance and utility the written informational materials provided by UNICEF.
- the extent to which they apply the IMNCI and Nutrition diagnostic tools and their relative utility.
- the extent to which the focal points are able to provide cascade training and refresher training at the Ri level.

Survey of Participants in WASH in Schools Regional Learning Event

A written survey of the DPRK participants in the WASH in Schools Regional Learning Event. The purpose of this survey will not be to gather quantitative data but rather qualitative information as pertains to the usefulness of the inputs funded/provided by UNICEF (primarily TOT and written materials) in order to help UNICEF better adapt its programme to needs.

PREAMBLE AND INTRODUCTION

- **Thanks for agreeing to this interview/participate in this survey.** This is part of the Country Program Evaluation for UNICEF's DPRK programme from 2017-2021. This evaluation will be heavily learning-focused. It will endeavour to assess the CP in two distinct phases: pre-pandemic and post-pandemic, in order to inform and improve design of the next UNICEF country program, whether in the context of an ongoing pandemic or post-pandemic.
- **Commitment to Honesty and Confidentiality:** We understand the sensitivities of conducting surveys and will aggregate all the survey results to achieve an overview of the findings without compromising your identities in the evaluation report. It is important that you express yourself openly—there are no right or wrong answers, just YOUR views. WE GUARANTEE that your responses will not be linked with your name, position, or department in the final report in any way.
- **Consent:** Engaging further and answering the questions posed will be an indication of your consent to take part in this evaluation.

Questions:

1. To what extent was the WASH in Schools learning event useful to you? Please rate on a scale of 1 to 5 where 5 is very useful and 1 is not useful at all. 1 2 3 4 5
2. Please elaborate in what ways the training was useful.
3. Have you incorporated any changes to as a result of the learning? Yes/No
4. If yes, please give examples of changes that you have made/are making as a result of materials learned.
5. Please let us know what, if anything, could have been improved in the learning event?
6. One of the main purposes of the learning event was to give you the opportunity to share challenges, good practice, information, and materials with other countries in the region. Are there other topics that you would like to see discussed in future regional WASH learning events?

Appendix 4: Terms of Reference

Terms of Reference

Evaluation Team Members for UNICEF DPRK Country Programme Evaluation (2017-2022)

Background

The Democratic People's Republic of Korea (DPRK) presents a uniquely challenging, highly complex operating environment for UNICEF and its partners. January 2020, anti-pandemic measures have resulted in movement restrictions and an embargo on importation of supplies. This has resulted in significant shortages and in some cases stock outs of essential supplies and considerable logistical challenges for the UNICEF Country Programme.

According to the Central Bureau of Statistics of DPRK, the population of the country in 2020 was around 24.7 million, with almost 7 million children, 1.7 million of these under 5 years old. Life expectancy is 72 and DPRK has a high rate of urbanisation, estimated at 60%. The country is prone to disaster, ranked 39 out of 191 on disaster risk (IASC). Of particular concern is the impact of protracted, under-funded humanitarian crises, exacerbated by droughts, and hampered by limited access to services.

Recent years have seen strong improvement in infant and under-five mortality and malnutrition in DPRK, but challenges remain in neonatal and maternal mortality, multi-drug resistant tuberculosis (TB) and services for children with disabilities, including disability inclusive education. Significant inequities continue to exist between rural and urban areas, socioeconomic status, provinces, and gender relations in access to services and social welfare. The continued gains for young child mortality and malnutrition, along with relatively high enrolment in early childhood education (73 per cent for children between 3 and 5 years, and 97 per cent for one year prior to primary school entry age), provide children with a good start to life.¹¹

The government sets out its priorities in a five-year strategy for national economic development. However, the strategy is not shared with international partners and subsequently it is difficult for international partners to trace alignment of their programmes to Government priorities. The limited data management capacity in the country hinders analysis, planning, monitoring and evaluation, and the ability to report accurately on results for children. This includes monitoring progress against SDGs and understanding inequalities in different areas and population groups.

The key development partners active in DPRK include six UN agencies, European Union Food Security Office (FSO) and five international INGOs¹², as well as IFRC and ICRC, Swiss Agency for Development

¹¹ Drawn from UNICEF Analysis of the Situation of Children and Women in the Democratic People's Republic of Korea 2019.

¹² There is an agreement between the European Commission and the Government of DPRK regarding the DPRK Food Security Thematic Programme. Under this, EU-supported INGOs who have an office in the DPRK are established, and referred to as, "European Union Project Support (EUPS) units". Initially seven, five of these are still operating in the

and Cooperation, FAHRP/ FIDA International, and French and Italian Cooperation Offices based in Pyongyang. Programmatic activities are mainly humanitarian orientated due to restrictions on development activities and funding from donors due to sanctions.

