



Final Evaluation Report: DA 11th Tranche project Human Settlements “Urban profiling for post-crisis stabilization, recovery and reconstruction in conflict affected cities in the Arab region”.

Evaluator: Mohammad Alatoom

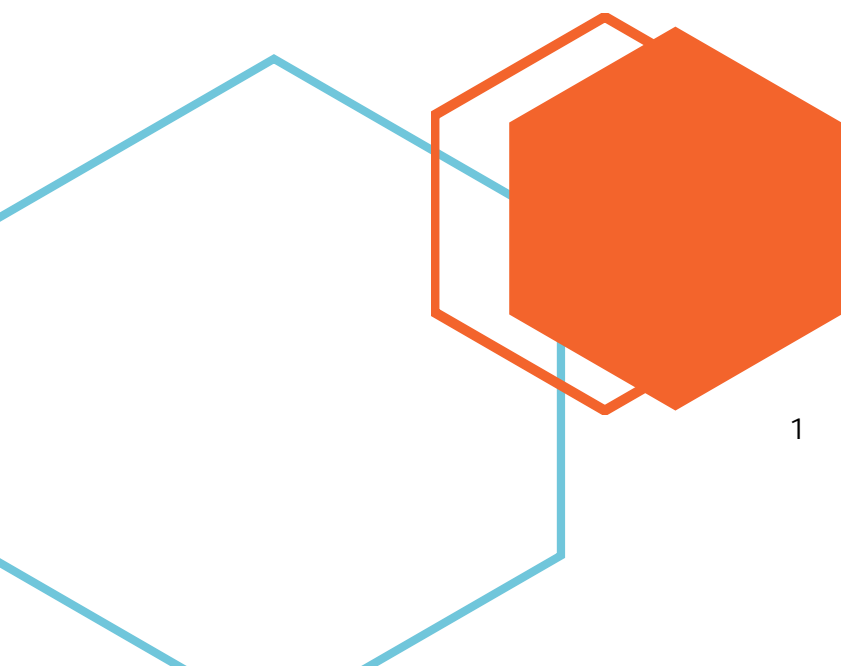
March, 2022.

Project Code and Title: DA 1819AX / Urban profiling for post-crisis stabilization, recovery and reconstruction in conflict affected cities in the Arab region.

Evaluation time frame: Evaluation took place between Jan-March 2022, and evaluation report finalized in March 2022.

Executing Entity: UN-Habitat Regional office of the Arab States.

Countries: Yemen, Iraq, Syria and Libya





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Disclaimer

This report is the work of an independent consultant, and doesn't necessarily represent the views, policy or intentions of UN Habitat, the participating Governments, and project partners. The opinions and recommendations in the evaluation will be those of the Evaluator and do not necessarily reflect the position of UN Habitat, or any of the project stakeholders.



Executive summary

1. The regional urban profiling project aims to improve evidence-based humanitarian, stabilization and reconstruction planning in post-crisis recovery in selected conflict affected cities in the Arab region. It strengthens regional knowledge of evidence-based reconstruction and recovery planning and strengthen national and local government capacities to plan humanitarian responses, stabilization efforts, and develop medium-term recovery plans and policies.
2. Project overall objective is to improve evidence-based humanitarian, stabilization and reconstruction planning in post-crisis recovery in selected conflict affected cities in the Arab region. Specifically, the project aims at developing five urban profiles in five cities selected in consultation with national and local authorities in Yemen, Iraq, Syria and Libya.
3. The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project. The Evaluation has been undertaken with the aim of gaining a deep understanding of project development impact. This will involve assessing project progress toward its stated objectives as well as contribution to relevant broader development goals.

Key findings

4. Overall, the urban profiling project has been successful and has achieved its outcomes and objective. It has produced six urban profiles in politically challenging environment in Syria, Yemen and Iraq (the one in Libya is yet to be finalized) and had a significant and positive impact, which is likely to continue long after the project closes.
5. The project delivered all activities and output anticipated in the project document, and in some cases targets were exceeded, notably there have been two more cities targeted by this project than what has been anticipated in the project design. The project delivered 6 urban profiles for 6 cities (seventh is underway) in Iraq, Yemen, and Syria, and also delivered the Urban Recovery framework that can be used to replicate the development of urban profiling in crisis-affected cities in Arab region.
6. The urban profiling in the selected crisis-affected cities is found to be fundamental for, and aligned with, integrated humanitarian response approach. The project design addresses essential information gap and offer coherent baseline and provided up to date, holistic documentation and analysis of the impact of the crisis in the targeted cities as a basis for an integrated response. Urban profiling in the selected cities has demonstrated to align with broader international agencies agendas and sister UN agencies and relevant to the local needs.
7. Adaptive management was used regularly to adapt to a constantly changing environment in targeted cities. The project management demonstrated flexibility in making changes if, and when, necessary to do so in order to keep the project up to date and keep it capable of producing the desired outputs as envisaged originally. As a result, the services delivered were of good quality and each assignment was conducted on an as needed basis in a constant evolving environment.
8. The urban profiles had direct contribution to new project proposals and informed funding decisions in targeted cities, and also moderate direct contribution to local and national humanitarian response



policies in targeted countries. The content of urban profiles is technically wealthy, and needed to be further advocated for in response polices, new projects and local planning.

9. UN agencies, national government and local authorities have great role to play in taking the urban profiles from research domain into humanitarian response actions. However, there has been limited communication and visibility over the urban profiles with concerned UN agencies, donors community, national Government and local authorities.
10. Urban profiles have not been disseminated in a targeted approach to the concerned stakeholders to be used and integrated into humanitarian response actions. Posting the final reports on the public website is welcomed, but there should have been more marketing efforts to increase visibility over the urban profiles and encourage further uptake and use.
11. The project has supported number of innovative actions including the activation of a holistic area-based assessment model, adopting flexible and “fit for purpose” method, demonstrating replicability and scaling up potential and building regional learnings from city-level interventions.
12. The project resources (financial, human and time) have been utilized wisely in light the challenging political environment that the project witnessed and helped towards achieving the objectives. The project management applied cost-effective approach in delivering the activities as planned, for example, this expertise and capability facilitated productive collaborative research that has proven very efficient.

Recommendations

{more details in section 10}

- The project needs to develop an exit strategy to drive a better structured approach for marketing the final products of the project
- Further develop the capacity of local authorities to be able to update the urban profile on their own
- Develop impact level indicators and define the theory of change early in the design stage
- Further resource mobilization to support urban profiles update, replication and up-scaling.
- Finalize the Derna urban profile as soon as possible and undertake appropriate project closure



1. Introduction

1.1 Project background

14. Urban Profiling is an adaptive exercise, designed to draw a detailed picture of how cities are functioning, or not functioning, in a protracted conflict context. At the core of the exercise lies the issue of how urban response needs to be thought of, tallied with, or perhaps differently from the current humanitarian and recovery programming, which does not provide clear distinction between urban and rural response contexts.
15. The regional urban profiling project aims to improve evidence-based humanitarian, stabilization and reconstruction planning in post-crisis recovery in selected conflict affected cities in the Arab region. It strengthens regional knowledge of evidence-based reconstruction and recovery planning and strengthen national and local government capacities to plan humanitarian responses, stabilization efforts, and develop medium-term recovery plans and policies.
16. As conflicts are becoming increasingly urban in nature, recovery and reconstruction activities become more complex. However, in many conflict affected cities, there is, for various reasons (incl. accessibility, loss of data) a lack of information about the urban context for which recovery and reconstruction programmes have to be developed. This project aims to address this problem by developing a baseline assessment of selected cities in conflict-affected areas in Yemen, Syria, Libya and Iraq through the urban profiling methodology which UN-Habitat has already applied in several cities in the region, and which can be tailored to the specific stage of conflict the selected city is in. (E.g. under occupation, under siege, recently liberated, liberated for a prolonged amount of time).
17. The project includes close coordination with local municipal actors and communities as well as coordination with ESCWA and humanitarian organisations on the ground to create an accurate profile. Furthermore, the project aims to drawing comparisons across the region to identify common challenges and approaches for urban reconstruction and recovery.
18. Project overall objective is to improve evidence-based humanitarian, stabilization and reconstruction planning in post-crisis recovery in selected conflict affected cities in the Arab region. Specifically, the project aims at developing five urban profiles in five cities selected in consultation with national and local authorities in Yemen, Iraq, Syria and Libya. The profiles are developed through a series of 3 workshops per city with both technical and political actors. These workshops are supplemented by desk reviews, consultations with humanitarian actors, satellite analysis and mappings, field assessments (in case of Syria) as well as bilateral technical meetings with government staff.

1.2 Context

19. Since 2011, the Arab region has been witnessing revolutions and civil strife, in many cases resulting in brutal civil wars, such as in Syria (since 2011), Libya (since 2014), Iraq (2014) and Yemen (since 2015). These multiple crises have had an 'urban' face: urban poverty and exclusion fuelled uprisings, and wars destroyed urban centres- forming a viscous circle. Wars



in the Arab region are mostly fought in cities, resulting in huge human and financial losses, and massive destruction in infrastructure and housing. Municipal basic services have often broken down, leading to a disruption in the delivery of basic services; the economic base of cities have been totally damaged because of destruction of residential properties, commercial areas, industrial areas, and basic services. Urban conditions leading up to the conflict, such as poverty, informal settlements and under serviced areas, have exacerbated conflicts, and may increase tensions between communities during recovery periods, as well as risk recovery efforts.

20. As major international humanitarian and development partners are now looking at post-crisis scenarios, integrating humanitarian and development/reconstruction planning becomes crucial for sustaining peace. This cannot be implemented without proper policy planning based on solid evidence-based urban analysis to ensure that reconstruction efforts are prioritized, equitable, inclusive, sustainable and integrate peace and reconciliation and builds back better. Such an analysis will be used by policy makers at the national and local levels, as well as by the United Nations System and donors for sound decision-making.
21. Urban profiling, which is a key tool utilised by UN-Habitat in developing countries, is used for urban analysis to guide both humanitarian response, as well as development planning and prioritization for the reconstruction and recovery of conflict-affected cities. Urban profiling supports Arab states to strengthening evidence-based policy making, integration and implementation of the 2030 Agenda and contributes to addressing the peace-humanitarian-development nexus and the Sustaining Peace Agenda of the Secretary General. UN-Habitat has extensive experience in urban analysis such as in Iraq (Mosul), Syria, and Lebanon, with increased demands from all conflict-affected countries in the region.

