UN SDG

LEAVING NO ONE BEHIND
A UNSDG OPERATIONAL GUIDE FOR UN COUNTRY TEAMS
INTERIM DRAFT

About this Guide

This Guide was prepared by an inter-agency Task Team under the auspices of the UN Sustainable Development Group (UNSDG) as guidance for UN Country Teams and experts across the UN System for assisting Member States in operationalizing the pledge to Leave No One Behind (LNOB). It is the intent for this guide to be an adaptive and living document, updated regularly based on experience, lessons from case studies and new insights. The **Interim Draft** will be finalised in 2019 following further feedback from UNCTs.

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Contents

LIST OF ACRONYMS 4

PART I: INTRODUCTION 6

THE PLEDGE TO LEAVE NO ONE BEHIND: A MANDATE FOR A NEW APPROACH 7

PART II: OPERATIONALIZING LNOB 11

STEP 1: WHO IS LEFT BEHIND? GATHERING THE EVIDENCE 11
STEP 2: WHY? PRIORIZATION AND ANALYSIS 23
STEP 3: WHAT? WHAT SHOULD BE DONE? 31
STEP 4: HOW TO MEASURE AND MONITOR PROGRESS 39
STEP 5: HOW TO ADVANCE ACCOUNTABILITY FOR LNOB 44
CROSS-CUTTING GUIDANCE: MEANINGFUL PARTICIPATION 51

PART III: INTEGRATING LNOB – PLANNING AND PROGRAMMING PROCESSES 54

INTEGRATING LNOB INTO UN PROGRAMMING AND UN SUPPORT TO NATIONAL DEVELOPMENT PLANNING PROCESSES 54
INTEGRATING LNOB IN THE CONTEXT OF CCA/UNDAF 55
MAPS: ENABLING THE PLEDGE TO LEAVE NO ONE BEHIND VIA SDG MAINSTREAMING, ACCELERATION AND POLICY SUPPORT FOR NATIONAL DEVELOPMENT PLANNING 58
JOINED-UP HUMANITARIAN DEVELOPMENT PLANNING FOR COLLECTIVE OUTCOMES 62

ENDNOTES 63

LIST OF ACRONYMS

ADB	Asian Development Bank
AGD	Age, gender, diversity
CCA	Common Country Analysis
CEB	Chief Executives Board
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CESCR	Committee on Economic, Social and Cultural Rights
COMANGO	Coalition of Malaysian NGOs
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSOs	Civil society organizations
DHS	Demographic Household Survey
ECOSOC	United Nations Economic and Social Council
EGRIS	Expert Group on Refugee and IDP Statistics
ESCAP	Economic and Social Commission of Asia and the Pacific
FDI	Foreign direct investment
GER	Gender, Equity and Rights
GIS	Geographic information systems
HBS	Household Budget Survey
HC	Humanitarian Coordinator
HHS	Household Health Survey
HLPF	High-Level Political Forum
HRBA	Human rights-based approach
HRBAD	Human rights-based approach to data
IASC	Inter-Agency Standing Committee
ICT	Information and communications technology
ID4D	Identification for Development
IDP	Internally displaced persons
ILO	International Labour Organization
IOM	International Organisation for Migration
IRRS	International Recommendations on Refugee Statistics
IT	Information technology
JSC	Joint Steering Committee
LGBTI	Lesbian, gay, bisexual, transsexual and intersex
LNOB	Leave No One Behind
MAPS	Mainstreaming, Acceleration and Policy Support
MDGs	Millennium Development Goals
MICS	Multiple Indicator Cluster Surveys
MODA	Multiple Overlapping Deprivation Analysis
MPI	Multidimensional Poverty Index
NGO	Non-government organization
NHRIs	National Human Rights Institution
NSO	National Statistics Office
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official development assistance
OHCHR	Office of the United Nations High Commissioner for Human Rights

PAHO	Pan American Health Organization
PETS	Public Expenditure Tracking Surveys
RC	Resident Coordinator
SDGs	Sustainable Development Goals
SWAP	System-wide Action Plan
UN	United Nations
UN DESA	United Nations Department of Economic and Social Affairs
UNCDF	United Nations Capital Development Fund
UNCTs	United Nations Country Teams
UNDAF	United Nations Development Assistance Plan
UNDG	United Nations Development Group
UNDOCO	United Nations Development Operations Coordination Office
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities (now United Nations Population Fund)
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNIDO	United Nations Industrial Development Organization
UNSDG	United Nations Sustainable Development Group
UNSWAP (UN-SWAP)	UN System-wide Action Plan
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Review
VNR	Voluntary National Review
WFP	World Food Programme
WHO	World Health Organization
WHS	World Humanitarian Summit

PART I: INTRODUCTION

Leaving no one behind (LNOB) is the central, transformative promise of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs). It represents the unequivocal commitment of all UN Member States to eradicate poverty in all its forms, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and of humanity as a whole.

The Guide was prepared by an inter-agency Task Team under the auspices of the UN Sustainable Development Group (UNSDG) as guidance for UN Country Teams and colleagues across the UN System who are working to support Member States to operationalize the LNOB pledge in their development planning. The Guide provides a framework for:

- Operationalizing the LNOB pledge to *leave no one behind* using a step-by-step approach
- Adapting and employing relevant tools from across the UN System to assess who is left behind and why; sequencing & prioritizing solutions; tracking and monitoring progress; and ensuring follow-up and review
- Integrating this methodology into UN programming and policy support for Member States

The Guide sets out a five-step process for operationalizing LNOB and the commitment to reach the furthest behind first. These steps are designed not as stand-alone exercises but as ways to fit into existing UN or national processes. They can be relevant to the various planning and programming contexts across the UN System – from development contexts (CCA/UNDAFs) to conflict settings and humanitarian planning and response – and to more direct engagement with government-led implementation of the 2030 Agenda.

Part I of this Guide sets out the mandate for LNOB; Part II sets out the five-step methodology for LNOB; and Part III identifies how this can be integrated into different development and humanitarian planning contexts.

The Guide's five operational steps may be thought of as "minimum standards" that encompass what it means to adopt a LNOB approach, in line with the commitment of the UN Chief Executives Board to "put the imperative of combatting inequalities and discrimination at the forefront of UN efforts to support implementation of the 2030 Agenda."[1] All UN entities are asked to strengthen their own commitment and internal accountability for LNOB-consistent outcomes, programming and support and are invited to translate the steps within their respective organization's strategy and general programme of work, accountability and management systems.

This guide is intended to be a living document, updated and improved based on additional context-specific experience and new insights gained from its practical application.

THE PLEDGE TO LEAVE NO ONE BEHIND: A MANDATE FOR A NEW APPROACH

> *'The biggest problem is the poverty caused by my statelessness. A stateless person cannot own property. I feel belittled and disgraced by the situation I am in.'* Shaame Hamisi, 55, stateless Pemba Community, Kenya (Source: https://www.refworld.org/docid/59e4a6534.html)

In September 2015, UN Member States unanimously adopted the 2030 Agenda for Sustainable Development and its 17 global Sustainable Development Goals (SDGs). The new agenda puts the imperative to "leave no one behind" and "reach the furthest behind first" at its heart, recognizing the need to combat poverty and inequalities. It states:

- We resolve, between now and 2030, to end poverty and hunger everywhere; to combat inequalities within and among countries; to build peaceful, just and inclusive societies; to protect human rights and promote gender equality and the empowerment of women and girls; and to ensure the lasting protection of the planet and its natural resources." (Paragraph 3)
- "As we embark on this great collective journey, we pledge that no one will be left behind. Recognizing that the dignity of the human person is fundamental, we wish to see the Goals and targets met for all nations and peoples and for all segments of society. And we will endeavour to reach the furthest behind first." (Paragraph 4)

This marks a significant shift in approach from the MDGs to the SDGs. The 2030 Agenda reflects a new determination among Member States to break the cycles of disadvantage and inequity that threaten to leave people irrevocably behind. The 2030 Agenda and the pledge to leave no one behind are fundamentally rooted in long-standing commitments of Member States to human rights and the principles of equality and non-discrimination. Paragraph 10 of the 2030 Agenda states, "The new Agenda is guided by the purposes and principles of the Charter of the United Nations, including full respect for international law. It is grounded in the Universal Declaration of Human Rights, international human rights treaties,[2] the Millennium Declaration and the 2005 World Summit Outcome Document. It is informed by other instruments such as the Declaration on the Right to Development."

Member States have explicitly called on the UN to implement the LNOB pledge.[3] The UN System has responded by making this a priority in UN support for Member States in SDG implementation:

2016 UN CEB Shared Framework for Action on 'Leaving No One Behind'[4]

In 2016, the UN Chief Executives Board (CEB) for Coordination adopted a Shared UN System Framework for Action.

The CEB called on all UNSDG member entities, among others, to put the LNOB imperative at the centre of their strategic frameworks, policy guidance and global plans of action in support of implementation of the 2030 Agenda. To this end, the CEB noted the importance of human rights-based approaches to programming, as endorsed by UNDG in 2005 and set out in the UNDAF guidance. The CEB framework set out the need to focus on three closely related but distinct concepts:

- **Equality**: the imperative of moving towards substantive equality of opportunity and outcomes for all groups;

- **Non- discrimination**: the prohibition of discrimination against individuals and groups on the grounds identified in international human rights treaties; and
- **Equity**: The broader concept of fairness in the distribution of costs, benefits and opportunities.

What do we mean by 'leaving no one behind'?
The United Nations approach to "leaving no one behind" not only entails reaching the poorest of the poor, but also seeks to combat discrimination and rising inequalities within and amongst countries, and their root causes. This is grounded in the UN's normative standards, including the principles of equality and non-discrimination that are foundational principles of the Charter of the United Nations, international human rights law and national legal systems across the world.

Leaving no one behind means moving beyond assessing average and aggregate progress, towards ensuring progress for all population groups at a disaggregated level. This will require disaggregating data to identify who is being excluded or discriminated against, how and why, as well as who is experiencing multiple and intersecting forms of discrimination and inequalities. This will entail identifying unjust, avoidable or extreme inequalities in outcome and opportunities, and patterns of discrimination in law, policies and practices. This will also entail addressing patterns of exclusion, structural constraints and unequal power relations that produce and reproduce inequalities over generations, and moving towards both formal and substantive equality for all groups in society. This will require supporting legal, policy, institutional and other measures to promote equality and reverse the trend of rising inequalities. This will also require free, active and meaningful participation of all stakeholders, particularly the most marginalised, in review and follow-up processes for ensuring accountability, recourse and remedies to all.

At the World Humanitarian Summit in 2016, Member States, UN entities, non-governmental organizations, multilateral development banks and other relevant actors committed to advancing the Secretary-General's Agenda for Humanity, which outlined concrete steps to advance the pledge to LNOB in crisis contexts.[5] (Refer Part III / 3 for further guidance on operationalising LNOB in the context of joined-up humanitarian development planning)

The 2017 UNDAF Guidance – which will be revised in the context of the UNDS reform effort – places the pledge to *leave no one behind* at the core of its four principles for unifying programming and advocacy. The UNDAF Guidance requires all UN entities to prioritize programmatic interventions to understand, track and address the situation of the most marginalized, discriminated against, excluded, and others who are at risk, and to empower them as active agents of development. The revitalized UNDAF is firmly centred on the 2030 Agenda, national development priorities and needs; it explicitly recognizes the UN's normative and global standard-setting role based on the Common Country Analysis (CCA). The CCA provides the analytical foundation for the UNDAF, while also being useful and relevant to the analysis and work of individual UN agencies and entities. Hence, it is critical that the CCA provide a clear basis for the United Nations' normative role. It should, identify the specific groups who have been left behind or are at risk of being left behind, indicate barriers and challenges, and offer an in-depth analysis of immediate, underlying and root causes of risks and exclusion in all areas. It should use a human rights-based analysis, including an analysis of the legal, political, economic and social factors perpetuating inequality and discriminations; similarly, it should consider the prevention angle. Part III of the Guide

provides further guidance on how LNOB can be integrated into CCA/UNDAFs. This Guide should be read together with the **UNSDG Common Minimum Standards for Multi-Stakeholder Engagement in the UNDAF**. [insert URL]

The UNSDG's Mainstreaming, Acceleration and Policy Support (MAPS) approach frames the UN development system's support for delivering the 2030 Agenda and SDGs. The UNSDG Mainstreaming Reference Guide to UNCTs for assisting Member States with mainstreaming the 2030 Agenda outlines eight practice areas in providing advocacy and policy support to the national development planning process. Part III suggests how LNOB should be integrated into these practices.

Who are those who are "left behind" and why does it matter?

People who are left behind in development are often economically, socially, spatially and/or politically excluded – for example, due to ethnicity, race, gender, age, disability or a combination of these, leading to multiple discriminations. They are disconnected from societal institutions, lack information to access those institutions, networks, and economic and social support systems to improve their situation, and are not consulted by those in power. They are not counted in official data – they are invisible in the development of policies and programmes. They have no voice. People left behind are those most at risk of not enjoying their civil, cultural, economic, political or social rights.

Leaving no one behind matters on many fronts. At its most basic level, being left behind in poverty, and without access to education, water, shelter, social protection, security of tenure and basic services, is a violation of human rights. It matters socially and economically in wasted human and productive potential. For instance, economic growth is generally slower in countries with high or growing inequalities, with a growing number excluded from the labour market or trapped in low-paying and unstable jobs, with a large part of the population without social protection, and where economic gains going to the wealthier and politically powerful. Inequalities often express themselves in spatial ways, both within and between rural and urban areas and across countries and regions. These scenarios can furthermore generate increased social tensions, political discontent and instability.

The UN System must support countries to identify, connect with and give voice to those left behind if the SDGs and targets are to be met.[6]

TABLE 1 **LNOB AND HRBA: COMPLIMENTARY AND MUTUALLY REINFORCING**

The human rights-based approach (HRBA), as a programming tool anchored in international norms and standards, provides the SDG principle of leaving no one behind with a valuable methodology to translate its vision into action.

COMPLEMENTARITIES

HRBA	LNOB
HRBA is a **programming tool** intended to strengthen the quality and focus of UN responses to national priorities. It is normatively based on international human rights standards and principles and operationally directed to promoting human rights.	Addressing inequalities is central to the 2030 Agenda. LNOB is a **guiding principle** of the 2030 Agenda, which is itself explicitly grounded in international law, including human rights.
HRBA is based on human rights obligations that countries have committed to and have a **legal obligation** to fulfil. Under a human rights-based approach, the plans, policies and processes of development are anchored in a system of rights and corresponding obligations established by international law, including all civil, cultural, economic, political and social rights, labour rights and the right to development.	LNOB is a **political commitment** that Sstates committed to when they signed on to the SDG Agenda.
HRBA has a clear three- step process for the analysis and assessment stage of programming that identifies who is left behind and why: causality analysis, role analysis, and capacity gap analysis.	LNOB deepens focus on the inequalities, including multiple forms of deprivation, disadvantage and discrimination, and "reaching the furthest behind first". HRBA brings to the LNOB a rigorous methodology for identifying who is left behind and why, looking at root causes.
Both require a **disaggregated data** to identify who is "left behind" and why, and to determine whether development interventions are reaching these groups and addressing the gaps.	
The human rights principles **of Non-Discrimination** and **Equality** are key elements of a HRBA and LNOB approach. Both require proactive measures to address inequalities, reaching the furthest behind first.	
In both, addressing gender inequalities is a priority	
HRBA focuses on empowerment of "**right holders**" to claim their rights and empower them as active partners in development, ensure their voice in the process; and mobilize, etc. HRBA also focuses on capacity development of "**duty-bearers**" to meet their obligations.	Methodology of HRBA brings to LNOB a focus on rights, empowerment, meaningful participation and capacity development.
Under both, free, active and meaningful **participation** is promoted throughout the entire planning and programming process.	
Under HRBA, the international human rights mechanisms can provide a valuable opportunity for strengthening the accountability of Government to address marginalization and inequality.	