UNICEF is one of the largest UN organisations working in the country and contributes to inter-agency sector coordination. In addition to leadership of sector working groups in WASH, Nutrition and co-leading the Health Working Group with WHO, UNICEF actively supports coordination of evidence and learning through the UN M&E/Results Group. With average annual funding of around \$25 million, UNICEF remains amongst the largest humanitarian United Nations partners in DPRK in terms of funding volume and geographical programme coverage.

The global COVID-19 pandemic has had a profound impact on the humanitarian situation in the country, further exacerbating prevailing humanitarian needs. Though DPRK has not officially reported any cases of COVID-19, the enforcement of strict national COVID-19 prevention measures has caused significant disruptions to UN operations, including the delivery of UNICEF's Country Programme. These measures include a complete suspension on the importation of life-saving supplies and goods since August 2020 leading to stock outs of vaccines, critical medical supplies, and therapeutic products and supplements for the prevention and treatments for malnutrition. All UN and international NGO staff together with a large number of diplomatic missions had temporarily vacated the country by March 2021; presently, border closures prevent the return of international staff to DPRK. UNICEF's Country Office remains open but is remotely managed by international staff outposted in Bangkok with support and facilitation by seconded national staff. The situation has reversed significant progress made on key child wellbeing indicators in recent years.

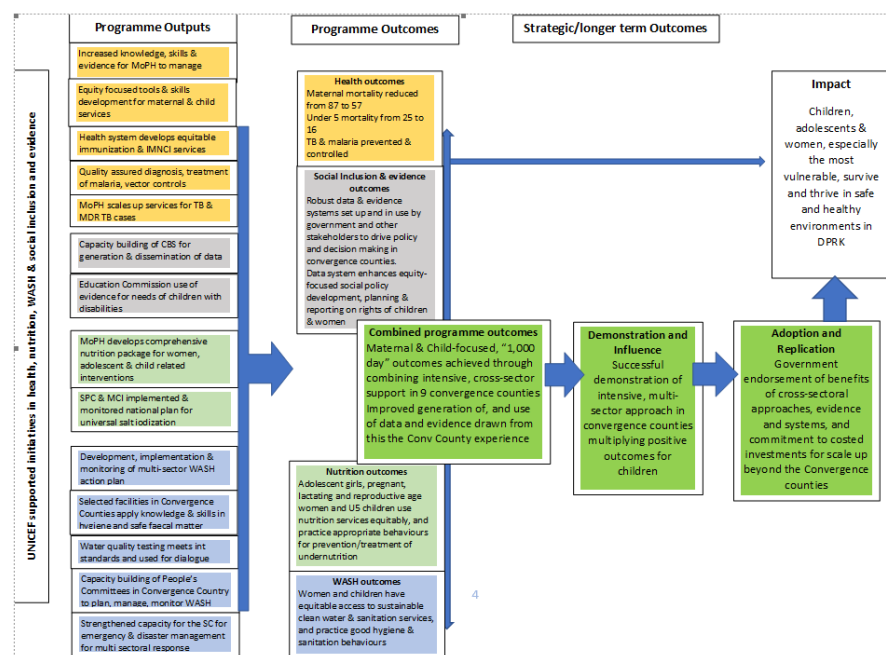
Object of the Evaluation

The UNICEF DPRK Country Programme 2017-2022 **focuses on service delivery, promotion of inclusion and improved cross-sectoral working, in addition to expanding systems of data and evidence generation.** Given the impact of the COVID-19 pandemic on programme and operations in DPRK, the United Nations Strategic Framework (UNSF) and UNICEF's Country Programme Document (CPD) have been extended for one year in consultation with national stakeholders and partners. As a result, the current Country Programme covers the period from 2017 to 2022. The Executive Board Country Programme Document contains the following outcomes (See Figure 1 on next page: Country Program Results Logic):

- f) By 2021, pregnant women, newborn and under-five children have equitable access to essential health care services; and tuberculosis and malaria are prevented and controlled.
- g) By 2021, adolescent girls, women of reproductive age, pregnant and lactating women and under-5 children utilize nutrition services equitably and practice age-and context-appropriate behaviours for the prevention and treatment of undernutrition.
- h) By 2021, women and children have equitable access to sustainable, clean water and sanitation services, and practice improved hygiene and sanitation behaviour in humanitarian situations.
- i) Government uses disaggregated data for equity-focused social policy development and planning and for reporting on the rights of children and women in humanitarian situations.
- j) Programme effectiveness: Country programme is efficiently designed, coordinated, managed, and supported to meet quality programming standards in achieving results for children.

country: Triangle Génération Humanitaire, Première Urgence Internationale, Concern Worldwide, Welthungerhilfe, and Humanity and Inclusion.