1.3 Why evaluate?

22. Evaluations in UN-Habitat are carried out to inform the management, governing bodies, including the Committee of Permanent Representatives, donors and other partners about what UN-Habitat is achieving, what improvements should be considered, and what is being learned. In UN-Habitat, results-based evaluation is conducted for the following reasons:
 - Evaluations are an important source of evidence of achievement of results, UN-Habitat's performance and maximizing the impact of UN-Habitat's contribution. UN-Habitat relies on evaluations to assess performance, identify results achieved, measure effectiveness and determine alternative ways to meet its objectives.
 - Sharing evaluation results with key audiences demonstrate accountability and transparency. By building a greater understanding about what UN-Habitat is intending to achieve and how it will achieve it; support is generated from donors, governing bodies and Member States.
 - It provides credible and reliable evidence decision-making on project design, allocation of resources, implementation and improving knowledge of projects.



- It can be an agent of change and promote, defend or oppose specific approaches or projects and help shaping opinions.
- It informs the planning, programming, budgeting, implementation and reporting cycle, thereby increases cohesion, consistency and communication between branches and regional offices.
- It is an important contributor to building knowledge and organizational learning and may form a basis for making future interventions more relevant and effective.
- Evaluation offers a learning opportunity to find out what is working, what is not working, and what needs to improve.

1.4 Timing of the evaluation

23. The final evaluation is planned to take place between January – March 2022.

2. Subject of the evaluation

24. Project overall objective is to improve evidence-based humanitarian, stabilization and reconstruction planning in post-crisis recovery in selected conflict affected cities in the Arab region. Specifically, the project aims at developing five urban profiles in five cities selected in consultation with national and local authorities in Yemen, Iraq, Syria and Libya. The profiles are developed through a series of 3 workshops per city with both technical and political actors. These workshops are supplemented by desk reviews, consultations with humanitarian actors, satellite analysis and mappings, as well as bilateral technical meetings with government staff. The project funding is \$550,000.

2.1 Evaluation audience

25. It is expected that this evaluation will be participatory, involving key stakeholders who will be kept informed of the evaluation processes including design, information collection, and evaluation reporting and results dissemination to create a positive attitude for the evaluation and enhance its utilization. Relevant UN-Habitat management, relevant branches at Headquarters, ROAS and country office, United Nations agencies, national partners, beneficiaries of the projects, donors, and other civil society organizations may participate through a questionnaire, interviews or focus group discussions. Stakeholders will be kept informed of the evaluation process including: design, information collection, and evaluation reporting and results dissemination to create a positive attitude for the evaluation and enhance utilization.

Table 1: Stakeholders mapping

Stakeholders	Stake in the project and the topic that the project addresses	Level of influence over project	Expected use of the evaluation results	Way(s) to involve this stakeholder in the evaluation process
Project management UN-	Overall accountable for project delivery and management	High	Develop and implement a management response plan based on the	Regular meetings Facilitate access to data/info and



Habitat regional office			evaluation findings and recommendations	facilitate engagements with other stakeholders
UN Habitat Country offices	Facilitate engagement with their government counterparts. Provide technical input and participate in the workshops	High	Facilitate the implementation of evaluation recommendations as relevant to their local offices and support local counterparts to make use of evaluation findings/recommendations	Semi-structured interviews with CO leaders Facilitate access to info/data Facilitate engagement with government counterparts
National officials	A secondary beneficiary of the project outputs	Medium	Understand the effectiveness of the project delivery at the local level Build on evaluation to guide the next steps after the project concludes	Semi-structured interviews with national officials Review their relevant strategic plans / reports
Municipal city leaders (sample only)	A primary/ direct beneficiary of project outputs	High	Understand the effectiveness of the project delivery at the local level Build on evaluation to guide the next steps after the project concludes	Semi-structured interviews with municipal leaders Review their relevant strategic plans / reports
Local (technical) line directorates (sample only)	A primary/ direct beneficiary of project outputs	Medium	Build on evaluation to guide the next steps after the project concludes	Semi-structured interviews with sample of the technical staff
ESCWA	A project partner providing technical support on urban indicators in the relevant cities.	Low	Build on evaluation to guide the next steps after the project concludes	Semi-structured interviews with ESCWA representative Review ESCWA's relevant strategic plans / projects
Development Account (the donor)	A donor (source of funding). Accountable for ensuring best use of resources to achieve project objective and	High	Use evaluation as a source of evidence for the effectiveness and efficiency of the project delivery	Semi-structured interviews with DA representative Review DA's relevant evaluation guidelines



	that evaluation meets the expectation of the DA.			
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3. Evaluation scope, objectives and questions

3.1 Purpose of the evaluation

- 26. In line with the Development Account evaluation guidelines, projects are expected to undergo evaluations following the OECD/ DAC criteria. The end-of-project Evaluation will assess relevance, efficiency, effectiveness, impact, and sustainability of the DA Urban Profiling Project in the Arab States Region. It will also assess the applicability and mainstreaming of the city profiling methodology to further (post)conflict contexts across the Arab region. The evaluation methodology will take into consideration the challenges of evaluating in fragile and conflict affected settings and integrate human rights and gender equality aspects into the processes.
- 27. **The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project.**
- 28. Evaluation is an integral part of the project cycle. Its purpose is to provide a comprehensive and systematic account of the performance of the project by assessing its design, process of implementation, achievements (outputs, outcomes, impacts and their sustainability) against project objectives endorsed by the executing agency and government counterparts.
- 29. The Evaluation is undertaken with the aim of gaining a deep understanding of project development impact. This will involve assessing project progress toward its stated objectives as well as contribution to relevant broader development goals.
- 30. **Evidence-based evaluation:** Evidence is essential element of the project evaluations, the evaluation is used to collect and generate evidence to support the evaluation process by engaging relevant partners in refining the theory of change in each programmatic element, identifying causal relationships, testing assumptions, assessing specific indicators and data collection methods, processing and utilizing procedures, and defining a learning and research agenda.
- 31. The evaluation will base its assessments on the criteria of relevance, efficiency, effectiveness, impact and sustainability in line with standards and norms of evaluation in the United Nations system. As per Development Account guidance, the number of evaluation questions has been limited to 7 questions.

Table 2 Key Evaluation Questions

Number	UNEG evaluation Criteria ¹	Evaluation questions	Scope
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¹ Source: United Nations Evaluation Group, Integrating Human Rights



Question 1	Relevance	To what extent does the project design respond the needs of the Member States or help them to achieve relevant SDG targets?	<ul style="list-style-type: none"> - Review the problem addressed by the project and the underlying assumptions - Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results - Review how the project addresses country priorities. Was the project concept in line with the national sector development priorities and plans of the participating countries - Undertake a critical analysis of the project’s logframe indicators and targets, assess how “SMART” the targets are? - Alignment with beneficiaries needs - Alignment with SDGs delivery agenda in participating countries
Question 2	Relevance	What adaptations were made to the design of the project during the implementation and were these justified in the context concerned?	<ul style="list-style-type: none"> - Assess how adaptive management changes have been reported by the project management. - Assess how the project management addressed emerged challenges and opportunities throughout the implementation - Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.
Question 3	Effectiveness	To what extent has the project achieved expected outputs and activities?	<ul style="list-style-type: none"> - Review the quality of execution of the Executing Agency and Partners. - Review any delays in project start-up and implementation, identify the causes - Are work-planning processes results-based? - Assess the delivery of on expected outputs.
Question 4	Impacts	What aspects of policy related change has the	<ul style="list-style-type: none"> - Assess impacts beyond outputs



		project contributed towards?	<ul style="list-style-type: none"> - Assess the use or potential use of the project outputs? - Provide example where the project products are integrated into wider policy reform/change.
Question 5	Efficiency	To what extent did the project achieve efficiency in implementation through the combination of project stakeholders involved, making use of comparative advantages and the creation of synergy?	<ul style="list-style-type: none"> - Assess efficiency gains through effective stakeholders engagement - Assess efficiency gains in sourcing and using existing data sets - Where synergies have been achieved, and how did it contribute to the project? - Cost in view of results achieved compared to costs of similar projects - Cost associated with delivery mechanism and management structure compare to alternatives
Question 6	Sustainability	To what extent and in which ways can national level UN and other national level development organizations be expected to play in sustaining the results achieved through the project at country level?	<ul style="list-style-type: none"> - Assess likelihood of the use of project products? - Assess how the stakeholders will build on the project's products - What stakeholder roles in the future and how they will build on the project?
Question 7	Innovation	What innovative aspects of the project (addressing new topics or using new means of delivery or a combination thereof) proved successful?	<ul style="list-style-type: none"> - Assess project delivery model in adapting to different contexts - Assess new means of implementation emerged - Assess project ability to make use of other resources available

32. This evaluation will cover the entire project components and activities articulated in the project document, and summarised in the results framework in Annex 2.

4. Methodology of the evaluation

33. The evaluation is an independent, evidence-based and be carried out following the evaluation norms and standards of the United Nations System. A variety of methodologies will be applied to collect information during evaluation. These methodologies include the following elements:



34. The evaluation will be undertaken in line with UNEG principles concerning independence, credibility, utility, impartiality, transparency, disclosure, ethical, participation, competencies and capacities.
35. The evaluation process is independent of UN Habitat, the participating Governments, and project partners. The opinions and recommendations in the evaluation will be those of the Evaluator and do not necessarily reflect the position of UN Habitat, or any of the project stakeholders. Once accepted, the evaluation becomes a recognised component of the project’s documentation.
36. The evaluation will be carried out between early-January 2022 and March 2022 (analysis and reporting). Interviews and meetings with implementing partners, experts, beneficiaries and other key stakeholders will take place in February.
37. Evaluation is an evidence-based assessment of a project’s concept and design, its implementation and its outputs, outcomes and impacts as documented in the project document. Evidence will be gathered by reviewing documents, interviewing key selected stakeholders and from other ad hoc observations.