PART II: OPERATIONALIZING LNOB

> *"Afro-descendent women like me face a double discrimination—because of our race and gender—and additional discrimination, because of poverty. At school, I would get disparaging looks by some, while others were overprotective, as if I couldn't manage anything by myself. (…), many of the approximately 5 million afro-descendent people in Colombia live in violence-affected areas. Women are seen as sexual objects; domestic and sexual violence is on the rise."* Charo Mina-Rojas, Colombia. (Source: http://www.unwomen.org/en/news/stories/2018/1/from-where-i-stand-charo-minas-rojas)

Part II on Operationalizing LNOB presents a methodology with a set of five steps for LNOB analysis, action, monitoring, accountability and meaningful participation. The guidance is applicable to the diversity of planning and programming contexts that the UN System leads or supports. A gender perspective should be applied throughout all steps. Women and girls are often some of the most deprived and disadvantaged within groups in marginalized situations. The steps are:

- STEP 1: Who is being left behind? Gathering the evidence
- STEP 2: Why? Prioritization and analysis
- STEP 3: What? What should be done
- STEP 4: How? How to measure and monitor progress
- STEP 5: Advancing accountability for LNOB
- Cross-cutting guidance: Meaningful participation

STEP 1: WHO IS LEFT BEHIND? GATHERING THE EVIDENCE

Summary of Step 1:

Identify who is being left behind and in what ways, and who among them is likely the *furthest behind*. To this end, the UN should work with Member States and partners to:

- ✓ Gather and analyse all data and information revealing gaps and trends in SDG implementation between sub-populations and/or geographic localities (use the five factors as a guide, with due attention to human rights and gender considerations, ethics and identity). Seek diverse feedback and input from stakeholders, including groups and populations left behind.
- ✓ Integrate data and information from a range of sources, including from national statistics, national human rights institutions, international human rights mechanisms, ILO supervisory bodies, civil society organizations, including women's organizations and/or community-level data.
- ✓ Combine relevant national and UN development, human rights, conflict, inequalities, political, risk and humanitarian analysis for more joined up assessment of who is left behind and why – with a view to identifying the furthest behind.

To deliver on the 2030 Agenda, national authorities and other stakeholders need a shared and robust understanding of who is left out of SDG progress, to what degree and why.

A framework for gathering the evidence

To start a holistic assessment on who is being left behind and why, UNCTs may use the framework in Figure 1. Figure 1 shows five factors that constitute central driving forces behind exclusionary processes. It will be important to examine evidence from all five areas in the framework by gathering information on the absolute deprivation(s) and relative disadvantage(s) faced by different groups, populations and segments of society across different stages in people's life cycle. While it is important to have as broad an understanding as possible for national planning and programming purposes, the five- factor framework can also be applied to specific populations, geographical areas or sectors. The people left furthest behind will be groups or individuals 1) who are located at the centre of these five circles, as they are most affected by multiple, often compounding forms of deprivation, disadvantage and discrimination, and/or, 2) who suffer the most extreme deprivation, disadvantage or discrimination in one or more areas.

In looking for relevant data across the five factors, practitioners should consider and combine not only data on development indicators, but also relevant national and UN assessments on human rights and inequalities, conflict, political environments, risk and humanitarian analysis for a more joined up assessment of who is left behind.

Figure 1 offers a framework that stakeholders can use to gather and analyse information within and across the five factors. The text suggests key foci of existing data and information to consider. Information across the five factors can show who is left behind, to what degree and why.

FIGURE 1 **FIVE FACTORS OF LNOB: ASSESSING THE EVIDENCE OF WHO IS LEFT BEHIND AND TO WHAT DEGREE?**

Source: adapted from UNDP "What does it mean to leave no one behind?" (2018)[7]

The initial questions are:

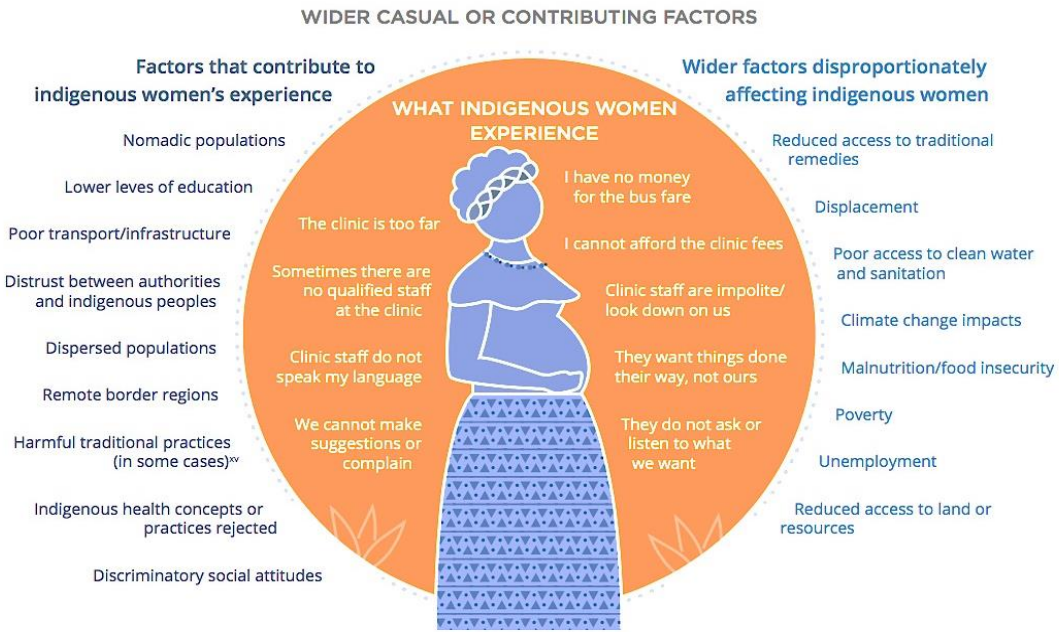
- **Who is being left behind?**
- **Who among the people who are being left behind, face severe and/or intersecting deprivations and disadvantages or multiple forms of discrimination that make them likely to be *the furthest behind*?**

Intersectionality and multiple layers of deprivation, disadvantage and discrimination

In practice, most people face more than one kind of deprivation and/or disadvantage or discrimination. For example, indigenous women often experience different but intersecting types of discrimination, as shown in Figure 2. Indigenous women who live in poor and remote communities and have less formal education are likely to experience more than one of the deprivations and disadvantages among the five factors. Internally displaced persons are citizens, but may fall between the cracks of national social protection measures or be targeted by national authorities because of ethnicity, religion, political affiliation or socio-economic status. In all societies, those experiencing deprivations and disadvantages related to all five factors are the most likely to be among *the furthest behind.* When considering those

who suffer from sudden shocks or crises (including those caused by natural disaster or conflict), it is important to remember that some vulnerabilities are only revealed during times of stress.

Figure 2: Wider causal and contributing factors contributing to indigenous women having worse maternal health outcomes



Source: UNFPA, UNICEF and UN Women (2018) Fact Sheet: Indigenous Women's Maternal Health and Maternal Mortality

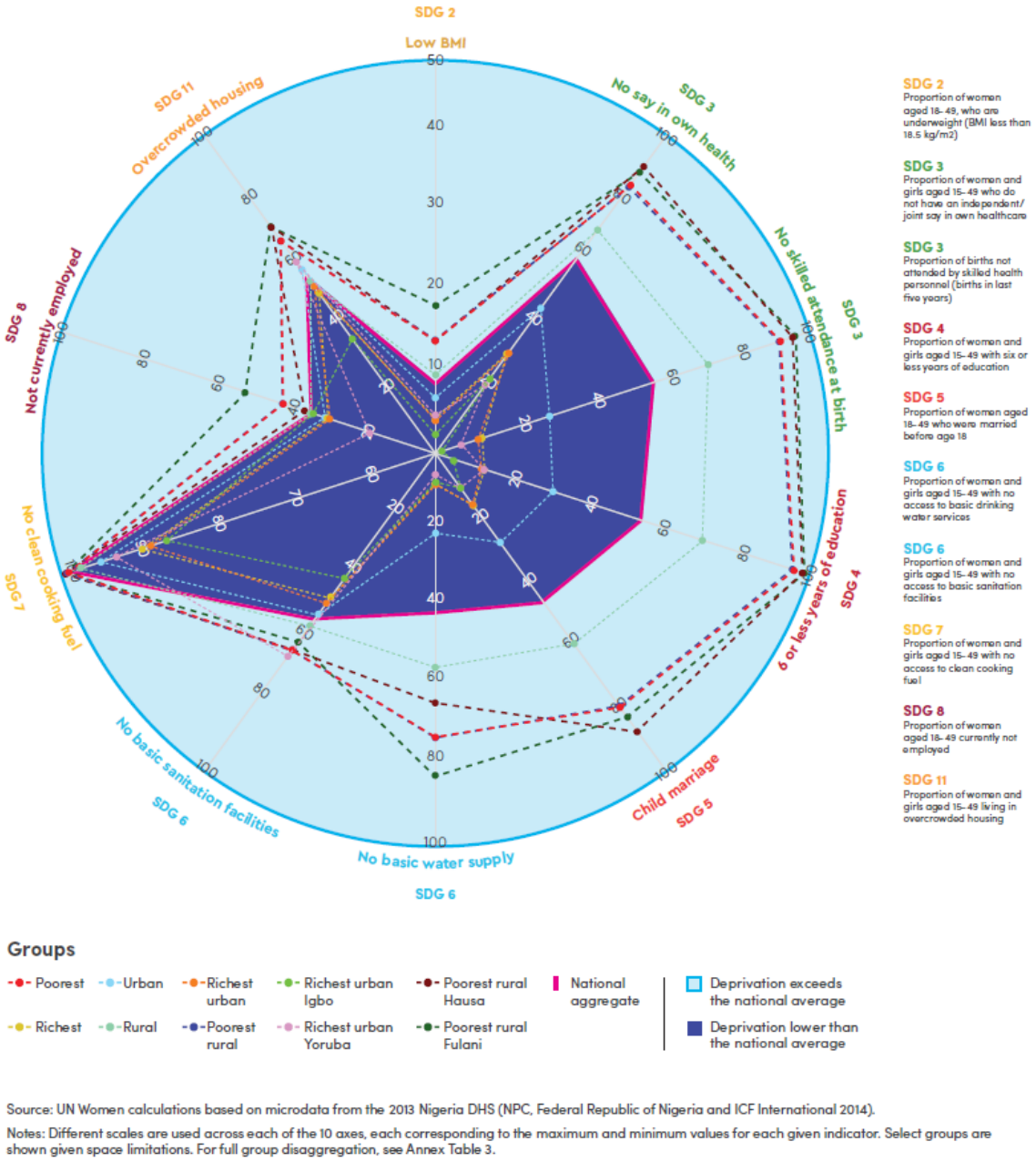
The above graphic illustrates the experience of someone who is left behind due to intersectional discrimination arising from her status as an indigenous woman. Further analysis should consider the underlying causes and identify how this affects both the rights of the person and the obligations of the duty-bearers to ensure respect, protection and fulfilment of her human rights.

Examples: Identifying who is being left behind

- CEDAW concluding observations for Uruguay (2016) identified refugee and stateless women, women in detention and women with disabilities as "disadvantaged groups of women". CRPD concluding observations (2016) recommended revision of policies on disability to include a gender-based approach, and that policies on violence against women address the possible disabilities dimension. UN Women, UNFPA and PAHO/WHO then developed a joint programme to address issues faced by persons with disabilities in three main areas: 1. access to health care in order to achieve universal access to services, in particular sexual and reproductive health services, by persons with disabilities, 2) violence: to address and raise awareness about violence experienced by persons with disabilities, especially creating inclusive gender violence response services for women with disabilities; 3) Information: with the purpose of being able to better identify the populations facing such barriers and in particular, conduct in-depth studies on specific topics of the project.

- In 2017 in Ukraine, UN Women carried out an analysis of vulnerabilities of women and men in the context of decentralization in conflict-affected areas. This was based on community-based data collected through participatory approach engaging men and women representing the most marginalized and socially excluded groups. The analysis supported the prioritization of needs and concerns of vulnerable groups, such as internally displaced, women with disabilities, women living with HIV and the others. It also supported applications of the principle of LNOB in local planning and budgeting. The members of the community groups also used the findings for advocacy with local authorities for their differentiated needs in local development and recovery. The analysis was carried out as a part of the joint UN Women-UNDP programme on Recovery and Peacebuilding in the Crisis-Affected Regions

Figure 3: LNOB using a multidimensional approach



Source: UN Women calculations based on microdata from the 2013 Nigeria DHS (NPC, Federal Republic of Nigeria and ICF International 2014).

Notes: Different scales are used across each of the 10 axes, each corresponding to the maximum and minimum values for each given indicator. Select groups are shown given space limitations. For full group disaggregation, see Annex Table 3.

Source: UN Women (2018) Turning promises into action: Gender equality in the 2030 Agenda.

Figure 3 shows an example of how the intersection of ethnicity, geography and poverty leaves certain groups of women and girls behind, not only in one dimension but across multiple dimensions of well-being. In this case study, women and girls from the richest urban households are the most advantaged across all 10 dimensions considered compared to the rural poorest. Fulani women and girls from the poorest rural households rank at the very bottom (i.e., most deprived) in five dimensions—nutrition

(shown by low Body Mass Index), access to skilled birth attendant, education, employment and access to basic drinking water services—while Hausa women and girls from the poorest rural households are the most deprived in another four: say in own health care (relevant for SDG 3), child marriage, access to basic sanitation services and living in overcrowded housing.[8] For the remaining dimension (access to clean fuel), deprivation is widespread: 97 percent of women and girls live in households that lack access to a clean source of cooking fuel; among the poorest rural women, the deprivation was universal (100 percent), irrespective of ethnicity. Deprivation in access to employment is unique: in many cases women, particularly the poorest, are pushed into precarious, often informal and unpaid work. Whereas, among the richest, significant barriers–including biased gender norms, discrimination in wages and limited job options–contribute to low labour force participation rates [9] The motivation for this analysis is to illustrate how, across societies, there are groups of women and girls whose life chances are diminished across different dimensions.

Making a difference in their lives requires a better understanding of why and how different kinds of deprivations cluster. It also requires a recognition of the systems of oppression and discrimination that make certain groups of women and girls more susceptible to these acute forms of deprivation. Special measures may be necessary to ensure that the authorities and others ensure appropriate outreach to groups that are excluded because of their legal status.