Figure 1: Country Program Results Logic



Key Strategies for Delivering Outcomes

UNICEF seeks to further equity-focused, risk-informed and gender-sensitive programme implementation and monitoring, using the following inter-linked strategies¹³:

- Service delivery** for the provision of vital services and life-saving supplies for children and women with a special focus on geographical convergence prioritizing integration of service delivery in 9 convergence counties within 50 priority counties and at national level.
- A human rights-based approach** to address the country's humanitarian needs and priorities in a sustainable manner
- Communication for development** in humanitarian settings
- Evidence generation, policy and budget influence**, and communication and advocacy to address the underlying vulnerabilities and structural causes of deprivation
- Cross-sectoral activities** to strengthen child-related data availability and quality across sectors, and encourage programme convergence through application of 'the first 1,000 days of life' approach
- In the absence of civil society organizations, the private sector and international financial institutions, **partnerships** will be centred within the United Nations and multilateral funds (i.e. GAVI, the Vaccine Alliance, the Global Fund for AIDS, Tuberculosis and Malaria ('the Global Fund'), academia and international organizations)

The Country Programme includes a geographically targeted approach (see figure 2) in order to be able to demonstrate benefits for children and make the case for replication and increased investment of

¹³ UNICEF Country Programme Document 2017-2021

both domestic public finances and donor resources. Under this approach, UNICEF has focused resources on 50 **Priority Counties** and most intensively in nine **Convergence Counties**¹⁴ among the fifty. UNICEF's strategy for the Convergence Counties was to bring together all three sectoral interventions (in Health, Nutrition and WASH), emphasise cross-sectoral approaches, and complement these with a strong emphasis on data collection and evidence generation.

Implementing agencies and contributions

With a strong focus on striving to achieve human rights, child rights and gender equity, the main sectoral areas and UNICEF partnerships are:

- f) The Nutrition Sector Working Group is co-led by UNICEF with WFP. UNICEF's nutrition programmes work with Ministry of Public Health and aim to reach at least 1.6 million children (6-59 months) representing 100 per cent with Vitamin A supplementation, and screening and referral for treatment for all under-five children identified with SAM and MAM in all provinces. It also targets 500,000 (100 per cent) children (6-23 months) with multi-micronutrient powder supplements for food fortification and 316,000 (40 per cent) pregnant and lactating women
- g) The WASH Sector Working Group is chaired by UNICEF and co-led by EUPS 3 (Concern Worldwide) and IFRC. UNICEF in collaboration with the Ministry of Urban Management will provide access to safe drinking water through gravity-fed water supply systems to reach 233,000 people in five provinces

The Health Sector Working Group is chaired by WHO and co-led by UNICEF. UNICEF supports the Ministry of Public Health in maternal, new-born and child health through capacity building of health facilities staff and provision of supplies directly targeting over 1.6 million people in 10 provinces. UNICEF also has a nationwide immunization programme targeting the total under 1 population in DPRK. In addition, UNICEF is the Principal Recipient for the Global Fund Grant, supporting the MoPH in implementing lifesaving TB and Malaria Services including PSM for TB and Malaria diagnostics and therapeutics. **Partnerships for the cross-cutting Outcome areas include:**

Social Inclusion: for evidence generation, advocacy and knowledge management and communication for development approaches, key partners include **Central Bureau of Statistics**, the **Grand People's Study House**, and national counterpart institutions of UNICEF's country programme. UNICEF was an active member of the UN Data Sector Working Group, that is co-chaired by **UNFPA** and **Central Bureau of Statistics**, as well as of the UN-internal Monitoring and Evaluation Working Group 2017-2019. In 2020, these will be replaced by a **Results Working Group** chaired by UNICEF and supporting UN and inter-agency planning, monitoring, and reporting in the humanitarian-development nexus.