4.1 Methods for answering evaluation questions

Table 3 Evaluation Matrix: Methods for answering evaluation questions

Key evaluation questions	Data collection Methods			Data analysis methods
	Desktop review	Project data analysis	Semi-structured interviews	
To what extent does the project design respond the needs of the Member States or help them to achieve relevant SDG targets?	Review national strategies Project design Review VNRs and SDG data	Documented stakeholder feedback on the relevance of the project	Refer to the interview questions	Qualitative context analysis & thematic analysis ²
What adaptations were made to the design of the project during the implementation and were these justified in the context concerned?	Collect information on the project story and evolution. Review project initial design versus what has been done eventually	Review project planned targets vs what is achieved Document changes (adaptive changes) throughout the implementation	Refer to the interview questions	Qualitative context analysis & thematic analysis
To what extent has the project achieved expected outputs and activities?	Review project products Review progress reports	Project data on targets and indicators	Refer to the interview questions	Qualitative context analysis & thematic analysis
What aspects of policy related change has the	Review of policies/strategies	Existing info on other projects/	Refer to the interview questions	Qualitative context analysis

² Methods are further explained in section 4.4



project contributed towards?	where urban profiling has been referenced Review progress reports	initiatives building on the urban profiling such as EU project in Basra. Web analytics on the report access (e.g # of downloads)		& thematic analysis
To what extent did the project achieve efficiency in implementation through the combination of project stakeholders involved, making use of comparative advantages and the creation of synergy?	Review procurement strategies Review data mining processes	Documented info on efficiency gains Documented info on avoided costs	Refer to the interview questions	Qualitative context analysis & thematic analysis
To what extent and in which ways can national level UN and other national level development organizations be expected to play in sustaining the results achieved through the project at country level?	Review existing plans/ new projects for UN Habitat offices that build on the urban profiling	Information about possible use in the future	Refer to the interview questions	Qualitative context analysis & thematic analysis
What innovative aspects of the project (addressing new topics or using new means of delivery or a combination thereof) proved successful?	Review progress reports and documented lessons learned	Review progress reports and documented lessons learned	Refer to the interview questions	Qualitative context analysis & thematic analysis

4.2 Desktop review

38. The initial stage involves the review of project documentation and associated documents. Documentation has been provided by the UN Habitat team. The evaluator reviewed all relevant sources of information, such as the project document, project reports – including annual reports, mid-term evaluation report (if exists), progress reports, project files, national strategic and policy documents, and any other materials that the evaluator considers useful for an evidence-based evaluation assessment.
39. The key output of the desktop review was to collect data and information as potential evidence that underpin evaluation, and also help the evaluator to familiarize with the project context in details.



4.3 Engaging stakeholders (Semi-structured interviews)

40. Engaging stakeholder is critical for the success of the evaluation. The project involves multi-stakeholders and teams in different capacities. Throughout the evaluation process, the following main stakeholders will be engaged and interviewed using **semi-structured interview**³ method.
41. Semi-structured interview is the most robust method to collect data and information about the delivery and effectiveness of the project. Stakeholders interviews will be conducted during the evaluation with various stakeholders and teams. Interviewees were asked open questions about their perspectives of project successes, challenges and also about their particular roles in the project. The project interviews will be also used to collect detailed data and info about the project delivery. See annex 3 for list of stakeholders interviewed
42. The Evaluation Consultant met with the Head of Offices the Iraq office, Syria office, Libya office and Yemen office for the implementation of urban profiles and the project lead at the end of the Evaluation in order to review findings with key partners. The consultant described interpretation of evaluation questions, expected data analysis and instruments including time schedule in the inception report.
43. The main purpose of the engagement was to collect evidence that support evaluation process and findings and gain sufficient understanding of their perspectives on the project successes and challenges. All interviews were undertaken in full confidence. The evaluation report doesn't not assign specific comments to individuals.

4.4 Data collection and analysis

44. The project evaluation used a mixed method approach, which includes the following: desk reviews of key documents (such as: annual report and strategic review) and other relevant research, reference materials, interviews, and meetings with relevant stakeholders.
45. The data analysis method involved qualitative analysis, context analysis and thematic analysis of the semi-structured interview responses. Analysis of the context in which a project operates, in particular the political economy context, with a focus on issues of enabling environment, space for change and capacities concerned. In particular of use for initiatives that engage at the policy level in order to understand aspects of the political economy environment in which the project operates.
46. Responses collected from semis-structured interviews were analysed through thematic analysis, this is a method of analysing qualitative data. It is usually applied to a set of texts, such as interview transcripts. The evaluator closely examined the data to identify common themes – topics, ideas and patterns of meaning that come up repeatedly. There are various approaches to conducting thematic analysis, but the most common form involves familiarization, generating themes, reviewing themes, defining and naming themes, and writing up.

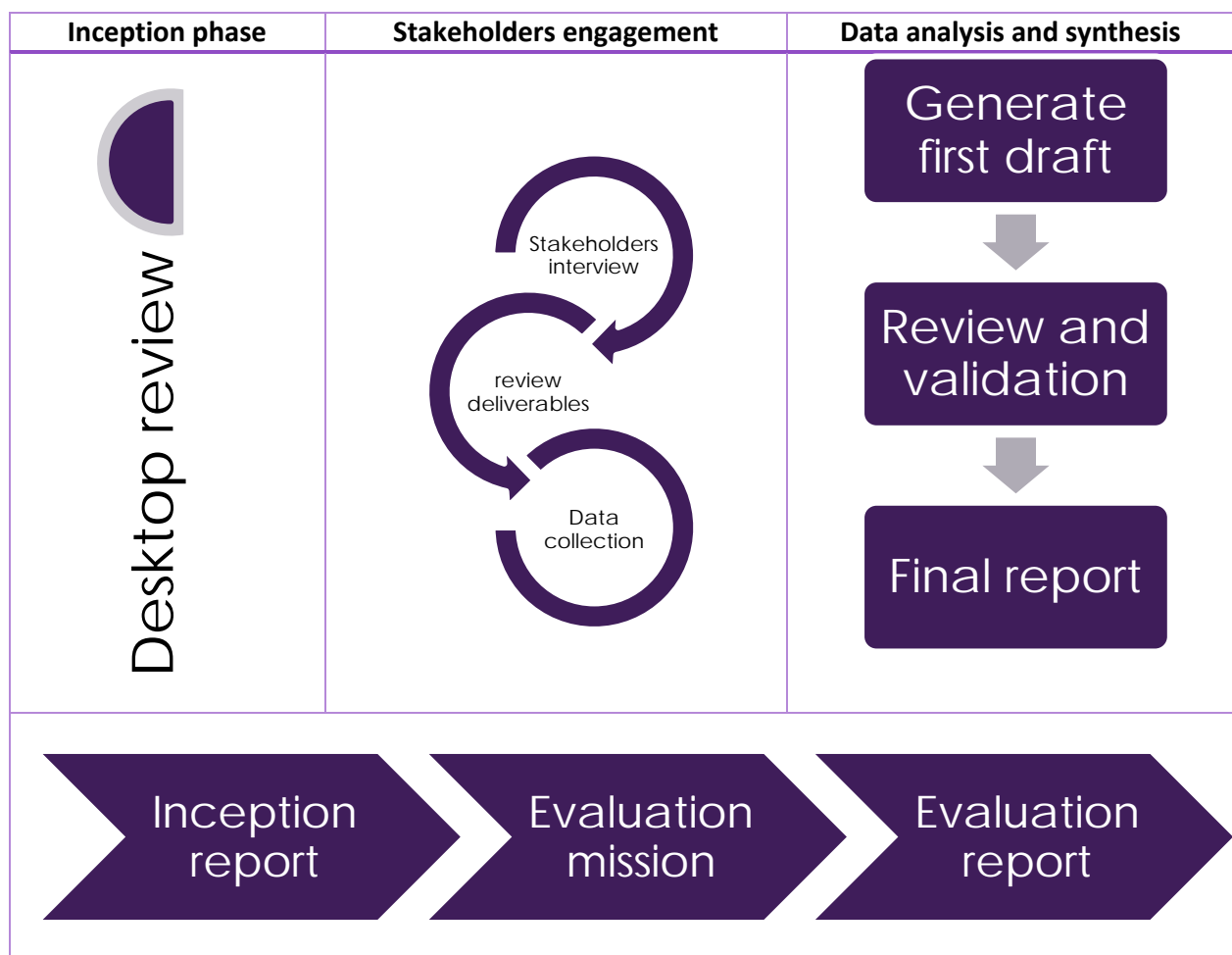
³ A semi-structured interview is a method of research used most often in the social sciences. While a structured interview has a rigorous set of questions which does not allow one to divert, a semi-structured interview is open, allowing new ideas to be brought up during the interview as a result of what the interviewee says. The interviewer in a semi-structured interview generally has a framework of themes to be explored.



4.5 Key aspects of the evaluation approach

47. Emphasis on constructive analytical dialogue: with the project partners; providing the project participants with an opportunity to explain the strategies applied to date, the challenges that have been faced and the inevitable nuances that affect a project. In this way the Evaluation will be able to deepen the partner’s conceptual understanding of the key issues underlying the project and the driving forces that have shaped, and continue, shaping events.
48. Critical reflection on the measures of project success: measuring progress and performance against the indicators provided in the project’s logical frame with the participation of the project partners and reflecting on their relevance and adequacy. Assessment of the project’s performance and impact to date: analysing the performance and progress against the indicators and reasonably expected impacts of the project’s implementation.
49. Jointly defining the conclusions and recommendations with the project management and UN Habitat: ensuring that there is a common understanding of any weaknesses or shortcomings in the project’s implementation and an understanding the reasons for, and the appropriate detail of, any remedial actions that might be necessary.