How can we fulfil the promise to leave no one behind if one billion people *have no record they exist*?

Civil registration systems establish the legal recognition of an individual existence and identity and provide a person with proof of their legal recognition by the State. Legal identity sets the precedent on which an individual's rights are upheld. Legal identity sets the precedent on which an individual's rights are upheld. Lack of legal identity excludes affected people from enjoying a range of human rights, acting as a hard barrier to their inclusion in society.[10] Without a legal identity, a person is at greater risk of exclusion and marginalization, and less likely to access higher education, formal employment or open a bank account. Minority groups, refugees, stateless persons, women and girls, as well as children are among those at heightened risk of being excluded and left behind. Legal identity is conferred by an authorized civil registration authority following birth, or in the absence of birth registration, by a legally-recognized identification authority that should be tied to a State's civil registration system.

Children who were never registered at birth make up more than half of the global identity gap (650 million, ages 0-16) putting them at risk for a lifelong cycle of exclusion, marginalization and invisibility. Children without birth certificates tend to have worse nutritional outcomes, are more likely to be excluded from social support benefits and be denied life-saving health care and immunization and being unable to enroll or complete their education. Gender discrimination in civil registration is often hidden. Legal requirements such as having a father present or named on a birth certificate can strongly deter or legally prevent some women from registering the birth of their child. This is especially prominent in the context of migration, increasing the risk of statelessness. Due to low death registration coverage, millions of the world's most vulnerable are dying from unknown causes and are uncounted by the State. For surviving family, without a death certificate of the deceased, or marriage/birth certificate to prove legal recognition of family ties, a person may be unable to acquire inheritance, land, insurance or pension benefits held in the name of the deceased.

The vulnerabilities of people excluded from civil registration systems are compounded by the gap in data required to address them. Data generated from civil registration systems are the primary source of vital statistics needed for demographic data (disaggregated by gender and age), good governance and planning, and measuring progress towards the SDG.[11]

REVIEWING THE EVIDENCE

To arrive at an in-depth understanding, review, reflection and analysis of evidence will be required. The perspectives and experiences of **marginalized groups** and communities will need to complement, guide and be **cross-referenced** with information gathered through desk reviews.[12]

Gather and review existing data:

UN offices, working on UN-led analysis or in support of government efforts, will need to **systematically analyse available disaggregated data and other relevant quantitative and qualitative data, including trend analysis where possible.** This includes official data from national statistical offices (e.g., data from census, standard national surveys, Demographic Health Surveys (DHS), Multiple Indicator Cluster Surveys (MICS), Household Surveys (HHS), household consumption, administrative and registration systems). Qualitative data from surveys or interviews (e.g., compiled by government, academic institutions, civil society, community groups, UN, and NHRIs) should be analysed. As data is increasingly geo-referenced, spatial aggregation becomes as useful tool.

Reviews should always take account of and build upon existing national and local government and other stakeholders' studies, given that some of these issues will have already been well documented and analysed in some countries, including in relation to SDG implementation. For example, for SDG 1, governments should already be reporting on multidimensional poverty of men, women and children, often including analysis of the factors driving multidimensional poverty. On SDG 4, governments often have very detailed education-sector analyses. This is important to **avoid duplication** of effort but also to ensure that the results of the analyses (and the resulting policy actions) are nationally owned.

Complement and triangulate official data:

While there may be a wide range of existing official relevant and disaggregated data and evidence, it is necessary to move **beyond the limits of available official data**. Data from diverse information sources – such as organizations working with groups and populations in vulnerable or marginalized situations, national human rights institutions and local advocates and communities' own data[13] – are critical to complement and **triangulate data and information**. State reports and stakeholder submissions to other international institutions, including the international human rights mechanisms (Universal Periodic Review, Treaty Bodies and Special Procedures) and the ILO supervisory bodies and recommendations from these, provide an important and authoritative source on the groups most discriminated against and on the distributional impacts of policies and programmes. Recommendations and Concluding Observations, accessible at the Universal Human Rights Index, and comments and recommendations of the ILO supervisory bodies, accessible at NORMLEX, can be a basis for completing and updating LNOB analysis.

Identify and prioritize data gaps:

After reviewing the available data, it is vital to **identify and prioritize the gaps in data**, capacities and processes that must be supported, resourced and enabled in order to monitor LNOB-relevant targets across the SDGs. **A key question is: what do we not know and whom do we have no information on?**

Data will help to identify who is left behind only to the degree that it is **inclusive and disaggregated**. **The lack of disaggregated data** at the country and subnational levels is a common challenge. Scarcity of data and limited sample sizes in existing datasets pose significant challenges for identifying and monitoring the status of those furthest behind. Data collection instruments are often designed to assess national outcomes, with sampling methodologies that cannot accommodate extensive subgroup analysis. Moreover, people who are being left behind are often the least likely to be counted and reflected in national statistics. For example, official data sources rarely include the homeless, slum dwellers, irregular migrants[14], nomadic or displaced populations, stateless persons, criminalized populations (e.g., people who use drugs, sex workers) and people in temporary shelters or institutions. Groups that are not accepted or understood by society and/or have endured persecution and violence are less likely to be identified and counted. Practical, political and ethical challenges can make governments and other stakeholders hesitant to try to identify those experiencing inequalities and discrimination.

Identifying the experiences of displaced persons

In order to ensure that the LNOB commitment is effectively met for forcibly displaced people, 85 percent of whom reside in developing countries, an inter-agency group is developing SDG indicators to be disaggregated by refugee status and for IDP population groups.[15] The Expert Group on Refugee and IDP Statistics (EGRIS) was mandated by the UN Statistical Commission in 2016 to develop internationally recognized recommendations and practical guidance for the production of statistics on displaced populations. EGRIS comprises more than 40 national statistical authorities and over 20 international and regional organizations. To date, the Expert Group has released the *International Recommendations on Refugee Statistics*[16] and the *Technical Report on Statistics of IDPs*,[17] which provide countries with guidance on this topic.

Which young people? Identifying disadvantaged young people

Young people face many difficulties in seeking to enter the world of work. The global recession has left its mark and high youth unemployment and NEET rates (ie. rates of people not in education, employment or training) coupled with unstable work prospects characterize the experience of many young people today. Yet, these obstacles to decent work are by no means evenly spread across youth. Moreover, which young people are most disadvantaged varies widely over time and space. With its focus on the duration of the school-to-work transition and the quality of the job obtained upon its completion, the ILO's school-to-work transition surveys provide a methodology by which disadvantage can be tracked, the difficulties faced by specific groups of young people in different geographical contexts identified and consequently solutions proposed.

See: https://www.ilo.org/employment/areas/youth-employment/work-for-youth/WCMS_191853/lang--en/index.htm

Disaggregating data by two dimensions at a time—such as sex and location or sex and income—is often largely possible, but more refined analysis of disadvantaged groups using **multilevel disaggregation**—for example, women from ethnic minorities living in poor households and rural areas—is not. Larger samples are needed to do this, but the increased costs of expanding sample sizes on surveys often deter

national statistical systems from doing so. Other challenges include the **quality of data** and their **timeliness**.

Most SDG indicators related to poverty and inequalities rely on **household surveys** that are typically not designed to measure living standards or to be representative at local levels. They may be conducted irregularly and/or result in insufficient or low-quality data. The use of households (rather than individuals) as a unit in surveys precludes assessments of intra-household discrimination (e.g., from social practices) and individual disadvantage, say, by gender, age or ability. Although vital, existing tools (such as the HBS[18]) are and will likely remain insufficient to capture the range of people and communities being left behind.[19, 20] To overcome these challenges, some SDG indicators are calculated using administrative data of national institutions. This is the case for SDG 1.3.1 on social protection coverage. Data is collected using a social protection questionnaire sent to all social protection institutions. Data is disaggregated by sex and distinguishes the types of populations facing specific social protection challenges (children, unemployed persons, older persons, persons with disabilities, pregnant women, new-borns, work-injury victims and the poor and vulnerable).

Fill data gaps

To learn who, where and why people get left behind, therefore, countries will need to invest in more and better quantitative data, while also employing new ***complementary* qualitative**, people-driven data and information and feedback methodologies, in which the evidence is generated directly by the people being left behind.

Digital platforms, crowdsourcing, mobile phones and cloud-based technologies can provide low-cost ways to collect data, including GIS mapping platforms and engaging left-behind communities via volunteers and community groups, potentially tapping networks built through UN post-2015 consultations and outreach. These platforms and tools can be analysed to provide real-time data on attitudes, behaviours and norms of various population groups as well as provide feedback on the impact of policies and social service access and quality. Inequities in IT affordability and availability (including intra-family inequities based on power dynamics, inequities in remote/rural areas, or lower-income users) should be taken into account. Special measures may be required to ensure that platforms and tools are accessible for persons with disabilities, such as those using screen-reading software.

Combining microdata from different sources, better utilizing and contributing to the improvement of administrative records, carrying out purposive sampling in survey design and using small-area estimation techniques[21] can increase the availability of disaggregated data among target populations. These techniques increasingly supplement more traditional forms of analysis.[22]

Filling data gaps on experiences of people with disabilities

To identify and collect information on adults and children with **disabilities** through surveys, census and registration systems, use the Washington Group Short Set of Questions for adults and the Washington Group/UNICEF Survey Module on Child Functioning for children aged 2 to 17 years. These tools have been extensively tested and produce internationally comparable data on persons with disabilities.

Meaningful participation of people must be ensured in the data collection and analysis processes. This should be done by providing safe and trusted spaces, including by using community data, and by engaging with community groups and associations that include and represent people at risk of being left behind (women's groups, internally displaced persons, LGBTI rights advocates, slum dwellers, etc.) and field-level practitioners, such as social workers, agricultural extension workers, front-line health professionals, local leaders, and national human rights institutions. The perspectives and experiences of children and young people should be included in such participatory analysis. (See Annex 4, Step 1 for useful tools.) Participatory assessments undertaken in **emergency contexts** are also critical sources.[23] Partnerships and platforms should be strengthened by ensuring **participatory consultations**, decision-making processes as well as **feedback mechanisms** that promote transparency, inclusiveness and consensus, especially including the most marginalized groups and those left behind. (Refer also to the section on meaningful participation in this Guide and to UNSDG Common Minimum Standards for Multi-Stakeholder Partnerships in the UNDAF.)

Example: Participatory methods for refugees to create and access data
In Jordan, UNHCR and the Government of Jordan are empowering persons of concern with a recognized digital identity and access to their own personal data using Iris-enabled biometric authentication technology at self-service kiosks to update their own registration. In Jordan's Zaatari camp, Syrian refugees participate in surveys measuring the quality of services and other vulnerability indicators using their mobile phones. As part of a global initiative, UNHCR advocates with mobile phone and financial service providers and authorities to reduce the legal and regulatory barriers preventing refugee from accessing mobile connectivity and financial services.

Addressing lack of legal identity as a root cause of exclusion and data gaps
A 2018 Decision of the Secretary-General's Executive Committee on ending statelessness tasked the UN System with developing a coherent UN approach on civil registration and legal identity to support Member States achieve the LNOB goal by addressing the root causes of exclusion. Campaigns such as #iBelong (UNHCR), the Coalition on Every Child's Right to a Nationality (UNHCR/UNICEF) and collaborative work with the World Bank's ID4D programme are coordinating a common approach to issues of legal identity and registration to ensure everyone, including refugees, persons at risk of statelessness and those left furthest behind have access to a legal identity that can facilitate social and economic inclusion.[24] These efforts are helping authorities to strengthen civil registration and vital statistics systems, and legal identity systems integrating them in a holistic manner.

Example: Partnerships to strengthen the capacity of national partners to identify who is left behind and monitor progress

In 2017, the Kenya National Commission on Human Rights and the Kenya National Bureau of Statistics institutionalized cooperation to pool their resources and expertise, signing a Memorandum of Understanding to ensure that statistical and human rights work will guide the nation's efforts in implementing the 2030 Agenda in a way that benefits all. The institutions will now be able to:
• improve data collection and analysis, including for groups not previously covered;
• publish joint reports or analysis on human rights issues;
• improve monitoring of Kenya's progress in implementing sustainable development goals;
• improve data collection methodologies through being able to engage representatives of different population groups, so that Kenya will be able to improve reporting;
• ensure that relevant policies and legislation (e.g., Statistics Act of 2006) fully reflect human rights standards enshrined in the Constitution of Kenya and international human rights instruments.

Identifying who is left behind. The two institutions were able to start identifying groups that may be at higher risk of not enjoying their civil, cultural, economic, political and social rights, i.e., those at risk of being left behind. Analysing recommendations made to Kenya by the international human rights mechanisms led to a preliminary list of 25 population groups — including indigenous peoples, persons with disabilities, slum dwellers and women from the poorest regions — that may be at risk of being left behind in Kenya. The experts made strides in identifying how data on these groups can be generated. This list fills a gap in the national SDG policy environment and provides practical guidance that stakeholders can use as Kenya progresses toward the goals of the 2030 Agenda for Sustainable Development for everyone living in the country, without discrimination.

HUMAN RIGHTS AND ETHICAL CONSIDERATIONS RELATING TO DATA

While it is important to invest in and expand the availability of disaggregated data, these efforts also need to consider potential risks to individuals and groups and adhere to human rights principles at all times in order to ensure that no one is inappropriately exposed, categorized and/or potentially put in harm's way.[25] This also applies to the use of "big data" and other new sources. Safeguards should be put in place to protect the right to privacy, transparency and participation, accountability, self-identification etc. to ensure these meet global norms and standards as set out in the *UN CEB Shared Framework for Action on Leaving No One Behind* (pp. 48-49). A set of principles for A Human Rights-Based Approach to Data (HRBAD) for LNOB, put forth by the Office of the High Commissioner for Human Rights, provides normative and practical guidance for LNOB data collection, disaggregation and analysis, including for participation, self-identification, transparency, privacy and accountability. Supporting new partnerships, such as those between the statistical office and human rights institutions (SDG indicator 16.a.1) at national level, will be instrumental for the operationalization of the HRBAD, including for identifying the groups left behind or most at risk of not enjoying their civil, cultural, economic, political and social rights. For this purpose, cooperation agreements were adopted – for instance, by the statistical offices and human rights institutions in Kenya and Palestine.

Other relevant guidance includes: the new UN-wide Data Privacy Principles, approved in October 2018 [URL forthcoming] and Data Privacy, Ethics and Protection – Guidance Note on Big Data for Achievement of the 2030 Agenda.