Country Programme Progress to date

A Mid-Term Review (MTR) was carried out in August 2019 and this assessed progress on the current Country Programme. The MTR found:

- UNICEF's Country Programme continues to be fully aligned with the UNSF and contributes to commitments under each of the four UNSF Strategic Priorities
- The Programme focus on Health, Nutrition and WASH, supplemented with efforts to strengthen the quality and use of data and evidence for children remained valid and should continue to the end of the country programme, and that most of the strategic focus and emphasis of the programmes were solidly grounded and contributing to significant achievement in the DPRK for children and women, particularly those affected by the chronic humanitarian crisis

¹⁴ Kosong (Kangwon), Myonggan (North Hamgyong), Junghwa (North Hwanghae), Jongju City (North Pyongan), Kangnam (Pyongyang), Samjiyon (Ryanggang), Rakwon (South Hamgyong), Chongdan (South Hwanghae), Jungsan (Pyongan).

- Modifications to the country strategy were recommended: Accelerate the move beyond access to services to a greater focus on quality of systems and services; Strengthen integration, collaboration and multi-sectoral approaches; and Intensify support to fill gaps in timely data, evidence and analysis

The MTR also found that in the Convergence Counties there had been more synergistic actions across the programmes, compared to other areas of operation, particularly in relation to capacity development, including more frequent monitoring and supportive supervision. The MTR determined that it was not possible to assess the impact of the convergence county approach at the time with the available evidence, and that this needed formative research, ongoing monitoring and a strong commitment by Government and UNICEF to stronger coordination and demonstrating the benefits to children's survival and healthy development in order for the programme to achieve its goals.

Purpose, Objectives and Scope of the evaluation

This **Country Programme Evaluation (CPE)** Terms of Reference (ToR) is developed taking the local context of DPRK into consideration. Given the ongoing COVID-19 pandemic and the severe limitations in conducting a full-fledged evaluation in DPRK, the UNICEF East Asia and Pacific Regional Office (EAPRO) and the UNICEF Country Office in DPRK have decided to take a light and real-time approach to conducting this evaluation. This ToR seeks an international consultant to join an evaluation team designated for the CPE of the DPRK Country Programme 2017-2022. It should be noted that due to the local context, we can not fully comply with 2018 UNICEF CPE guidelines; yet an innovative approach is proposed to ensure the next CPD is informed by an evaluative approach.

Evaluation Purpose

The main purposes of this evaluations are:

- e) To identify key lessons from implementation of the ongoing Country Programme (2017 to 2022) to inform the design of the next CPD; specifically in the areas of relevance, strategic positioning, responsiveness to national needs, management and staffing.
- f) To inform findings and recommendations for the UNSF 2017-2022 Evaluation; which in turn will influence the development of the next UN Sustainable Cooperation Development Framework (UNSCDF)
- g) To capture learning from UNICEF's investment in service delivery, evidence generation and usage, plus effects of the cross sectoral collaboration through the convergence county approach with the application of 'the first 1,000 days of life'
- h) Better understand the indirect impact of COVID-19 and continued relevance of UNICEF's programmes to address emerging needs.

The primary users of the CPE are the senior management and staff of UNICEF DPRK Country Office as well as East Asia and Pacific Regional Office (EAPRO). Secondary users include the Government of DPRK, UN Country Team and other key partners operating in DPRK, as well as UNICEF's relevant HQ staff.

Evaluation Objectives

The objectives of the evaluation are the following:

- To identify the most effective implementation strategies for UNICEF to adopt in the country for the next phase of programme development in DPRK.

- To determine how UNICEF can most effectively position itself to contribute towards improvement of the lives of children and women in DPRK and increase understanding on how UNICEF can build on its comparative advantage.
- To inform a forward-looking reflection on the implementation of the DPRK country office response to COVID-19.
- To identify possibilities of a more sustainable programming within the humanitarian-development nexus.

The evaluation will assess the Country Programme in achieving stated outcomes while focusing on four key areas:

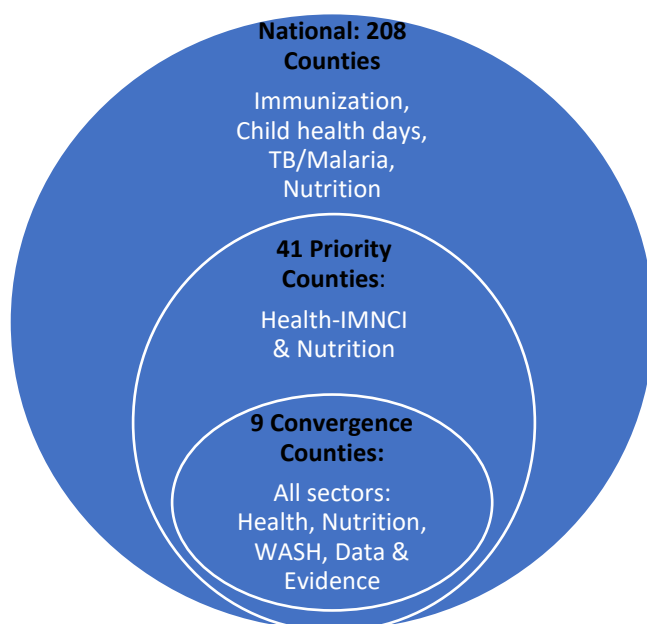
- d) **Service delivery** will be primarily evaluated based on previously conducted thematic evaluations and desk review of other existing information and data, with limited additional data collection beyond stakeholder consultations.
- e) **Evidence and data** usage of the Country Office will be evaluated primarily through an assessment of the UNICEF DPRK engagement on an evidence and learning agenda with the Government of DPRK through partnership with the Central Bureau of Statistics' Child Data Management Unit and line institutions in terms of results in evidence-based, equity-focused programmes, policies and procedures.
- f) **Cross-sectoral working** will be primarily assessed through a focus on the Convergence County approach to determine the extent that this has been appropriate and successful achieving positive change in the lives of women and children targeted in these areas. The evaluation will also assess the extent to which this experience has been successful in influencing government receptiveness to cross-sectoral working, and commitments and resource allocation for child-centred investments.
- g) **Impact of COVID-19** will be assessed through the available evidence on the indirect impact of COVID-19 on the humanitarian situation for children in DPRK and the extent to which the current Country Programme has maintained its relevance to meet the new emerging challenges of a post COVID-19 operating environment and associated emerging humanitarian needs. This will include consideration of the programmatic implications of meeting new COVID-19 related challenges in order to inform UNICEF's programme strategies in DPRK going forward.

Evaluation Scope

The timeframe to be evaluated is the first four and a half years of the Country Programme from January 2017 to mid-year 2021. This would cover the period from the beginning of the ongoing CPD and UNSF implementation to the date of evaluation, including both pre-and ongoing COVID-19 situation.

The geographic emphasis of the evaluation will be at national level, with a particular sub-national focus on assessing progress in the 50 priority counties including 9 convergence counties where the majority of UNICEF's implementation and resources have been focused.

Figure 2: UNICEF geographic scope and sectoral targets



National/Central –technical support delivery of services: immunization, child health days with Vitamin A and Micronutrient supp; community management of acute malnutrition (CMAM) programme (203 counties)

Support for policy, strategy capacity development, evidence-generation and analysis

Targeted – nine counties were designated as ‘**Convergence Counties**’ where all UNICEF programmes are focused.

An additional 41 ‘priority counties’ supporting the Integrated Management of Newborn and Childhood Illness programme (IMNCI).

Evaluation Criteria and Questions

A theory-based evaluation will be conducted with an emphasis on assessing the strategies, approaches and theories of change (as set out in the Programme Strategy Notes) adopted in realizing the outcomes of the Country Programme.

The CPE prioritises OECD/DAC Evaluation criteria of *relevance, effectiveness, coherence* and *sustainability*:

- e) **Relevance:** it is critically important for UNICEF to be able to assess the extent to which it’s programme objectives, and design respond to the needs of beneficiaries and other stakeholders in the highly complex context of DPRK;
- f) **Effectiveness:** The extent to which the country programme achieved, or is expected to achieve its objectives including support for / working with Government and other local partners ;
- g) **Coherence:** The extent that the Country Programme approaches and interventions have internal and external coherence, specifically for external coherence if they are compatible, synergistic and coordinated with those of other actors (particularly other UN agencies) in DPRK
- h) **Sustainability:** the extent to which UNICEF’s work has succeeded in creating potential adoption by the government in future, have been scaled up and included in national systems and policy guidelines and enhancing the likelihood that results will continue in future.

The overarching question for this CPE is: *to what extent has the UNICEF 2017-21 country programme proven successful in its programme delivery, strategy choices and approaches, and what implications are there for future strategy development for UNICEF and for its contributions to the joint UN strategy in DPRK also in light of the recent COVID-19 land shift?*

The following evaluation questions have been developed.

Relevance

- d) To what extent is the Country Programme appropriate to ensure that the needs and the rights of children and women in DPRK, especially the most marginalized, are met including after impact of COVID-19.
- e) Which Country Programme objectives, approaches (including the Convergence County approach) and modalities are the best aligned, most relevant and adapted to the country context?