Figure 1 Overview of the evaluation approach





5. Findings

5.1 Key evaluation question 1: To what extent does the project design respond the needs of the Member States or help them to achieve relevant SDG targets?

Finding 1

The urban profiling in the selected crisis-affected cities is found to be fundamental for, and aligned with, integrated humanitarian response approach. The project design addresses essential information gap and offer coherent baseline and provided up to date, holistic documentation and analysis of the impact of the crisis in the targeted cities as a basis for an integrated response.

Urban profiling in the selected cities has demonstrated to align with broader international agencies agendas and sister UN agencies and relevant to the local needs.

The project aligns with number of SDGs and relevant targets and contributes to priority 1 of the Sendai Framework of Disaster Risk Reduction (SFDRR). The project is directly relevant to the local agendas for implementing 2030 sustainable development plans.

50. The Project Document was designed with clearly defined objectives, outcomes, outputs, activities and milestones. The project is designed to improve evidence-based humanitarian, stabilization and reconstruction planning in post-crisis recovery in selected conflict affected cities in the Arab region. Specifically, the project aims at developing five urban profiles in five cities selected in consultation with national and local authorities in Yemen, Iraq, Syria and Libya.
51. The urban profiling in the selected crisis-affected cities is found to be fundamental for, and aligned with, integrated humanitarian response approach. The project design addresses essential information gap as a result of lack of capacity of municipal staff and/or loss of key urban information. The urban profiles in targeted cities offered strong baseline and provided up to date, holistic documentation and analysis of the impact of the crisis in the targeted cities as a basis for an integrated response.
52. The urban profiles developed under this project attempt to address most of its primary research questions, which are intentionally formulated in a general way, over seven key pillars that are greatly align with broader humanitarian responses. These pillars are Housing, Economy, infrastructure and services, Governance, civil society, environment, and cultural heritage. These help local and national Government counterparts as well as sister UN-Habitat and UN agencies to base their humanitarian response on integrated understanding of the crisis impacts on these pillars.
53. The project design also addresses the lack of capacities to conduct research-based activities to understand the impact of the crisis on the urban profile. The participatory approach in developing urban profiles in targeted cities through series of workshop provides strong forum for engaging and building the capacity of the city leaders, municipal staff and local stakeholders.
54. Urban profiles have been demonstrated to align with broader international agencies agendas, for example the European Union has recently invested further funding to provide critical urban planning support to help the governorate of Basra to oversee, prioritize, plan and implement priority interventions for improved service delivery and generation of employment. The ownership and



leadership of the Basra Governorate, Basra municipality and various technical directorates is seen as key for the success of the new project.

55. The urban profiling approach is consistent with other UN agencies humanitarian response plans in these countries. For example, the 2020 Humanitarian Response Plan (HRP) in Syria by the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA) indicates the response strategy will build on the efforts undertaken to strengthen localized needs assessments and analysis of needs in urban centres, further efforts will be undertaken to enhance the quality and granularity of information on humanitarian needs in urban areas and IDP sites⁴.
56. The Humanitarian Response Plan (HRP) in Libya also acknowledges basic services in urban area and the impact of the Internally Displaced People (IDPs) on these services as a key strategic objective. The plan aims to enhance safe, equitable and dignified access to critical basic services and livelihoods to enhance people's resilience and ensure they meet their basic needs⁵. The OCHA needs assessment in Libya also acknowledges that high displacement, along with significant damage to civilian infrastructure, particularly in urban areas, increased the demand for safe shelter spaces, adding pressure on their availability and affordability⁶.
57. Similarly the Humanitarian Response Plan (HRP) in Yemen & Iraq address the issues of additional pressure on basic services as the refugee population and IDPs are primarily concentrated in urban areas⁷. The urban profiling in Yemen generally and in Marib city particularly seems to be fundamental for, and aligned with, integrated humanitarian response. The urban profiling offered strong baseline and provided up to date, holistic documentation and analysis of the impact of the crisis in the selected cities.
58. The project implemented an area-based approach that targets the specific circumstances of a place and engage the community and a broad range of local organisations from different sectors as active participants in their development and implementation. They are focused on shared outcomes and, crucially, they require us to partner with local people and organisations when defining and working towards these outcomes. This has been crucial element in making the content of urban profiles highly relevant to the local needs.

"The project helped to shape a holistic city view on the impact of the crisis, and local authorities sees the value of integration".

Interviewee: U0601

59. Urban profiling, which is a key tool utilised by UN-Habitat in developing countries, is used for urban analysis to guide both humanitarian response, as well as development planning and prioritization for

⁴ United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), 2020 Humanitarian Response Plan (HRP) in Syria.

⁵ United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), 2022 Humanitarian Response Plan (HRP) in Libya.

⁶ United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), 2021 Humanitarian Needs Overview in Libya

⁷ United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), 2021 Humanitarian Response Plan (HRP) in Yemen.

⁸ United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), 2021 Humanitarian Response Plan (HRP) in Iraq.



the reconstruction and recovery of conflict-affected cities. The project, by design, is aligned with number of SDGs and relevant targets. Specifically, the project design aligns generally with:

- SDG 11: Sustainable Cities and Communities
 - i. Targets: SDG 11.1; by 2030, ensure access for all to adequate, safe and affordable housing and basic services, and upgrade slums.
 - ii. SDG 11.3; By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries.
 - iii. SDG 11.4; Strengthen efforts to protect and safeguard the world’s cultural and natural heritage
- SDG 16: Peace, justice and strong institution
 - i. Targets: SDG 16.1; Significantly reduce all forms of violence and related death rates everywhere.
 - ii. SDG 16.a; Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and

60. Urban profiling supports Arab states to strengthening evidence-based policy making, integration and implementation of the 2030 Agenda and contributes to addressing the peace humanitarian-development nexus and the Sustaining Peace Agenda of the Secretary General. For example, Iraq’s Voluntary National Review (VNR) in 2019 refers to the dramatic changes in urban landscape in Iraq and associated pressures on natural resources and basic services⁹.

61. The urban profiling project contributes to priority 1 of the Sendai Framework of Disaster Risk Reduction (SFDRR), which underlines that disaster response should be based on an understanding of disaster risk in its entire dimension. Furthermore, it enhances the capacity for local governments to ‘Building Back Better’ in crucial recovery, rehabilitation and reconstruction phase (SFDRR Priority 4). The proposed activity is also in line with SDG11.

62. The results framework in the project document presented the indicators against the project objective at the aggregate level, for each of the tow main activities under the scope of the project. The evaluators analysed the intended project indicators by using the “SMART” (Specific, Measurable, Achievable, Relevant, Timebound) criteria and found some weaknesses. For example, the indicator statement lacks for essential elements such as baseline, point of measurement, time element and others. More importantly, the defined indicators are all activity-driven and present no indication on the project impacts and theory of change, for instance, measuring the use of urban profiles in new projects, humanitarian and development plan and government strategies would have been indicative on the project impacts.

⁹ Government of Iraq, Iraq’s Voluntary National Review (VNR) – SDGs, 2019.



5.2 Key Evaluation Question 2: What adaptations were made to the design of the project during the implementation and were these justified in the context concerned?

Finding 2

Adaptive management was used regularly to adapt to a constantly changing environment in targeted cities. The project management demonstrated flexibility in making changes if, and when, necessary to do so in order to keep the project up to date and keep it capable of producing the desired outputs as envisaged originally. As a result, the services delivered were of good quality and each assignment was conducted on an as needed basis in a constant evolving environment.

63. Project operations in countries where crisis is predominant is very challenging, and changes throughout the project cycle are inevitable in this context. Adaptive management involves changes made to the project in order to still achieve the outcomes and objective. It is not to be confused with doing something different to that which was set out in the Project Document, but to adapt to emerging challenges and opportunities as project evolves.
64. **The project's management has been adaptive and able to demonstrate flexibility in making changes if, and when, necessary to do so in order to keep the project up to date and keep it capable of producing the desired outputs as envisaged originally.** For example, some urban profiles needed to be reassigned to other cities due to changing conflict situations on the ground.
65. The project has gone through variety of challenges, including security issues, access challenges (resulting in a change of target city), COVID-19 (complicating follow-up in-country), and the Beirut blast (affecting staff time commitments). In response, the project applied a wide spectrum of changes starting from changing city selection all the way to changing workshop delivery mechanisms (i.e virtually instead of in-person due to COVID 19).
66. Adaptive management measures were effectively taken during project implementation to avoid further delays or disruptions in project implementation, for instance, due to COVID-19, the third workshop of all activities that started in 2019 had to be done through virtual meetings and feedback sessions, and in-person dissemination of printed products has been postponed, and virtual dissemination has taken place instead.
67. There have been so many competing priorities for the project, including large number of cities that can potentially undergo the urban profiling. The project developed guiding criteria for city selection in consultations with stakeholders included:
- Most important within the national context
 - Most affected by the conflict
 - Most reach in terms of population
 - Most accessible for urban recovery plans and for data gathering
68. The project organized first regional workshop that brought together relevant stakeholders from the different targeted countries: Yemen, Iraq, Libya and Syria; to collaboratively select the



cities fulfilling the criteria that was developed. The workshop resulted in choosing; Mar'ib in Yemen, Zawya in Libya, Dar'a in Syria and Basra and Sinjar in Iraq.

69. Due to ongoing tensions in Marib city between the local government and the Houthi's have continued to complicate accessibility to the city of Marib, precluding holding in-person workshops in Marib. As an alternative to workshops, over 30 interviews were conducted in Marib with help of local journalists.
70. By the end of 2018, Sinjar was attacked by Turkish airstrikes, changing the local situation. As a result, the urban profile of Sinjar had to be updated with help of a local journalist, and now published.
71. In Libya, Al Zawya city was selected to go through the urban profiling process, however, due to escalating tensions in Al Zawya city, an alternative location for the urban profile was sought. After consultation with the local government, the city of Derna was selected for the urban profile in Libya instead.
72. It is noted that the project delivered a few more products than were planned from the outset, and this as part of reading the circumstances on the ground, and adapting to the emerging needs. Two additional cities were added to the workplan. As a result, currently seven instead of five cities are set to have an urban profile. The additional cities are 'Der Azzour' and 'Aleppo' in Syria. This represents an additional output without extra costs to the programme.
73. The implementation of urban profile mythology has been challenged by wide spectrum of issues including the absence of an urban geo-spatial database and the inability to generate one given the access restrictions, lack of access to original photographic materials, poor government data and records and the inability to hold focus group discussions given. As an adaptive measure, the project used the scorecards to collect information from the targeted communities by conducting an individual 'Urban Scorecard' survey with a representative sample of the current population to understand demand-driven factors and to poll people's opinions regarding their urban experience. This survey was made possible by the transparent and responsive collaboration of the local authorities, and specifically the Governorate. Local government representatives expressed support and interest in polling public opinion despite the sensitive nature of some of our questions.