In addition to human rights standards in data collection, ethical standards in research should also be applied. For example, for any research looking at health, the *International Ethical Guidelines for Health-related Research Involving Humans* should be followed.[26] Ethical safeguards – such as the Fundamental Principles of Official Statistics or the Declaration on Professional Ethics of the International Statistical Institute – should be adopted and enforced to create an institutional framework that helps prevent future misuse of data.[27]

Example: A human rights approach to data collection and disaggregation

"A human rights-based approach to data: leaving no one behind in the 2030 Development Agenda", published by United Nations Human Rights Office of the High Commissioner sets out a series of core principles for data collection and disaggregation with respect to:

- Participation — Participation of stakeholders in data collection is critical, in particular the most marginalized groups or invisible groups or the organizations that represent them, including with the aim of mitigating any risks of collecting data on these groups, for example, indigenous peoples, persons with disabilities, ethnic and linguistic minorities, and lesbian, gay, bisexual, transsexual and intersex (LGBTI) persons.
- Self-identification — Data collection should not create or reinforce discrimination, but should always "do no harm", including by respecting personal identity and people's own self-identification.
- Transparency — Data collection must be independent, transparent and accurate, and respect the rights to seek, receive and impart information of people concerned, in line with the United Nations Fundamental Principles of Official Statistics.
- Privacy — Respecting the right to privacy and confidentiality of individual identification is also essential, particularly regarding the privacy concerns related to big data and surveillance, and strategies for preventing and mitigating data leaks or security breaches must be put in place.
- Accountability — Accountability refers both to ***data collection for accountability*** and ***accountability in data collection***. In the former, independent statistics, free from political interference, are fundamental tools to inform and hold those in power accountable for their policy actions (or inaction). In the latter, state institutions and national statistical offices should also be accountable themselves to their human rights obligations in their daily exercise of statistical activities.

Source: OHCHR HRBA to Data (2018)

Further information for Step 1: List of practical tools and methodologies

- UNDP's discussion paper "What does it mean to leave no one behind?" (2018)
- UNSDG Common Learning Package on HRBA on root cause analysis
- Guidance for Establishing National Multidimensional Poverty Index [MPI]
- UNSDG UNDAF guidance (2017) and Companion Guidances
- UNHCR Participatory Assessment Tool and Heightened Risk Identification Tool
- OHCHR A Human Rights Approach to Data
- Inter-Agency Standing Committee (2012): Operational Guidance for Coordinated Assessments in Humanitarian Crises; and (2017) draft Guidance on Humanitarian Needs Overview
- UN Women, Turning promises into action: Gender equality in the 2030 Agenda (2018)
- Expert Group on Refugee and Internally Displaced Persons Statistics (EGRIS) – International Recommendations on Refugee Statistics (IRRS) and Technical Report on Statistics of Internally Displaced Persons

*See also Annexes 3 and 4 for a list of sector-specific tools and methodologies

> *"I lost everything in the tsunami, and still eyars later we don'town another home. I started working in a factory as a stitcher at the age of 15. Now I have 6 employees. I have to pay my stitchers more and more, just so these ladies can eat. If food cost less, everything would be easier".* Anonymous, Sri Lanka. [Source: UNDP LNOB Executive Summary]

STEP 2: WHY? PRIORIZATION AND ANALYSIS

Summary of Step 2:

- ✓ Frame as problems the LNOB assessment's main findings about what causes people to be left behind. Identify the relevant human rights and international labour standards.
- ✓ Conduct a root cause analysis to enable responses to the root and underlying causes of inequalities, including gender inequalities, vulnerability, deprivation, discrimination, displacement and exclusion.
- ✓ Conduct a role pattern analysis.
- ✓ Conduct a capacity gap analysis.

Step 2.1: Prioritizing

In order to focus on the most critical challenges, the findings from Step 1 – evidence on who, how and to what degree people are experiencing different types of deprivation, disadvantage or discrimination – can be further analysed with respect to two key questions:

A) WHO ARE AMONG THE FURTHEST LEFT BEHIND? Looking across the five factors, identify populations or groups that experience severe or multiple deprivations, disadvantages or discrimination. Consider how factors and characteristics may combine to amplify the experience of deprivation.

B) WHO IS VULNERABLE TO BEING LEFT BEHIND? Identify populations facing compounding sources of vulnerability from one or more sources of discrimination, exposure to shocks, multidimensional poverty, lack of voice and influence in decision-making, and geographic isolation.

This analysis can help determine the focus areas for national and local planning and UNCT programming. In identifying who is being left behind and who is furthest behind, it is critical to consider multidimensional **causes** of poverty, inequalities and discrimination; group identities are not homogenous and there is a need to unpack relations and different experiences within groups (see, for example, box below on experiences within Roma population). If inequalities express themselves spatially, it is important to map the most deprived areas. The analysis should take into account weaknesses or potential gaps due to lack of information or disaggregated data. ***The focus should be as much on finding gaps in data, evidence, processes and policies as on suggesting who is likely among the furthest behind.***

Example of data showing different experiences within a sub-population

Key results from the FRA (2016) EU MIDIS II survey show that Roma face multiple deprivations in relation to income, education, education, health, and other essential services, as summarised in Box 4.

Box 4: Key Roma inclusion data in select EU countries

- 80 per cent of Roma people in EU countries were at risk of poverty and social exclusion in 2016.
- 30 per cent of Roma children go to bed hungry at least once a month.
- Only 30 per cent of Roma are in paid work, compared with the average EU employment rate of 70 per cent in 2015.
- The employment rate for Roma women is less than half of the rate for Roma men (16 per cent versus 34 per cent).
- 63 per cent of young Roma are not in employment, education, or training, compared with 12 per cent of their peers in the general EU population.
- 50 per cent of Roma between six and 24 years old do not attend school.
- 46 per cent have no toilet, shower, or bathroom; 30 per cent live without tap water; 10 per cent of Roma reside in housing without electricity.
- The majority of Roma survey respondents do not know about the existence of European legislation prohibiting discrimination based on ethnic origin.

Source: "Leaving No One Behind in Implementing the 2030 Agenda for Sustainable Development: Roma Inclusion in Europe" UNDP 2017

Step 2.2: Why are people left behind? What are the immediate, underlying and root causes of the deprivations, disadvantages or discriminations that cause them to be left behind?

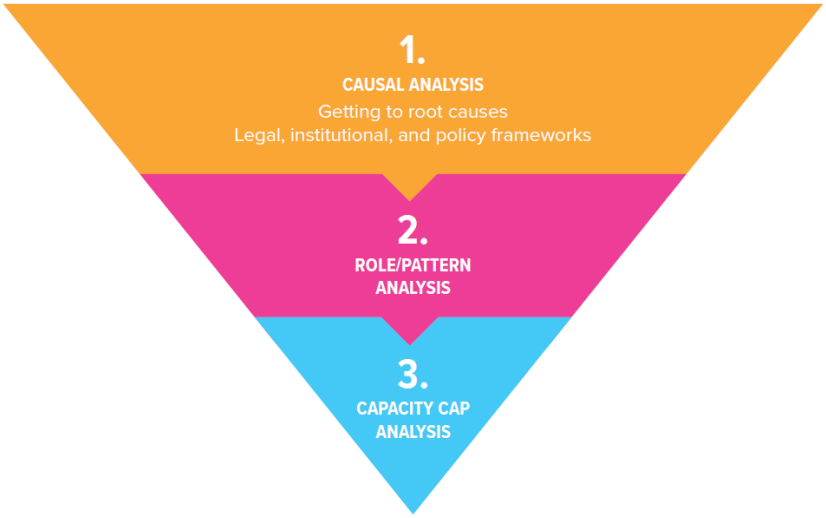
Identifying why some people are left behind requires understanding not only the immediate causes that are often apparent, but also the underlying and root causes that may be more structural and that keep people marginalized and excluded over long periods of time. After identifying which groups, locations or

individuals are (or are most at risk of being) furthest left behind, the problem tree/root cause analysis can be applied. This requires asking "Why?" at each stage of the chain of causality, getting to the deeper causes.

The causal analysis requires framing assessment findings into a range of key "problems" to be solved (i.e., manifestation of the problem). Where groups are being left behind in multiple ways, the problem can be framed in broad terms or linked to a particular SDG/s or sector. Whether framed in broader terms, or linked to a specific SDG or sector, many of the problems that people left behind face are likely to be manifestations of similar if not the same root causes. Such problems can be distilled from the assessment findings, with consideration of:

- Recommendations from international human rights mechanisms and ILO supervisory bodies
- Outcomes of consultations with people left behind, including at the local level
- The extent to which people or households experience overlapping deprivations and sources of discrimination
- The extent of inequalities, including gender inequalities, between and within populations or groups
- The extent to which inequalities express themselves spatially
- National or local priorities in which progress is stuck or uneven, not reaching subsets of the population
- Disadvantages and challenges that reoccur across the five factors and population groups and that are likely to block progress across the SDGs

FIGURE 4 **STEPS FOR IDENTIFYING WHY PEOPLE ARE BEING LEFT BEHIND AND WHO NEEDS TO DO WHAT**

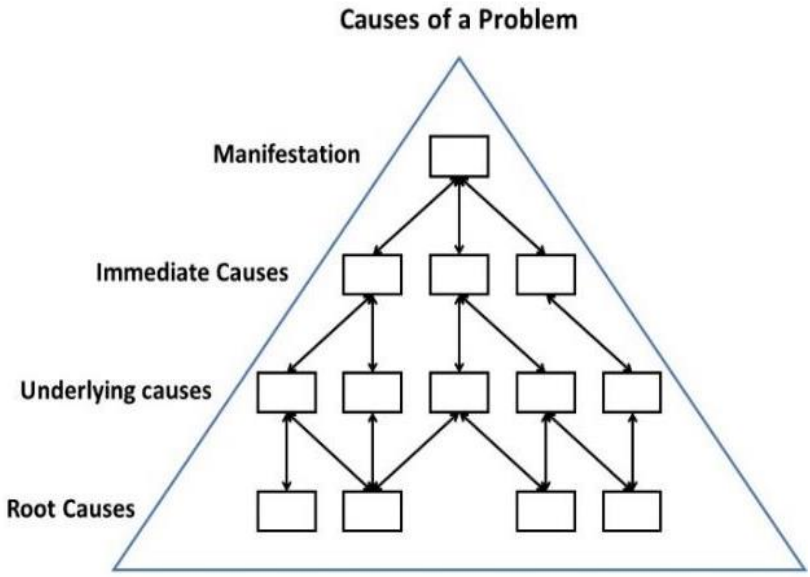


(Source: based on the UNDG Common Understanding on HRBA (2003) and the UNDG Human Rights-Based Approach to Development Common Learning Package (2017 edition))

Questions to be asked at each step:

Causal analysis	WHY? Which rights are implicated that explain why there is a problem?
Role pattern analysis	WHO? Who are the duty-bearers? Who are the rights holders? Who has to do something about it?
Capacity gap analysis	WHAT? What capacity gaps are preventing duty-bearers from fulfilling their duties? What capacity gaps are preventing rights holders from claiming their rights? What do they (each) need to take action?

Figure 5. Causal analysis – Problem tree for getting at the root causes for why people are left behind

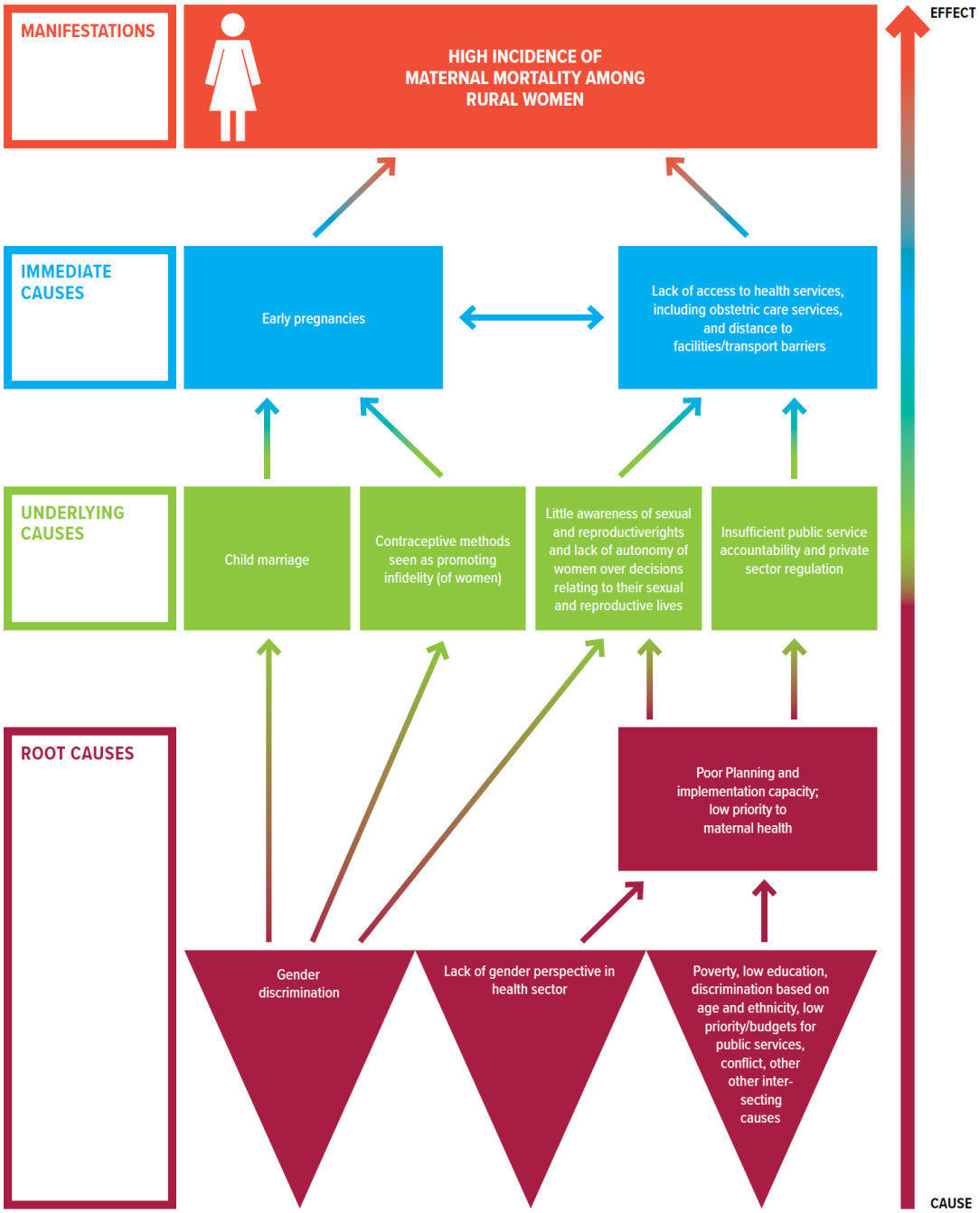


Source: UNDG HRBA Common Learning Package (2017 edition)

- **Manifestation of the Problem:** Which group/individual is left behind in ways identified in Step 1 (include which rights or conditions are implicated that help explain the problem)?
- **Immediate Causes:** Why are they left behind? What are the most obvious and direct causes?

- **Underlying Causes:** Why does this occur? What are other underlying causes? Why do they not have access to these services or similar opportunities/outcomes?
- **Root/Structural Causes:** Why does this further problem-cause occur? What are the root causes of the problem?

FIGURE 6 **PROBLEM TREE ON RURAL WOMEN AND MATERNAL MORTALITY**



Source: Adapted from UNDG HRBA Common Learning Package (2017 edition)

Identify the rights that are implicated in the problem. In the above example, this would include the right to the highest standard of physical and mental health, the right to life, the right to non-discrimination on grounds of gender, and the right to access specific educational information to help to ensure the health and well-being of families, including information and advice on family planning.