Effectiveness

- f) To what extent have programme outputs and outcomes (short-term/intermediate results) been delivered, and how did they contribute to progress toward the stated programme outcomes (e.g. supporting an enabling environment, improving supply and quality of services, improving demand for services in DPRK and ensuring human rights and gender equity are factored in.
- g) How effectively have the UNICEF DPRK Country Programme strategies and partnerships with government (in terms of service delivery, evidence generation, cross sector working and the geographically focused approach/intervention) delivered the intended results and influenced national policies, strategies and guidelines?
- h) To what extent has the Country Office been able to effectively prepare for, and respond to changes in national needs and priorities, including shifts caused by emergencies and COVID-19, meeting the needs and rights of women and children?

Coherence and synergies

- i) Internal Coherence: To what extent has UNICEF's various programme implementation in DPRK been synergistic and coherent?
- j) External Coherence: To what extent has UNICEF's implementation in DPRK (in terms of corporate features and those specific to the country office), been synergistic and coherent with other UN agencies and development partners. How should improved coherence with other UN agencies be pursued in future?

Sustainability

- k) To what extent has UNICEF (with strategies and interventions in service delivery, evidence generation, cross sector working and geographical focus) enhanced potential for government or local replication and scalability in future?
- l) What are the major factors which influence the achievement or non-achievement of sustainability of the UNICEF programme?

Methodology and approach

Overall design and approaches

The methodology described in this section are indicative and the evaluation team (ET) is expected to interrogate the approach and methodology set out in the ToR and propose improvements on this along with detailed methodology to suit the task.

The design of the evaluation will be non-experimental, and theory based in assessing the UNICEF strategy, the Theory of Change and approaches adopted in the current programme cycle against their intended aims. With a strong focus on the utility of the evaluation, the approach of the evaluation will

concentrate on engaging with the principle users of the evaluation process and report – UNICEF country and regional offices, key stakeholders in national government ministries and departments (to the extent possible given current challenges), and other UN organisations working in DPRK.

Mixed methods will be incorporated as far as possible. The evaluation team will need to draw on available data from recent evaluations, progress reports and other sources. It is expected that most data gathering will be done using remote methods from internal UN stakeholders considering the lack of international staff presence in DPRK in addition to travel restrictions.

Participatory approaches will be adopted within the evaluation process as far as possible within the practical constraints of access, with engagement and consultation of key stakeholders in government (national and local levels) and partner agencies throughout the process.

The Evaluation Team will be expected to conform to guidance and standards set by UN and UNICEF. The consultant will be guided by [UNICEF's revised Evaluation Policy](#) (2018), the [United Nations Evaluation Group \(UNEG\) Norms and Standards for Evaluation](#) (2016), [UNEG Code of Conduct for Evaluation in the UN system](#) (2008), [UN SWAP Evaluation Performance Indicator](#) (2018), [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#) (2014), and [UNICEF-Adapted UNEG Evaluation Report Standards](#) (2017). For other useful resources and documents, please see Annex 3.

Data collection methods

At minimum, it is expected that the evaluation will draw on the following methods:

- **Comprehensive desk review** of available documentation. In recent years the MTR and several evaluations have been conducted by UNICEF DPRK and these give a strong evidence base for the CPE. These include:
 - Evaluation of Community-based Management of Acute Malnutrition (CMAM) Programme supported by UNICEF in DPRK 2015–2017 (UNICEF 2018)
 - Formative evaluation on the scalability and sustainability of gravity fed water systems (2017)
 - Formative Evaluation of the Integrated Management of Newborn and Childhood Illnesses Programme (IMNCI) Inception Report (this evaluation is currently on hold due to COVID-19 situation).
 - Mid-Term Review of the 2017-2021 CPD
 - Socio Economic Impact Assessment 2021 (in progress)
 - United Nations Strategic Framework Evaluation 2017-2022 (in design phase)
 - Country Office Annual Reports
- **Key informant interviews (KIIs)** with available Government focal points, current and previous UNICEF DPRK senior staff and programme leads, representatives of other UN agencies – WFP, UNFPA, UNDP, FAO and WHO and the RC's office, key UNICEF EAP regional staff in Bangkok, as well as representatives of donors, such as EU, Sweden, Germany, and UK, as well as INGOs. With Covid-19 restrictions these interviews will be carried out virtually or via phone calls.
- **A survey/focus group discussion** should also be considered to complement the evidence collected through the above-mentioned data collection tools, and access stakeholders such as former staff.