"we had so many challenges in implementing the project, these include travel and engagement restrictions, data availability and accessibility and funding limitation"

Interviewee: U0701

"If I name only one challenge, that would be data data and data"

Interviewee: U0501

74.

5.3 Key Evaluation Question 3: To what extent has the project achieved expected outputs and activities?

Finding 3

The project delivered all activities and output anticipated in the project document, and in some cases targets were exceeded, notably there have been two more cities targeted by this project than what has been anticipated in the project design. The project delivered 6 urban profiles for 6 cities (seventh



is underway) in Iraq, Yemen, and Syria, and also delivered the Urban Recovery framework that can be used to replicate the development of urban profiling in crisis-affected cities in Arab region.

75. This concerns the extent of achievement of objective and outputs, or likelihood of being achieved. Despite the politically unstable environment, the project achieved its broad objective, outputs and activities.
76. The project provided a good model for delivering cost effective outputs, and has procured the skills and expertise of UN Habitat to contribute to the project delivery, whilst increasing participating Government’s capacities for urban profiling and humanitarian response. Efficiencies were also gained through building on national and regional capability, allowing the project to draw on a wealth of knowledge, skills and expertise available nationally and regionally especially through the active engagement of local authorities on the ground. Having this functionality means the outputs is more likely to be well owned and accepted.
77. The project delivered the main outputs anticipated at the design stage, this includes six cities urban profiles (and the seventh is still under finalization at the time of this evaluation), exceeding initial target of 5 cities. Each of the urban profiles examined how conflict has affected the city, what the relief phase challenges are and how they will impact the development phase, and what strategic areas or projects require attention in the short-medium timespan.
78. The urban profiles developed under this project attempt to address most of its primary research questions, which are intentionally formulated in a general way, over seven key pillars that are greatly align with broader humanitarian responses. These pillars are Housing, Economy, infrastructure and services, Governance, civil society, environment, and cultural heritage.
79. The project developed urban profiles for cities in Iraq (2 cities), Yemen (1 City), Syria (3 cities) and Libya (1 city). And here is the status of each urban profile in both English and Arabic.

Table 4: Status of urban profiles in both English and Arabic

City	Final urban profile in English	Final urban profile in Arabic
Sinjar (Iraq)	✓	✓
Basra (Iraq)	✓	✓
Dar’a (Syria)	✓	✓
Deir-ez-zor (Syria)	✓	✓
Aleppo (Syria)	✓	✓
Maarib (Yemen)	✓	Not yet
Derna (Libya) remains under finalization	Not yet	Not yet

80. The developed urban profiles in the targeted cities were developed using the “Urban Recovery Analysis Framework” which aims to: (i) Establish a baseline for urban functionality and quality of life; (ii) Determine the most affected and most in need neighbourhoods in the city; (iii) Identify opportunities for multi-sector interventions (humanitarian and recovery) by UN-Habitat, stakeholders



and other actors using an area-based approach and action plans; (iv) Explain how investments and priorities can aid peacebuilding and reconciliation agendas; (v) Engage local stakeholders in a progressive process of knowledge-building of the city; and (vi) Strengthen communication of needs and negotiation position of local government towards central government and humanitarian/development actors.

81. In developing these profiles, the project involved participatory approach in developing urban profiles in targeted cities through series of workshop provides strong forum for engaging and building the capacity of the city leaders, municipal staff and local stakeholders. Each cities is meant to develop the urban profiles through three workshops:

- Workshop 1: One-day initial participatory workshop with city leaders to introduce the methodologies, present the results of initial desk-based research, identify perceived urban challenges and opportunities, and identify broad themes and areas in urgent need of further development of research.
- Workshop 2: Two-day follow-up technical workshop with municipal technical staff to present the results of progress of research on topics defined in workshop 1, guid working group sessions on themes of interest as defined in workshop 1, and gather detailed information on themes of interest as defined in workshop 1.
- Workshop 3: One-day workshop validating the final findings and conclusions with city leaders and municipal technical staff to present the conclusions and the initial draft of the urban profile, collect detailed comments and rectifications, present regional best practices as developed in previous urban profiles, discuss the policy recommendations as, and chart a way forward on the potential of implementation of recommendations, and about pathways of adoption of mentioned recommendations in recovery and reconstruction plans.

82. The project progressed most of the planned workshops, however, as explained under question 2 of this evaluation, some of the workshops were not possible due to security issues or COVID-related restriction (or both), and therefore the project management engaged virtually with stakeholders. Below table shows total of 11 workshops held during the project lifetime.

Table 5: list of engagement workshops in each city.

City	Workshop 1	Workshop 2	Workshop 3
1. Sinjar (Iraq)	✓	✓	✓
2. Basra (Iraq)	✓	✓	Cancelled
3. Dar'a (Syria)	✓	✓	Joint workshop
4. Deir-ez-zor (Syria)	✓	Joint workshop	
5. Aleppo (Syria)	✓	Joint workshop	
6. Marib (Yemen)	Suspended – virtual engagement instead		
7. Derna (Libya)	✓	Suspended	Suspended



83. And based on the UN-Habitat urban profiling toolbox, the project developed the Urban Recovery framework that can be used as an analysis tool for urban profiling in crisis-affected cities. The framework is grounded on seven key pillars that are greatly align with broader humanitarian responses. These pillars are Housing, Economy, infrastructure and services, Governance, civil society, environment, and cultural heritage. These help local and national Government counterparts as well as sister UN-Habitat and UN agencies to base their humanitarian response on integrated understanding of the crisis impacts on these pillars.
84. Also, at the regional level, the project held three regional workshops in Beirut, Cairo and the third was online. The first workshop brought together stakeholders from all targeted countries and aimed to select the cities in each country based in defined criteria.
85. The second regional workshop was held in Cairo in December 2019, aiming at bringing together different stakeholders that have worked on urban profiling to present different urban scale (neighbourhood profiles, city profiles, etc) profiles, the challenges they have faced and most importantly the tools they have used in the profiles. The workshop focused on compiling the tools used by the different stakeholders, the conditions under which they have used these tools, the limitations of these tools and the possible challenges that urban profilers could face when using this tool. This have resulted in developing the urban profiling toolbox that aims at providing set of tools for future urban profilers and the tools results.
86. The third workshop (virtual) was a UN-Habitat wide to present the outcomes of the profiles and introduce the toolbox to interested staff who have been engaging with urban profiles as well.

Table 6 Progress reporting on project indicators

Color code: Green = achieved, Yellow = on track, and red = off-track.

Expected Accomplishment	Indicator of Achievement at the start of the project (T0)	Achievement at the time of this evaluation
EA1 Strengthened national and local government capacities to plan humanitarian responses, stabilization efforts, and develop medium-term recovery plans and policies.	IA 1.1 <i>In 5 out of 5 cities, conflict affected urban areas that need particular attention for humanitarian actors are identified, analysed in terms of their socio-economic status, level of damage, level of available services and development perspectives, and are prioritized in the planning of humanitarian interventions.</i>	The 5 cities target has been exceeded, and total of 7 cities have been identified that are conflict-affected and requires humanitarian response. Stakeholders capacity and knowledge in identifying these cities have been strengthened, how due to challenges faced by the project, there has been limited direct engagement with counterparts and this influenced level of capacity building component of the project
	IA 1.2 In 5 out of 5 cities, national and local authorities and development actors consider issues flagged in the urban profiles in the formulation of new/revised policies or recovery programmes of each of the cities	There is no source of truth for data to be used to confirm numerical value for this indicator, partially due to the fact that indicator in itself is not SMART enough. However, through the desktop review and stakeholders interviews, there has been indication that stabilization and recovery policies/plans developed by concerned actors address the urban issues and priorities mentioned in the urban profiles. Some example from



		OCHA humanitarian response plans have been provided in response to question 1.
	IA 1.3 In 5 out of 5 cities, baseline data on service level, level of damage, and socio-economic status is established.	In 7 targeted cities baseline data on service levels, levels of damage and social-economic status of the selected cities is successfully collected, analysed and presented in each profile.
EA2 Strengthened regional knowledge of evidence-based reconstruction and recovery planning.	IA 2.1 Best practices for urban profiling and urban recovery in conflict, post-crisis and recovery efforts documented, disseminated and further emulated and replicated across the region.	Number of documents disseminated to city leaders, national leaders, and humanitarian actors, and further demand registered. Also, the project posted on the website the final products and best practice tools. See below snapshot of the web-analytics at the time of evaluation
	IA 2.2 In 3 of 5 cities, regional best practices as defined in the regional outcome document mentioned in recovery and reconstruction plans.	There has been limited direct reference to the regional best practice in recovery and reconstruction plans. However, some of the humanitarian response plans in targeted countries have indirectly referenced urban issues and the IDPs pressure on basic services.

5.4 Key evaluation questions 4: What aspects of policy related change has the project contributed towards?

5.5 Key evaluation question 6: To what extent and in which ways can national level UN and other national level development organizations be expected to play in sustaining the results achieved through the project at country level?