Example: Access to water and sanitation

People living in the furthest-behind districts may lack access to clean water and sanitation. Immediate causes may be assessed as inadequate local infrastructure and/or contamination from agricultural run-off. Asking "Why?" might reveal that the underlying causes are a lack of state-run implementation capacities for water and sanitation in the community; the informal status of the area; weak systems of accountability and responsiveness for service delivery; and weak community engagement and/or local practices and beliefs. Further inquiry of "why?" might show that the root causes are inequitable budget allocations to the area; lack of security of tenure; lack of political will to combat problems affecting areas with little voice and influence; low trust in public institutions due to history of human rights abuses; etc.

Step 2.3: Role Pattern Analysis

Role pattern analysis – who has to do something about it?

Step 2.3 helps to identify the key actors as well as which actions are required to promote change in addressing root causes. It requires identifying those who are entitled to claim rights, those who have specific responsibilities and obligations to take action under the country's legal framework and its national and international obligations, (duty-bearers) and those who are well-positioned but may not yet have a responsibility to take action; it also requires assessing the capacity and resource gaps or enabling factors that may prevent or constrain implementation (e.g., capacity constraints or limits in political will).

The "who" in "Who needs to act?" represents all those that have a responsibility to do something about it, at multiple levels. This also requires considering whether government (central, regional or local) and/or private sector bears such responsibility. The example below illustrates how different types and levels of responsibility can be identified for duty-bearers, as well as the role of rights holders. It is also necessary to consider whose rights are being affected. Do rights holders have the capacity to claim their rights and can they access information, organize, participate, advocate for change as well as obtain redress? Identification of roles should not be an arbitrary exercise, but should be guided by the claims and duties established in international human rights and international labour standards and by the roles and standards defined in national laws, procedures and policies. Human rights conventions, general comments and concluding observations produced by the bodies monitoring the specific treaties provide substantive guidance on the content of the rights and obligations. Guidance may also be found in

international labour Conventions and Recommendations and the recommendations of the ILO supervisory bodies.

Additionally, this exercise may look at other actors and stakeholders who could address the issue or gaps. It may be possible to partner with academic, civil society, community groups and private sector actors, bearing in mind that the primary obligation or responsibility continues to lie with the duty-bearer, i.e., the government.

Table 2. Example identifying who needs to act in the context of inclusive education for children with disabilities

Further details on the obligations of duty-bearers in relation to ensuring the right to education for children with disabilities can be found in: CRPD General Comment 4, CEDAW General Comment 13, CESCR General Comment 13, and CRC General Comment 1.

Rights Holder: Children with disabilities	**Claim:** Ensure access to quality pre-primary, primary and secondary education without discrimination	**Capacity gaps**: Knowledge of their rights to education and to non-discriminatory attitudes from teachers and school administrators
Duty-bearer (1): School administration	**Obligations:** Improve physical accessibility to classroom and toilets, ensure teachers' attendance	**Capacity gaps:** Knowledge of policies and responsibilities and their practical implications; school improvement planning; performance monitoring and evaluation (including on inclusion); available resources
Duty-bearer (2): Provincial Director of Education	**Obligations:** Carry out regular inspections in public and private schools and address individual complaints	**Capacity gaps:** Capacity gaps: Knowledge of policies and responsibilities; monitoring and evaluation (including about learning outcomes); equitable deployment of teachers across schools; transport and time to undertake inspections; available resources
Duty-bearer (3): Ministry of Education	**Obligations:** Promote inclusive education laws, policies and plans, inclusive education-sector planning; train teachers; adapt textbooks	**Capacity gaps:** Knowledge of the importance and practicalities of inclusive education; disability screening and assessment; technical knowledge of teacher training for inclusive education and of relevantly adapted textbooks and other materials; equitable deployment of teachers across schools; sufficient budget to fulfil obligations
Duty-bearer (4): Parents	**Obligations:** Primary responsibility for the upbringing and development of the child, according to the child's best interests	**Capacity gaps:** Knowledge of their role as duty-bearers; knowledge of the duty of the state to render appropriate assistance to parents in the performance of their child-rearing responsibilities and ensuring development of non-discriminatory institutions, facilities and care

Source: Adapted from United Nations System Staff College

Diagnostics for Identifying Who Needs to Act

- Who are the duty-bearers and what do they need in order to fulfil their obligations?
- Who are the rights holders? And do these rights holders have the knowledge and information in order to claim their rights?
- What are some of the ways in which different stakeholders are already working to address causes in the context (i.e., civil society organizations, business, other sectors, etc.) and who can do something about it?

Step 2.4: Capacity Gap Analysis

To determine which actions are required in the short, medium and longer terms, there should be an analysis of the capacity gaps that prevent or constrain action by rights holders and duty-bearers.

Diagnostics for Identifying Capacity Gaps of duty-bearers and rights holders

- What are the legal obligations and gaps?
- What are the barriers to addressing violations and non-fulfilment of rights, patterns of inequalities and discrimination, with a gender perspective?
- Common capacity gaps on the duty-bearer side might include: lack of resources (human, financial, technical), insufficient administrative or legal framework, lack of authority to act, lack of motivation.
  - Which roles and responsibilities does the applicable administrative or legal framework give to the relevant state authorities, at different levels, and are there areas of the administrative and legal framework that are underdeveloped in relation to actual population needs and rights?
  - What barriers do the responsible institutions or systems face? Include structural barriers such as the location of those at risk, administrative capabilities and human resource constraints as well as those related to attitudes, information-flow, technology evidence and knowledge. What is being done to address those barriers?
- Capacity gaps on the rights-holder side might include: lack of knowledge/information/skills/resources, lack of security, legal or other barriers to participation, association and expression.

Step 2: Tools and Resources

- UNDG Common Understanding on HRBA (2003)
- UNDG HRBA Common Learning Package (2017)

See also Annex 3 for sector-specific guidance

After years of war, displacement and inflation, Naya's family's financial resources were depleted, forcing her to work in a spices factory to help her parents put food on the table. *"I went to school in the morning and worked in the evening, but I was too exhausted to focus."* At age 15, Naya lost hope and decided to quit learning. *"I was sad and embarrassed, I did not have any hope."* (source: http://childrenofsyria.info/2018/10/28/they-gave-me-back-the-chance-to-dream/)

STEP 3: WHAT? WHAT SHOULD BE DONE?

Summary of Step 3:

Identifying what should be done and by whom

- Identify actions and interventions to address challenges, barriers and capacity gaps. Possible areas include: advocacy, enabling environment, capacity development and supporting civil society, community empowerment, quality and accessibility of services, partnerships including civil society.
- Prioritize, taking into account the commitment to address the furthest behind first.

Step 3.1: What should be done? Identifying actions and interventions

Actions and interventions should respond to the challenges, barriers and capacity gaps identified in the previous steps. Such actions can then be prioritized in the areas likely to have the biggest effect on people who are (or are most likely to be) left behind and on those who are the furthest behind; as well as any policies already identified by Mainstreaming, Acceleration, and Policy Support (MAPS) engagements as "SDG accelerators". Interventions that address root causes of groups being left behind, such as law reform for anti-discrimination protections for certain groups, or expansion of social protection systems and floors, are likely to have multiplying impacts not only for that group but for broader society, across multiple goals and targets.

MAPS engagements, SDG accelerators and LNOB:

MAPS engagements are inter-agency initiatives to support countries in co-designing programmes and policies to achieve the SDGs. They can encompass literature review and data analysis, missions, partnership and capacity-building workshops, dialogues with government and stakeholders, the co-development of roadmaps and identification of "SDG accelerators", which are catalytic policy and/or programme areas that can have benefits for multiple SDGs. See the UNSDG Acceleration Toolkit for a compendium of diagnostics, models, methodologies and guidance.

Examples of MAPS engagements with a particular focus on LNOB:

- **Egypt** – Included LNOB as one of its four core workstreams. An analysis of poverty dynamics and determinants of poverty "exits" and "entries" built on existing studies, reports and datasets, forming a basis for training sessions and round-table discussions with government leadership.
- **El Salvador** – Laid the foundations for a renewed UNCT coordination structure, with the establishment of UN inter-agency working groups, including on equality and rights and focusing on the call to leave no one behind.
- **Madagascar** – Identified women and youth empowerment as SDG accelerators to boost progress across multiple sectors, with recommendations including support for financial independence and access to equal sexual and reproductive health and rights.
- **Mongolia** – Included analysis of the most concerning disparities and groups that are at risk of being left behind, putting them at the center of redesigning the budget and planning approaches, highlighting spatial disparities and focusing on maternal and infant health.
- **Ukraine** – Contributed to the country's roadmap to attain the SDGs, including a key pillar on inclusive and equitable social interventions, inclusive employment, gender equality and support for displaced persons and communities affected by conflict.

See Part III of this guide for further information on integrating the focus on "leaving no one behind" into the application of the MAPS approach, including in the context of MAPS engagements.

Example of multiplying effects: The role of social protection policies in leaving no-one behind

Social Protection is defined by the Social Protection Inter-agency Cooperation Board as set of policies and programs aimed at preventing or protecting all people against poverty, vulnerability and social exclusion throughout their lifecycle, with a particular emphasis towards people in the most vulnerable situations. As such, social protection systems are at the heart of ensuring that no one is left behind. In many ways the power of social protection and social protection floors lie in their simplicity and their likely impact on multiple SDGs. The floor is based on the idea that everyone should enjoy at least basic income security sufficient to live, guaranteed through transfers in cash or in kind, such as but not limited to pensions for the elderly and persons with disabilities, child benefits, universal health coverage, food security, income support benefits and/or employment guarantees and services for the unemployed and working poor. This can be aligned with international law e.g. international labour

standards (ILO), human rights law on economic and social rights (ICESCR). Key tools and resources to support countries in their work on social protection include:

- the ILO Social Protection Floors Recommendation, 2012 (No. 202) and the Social Security (Minimum Standards) Convention, 1952 (No. 102)
- World Social Protection Report 2017-19: Universal social protection to achieve the Sustainable Development Goals. ILO
- Evidence to action: Cash transfers and impact evaluation in Sub-Saharan Africa. FAO, UNICEF and OUP.
- Core Diagnostic Instrument (CODI) to map and analyse elements of the social protection system.
- UNDP Leaving No One Behind: A Social Protection Primer for Practitioners 2016
- ILO social protection and UN Social Protection Floors portal http://www.social-protection.org
-
- UNDG social protection coordination toolkit
- UN SPF Initiative's Manual and strategic framework for joint UN country operations

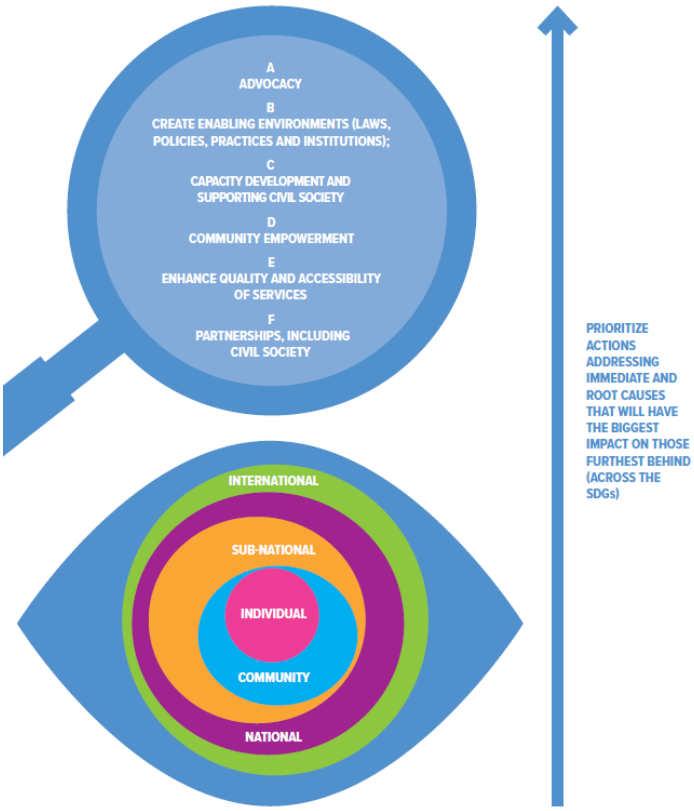
Example: Using International Human Rights Mechanisms to help identify actions

In Ukraine, UN Women supported government and the parliament with addressing the inter-sectional discrimination faced by Roma women. Using the Concluding Observations of the CEDAW, CERD and the UPR recommendations, UN Women helped the decision-makers to identify concrete policy and legislative solutions. This work was also informed by the analysis of data about the situation of Roma women, and contributed to the implementation of SDG 5 and its localized target on ending all forms of discrimination against women and girls.

Trade-Offs Stemming From Scarce Resources & Capacities:

- **Challenge:** Governments report tensions between investment in universal policies that reach large numbers and policies to help those most left behind to catch up. An example is the tension between the concept of universal reproductive health services versus specific reproductive health services for indigenous women that incorporate their knowledge, experiences and an intercultural approach.
- **Suggested tactic:** Stress the importance of *targeted action to enable* universal progress. Targeted actions are needed to address the specific, and often intersecting, inequalities that prevent those left behind from fully participating in and/or benefiting from universal policies. Without targeted approaches, the furthest behind will remain left out and unable to "catch up".

FIGURE 7 **IDENTIFYING ACTIONS TO LEAVE NO ONE BEHIND**



Programming to leave no one behind should follow the rights-based approach to development, including the application of a gender perspective. While there is no blueprint for action, a lot is known about the actions and decisions that improve the lives of poor, excluded and marginalized groups and that address inequalities and discrimination, including gender inequalities. The following is a list of possibly helpful actions:

A) Advocacy
- Campaigns by discriminated groups and their advocates to shift public narrative, societal perceptions, attitudes (etc.), behaviours, including by mainstream media and pop culture
- Campaigns to create political and structural change
- National, sub-national and local government-led public awareness campaigns

B) Create enabling environments (laws, policies, practices and institutions)
- Repeal discrimination in constitution, law, policy (i.e., labour markets, housing, etc.)
- Combat discriminatory social norms and practices
- Initiatives to end violence, discrimination and exploitation of women, groups subject to discrimination
- Increased enforcement of anti-discrimination laws
- Quotas and affirmative action policies
- Regional and urban planning strategies that focus on inclusion
- Human rights-based budgeting (equitable, expenditure tracking)

- Ensure data availability and disaggregation (participatory) and its use in decision-making
- Ensuring safe spaces for engagement of communities
- Policy markers to ensure intended impact on people left behind
- Employ multidimensional policy measures
- Legal, policy and institutional guarantees for equal access to justice, including strengthened accountability and redress policies and mechanisms (justice systems, social accountability mechanisms)
- Focus efforts on addressing inequalities in income or wealth, as well as other dimensions like health, education, finance and political participation – for example, supporting national or local targets that track whether gaps in indicators are being closed and the furthest behind are catching up.
- Adopt taxation policies that address income inequalities (progressive income taxes, inheritance taxes, capital gains taxes, property taxes), and/or regional inequalities (eg through fiscal decentralization measures), based on fiscal space assessments that consider the full range of taxation and expenditures.
- Law reform and other measures to ensure equal access to land/property, including for poor women
- Integrating particular needs and considerations of groups being left behind into the design of universal policies such as health insurance and social protection services

New approaches: Addressing the multiple and varied obstacles facing young NEETs

The youth NEET rate is the target (SDG8.6) and indicator (8.6.1) employed to measure progress in promoting Decent Work for young people. It avoids some of the pitfalls associated with the youth unemployment rate as an indicator of youth labour market challenges, however, young people who are neither in employment, education nor training (NEET) are a highly heterogeneous group, and, in low and middle-income countries, three-quarters of these are young women. In addition to the promotion of an environment of job-rich growth, a tailored approach is required to ensure that the policy response is calibrated to meet the varied challenges faced by different members of the NEET population in accessing productive employment. Conventional interventions providing employment, educational and training opportunities will need to be accompanied by a tailored set of context dependent measures ranging from, for example, the provision of child care services for young mothers wishing to take jobs, to specialised outreach services for disadvantaged young people who have become distanced from the labour market.