Evaluation findings and conclusion will be presented to selected stakeholders in a validation workshop to assess the accuracy of the findings. Based on the findings, the ET, relevant EAPRO and the DPRK Country Office senior managers will jointly develop recommendations of the evaluation report.

Limitations

The ET for the evaluation will be required to identify methodological limitations and mitigation measures. Within the constraints caused by the DPRK context, presently the limitations include:

- g) No possibility to conduct travel to DPRK and gather first-hand consultation with beneficiaries. To a certain extent the previous evaluation reports will give some insight into beneficiary feedback and views on UNICEF's contributions, but the evaluation team will be confined to engaging with other stakeholders as identified in Section Two (note: there are limitations in directly meeting and having online calls with Government focal points. Communication is envisioned to be facilitated through UNICEF national staff)
- h) The lack of an independent national consultant bringing deep understanding and perspectives of the context is a limitation the evaluation team will have to compensate for. Assessment of the consultant's proposal will place emphasis on previous and relevant DPRK experience so that there is reassurance of relevant insight on the DPRK context.
- i) Data and access deficits. The 2019 UNICEF Situation Analysis of Children and Women in DPRK noted deficits in reliable and comparable data sources that affected UNICEF's ability to assess the situation accurately over time and the distribution, depth of disparities and needs in key areas, varying quality of key documents, absence of gender-disaggregated data in areas of critical importance. There has been significant progress in generating and making available routine statistical data in the key sectors in the nine convergence counties supported by UNICEF's data interventions and the influence of the 2017 MICS and CMAM evaluation, with quarterly reports generated since mid-2018 under the UNICEF-CBS Memorandum of Understanding on the Child Data Management Unit. This is a major step forward. Data against indicators of the CPD's results framework DPRK-UNICEF Annual Work Plans mostly exist, but limitations exist as outlined below and either full time-series or sufficient geographical and other disaggregation may not be available. For the CPE, specific data requests may be submitted to CBS and line ministries to process historical routine data with requisite breakdown.
- j) Limitations were also noted in insufficient opportunities to reach relevant duty bearers and very limited opportunities to meet with rights holders, making it challenging to sustain a rights-based approach in parts of the analysis. These constraints will also make it difficult to triangulate findings outside a small group of stakeholders.
- k) Due to elevated levels of turnover among UNICEF international staff and national seconded personnel, as well as challenges in knowledge management and system continuity, certain programme documentation related to earlier years of the evaluated period may be difficult to locate and certain programmatic decisions may not have been documented.
- l) These limitations together present an unusually challenging set of constraints. As noted, secondary data and analysis from reports and findings from previous evaluations will provide some insight and it will be critically important for the evaluation that stakeholders consulted and stakeholder groups such as the Reference Group are as broad and diverse in make-up as they can be.

Ethical considerations

The ET will set out how they expect the evaluation process to be designed and undertaken in accordance with ethical guidelines as set out in [UNEG Ethical Guidelines](#) and the [UNICEF Procedure for Ethical Standards and Research, Evaluation and Data Collection and Analysis](#) (2015). During the

evaluation process, the full compliance with all UNEG and UNICEF ethical guidelines will be required. All informants should be offered the option of confidentiality, for all methods used. Dissemination or exposure of results and of any interim products must follow the rules agreed upon in the contract. In general, unauthorized disclosure is prohibited. Any sensitive issues or concerns should be raised, as soon as they are identified, with the evaluation management team.

Gender and Human Rights, Child Rights

Human Rights, child rights and gender equality will be incorporated in the evaluation through a mainstreaming approach to these issues in the evaluation questions, data collection processes, and analysis.

Evaluation Workplan: deliverables and timeline

Under the leadership of the Evaluation Team Leader, the ET is expected to make substantial contribution to the following deliverables:

1. An evaluation Inception Report which includes an evaluation work plan with response to the ToR and proposals for any changes to this; evaluation questions and sub questions, approach and methodology detailing methods used and final report outline
2. A presentation to available stakeholders of the findings and conclusions in a telcon / videocon workshop for validation
3. First Draft Report and a final report reflecting comments from the Evaluation Reference Group and participants in the stakeholder workshops

The evaluation report and other deliverables must be compliant with UNICEF-adapted UNEG Evaluation Reporting Standards (2017), and the [UNICEF Style Book, Brand Book](#) and [Publication Toolkit](#). All deliverables must be in professional level standard English and they must be proof-read by a native English speaker. The results of the evaluation will be disseminated per the Dissemination Plan, and be made available to a wider-public on UNICEF web-site. The quality of the final evaluation report will be independently assessed as per UNICEF's [Global Evaluation Report Oversight System \(GEROS\) guideline](#).