Finding 4
The urban profiles had direct contribution to new project proposals and informed funding decisions in targeted cities, and also moderate direct contribution to local and national humanitarian response policies in targeted countries. The content of urban profiles is technically wealthy, and needed to be further advocated for in response polices, new projects and local planning.
Finding 5
UN agencies, national government and local authorities have great role to play in taking the urban profiles from research domain into humanitarian response actions. However, there has been limited communication and visibility over the urban profiles with concerned UN agencies, donors community, national Government and local authorities.
Finding 6
Urban profiles have not been disseminated in a targeted approach to the concerned stakeholders to be used and integrated into humanitarian response actions. Posting the final reports on the public



website is welcomed, but there should have been more marketing efforts to increase visibility over the urban profiles and encourage further uptake and use.

Urban profile contribution to new projects and policy change

87. The urban profiling project theory of change suggests that the project impact is materialized when these technically-sound products are actually integrated in humanitarian policies and plans. As explained under question 1, the urban profiling content is highly relevant to the humanitarian response agendas in targeted countries, however, there has been limited evidence that these profiles have actually been used and integrated into these plans.
88. The project, by design, lacks for meaningful impact-level indicators that respond to a well-defined theory of change. The defined KPIs are activity-based and not SMART enough (see explanation under KEQ1). In acknowledging the project scale, at the minimum, the project design should have defined an indicator (at least one) that enables monitoring the use/uptake of the urban profiles in the humanitarian response plans and actions.
89. The review indicates that the day-to-day management of the project was much activity-based as opposed to be more results-based. The overwhelming focus of the project was on implementing the planned activities and specifically the research component as opposed to focusing on reaching the expected results i.e the reflection of urban profiles on humanitarian response plans.
90. There has been number of projects that were directly informed by the urban profiles in the targeted cities. The recent EU-funded project aiming at increasing access to employment opportunities is a good example of direct link between the urban profile that inform project design. See below examples of projects informed urban profiles:

Examples of projects informed by urban profiles in targeted cities

EU project in Basra

In 2019-2020, UN-Habitat conducted a comprehensive urban assessment of Basra City and developed the Basra Urban Profile, providing in-depth analysis of the governance, economy, population, housing, basic services, social cohesion, and environment in Basra and providing recommendations for increasing resilience to multiple challenges faced in the city.

The recent EU-funded project aiming at increasing access to employment opportunities is a good example of direct link between the urban profile that inform project design. The project aims to increase access to employment opportunities in basic services and waste management sectors for unemployed youth and vulnerable urban population in Basra City. To this end, the action will provide basic services such as water, electricity, waste management and access roads in urban and informal settlements and create job opportunities.

The \$10 mil EU-funded project proposal makes direct reference to Basra urban profile and specifically to the needs identified in the profile such as limited availability and bad quality of potable water, and the need to incorporate the majority of informal settlements in the urban planning and development of the city.

Japan-funded project in Sinjar



Another example, the UN-Habitat has received an additional contribution of USD 3.6 million from the Government of Japan to support reconstruction and peacebuilding in Iraq through the rehabilitation of war-damaged houses and construction of low-cost housing units in Sinjar, Ninewa Governorate. Under the new phase of this project, UN-Habitat will improve living conditions in Sinjar through a comprehensive urban recovery approach, including rehabilitation of public spaces and infrastructure, and construction of low-cost housing units to accommodate returnees whose houses are totally destroyed and have not received any support for rehabilitation or reconstruction of their houses. This project aligns with the urban profile outcomes and allows integration of the New Urban Agenda and physical interventions for post-conflict reconstruction and peacebuilding. In line with the New Urban Agenda

Sinjar urban profile emphasizes on assessing the occupation, together with the status of abandonment of many villages and the displacement of many people on the housing sector in Sinjar District that is facing serious challenges. The funded project comes in as a direct response to the recommendation of the urban profile.

EU-funded project in Sinjar

This new project in Sinjar, Tel Afar and Baaj districts of Ninewa Governorate, is designed to take a community approach to recovery, focussing on all aspects needed for people to return home: housing, basic services, livelihoods and housing, land and property rights,” explained Mr. Wael Al-Ashhab, Head of UN-Habitat Iraq, during the press brief.

UN-Habitat established a presence in Sinjar in 2016 and is now expanding to Tel Afar and Baaj. With this great support of the EU, the living conditions of recent returnees in project locations will be improved, allowing many who are still in camps, living with relatives or renting to return to their properties, and to dignified, adequate and appropriate living conditions.

EU-funded project in Mosul

In October 2016, before this project starts, UN-Habitat published a report on Mosul, Iraq’s second largest city and the de facto capital of ISIL in Iraq. The report, titled City Profile of Mosul, Iraq: Multi-sector Assessment of a City Under Siege, is the most comprehensive civilian mapping assessment of the city’s infrastructure, housing, social services, and demographics. Donors, international actors and the Government of Iraq saw it as a valuable tool for planning humanitarian, stabilization and development assistance in the highly sensitive and volatile context of ISIL’s conflict with the Government of Iraq. The report was used by the Humanitarian Country team, the Stabilization Task force and Council of Ministers to help set priorities in recovering and reconstructing Mosul.

The UN Joint Programme (JP) on Urban and Rural Resilience in Syria

The UN Joint Programme (JP) on Urban and Rural Resilience in Syria brings six UN implementing agencies (UN-Habitat, UNDP, UNICEF, FAO, WFP, UNFPA) together to deliver coordinated resilience and recovery-oriented interventions to communities who are still witnessing massive damage to every aspect of life and livelihoods. To date, the Syrian context has largely focused on the provision of humanitarian assistance with less emphasis on resilience efforts. Recognizing this, the JP utilizes an urban area-based local planning approach that is guided by inclusion and local participation to deliver multi-pronged interventions to affected communities.



Two cities, Deir-ez-Zor City and Dara'a City and their rural catchment areas were selected as the intervention locations for the JP, based on extensive technical assessments and on ground consultations with local community and local stakeholders.

For Dar'a and in order to accelerate the implementing process it was divided into two phases, Phase I which basically derived its major activities and priorities from the Urban Recovery Plan that was developed by UN-Habitat through the Profiling exercise, and several joint or individual sectoral assessment to identify the critical challenges and needs for the second phase. In spite of difficulties many efforts were applied to reach a high degree of integration and complementarity of the proposed activities between agencies.

For Deir Ez Zor, the coordination was more applicable and remarkable. Joint effort was made to more comprehensive consultation based on current situation analysis, and UN-Habitat as the focal agency for the planning outcome (using the Urban Recovery Plan for the city developed through the Profiling exercise) has organized a joint participatory workshop gathering different stakeholders especially community representatives to address the needs, priorities and develop the final version of the areas-based action plan on the neighborhood scale, city scale and subdistrict scale. Activities included all urban resilience sectors " health, education, environment, infrastructure, agriculture, women and children protection, livelihood and economy", and the main criteria of addressing priorities were who are the beneficiaries, the integration and sustainability.

The urban profiles are indeed an important source for informing project design and delivery.

"Urban profile is strong basis of the understanding of the city needs" interviewee U0201

"Urban profile is a strong basis for developing future concept notes" interviewee U0201

91. Nonetheless, it is important to acknowledge that the project operates in an environment where the funding has become limited, crisis is extended or renewed and priorities on the ground are constantly changing. Project stakeholders stated that it is needed for peace to be prevailed so that more response actions/projects can be operationalized.




"If peace prevails in the next 6 months - the urban profile can be further used" Interviewee U0101.

92. On other side, despite the fact that urban profiles are highly relevant to the context of the humanitarian agenda, specifically HRPs (see KEQ1), however, urban profiles have not been referenced in the humanitarian strategic policies and plans. There has been limited communication and visibility over the urban profiles with concerned UN agencies and donors community.

93. Unless overriding confidentiality interest, most of the final products (i.e urban profiles) have been posted on the public website. The web analytics offer an indication on the broader use of the project deliverables in open sense (i.e unknown users). Below table shows number of downloads, views and likes on the project products at the time of evaluation.



Table 7: Number of downloads, views and likes on the project products at the time of evaluation¹⁰.

City	Views 	Downloads 	Likes 
Sinjar (Iraq)	219	146	338
Basra (Iraq)	271	142	290
Dar'a (Syria)	Syria deliverables were not posted online at the preference of the government counterparts		
Deir-ez-zor (Syria)			
Aleppo (Syria)			
Marib (Yemen)	183	284	325
Derna (Libya)	Not posted online yet		
Urban Profiling Toolbox	216	395	215

The role of stakeholders

94. The donors and UN agencies have a vital role in moving the project from being activity-based as opposed to be more results-based. These agencies are the gateway for reaching the expected results i.e the reflection of urban profiles on humanitarian response plans. For instance, the UN OCHA is a leading UN agency in coordinating humanitarian response in crisis-affected countries including those targeted by the urban profiling project. Partnering with OCHA enables to access the UN integrated response plans to be informed the outcomes of urban profiling. Also, donors are particularly interested in addressing place-based integrated approach, and have been expressing the need to see the whole picture moving together, in which case, the urban profiles are offering that integrated view.
95. However, there has been limited communication and visibility over the urban profiles with concerned UN agencies and donors community. There would have been a great deal of benefit of engaging more with UN agencies and donors to promote the final products. The project proponents, though, have indicated that there has been a clear case of donors fatigue when it comes to HRP in some countries – if not all.

“Donors have not been as responsive as anticipated, and there has been a clear case of donor fatigue for HRP {Human Response Plan}” - Interviewee U0201.

96. The national and local authorities have an essential role in information gathering on perceived urban challenges, validating findings and involvement in workshops. More importantly, the local authorities are well-positioned to identify pathways for implementation of policy recommendations. Active engagement in the project is expected to increase knowledge of urban challenges and potential pathways to development for inclusion in national recovery programmes as well as knowledge of required national policy changes to achieve improved local outcomes.
97. The urban city profiles are very relevant for the development and implementation of humanitarian response in targeted cities with a particular attention to the key sectors affected by the crisis in each

¹⁰ Numbers in this table as on 27th February 2022



city. This is a project that is a response to national needs and priorities, addressing three main barriers (see KEQ1).