C) Capacity development and supporting civil society

- Supporting civil society organizations representing marginalized groups and creating space for them to participate in planning, implementation and review processes. More inclusive leadership in society organizations can be encouraged.
- Support capacity for data and information (availability, disaggregation, dissemination)
- Strengthen capacities of governments (central and local) and the necessary government institutions to engage with and tailor initiatives to reach those left behind
- Build trust and understanding between communities; address imbalances in voice and influence, compensate for legacies of discrimination

- Boost capacities and promote compliance with legislation on minimum wage and anti-discrimination

D) Community empowerment
- Strengthen the agency and relations of the most marginalized people
- Improve the participation of marginalized groups in decision-making processes at all levels, including national and local budgeting, policy and programme planning and implementation
- Increase transparency and participation and establish feedback loops in policy implementation through annual sector reviews, online consultations or surveys
- At the local level, implement participatory budgeting, planning and tracking processes (for example, public audits). Where face-to-face consultations are costly, explore cheaper alternatives to collect feedback and input from marginalized groups for example via SMS/phone surveys
- Promote and support community-led and -managed programmes (including funding)
- Deliver stated measures to build productive capacities and promote economic empowerment of women and others subject to discrimination

E) Enhance quality and accessibility of services
- Ensure equity in budget allocation
- Ensure gender-responsive budgeting
- Promote widespread access to finance and other productive inputs, including through new tools like digital financial services
- Improve the quality and access to basic infrastructure, goods and services for disadvantaged populations, including those in remote or less-populated areas, women, girls and groups subject to discrimination (e.g., use drones to deliver medicines to remote health clinics, community-based health workers)

Example: Supporting improved financial inclusion

UNCDF's work on financial inclusion challenges financial service providers to reach previously 'unbankable' populations, including low-income rural women. In Malawi, for example, UNCDF in 2012-2016 supported NBS Bank and Women's World Banking, a technical assistance provider, via a performance-based grant. The aim was to incentivise the bank to develop a tailored savings account to expand access for poor, unbanked people in rural areas, especially women. Called the Pafupi Savings account, it relies on agency banking, mobile technology and community-based marketing to reach rural women where they are and mobilize domestic savings. For more information, see Microlead – Case Study NBS Bank in Malawi, UNCDF (2018).

See also example on bundled micro-insurance in Fiji here.

F) Partnerships, including civil society

- Build coalitions to support social movements that draw attention to inequalities, counter harmful social norms, gender-based and other forms of violence that engage citizens, local/national authorities, civil society, private sector
- Participatory local development planning and monitoring
- Engagement with global civil society initiatives oriented to fighting inequalities (e.g., Fight Inequality Alliance, The Consultative Group to Assist the Poor (CGAP), CIVICUS, International Trade Union Confederation (ITUC), International Organisation of Employers (IOE), Slum Dwellers International, All Together in Dignity to Overcome Poverty)
- Systematize intergroup dialogue and trust-building community development programming; involve the public in complex decision-making through citizens' assemblies and juries, as well as in public service delivery and budgeting.

TACTICS FOR WORKING ON POLITICAL, CULTURAL AND SOCIAL SENSITIVITIES

To leave no one behind and tackle the barriers that create and sustain exclusion can be complex, particularly when the issues have a strong political dimension and/or where there are strong social and cultural norms that contradict international human rights norms such as gender equality, adolescent's reproductive health, LGBT rights and so forth.

In these cases, UNCTs will need to tactically and strategically negotiate the field. Advocacy, partnership-building and targeted interventions at the community and national levels will be needed. Some useful tactics in this regard include:

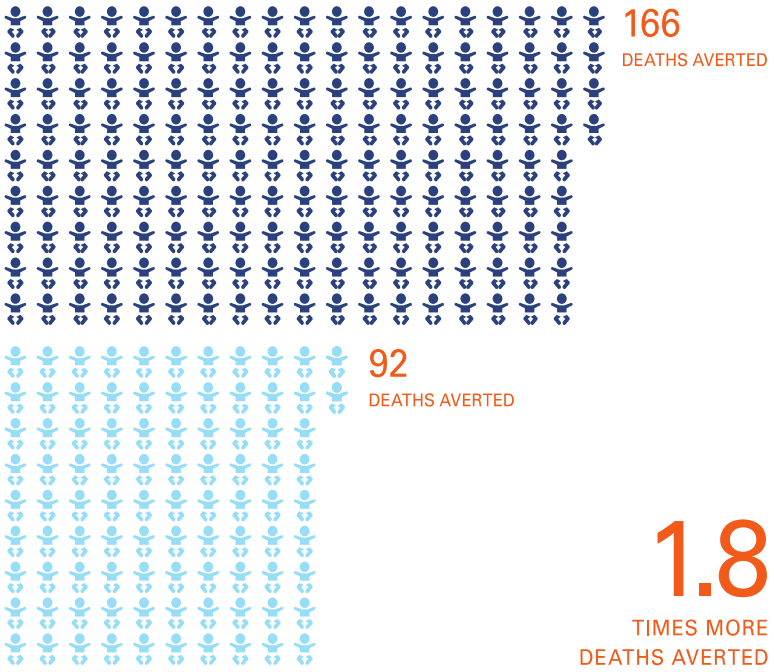
a. The UN at the country level is well placed to build trust with national and local authorities, thus capable of presenting "criticism as a friend"; i.e., presenting the imperative of addressing discriminatory social norms as a central part of strengthening the country's international legitimacy and ability to deliver on its SDG commitments.
b. The work of UN human rights mechanisms (the Universal Periodic Review, Treaty Bodies, Special Procedures) and their recommendations have proved to be an excellent entry point to advocate and enter into dialogue on politically sensitive issues.
c. Mapping the political economy[28] to understand the factors and stakeholders necessary to advance the LNOB agenda.
d. Finding the right mix of interlocutors – both within government and civil society – and strengthening their capacity and empowering them to engage on the issues.
e. Building strategic partnerships with national human rights institutions, the judiciary, civil society, groups representing communities in the most marginalized situations, traditional and religious leaders, the private sector and the media.
f. Strengthening civic engagement of groups in marginalized situations: strengthening the agency, voice and political participation of marginalized groups.
g. Compiling strong data on the situation of groups in the most marginalized situations combined with clear messaging from headquarters on the issue at hand is crucial for the UN country team to take a firm stand.

In addition to the above, there is growing research and evidence demonstrating the compelling economic benefits of reducing inequities[29].

Example: **The Power of Investing in the Poorest Children (UNICEF)**: This study showed that the number of lives saved per US$1 million invested among the most deprived is almost twice as high as the number saved by equivalent investments in less deprived groups (see figure below).

Figure 4: An equity-enhancing approach saved more lives and was more cost-effective

For every US$1 million invested, the number of deaths averted was 1.8 times higher among poor than non-poor groups in 24 countries.



Prioritizing actions

To prioritize actions, go back though the analysis in Steps 1 and 2 and reflect on:

- National priorities where progress is stuck, uneven or not reaching subsets of the population
- Recommendations from international human rights mechanisms
- Outcomes of consultations with people left behind, including at the local level
- The extent of inequalities within and between populations or groups, including gender inequalities
- Where high levels of absolute deprivations persist, LNOB actions may focus on minimum living standards, inclusive growth and enabling the poorest populations, including those with compounding disadvantages. In countries where most have attained minimum living standards, relative progress may take on greater importance.
- Refocus existing programmes and portfolios to better address root and immediate causes of people being left behind.

Further information for Step 3: Key tools and methodologies

i) UNSDG SDG Acceleration Toolkit, including for example:
   - SDG Accelerator and Bottleneck Assessment, UNDP 2017
   - UN Modelling Tools for Sustainable Development, UN DESA

ii) Cost Benefit Policy Assessment Tools

iii) The Shared UN System Framework for Action on Leaving No One Behind put forth by the UN Chief Executives Board (CEB) lists policy and programme support measures for LNOB including at the country, regional and global levels.

See Annexes 3 and 4 for additional practical tools and methodologies on specific sectoral domains.

> *"I have a niece who has had the Zika virus. She's indigenous. Women in Brazil are in a state of panic. Indigenous communities are very distant and isolated, sometimes without any means of communication. Indigenous women have not been told how the Zika virus is transmitted. They do not know how to handle outbreaks."* Maria Judite da Silva Ballerio, indigenous woman, Brazil. [source: http://www.unwomen.org/en/news/stories/2016/6/from-where-i-stand-maria-judite-da-silva-ballerio]

STEP 4: HOW TO MEASURE AND MONITOR PROGRESS

Summary of Step 4:

- ✓ Help identify and contextualize LNOB indicators and targets – having a clear overview of data and data gaps and a plan for monitoring SDG progress is an important precondition for effective SDG follow-up and review. Quantitative and qualitative indicators will be necessary – measuring commitments, processes and outcomes.
- ✓ Support innovative ways of tracking, visualizing and sharing information.
- ✓ Develop partners' capacity to monitor inequalities, including gender inequality and discrimination, including that of governments (national, subnational) and communities.

LNOB requires tracking progress, including by improving the availability of disaggregated data and monitoring disparities and inequalities between groups and individuals over time. *Step 4 focuses on how to support countries to strengthen local and national capacities for the ongoing measurement, analysis and reporting of progress in ensuring that no one is left behind*.

Help identify and contextualize LNOB indicators and targets

The UN System can assist countries in identifying and contextualizing SDG indicators, which can be used to measure poverty, inequality, discrimination and other dimensions relevant to LNOB. Each country will need to review its national data strategies to address SDG data gaps and improve its ability to track the indicators over time. National statistical institutions should be particularly encouraged to coordinate with agencies responsible for LNOB-related policies, such as social protection, gender, persons with disabilities, national human rights institutions and others, to identify and meet data needs for LNOB. Having a clear overview of data and data gaps and a plan for monitoring SDG progress is an important precondition for effective SDG follow-up and review. Supporting state civil registration and vital statistics and functional/legal registries, as well as improving national capacity for data collection and analysis with data protections, will empower those left behind with proof of legal identity while avoiding putting marginalized and vulnerable populations at greater risk.

While the SDG indicators and disaggregation of data will shed some light on inequalities and discrimination (see a selection from the CEB Annex, in Annex 1 of this Guide), indicators will be necessary to obtain a fuller picture additional. For example:

- Measuring the Gini coefficient before and after social transfers to determine the extent to which the distribution within economy deviates from a perfectly equal distribution.
- Measuring the Palma ratio to focus on the changes of distribution at the top and bottom to determine impact on society as a whole.
- UNDP Inequality-adjusted Human Development Index (IHDI) and the Gender Inequality Index to focus on the human development cost of inequality. Multidimensional poverty assessment (such as a national Multidimensional Poverty Index – MPI – of Multiple Overlapping Deprivation Analysis – MODA) to gauge the proportion of people in poverty at various levels of intensity – across 10 indicators spanning health, education and living standards. As it generates disaggregated data, the MPI can identify some population groups who endure severe deprivations and/or intersecting poverty.
- New measures of horizontal and gender inequalities, environmental inequalities and SDG localization initiatives being development by/with local advocates and citizen groups

In addition to quantitative outcome indicators for monitoring progress in leaving no one behind, qualitative *structural, process and outcome* indicators can help to monitor progress by measuring changes in *commitments, efforts and results* towards reducing inequalities and discrimination. For example:

Structural or commitment indicators reflect the institutional framework necessary for public interventions to address the structural causes of people being left behind. Such indicators seek to capture information regarding changes in domestic legal and policy frameworks and strategies required by a state/agency to implement the accepted standards for LNOB under international law.

- E.g., gaps in domestics laws vis-à-vis SDGs and international human rights standards addressed; gaps in public policy documentation on the experiences and relative disadvantage of people being left behind addressed;[30] policies implemented that address programmes, customary practices or institutions hindering reduction in inequality and discrimination; human rights treaties relevant to rights of people left behind ratified.

Process or effort indicators relate a policy instrument to an immediate milestone or output. Unlike structural indicators, process indicators seek to continuously assess the specific measures being undertaken by a state/agency in implementing its commitments on the ground.

- E.g., efforts in affirmative action to address inequalities in access to education, health, etc.; investment in infrastructure to improve conditions and resilience in certain geographical areas; creation of mechanisms for groups left behind to access information and engage meaningfully in decisions that affect them; expanded access to justice programmes for people being left behind; tracking compliance with labour rights for the realization of decent work, notably freedom of association and collective bargaining (methodology developed by International Conference of Labour Statisticians (ILO), which will serve as an indicator for SDG 8.8.2).

Outcome or result indicators capture attainments, individual and collective, that reflect the realization of human rights in a given context. An outcome indicator consolidates over time the impact of various underlying processes that can be captured by one or more process indicators.

- E.g., assessments of national and international bodies on reductions in inequalities (e.g., reports of treaty bodies, special rapporteurs, national human rights institutions); increased levels of confidence of people left behind in law enforcement.

The UN System can support governments to set local and/or national **targets** aimed explicitly at closing the gaps and eliminating discrimination and inequality (equity targets). See examples in box below.

Sample national/subnational SDG targets: Monitoring and motivating LNOB action

- ✓ For SDGs that aim to zero (mortality ratios, stunting, etc.) or 100% (immunization, school enrolment, sanitation, electricity, etc.), set targets for those with the worst baseline outcomes – be they the poorest quintiles (20%, 40%), districts, an ethnic group, girls, persons with disabilities, etc. – to achieve faster progress than average or median for the population as a whole.
- ✓ Report rate of change by (initially worst-off) groups vs. median or mean of others.
- ✓ Set three- to five-year LNOB milestones. Project trajectories for different parts of the population to determine those on a steeper curve; set strategies for "convergence".
- ✓ For SDGs without measurable limits (i.e., educational achievement, income, life expectancy), set targets to reduce the disparity between low- and high-outcome categories, using proxies if necessary.
- ✓ Calculate the ratio of outcomes between the top income decile (10%) and bottom deciles (20%, 40%).
- ✓ Set geographic "floors" (e.g., at least 90% school completion in all districts); compare to income (or other), drawing attention to the need to fast-track progress in the poorest/worst-off areas.
- ✓ Set targets for factors or root causes LNOB assessment finds overwhelming contribute to inequalities (e.g., explains 80% to 90% of disparities), not distracting attention from need for multisectoral responses.
- ✓ "Overweigh" outcomes for the left-behind when assessing results and impacts, rendering equity as important as efficiency. Design indicators to accord more importance to progress among lower quintiles, social groups or regions.