Below is the proposed timeline:

Steps	Timing
Kick off telecon / video con Desk review and initial remote key informant interviews Finalized evaluation plan and production of inception report	July 2021
Data collection and presentation of preliminary findings at a validation workshop	August 2021
Draft evaluation report presented to stakeholders	September 2021
Comments on draft from reference group	September 2021
Final report produced	October 2021
Evaluation summary and learning brief	November 2021

Evaluation Management and Dissemination

The following summaries set out the main roles and responsibilities for those involved in the evaluation.

The Evaluation Manager

This role would be taken up by the EAPRO Regional Evaluation Advisor (Koorosh Raffii kraffii@unicef.org), based in Bangkok. Primary responsibilities include:

- e) Help develop scoping for the CPE
- f) Set out and update a detailed plan for the process
- g) Support the recruitment of the Evaluation Consultant, and provides supervision and support to the Evaluation Team
- h) Day-to-day oversight and management of the evaluation process and budget, in coordination with ERG members and other key stakeholders.
- i) Leading on quality assurance throughout the process.

The Evaluation Team (ET)

Due to the current extraordinary situation in DPRK including operational with no international staff presence on the ground, it is proposed that the ET be made up of an external consultant as team leader and two UNICEF staff. The evaluation will be conducted remotely. All communication between UNICEF national staff who in turn will facilitate communication with Government stakeholders must go through UNICEF DPRK outposted International Staff. The two UNICEF staff being proposed are the newly appointed M&E Specialists Halfdan Broch-Due (hbrochdue@unicef.org) and Khamhoung Keovilay (kkeovilay@unicef.org). These staff have not been inside DPRK and have had very little involvement in direct programme implementation and can therefore provide a rapid an independent evaluative work and support for the office. The Terms of Reference for the consultant are under development but expected profile is included below.

The Evaluation Reference Group (ERG)

The CO should select suitable candidates for the ERG. The purpose of the ERG is to provide external insight, perspectives and challenge to the CPE. ERG member contributions tend to include technical expertise in areas relevant to the CPE, represent key stakeholders, and ideally have some evaluation experience to add value at critical points. In general, it is best to limit staff contributions to key resource people for ERG discussions to maintain the independence of the ERG. The ERG should comprise of representatives from:

- Key government ministries (to the extent possible): NCC; Public Health; Urban Management; Education Commission; CBS
- UN Resident Coordinator's office (the Planning and Team Leader postholder of the office if in place)
- Representatives or senior staff of UN sister agencies – WHO, WFP, UNFPA, RC/HC's office

Quality Assurance

Quality assurance through the process will be undertaken by the Evaluation Manager with support from the MCE Specialist for China, Mongolia and DPRK (Xin Xin Yang xxyang@unicef.org) leading on quality assurance of all deliverables, will provide quality assurance in line with UNEG Norms and Standards and Ethical Guidelines and other relevant procedures.

Dissemination

Early consideration of the most appropriate options and ensuring resource allocation for dissemination is essential. Dissemination processes and products should be built into evaluation budget. An **Evaluation Summary and Learning Brief**¹⁵ must be produced for the CPEs. These should be translated into Korean. The CO should consider additional dissemination materials suitable for

¹⁵ See examples in <https://unicef.sharepoint.com/sites/EO/SitePages/EvaluationBriefs.aspx>

particular audiences to share the findings of the evaluation. In the case of DPRK, particular attention should be given to a suitable summary product for key government staff.

Expected profile of the Evaluation Consultant

This ToR intends to recruit an evaluation team member with backgrounds, skills and experience in the following:

- A minimum of 10 years of evaluation experience in developing countries with excellent understanding of evaluation principles and methodologies, including capacity in an array of qualitative and quantitative evaluation methods, including previous experience supporting evaluations involving national government partners
- Experience in conducting evaluations for UN agencies or major bilateral donor country programmes, and familiarity with UNEG Norms and Standards
- Experience in leading and managing country programme evaluations of UNICEF or other UN organizations is preferred.
- Diplomacy and tact in carrying out and presenting findings of evaluation processes in sensitive contexts.
- Strong English report writing skills and a track record of producing high quality reports.
- Previous experience of working in DPRK or other sensitive context is strongly preferred.

Bidders for this ToR need to submit a proposal containing:

- CV including details of previous experience conducting UN evaluations
- A methodological proposal
- Workplan and expected schedule of key milestones for the evaluation
- Anticipated fees (all inclusive)