98. The project teams have implied that some of the profiles were shared with UN country team and humanitarian response teams, this presumably happened by email. However, the project could have utilized existing engagement platform with sister UN agencies such as UNCT and other humanitarian response coordination platforms in targeted countries to identify opportunities for integration and to inform humanitarian response project planning. The profiles would have had greater impacts if given greater visibility with donors, UN agencies and all other humanitarian response agencies on the ground.
99. Urban profiles have not been disseminated in a targeted approach to the concerned stakeholders to be used and integrated into humanitarian response actions. Posting the final reports on the public website is welcomed, but there should have been more marketing efforts to increase visibility over the urban profiles and encourage further uptake and use. The targeted dissemination approach in this case could be focused on three front: 1) Donors community, 2) UN sister agencies and UN coordination platforms, and 3) local and national government authorities.
100. Despite being wealthy source of information in targeted cities, the urban profile usage has been affected by the ongoing and renewed crisis in some cities, for example, in Mara'ab the conflict started again after the profile has been developed. Renewed crisis means that local circumstances change on the ground, and therefore the content of the urban profile may need updates for example the satellite images are likely to show different results.

5.6 Key evaluation question 5: To what extent did the project achieve efficiency in implementation through the combination of project stakeholders involved, making use of comparative advantages and the creation of synergy?

Finding 7

The project resources (financial, human and time) have been utilized wisely in light the challenging political environment that the project witnessed and helped towards achieving the objectives. The project management applied cost-effective approach in delivering the activities as planned, for example, this expertise and capability facilitated productive collaborative research that has proven very efficient.

101. The project management team followed an adaptive management approach to secure project deliverables while maintaining adherence to the overall project design; including addressing the delay at the outset of the project. The review indicates that the project achievements are aligned with the project document that was approved by DA for funding. The Results Framework had been used as guidance for the implementation of the project.
102. An effective and efficient project implementation team has been in place, detailed work plans have been guiding the implementation, assignments were conducted with the participation of relevant stakeholders and the project made wise use of UN-Habitat team existence on the ground in targeted countries.



103. The presence of on ground UN Habitat teams plays a vital role is using resources efficiently rather than delivering activities from regional point. On ground presence meant effective engagement with stakeholders and efficient savings on travel and expensive expertise.
104. Efficiencies were also gained through building on national and regional capability, allowing the project to draw on a wealth of knowledge, skills and expertise available nationally and regionally especially through the active engagement of local authorities on the ground. Having this functionality means the outputs is more likely to be well owned and accepted. For example, the project made use of the human expertise available in Lebanon to support the work Libya and other countries.

“UN Habitat’s in house capabilities and on-ground presence have been an asset – particularly when delivering city profiling”

Interviewee U0601

105. The management of the finances for the project presented some complexities. It was envisaged that roughly \$100K to be spent in each country, and as the project activities evolved, the country allocations were used to do in some countries than others, for instance, in Syria the project was able to leverage the wider UN-Habitat portfolio in Syria by using existing resources and data collected by other projects to deliver three city profiles as opposed to one as initially planned, and this didn’t impact the effectiveness of the engagement strategy with local communities negatively.
106. The project was due to complete in December 2018; however, the project was granted a no-cost extension to end of December 2019. The extension was reasonable based on the fact that that delivering large-scale projects indeed take time after lengthy policy and regulatory reform process.
107. The project management offered a number of efficiencies in project execution in particular by reducing the management and administration burden on the project which can provide cost-savings. For example, where possible, UN Habitat used historical data and other data available from the wider portfolio in targeted cities to save on data collection cost, and data collection methods were designed in a cost-effective approach.
108. The total disbursement status estimated at the time of the evaluation about \$550,00 or 100% of the total budget.
109. The project activities were implemented with the support of national and international experts when needed for specific work assignments such as assessments, studies, reviews, etc. Overall the evaluation found a highly motivated staff and consultants/experts dedicated to the project, and UN-Habitat Country Offices teams provided an efficient and flexible management approach to adapt day-to-day activities to changes while securing timely implementation of planned activities.
110. Overall the project resources (financial, human and time) have been utilized wisely in light the political environment that the project witnessed and helped towards achieving the objectives.

5.7 Key evaluation question 7: What innovative aspects of the project (addressing new topics or using new means of delivery or a combination thereof) proved successful?

Finding 8



The project has supported number of innovative actions including the activation of a holistic area-based assessment model, adopting flexible and “fit for purpose” method, demonstrating replicability and scaling up potential and building regional learnings from city-level interventions.

111. For UN-Habitat, innovation means embracing new ideas, up-to-date means and fresh approaches to our work. It incorporates both digital and non-digital technologies as both work in tandem together. It can take shape as an approach, a process, a practical tool or an application. It is based on horizontal and collaborative working practices that consider a diverse range of views and considers the context in which the innovation is taking place¹¹.
112. As far as this project is concerned, the project design and delivery has supported number of innovative actions with the potential for wide replication and upscaling to achieve impacts in similar countries and cities.

An area-based assessment model

113. Area-based approaches target the specific circumstances of a place and engage the community and a broad range of local organisations from different sectors as active participants in their development and implementation. They are focused on shared outcomes and, crucially, they require us to partner with local people and organisations when defining and working towards these outcomes.
114. It is evident that affected communities in targeted cities do not perceive their recovery in sectoral terms, but from a holistic, multi-sectoral perspective. Whilst sectoral approaches and technical expertise remain important ingredients in humanitarian response and recovery, understanding the holistic needs of affected communities require improved sectoral and stakeholder collaboration. Hence, the project has been successful in promoting an area based approach, which advocates for assistance that considers the whole population affected by a crisis, living in a specific geographic area in need of multi-sectoral support by working with multiple stakeholders, contributes to this achieving holistic understanding and program logic.
115. In recent years, this approach has gained traction among humanitarian actors seeking to provide more effective responses to crisis affected populations and pave the way for recovery. The increasing application of this approach builds on experiences of urban and regional planners working on community renewal through ‘area-based initiatives’ in poor and vulnerable locations. As discussed in response to KEQ 4 & 5, the project has been able to attract donors attention to implement area-based interventions as a result of presenting area-based approach.

Flexible and “fit for purpose” method

116. Urban profiling methodology has been implemented in various conflict-affected countries in the region, these cities are different in terms if the nature of the crisis and its impacts. Through urban profiles, UN-Habitat seeks to provide up to date, holistic documentation and analysis of the impact of the crisis in key cities, synthesising information and insight from existing sources and priority sectors, supplemented by direct field research by UN-Habitat teams based in each city.
117. The implementation of urban profile mythology has been challenged by wide spectrum of issues including the absence of an urban geo-spatial database and the inability to generate one given the access restrictions, lack of access to original photographic materials, poor government data and

¹¹ <https://unhabitat.org/topic/innovation> seen 13 Feb 2022



records and the inability to hold focus group discussions given. As an adaptive measure, the project used the scorecards to collect information from the targeted communities by conducting an individual ‘Urban Scorecard’ survey with a representative sample of the current population to understand demand-driven factors and to poll people’s opinions regarding their urban experience. This survey was made possible by the transparent and responsive collaboration of the local authorities, and specifically the Governorate. Local government representatives expressed support and interest in polling public opinion despite the sensitive nature of some of our questions.

118. Also, urban profiles were constrained by the ‘level of accessibility’ – the extent of the profiling team’s access to the city. In the case of no accessibility, usually due to the security situation. In response, remote sensing techniques (e.g. damage assessments, nightlight assessments and NDVI assessments) were most helpful. They were supplemented with research through journalist networks, displaced government officials or other ‘informants’.
119. The fact that the project has been able to apply a city profiling approach in multiple cities across the Arab region, with the ability to be “fit for purpose” and adapt to the different needs and challenges in each cities demonstrated that replicability of city profiling is evidently very likely.

Replicability and scaling up

120. The urban profiles in the targeted cities included examples of scaling-up area-based approaches to demonstrate results, the project delivered these profiles in greater number of cities than what was initially anticipated in the project design stage. The project developed standard tools and developed the capacity of partners to enable replicating the approach in other areas.
121. With an intent of increasing the opportunities for replicating the city profiling, the project developed “Urban Recovery Framework - Urban Profiling Toolbox” which is an analysis framework with the understanding that different cities can differ greatly in terms of size and density; whether they might be fragile or in a state of conflict; by the drivers of conflict that may be present; and by the development challenges they face. The framework provides a starting point, tools and learning for practitioners faced with implementing a profile on the ground. Furthermore, this framework takes into consideration the recommendations put forward in the paper entitled “Urban Profiling For Better Responses To Humanitarian Crises”.
122. The fact that the project has been able to apply a city profiling approach in multiple cities across the Arab region, with the ability to be “fit for purpose” and adapt to the different needs and challenges in each cities demonstrated that replicability of city profiling is evidently very likely.

Build regional learning

123. While the project delivery on the ground is essential, it is equally important to establish regional learnings that enables regional-based planning and exchange of experiences. As said above, the project developed “Urban Recovery Framework - Urban Profiling Toolbox” which is an analysis framework. The framework provides up to date, holistic documentation and analysis of the impact of the crisis in key cities, synthesising information and insight from existing sources and priority sectors, supplemented by direct field research by UN-Habitat teams based in each city. This document has been developed with the goal to assist practitioners in implementing urban profiles in conflict-affected countries.
124. The project organized a regional workshop that brought together relevant stakeholders from the different targeted countries: Yemen, Iraq, Libya and Syria. The regional workshop has been a platform



for exchanging experiences and to collaboratively select the cities fulfilling the criteria that was developed. There has been more regional workshops planned, but unfortunately could not be done due to COVID-related travel restrictions.

125. UN Habitat regional office also started the development of the Regional Urban Data Platform, that is currently in its pilot implementation stage. The Regional Urban Data Platform (RUDP) is inclusive, sustainable, aims at supporting data harmonization, reliability, and accessibility. It aims to become an interactive platform that helps develop a harmonized baseline for United Nations Country Teams (UNCTs) in the region, in collaboration with local, national, and regional partners. Recognizing that existing data analysis currently done at different country contexts is well established, however there is a real demand among the regional programs to strengthen and develop existing efforts in a more harmonized and sustainable manner. This is particularly important to support monitoring progress towards achieving the urban-related Sustainable Development Goals (especially SDG11), the implementation of the New Urban Agenda and ensuring evidence-based programming for urban recovery and improved urban governance in the Arab region.
126. The regional platform will build on the information-wealthy urban profile to establish a regional data portal that can be accessed not only by UN Habitat offices, but also by other UN agencies and partners to further enhance area-based delivery approaches.