In line with the SDGs, set time-bound targets that reinforce state accountability for LNOB, including for necessary law/policy reforms and programmes that address structural barriers and capacity gaps.

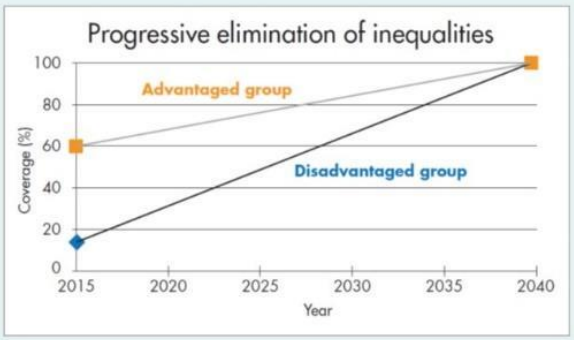
Support innovative ways of tracking, visualizing and sharing information

It is often helpful and powerful to visualize SDG progress and illustrate the gaps between advantaged and disadvantaged groups using disaggregated data and spatial representation. The UN System can support countries to adopt new or innovative ways to visualize and share data, including, for example, SDG dashboards accessible to the public online.

Figure 7 below provides one example of a methodology for tracking progress in LNOB over time, monitoring whether faster rates of progress are achieved for the people in more disadvantaged situations so that they eventually catch up with the advantaged group.

Figure 7. Ensuring progress in LNOB is on track for 2030

Proposal for measuring the elimination of inequalities



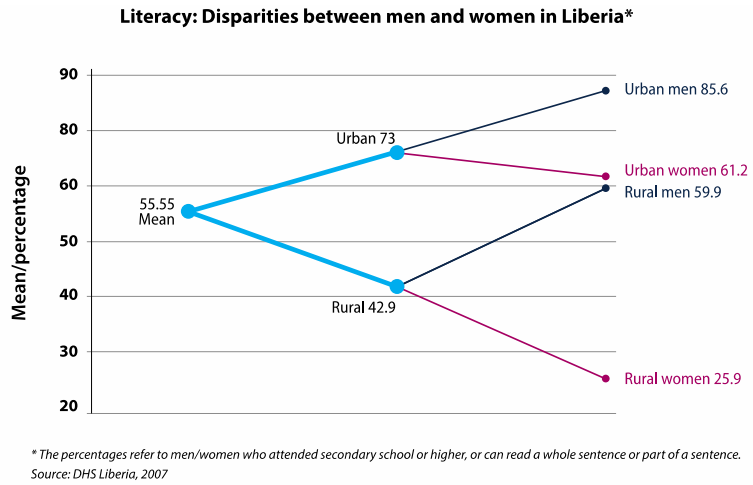
Data will be disaggregated by four population groups: rich and poor; urban and rural; slums and formal urban settlements; disadvantaged groups and the general population.

1. Determine the necessary rate of progress for both worst-off and better-off groups in order to meet each target.
2. Compare the percentage of the worst-off population that has access to the relevant service (e.g. basic sanitation) with the percentage of the better-off population, to establish the disparity.
3. If the progress of both the worst-off and better-off groups follows or exceeds the set rate of progress, and if the disparity between the two population groups narrows accordingly, the country is considered "on-track".
4. In addition, a "traffic lights" approach will allow overall assessment of the progressive reduction of inequalities. So, green means "on-track", yellow shows that there is some progress, but that it is insufficient, and red means "off-track".

Source: WHO and UNICEF, 2013

This can also be used to set interim benchmarks to ensure that the implementation of policies and programmes (including those identified in Step 3 above) is reaching those left behind and that progress rates are on track to meet the SDGs for all people by 2030. This kind of tracking process can also be used to inform and generate national dialogue, advance a shared understanding and compel action to close gaps and advance. This kind of analysis and presentation of disaggregated data can help to make disparities and inequalities more visible and thus actionable.

Figure 8: Tracking LNOB using disaggregated data



Source: CEB Shared UN Framework on LNOB, 2016

Figure 8 shows an example of another methodology developed for identifying those left furthest behind that uses disaggregated data. This example illustrates the use of disaggregation of data at multiple levels of area type (rural/urban) and sex and illustrates very clearly how rural women are furthest behind in the context of literacy in one country.[31] It illustrates how groups are affected by multiple and intersecting forms of discrimination, as these are the groups who are usually left furthest behind.

Develop monitoring capacity

Although many countries have begun strengthening their statistical systems and capacities in line with the SDGs, almost all still lack adequate data, systems and capacities to systematically monitor the relative progress of the poorest, those in the most vulnerable situations, marginalized and furthest behind.

While most countries acknowledge gaps in statistical capacity and data availability (one of the most frequently cited challenges in the Voluntary National Reviews), the appetite to focus specifically on disaggregated data for the most disadvantaged groups might not always be there. Hence, there is a role for the UN System to advocate for greater disaggregation of SDG data, including harmonized and standardized disaggregated data-sharing protocols.

Besides strengthening the capacity of official data producers, the UN can also contribute to the capacity development of civil society organizations and communities themselves to gather, analyse and use disaggregated SDG data and information for advocacy and policy influence.

Recognizing that the 2030 Agenda emphasizes the “people-centred” approach to achieving progress, sector-monitoring information systems (e.g., health, education) also need to be more “people-centred.” These monitoring systems need to incorporate mechanisms and indicators for performance monitoring of social and behaviour change interventions and integrate within sector programme monitoring to track outreach, uptake of services, and quality of services for those who are being left behind.

'We are here, we are your neighbours. When it rains, it rain for all of us. When the sun shines it should shine on us all." Bachir Ibrahim, age unknown (elderly), stateless Karana community, Madagascar
(Source: https://www.refworld.org/docid/59e4a6534.html)

STEP 5: HOW TO ADVANCE ACCOUNTABILITY FOR LNOB

SUMMARY OF STEP 5:

- ✓ Support the integration of LNOB in SDG follow-up and review processes, including national SDG Reports and Voluntary National Reports to the HLPF
- ✓ Support national accountability to people left behind
- ✓ Ensure accountability for LNOB within the UN System at country level

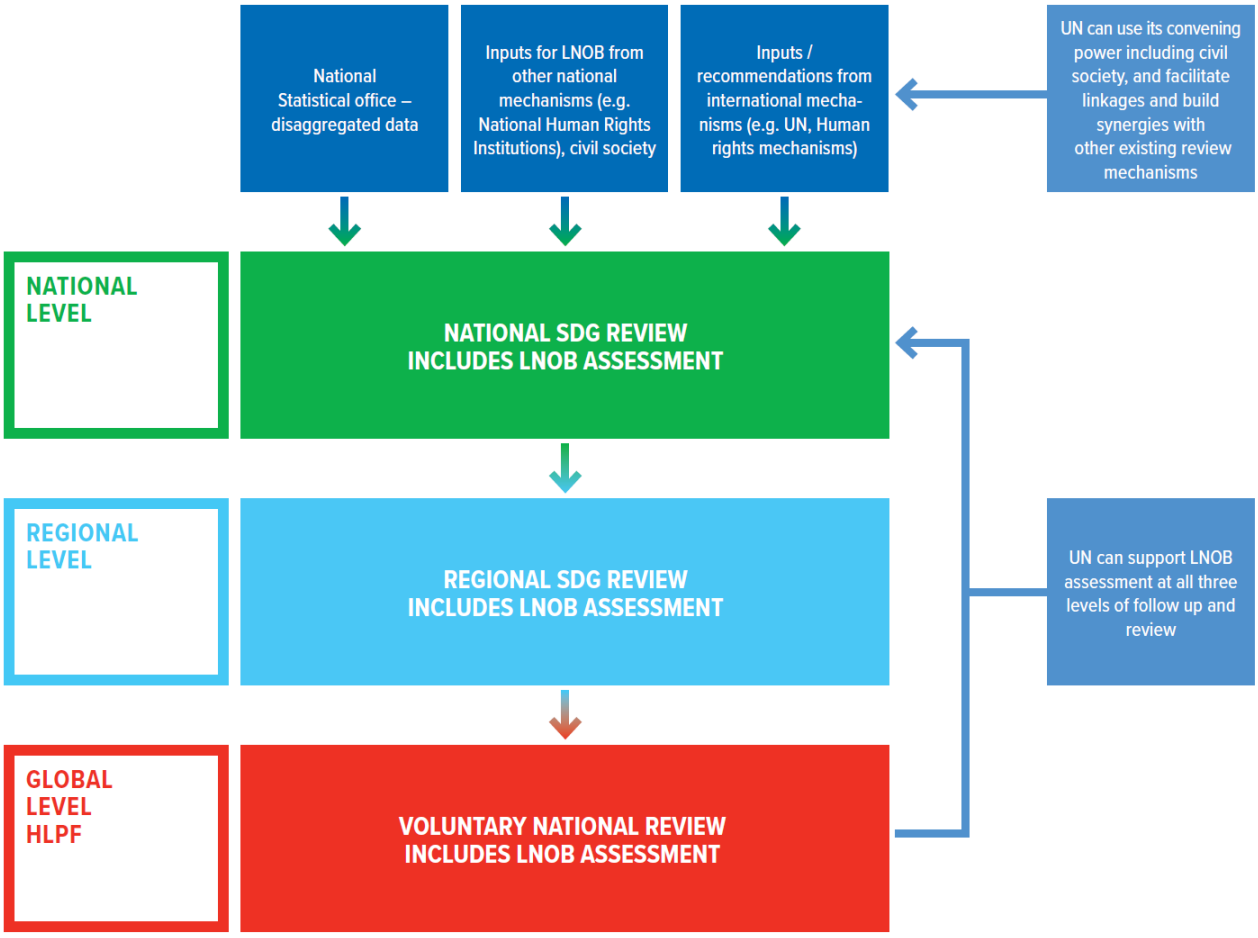
Step 5 focuses on how to ensure that the promise to "leave no one behind" is met, by advancing accountability for LNOB 1) through UN support to governments in their follow-up and review of the SDGs and 2) within the UN System itself, in a way that ensures meaningful participation of the people who have been left behind. This will be critical to ensure that the SDG implementation focuses on the furthest behind first and to ensure that decision-makers answer to people for meeting their promises; it also will allow for feedback loops so that any policies and programmes not achieving their intended results can be revised to get back on track. This should help to ensure consistent progress in closing gaps and in reducing deprivation, disparities, discrimination and inequalities so that those left behind can catch up. This will support governments, who agreed in the 2030 Agenda:

> "[T]o engage in **systematic follow-up and review of implementation of this Agenda** over the next fifteen years. A **robust, voluntary, effective, participatory, transparent and integrated** follow-up and review framework will make a vital contribution to implementation and will **help countries to maximize and track progress** in implementing this Agenda **in order to ensure that no one is left behind**." (2030 Agenda, paragraph 72)

5.1 Supporting the integration of LNOB in SDG follow up and review processes, including national SDG Reports and Voluntary National Reports to the HLPF

The UN has a crucial role to play in assisting Member States in integrating an assessment of "leaving no one behind" into all SDG follow-up and review mechanisms at the national, regional and global levels. Since governments should primarily be accountable to their people for their SDG promises, the UN should also facilitate the meaningful participation of all stakeholders, including those left behind, so that their voices are heard at national, regional and global levels.

FIGURE 9 **INTEGRATING LNOB ASSESSMENTS INTO SDG FOLLOW UP AND REVIEW AT NATIONAL, REGIONAL AND GLOBAL LEVELS**



Examples of Voluntary National Reviews attention to inequalities and discrimination

UN DESA Voluntary National Reviews Synthesis Report (2018)

"Countries included reference to international and regional instruments, as well as plans and measures. For instance, in addressing SDG 5, many countries referred to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)."

VNR Nigeria (2017)

"Federal Policy and Programme Drivers Towards Achieving Goal 5 Targets
In line with global best practices, Nigeria is strengthening her efforts at achieving gender equality as a fundamental step towards the achievement of SDG 5. To this end, a number of federal level initiatives and programmes can be enumerated, including the following: (i) Implementation of the Convention on Elimination of All Forms of Discrimination against Women (CEDAW): In 2006, Nigeria approved the National Gender Policy, which is guided by the global instrument on the CEDAW and its optional Protocols."

The 2030 Agenda established a follow-up and review framework that is grounded at the national level and includes a review process at the regional (through the Regional Sustainable Development Forums of the Regional Economic Commissions) and global levels (High-Level Political Forum under the auspices of ECOSOC and the General Assembly).[32] The UN System can play a role, including by:

1. **Supporting the inclusion of an LNOB assessment in all SDG review processes at the national, regional and global levels** (including in National SDG reviews and the HLPF Voluntary National Reports), including by contributing data and analysis of trends on inequalities, discrimination and inequities (potentially in open access formats) and ensuring that the principles set out in the 2030 Agenda are followed (see box below).
2. **Supporting and/or catalysing national and local participatory SDG platforms or SDG reporting mechanisms/processes** if these have not been established at the national level, enabling broad and meaningful participation of all stakeholders (including civil society) to generate a dialogue and a more robust and shared understanding of the actions required to deliver on the pledge to LNOB and reach the furthest behind first.
3. **Using the UN's convening power to facilitate linkages within and between other kinds of reporting and accountability mechanisms at the national level**. For example, bringing together national SDG accountability/reporting mechanisms with other review mechanisms (e.g., national human rights institutions, equality commissions, etc.) as well as mechanisms to support reporting to the human rights system (for example, national mechanisms for reporting and follow-up of national engagement with international human rights mechanisms), the ILO tripartite bodies, etc. In this way, the UN can also support the follow-up of the recommendations of international bodies, including the recommendations of human rights mechanisms (treaty-based bodies, UPR, special procedures, ILO supervisory bodies) and include progress towards the SDGs for those left behind in UNCT/national reporting to human rights mechanisms. Map existing governmental, NHRIs (if available) and non-governmental organizations or networks currently monitoring follow-up to recommendations from international human rights mechanisms, to include in the monitoring of national plans to

achieve the SDGs (e.g., SDG plans, UNDAFs) and other relevant processes such as humanitarian response plans.

4. **Promoting a diversity of innovative and informal forms of accountability**, such as social and gender auditing, user-friendly citizen scorecards, participatory budgeting and facilitating the feeding of the information gathered into SDG processes.
5. **Supporting the engagement of civil society in SDG follow-up and review at all levels**, including with women's groups, minority communities, human rights defenders and other groups and associations that directly engage those left behind or at risk of being left behind, strengthening their capacities to engage and be heard; including by institutionalizing their participation in SDG processes at all levels, civil society shadow reports). It is important to be mindful of the risks of avoid elite capture, where only a small privileged part of the group has a voice that is likely not representative of everyone.
6. **Vigorously work together as a UN System to facilitate and advance broad-based country/regional/subnational advocacy campaigns** that highlight locally meaningful opportunities and challenges related to LNOB progress; building on ongoing civic engagement and outreach, including through the UN SDG Action Campaign.