8. Conclusions

127. Overall, the urban profiling project has been successful and has achieved its outcomes and objective. It has produced six urban profiles in politically challenging environment in Syria, Yemen and Iraq (the one in Libya is yet to be finalized) and had a significant and positive impact, which is likely to continue long after the project closes.
128. The project delivered all activities and output anticipated in the project document, and in some cases targets were exceeded, notably there have been two more cities targeted by this project than what has been anticipated in the project design. The project delivered 6 urban profiles for 6 cities (seventh is underway) in Iraq, Yemen, and Syria, and also delivered the Urban Recovery framework that can be used to replicate the development of urban profiling in crisis-affected cities in Arab region.
129. The urban profiling in the selected crisis-affected cities is found to be fundamental for, and aligned with, integrated humanitarian response approach. The project design addresses essential information gap and offer coherent baseline and provided up to date, holistic documentation and analysis of the impact of the crisis in the targeted cities as a basis for an integrated response. Urban profiling in the selected cities has demonstrated to align with broader international agencies agendas and sister UN agencies and relevant to the local needs.
130. Adaptive management was used regularly to adapt to a constantly changing environment in targeted cities. The project management demonstrated flexibility in making changes if, and when, necessary to do so in order to keep the project up to date and keep it capable of producing the desired outputs as envisaged originally. As a result, the services delivered were of good quality and each assignment was conducted on an as needed basis in a constant evolving environment.
131. The urban profiles had direct contribution to new project proposals and informed funding decisions in targeted cities, and also moderate direct contribution to local and national humanitarian response policies in targeted countries. The content of urban profiles is technically wealthy, and needed to be further advocated for in response polices, new projects and local planning.
132. UN agencies, national government and local authorities have great role to play in taking the urban profiles from research domain into humanitarian response actions. However, there has been limited communication and visibility over the urban profiles with concerned UN agencies, donors community, national Government and local authorities.
133. Urban profiles have not been disseminated in all participating countries in a targeted approach to the concerned stakeholders to be used and integrated into humanitarian response actions due to various restrictions. Other, alternative marketing efforts to increase visibility over the urban profiles and encourage further uptake and use should have been devised.
134. The project has supported number of innovative actions including the activation of a holistic area-based assessment model, adopting flexible and “fit for purpose” method, demonstrating replicability and scaling up potential and building regional learnings from city-level interventions.
135. The project resources (financial, human and time) have been utilized wisely in light the challenging political environment that the project witnessed and helped towards achieving the objectives. The project management applied cost-effective approach in delivering the activities as planned, for example, this expertise and capability facilitated productive collaborative research that has proven very efficient.

9. Lesson learned

Table 8 key lesson learned from project design and delivery

Issue	Details
SMART indicators are instrumental in tracking of project progress and impacts	SMART indicators could make a difference in tracking impacts of the project and provide robust evidence on project impacts. Final SMART Indicator and targets for more effective evaluation of progress and corrective recommendations.
Decentralisation is a key in delivering place-based profiling and subsequent response.	One of the main challenges that face the region is the centralization of municipal finance, urban development plans and legal documents. In Basra, Iraq, many rules and regulations for decentralization have been put in place however it is not implemented so far. These regulations included financial decentralization and giving more flexibility to the governorates to implement their urban development plans. So far, these policies haven't been put to action probably due to the reluctance of the central government to release such control to local actors and authorities mainly due to capacity issues. When looking into Dar'a and Deir-ez-Zor in Syria, though there are efforts for decentralization and giving more control for local authorities and administrative units to implement their much-needed development plans, however due to the lack of communication between the different levels in the government, the lack of singular data unit, and lack of capacities, the authorities are unable to fully utilize their role.
Flexibility and adaptive management involve changes made to the project in order to still achieve the outcomes and objective, and it is not to be confused with doing something different to that which was set out in the Project Document	Flexibility is a recognized feature of developing urban profiles in crisis response context. It allows to adapt to changing context and environment in which they are being implemented and to stay aligned with national and local priorities and needs as they evolved. As a result, these urban profiles are more responsive to national and local priorities and needs and benefit from good national ownership. It is also important to note that adaptive management involves changes made to the project in order to still achieve the outcomes and objective. It is not to be confused with doing something different to that which was set out in the Project Document, but to adapt to emerging challenges and opportunities as project evolves.
On ground presence of UN Habitat expertise is cost-effective in effective engagement and delivery	On ground presence of UN expertise makes engagement with government counterparts more effective and efficient, and more importantly more sustainable and enduring. Country Offices are crucial in the development of the urban profiles, due to their local technical expertise, familiarity with the context and connections with local authorities and the government. Once the profiles have been finalized, the COs



	play a vital role in the dissemination process to ensure that recommendations are received by local authorities/government and partners
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10.Recommendations

I. The project needs to develop an exit strategy to drive a better structured approach for marketing the final products of the project

136. Project exit strategy is not to be confused with UN-Habitat ongoing support on urban profiling, expansion, replication and scale up. The exit strategy concerns this particular project and 7 targeted cities, the strategy should be focused on marketing and disseminating final products. A targeted dissemination approach in this case could be grounded on three front: 1) Donors community, 2) UN sister agencies and UN coordination platforms, and 3) local and national government authorities. The strategy should also identify actions to ensure national and local ownership and the identification of institutions to carry on with the achievements.

II. Further develop the capacity of local authorities to be able to update the urban profile on their own

137. Urban profiles require ongoing update, especially in light of renewed crisis, which means that local circumstances change on the ground, and therefore the content of the urban profile may need updates for example the satellite images are likely to show different results. As a sustainability measure, the urban profiling should invest in building the technical capacities of local authorities to keep the urban profiles up to date, this includes the application of the toolbox developed by this project. In case of funding limitation, capacity building activities should be integrated into the future funding proposals.

III. Develop impact level indicators and define the theory of change early in the design stage

138. This recommendation applies more to the future similar projects, however, absence of clear pathway of the project outcomes and impacts and subsequently indicators affected the project monitoring and tracking quality and overall vision. SMART indicators at the impact level should be focussed on the uptake of the deliverables and integration in new projects, response plans, government plans, etc. The importance of selecting impact indicators not only in tracking changes, but also in keeping the project vision clear towards its ultimate outcome.

139. Through the theory of change approach, the precise link between activities and the achievement of the long-term goals are more fully understood. This leads to better planning, in that activities are linked to a detailed understanding of how change actually happens. It also leads to better evaluation, as it is possible to measure progress towards the achievement of longer-term goals that goes beyond the identification of program outputs.

IV. Further resource mobilization to support urban profiles update, replication and up-scaling.

140. Urban profiles have evidently demonstrated great deal of value for promoting area-based approach by enhancing the understanding of specific circumstances of a place and engage the community and a broad range of local organisations from different sectors. As discussed in section 6.7 of this report, the urban profiles in the targeted cities included examples of scaling-up area-based



approaches to demonstrate result, and it is recommended that UN-Habitat continues to take lead on mobilising more resources for update existing profile, replication and upscaling.

V. Finalize the Derna urban profile as soon as possible and undertake appropriate project closure

141. It is noted that the no-cost extension period expired in December 2019, it is important to apply appropriate closure of project activities and accounts as soon as possible in line with the Development Account guidelines.



Annexes

Annex 1: Evaluation Terms of Reference (TOR)

Provided separately

Annex 2: Detailed results framework of the project

DA Project results framework

Expected Accomplishment	Indicator of Achievement at the start of the project (T0)
EA1 Strengthened national and local government capacities to plan humanitarian responses, stabilization efforts, and develop medium-term recovery plans and policies.	IA 1.1 In 5 out of 5 cities, knowledge and capacities of humanitarian and stabilization planning stakeholders are developed to be able to identify most conflict-affected urban areas and analyse their situations in terms of socio-economic status, level of damage, level of available services and development perspectives, and to prioritize the same in the planning of humanitarian interventions at the national and local levels.
	IA 1.2 In 5 out of 5 cities, national and local authorities and development actors consider issues flagged in the urban profiles in the formulation of new/revised policies or recovery programmes of each of the cities
	IA 1.3 In 5 out of 5 cities, baseline data on service level, level of damage, and socio-economic status is established.
EA2 Strengthened regional knowledge of evidence-based reconstruction and recovery planning.	IA 2.1 Best practices for urban profiling and urban recovery in conflict, post-crisis and recovery efforts documented, disseminated and further emulated and replicated across the region.
	IA 2.2 In 3 of 5 cities, regional best practices as defined in the regional outcome document mentioned in recovery and reconstruction plans.

Annex 3 List of interviewees

Category	Stakeholder	Interviewee
Project management	<ol style="list-style-type: none"> 1. Project management team at the UN Habitat regional office in Cairo 2. Regional director of UN Habitat ROAS 	<ul style="list-style-type: none"> • Ivan Thung • Erfan Ali • Yasmeen Al-Awamleh
UN Habitat Country offices	<ol style="list-style-type: none"> 3. UN Habitat Country Office Yemen 4. UN Habitat Country Office Iraq 5. UN Habitat Country Office Syria 6. UN Habitat Country Office Libya 	<ul style="list-style-type: none"> • Wael Al-Ashhab • Anna Soave • Osama Darwish • Natalia Atfeh, • Samira Alshawesh



		<ul style="list-style-type: none">• Rayan Knox• Hiba Fekry and• Ombretta Temptra
Municipal city leaders (sample only)	7. Sanaa municipal city leader (TBD)	<ul style="list-style-type: none">• Eng. Abdullah
ESCWA	8. ESCWA representative	NA
OCHA	9. UN Sister agency	<ul style="list-style-type: none">• Rene Nijenhuis - Head of Aden Sub-Office United Nations Office for the Coordination of Humanitarian Affairs