Supporting engagement of civil society in SDG follow-up and review in Malaysia

Self-organizing among CSOs led to the establishment of the Malaysian CSO-SDG Alliance in October 2015. When the government established the National SDG Steering Committee in December 2016, several Alliance members were invited to join. Among them were representatives from women and youth groups, as well as COMANGO (Coalition of Malaysian NGOs in the UPR Process), which was previously not deemed a legally constituted entity.

In 2017, the Alliance was invited to participate in the preparation of Malaysia's VNR and the National SDG Roadmap. Its inputs focused especially on concerns by vulnerable groups such as indigenous people, the urban poor and B40 (bottom 40%) communities, and women. The Alliance's role was mentioned in the official government report for the VNR in July 2017.
(Adapted from a forthcoming UNDP/ESCAP/ADB SDG report on empowerment and inclusion)

Example of inclusive SDG monitoring

UNDP supports countries presenting their Voluntary National Reviews (VNRs) to make the process more inclusive and to engage multiple stakeholders with the perspective of leaving no one behind. As part of the Voluntary National Review process in Jamaica in 2018, the UNDP/UNCT supported the organization of government-led multi-stakeholder consultation processes. After an initial round of consultations, extra targeted sessions were organized with groups that were underrepresented or not part of the consultation process. Focus was on people with disabilities, children, women's groups, farmers and fishers. The feedback was documented and included in the VNR report.

There are many similar examples of inclusive consultations in the VNR processes in countries. Most frequently, consultations are organized at the subnational level and in areas/communities where marginalized groups live. Mali tried a new approach in 2018 and used the MyWorld survey to reach more people and collect feedback on SDG progress. The feedback was included in the VNR report. UNDP has supported seven countries to carry out specific LNOB studies to inform the VNR process.

5.2 Supporting national accountability to people left behind

In addition to SDG follow-up and review processes, policies and programmes at the country level are important for creating sustainable accountability systems to enable people being left behind to hold governments to account for the commitments in the 2030 Agenda. UNCTs should also consider:

1) Including recommendations by international human rights mechanisms (treaty-based bodies, Universal Periodic Review, special procedures, ILO supervisory bodies) in the plans to monitor, review and report on the implementation of national plans to achieve the SDGs and on progress towards the SDGs for those left behind in UNCT/national reporting to human rights mechanisms.
2) Mapping existing governmental organizations, the NHRI (if available) and non-governmental organizations or networks currently monitoring follow-up to recommendations from international human rights mechanisms, to include in the monitoring of national plans to achieve the SDGs (e.g., SDG plans, UNDAFs) and other relevant processes such as humanitarian response plans.
3) Ensuring transparency in the resource allocation, prioritization, implementation and review of the national plans to achieve SDGs and to ensure that no one is left behind by making all this information accessible to all. This should include disaggregated data to show how those being left behind are being considered and engaged in national implementation plans and monitoring.
4) Advocating to government to ensure that judicial and non-judicial recourse for human rights violations and, if necessary, remedies are accessible to people or groups being left behind. This would be part of monitoring and reporting on the implementation of national plans to achieve the SDGs. There should also be the building of/further strengthening of existing social accountability mechanisms at the local level to produce sustainable results for rights holders.

5.3 Ensuring accountability for LNOB within the UN System

The UN System, including UN Country Teams, should also ensure accountability within the UN System itself for a new focus on LNOB and reaching the furthest behind first. This requires all UN entities to reorient their work to follow, and to be accountable for, an LNOB approach, by integrating LNOB consistently into their own strategies, policies and programming support and being accountable for

LNOB outcomes and processes. This also requires greater engagement of all UN entities with people who have been left behind (going beyond our usual partners). Within the UN System, this should be done by:

1) **Integrating and operationalizing the principle of LNOB into the UN entities' different strategies, policy and programming support for SDG implementation**, as well as different planning processes and outcomes

    a. LNOB should be a consistent and critical element of CCA/UNDAFs, as well as MAPS initiatives and other planning modalities for humanitarian and crisis contexts (see Part III).
    b. Include *ex ante* and *ex post* impact analyses for UN programming as well as social, environmental and human rights impact assessments to assess the potential impacts of UN activities on the situation of those left behind and those furthest behind, including to ensure equitable access to UN assistance, services and funding.
    c. Develop and organizational age, gender and diversity policy.[33]
    d. Commit to inclusive programming – employing, for example, participatory methodologies at each stage of the operations management cycle to incorporate the capacities, views and priorities of persons of concern.

2) **Implement UN gender accountability tools,** including the UNCT-SWAP Gender Equality Scorecard

    a. The UNCT SWAP Scorecard aligns with the SDGs and is harmonized with the UN-SWAP to strengthen accountability for gender mainstreaming. The framework enables UN Country Teams to track progress in implementing measures to ensure that gender-based discrimination is systematically addressed, encouraging UNCTs to work together to improve gender equality performance. The technical guidance supports UNCTs in self-assessing, reporting and following up on a set of 15 performance indicators drawn from intergovernmental mandates and aligned with UNCT processes and products.

3) **Consistently engage with communities and people who are left behind**

    a. UNCTs should strengthen their work and dialogue directly with communities, as well as convene consultations with civil society, including women's groups, minority communities or excluded groups to ensure their meaningful participation in all aspects of the UN's work, including the quality and fairness of the UN's work.
    b. Implement UNSDG Common Minimum Standards for Multi-Stakeholder Engagement in the UNDAF (2018). [link to be added]
    c. Ensure safe premises where communities can meet.
    d. Conduct participatory analysis, including with persons of concern.

4) **Offer protection for communities**

    a. Provide protection in the case of threats, intimidation or reprisals.
    b. Speak out against attacks against freedom of expression, freedom of association and freedom of assembly.
    c. Engage in community-based protection with partners: identify protection gaps through consultation and strengthening the community's capacity to address them; strengthen

exercise of agency by individuals, families and communities of concern, restore of dignity, well-being and human rights; and ensure programmes do not inadvertently exclude or cause harm to individuals, groups or communities.[34]

5) **Speak with one voice on LNOB**

a. Jointly advocate for focused attention on the people and groups in vulnerable or marginalized situations, including those facing ongoing discrimination and exclusion, in line with the human rights principles of equality and non-discrimination and the UN Charter, including sustained RC leadership on these issues.

Examples: WHO's Gender, Equity and Human Rights marker and UNICEF disability tag

Building on its experiencing in mainstreaming approaches and implementing the UN-SWAP, WHO is now developing a Gender, Equity and Human Rights marker (or "Achievement Criteria") that is applicable to programmes across the three levels of the Organization, including WHO Country Offices. This will support the focus on leaving no one behind (reflected in a dedicated target and as a cross-cutting principle) in the new 13th General Programme of Work of the Organization. WHO has also made efforts to enhance capacity for implementing this through its work towards a:

- Country Support Package for Gender, Equity and Human Rights/GER
- Integration of a GER focus in training materials for heads of Country Offices
- Guidance on integration of a GER focus on WHO and Ministry of Health Country Cooperation Strategies (as an example, see Annex 3)

UNICEF has also developed and started applying in 2018 a disability tag to monitor and report organization-wide expenditure related to disability programming. For every activity globally there is a mandatory rating using the disability tag. All activities are scored according to whether they: (i) target/focus on children with disabilities and/or accessibility; (ii) do not specifically target, but are inclusive of children with disabilities and/or accessibility; or (iii) do not consider children with disabilities.

Under its Age, Gender and Diversity Policy to ensure accountability to affected people, UNHCR is updating its results-based management system and tools to (1) define AGD results and indicators and (2) enable the default disaggregation of data by age, sex and other diversity considerations, as well as AGD-sensitive processes in all stages of the Operations Management Cycle.

Diagnostics to ensure accountability to those left behind

- Is LNOB progress reported in Voluntary National Reviews (VNRs) of Member States and in Country SDG Reports? Is it rigorous?
- Is official information accessible (including in different languages) and are relevant processes transparent?
- Are there social and environmental safeguards and grievance mechanisms in place in the country?
- How are complaints captured and monitored to ensure that unintended impacts on target or non-target groups, especially groups in the most marginalized and vulnerable situations, are detected and addressed?
- What are the relevant decisions, recommendations and review processes and mechanisms (e.g., courts; individual complaints) related to the country's commitments under international and regional conventions and other intergovernmental forums relevant to the national context? How are they implemented?
- How can linkages be built between state reporting on the SDGs and state reporting

Step 5: Useful tools and resources:

- ✓ UNCT SWAP Scorecard Technical Guidance
- ✓ UNSDG Common Minimum Standards on Multi-Stakeholder Engagement in the UNDAF [link to be added]
- ✓ 2017 IASC Commitments on Accountability to Affected People and Protection from Sexual Exploitation and Abuse

"To get a good job I need work experience. But each time I want to travel beyond the district borders I have to get a permit. It's a real hassle and means that I miss out on the experience I need to be competitive. I watch others surge forward. Sometimes I feel like this is the end." – King, 19, Thailand (has since acquired Thai nationality) (Source: https://www.refworld.org/docid/563368b34.html)

CROSS-CUTTING GUIDANCE: Meaningful participation

Critically important to LNOB is to ensure the inclusive participation of those groups who are identified as being left behind in all five of the steps set out above, and in any processes intended to advance sustainable development, peace and security. Participation can be defined as meaningful when participants manage to influence decisions on issues that affect their lives. This happens when policymakers and service providers give serious consideration to their views and provide appropriate feedback on how those views have been taken into account. An important outcome of meaningful

participation is participants' strengthened empowerment, which can be defined as their capacity to exert control over their lives and to claim their rights.

Different groups may have different constraints to meaningfully participate: for example, ethnic minorities may not understand the national language; young girls may lack self-confidence to express their views; persons with disabilities may need information in different formats and the venue to be accessible; some categories of persons, like adolescents, may need more coaching. Each group must be engaged in ways that address its particular constraints to participate.

It should also be acknowledged that engaging meaningfully with the most marginalized and excluded groups may take extra time and resources on the part of UN staff themselves. This requires UN staff to build their own capacity and adapt their behaviours. There are a number of UN training materials available on ethics and attitudes of UN staff (such as UN for All).
Participatory target-setting, planning and review processes – that include the people being left behind and set LNOB-focused SDG targets at national and local levels – can be a powerful way to capture the public imagination, inspire engagement and build broad national consensus on the actions needed.

Diagnostics to ensure meaningful and inclusive participation in LNOB Analysis and Implementation

- Is there adequate civil society space in the country (e.g., CIVICUS)? Are the people in the most vulnerable and marginalized situations represented in civil society?
- Are there spaces for public participation in the decision-making process?
- Who is not participating?
- What are some obstacles and incentives for participation? Do groups in marginalized situations have access to information and the capacities to participate meaningfully and make specific proposals?
- What measures are in place to ensure safe space for participation and the protection of people and communities who participate and express their views?
- How is it possible to reach those who are not participating? How is it possible to address their constraints to participation?
- What capacities facilitate meaningful participation of the people being left furthest behind? How is it ensured that at least a representative number of people, including from particularly vulnerable groups, are actively and meaningfully involved?
- How is it ensured that people's inputs, including from groups in vulnerable situations, are considered in findings/decision/etc.?
- What measures can actors take to promote inclusive policymaking and programming?
- To what extent are the people and groups most likely to be left behind represented in national planning processes, as well as monitoring and follow-up?
- What are the opportunities in the economic, socio-cultural, civil-political environment for those left behind to be included?
- In humanitarian situations, consider how the crisis has changed the access and participation of groups traditionally known to be in vulnerable situations. Which other groups have been left behind in the crisis context?
- What is required to facilitate participation of persons with disabilities? For example, are meeting/workshop venues accessible (including the bathrooms)? Ask people with disabilities what accommodations they require and their preferred format for information. Is sign language interpretation required?

Actions should explicitly seek to enable groups and populations in marginalized or vulnerable situations to organize, be heard and participate fully in national development and SDG processes and should strengthen publicly accessible data and information to expose inequities. Where groups of people who are marginalized or otherwise at risk have difficulty making their voices heard, for example, due to social stigma or lack of access to relevant mechanisms, workers' and employers' organisations can play a key representative role of such groups. A key aspect and prerequisite of meaningful participation is fostering awareness of the 2030 Agenda, including the pledge to leave no one behind and reach the furthest behind first among the identified groups. Awareness-raising activities must always be sensitive and tailored to the context and target group. Engagement of children, adolescents and youth, for example, requires awareness-raising through the use of child-friendly education and learning materials (see Annex 4 for tools). Refer also to UNSDG Common Minimum Standards on Multi-Stakeholder Engagement in the UNDAF [Add URL] for additional methods and tools for fostering participatory engagement.

The UNSDG Policy Operational Support to UNCTs on Human Rights in SDG Implementation (UNSDG 2017) highlights that active and meaningful participation by stakeholders, including the human rights community and civil society, women, children, and groups in vulnerable situations, must be ensured in all phases of the design, implementation and monitoring of the new Agenda, including in the localization of the SDGs and the allocation of resources for implementation.

- *Analysis:* Map existing networks of stakeholders available to engage in discussing the national strategies to achieve the SDGs (e.g., SDG plans, UNDAF) in order to build upon these networks; look at stakeholders in broader terms than NGOs with whom the UNCT generally works and include representative organizations of workers and employers, human rights defenders, academic institutions, women's organizations, representative organizations or groups of persons with disabilities, grass roots and local organizations.
- *Multi-stakeholder Engagement:* Plan for free, active and meaningful participation of all stakeholders throughout all stages from the most initial planning and analysis, through the design, implementation and monitoring stages of strategies to achieve the SDGs (e.g., SDG plans, UNDAF); consultations and engagement with them should start from the beginning of the process.
- *Tailoring SDGs:* Include measures to ensure that different stakeholders are informed, empowered and can participate in the tailoring of the SDGs, including geographic outreach where necessary; tailor messages to be accessible to specific groups; and use the UN's convening power to create an enabling environment for threatened or discriminated groups to participate in the process of developing the strategies to achieve the SDGs (e.g., SDG plans, UNDAF), without fear of reprisal (this includes measures needed to allow representation from specific groups, such as: rural populations, persons with disabilities, young people, indigenous peoples, migrant workers, LGBTI, women, people living with HIV, human rights defenders, etc.).
- *Creating Policy Coherence:* In order to ensure that "no one is left behind", take measures to ensure that those not usually heard, not organized and not empowered to participate are included in the process of national implementation of the strategies to achieve the SDGs (e.g., SDG plans, UNDAF). If

necessary, set aside budget allocation and operational support to provide support to stakeholder's participation (translation, transport, allowance, etc.).

- *Monitoring and Reporting:* Include civil society and other stakeholders in decision-making and monitoring processes, through figures such as those of "consultative groups" or "steering committees", with appropriate channels for their views to be taken into account in the monitoring and reporting of the national implementation of the strategies to achieve the SDGs (e.g., SDG plans, UNDAF[35])

PART III: INTEGRATING LNOB – PLANNING AND PROGRAMMING PROCESSES

Integrating LNOB into UN programming and UN support to national development planning processes

Operationalizing the LNOB pledge is an opportunity to break with unsustainable models driving inequalities higher and to set a positive dynamic in motion that will benefit everyone by unleashing people's capabilities, social trust and sense of fairness. All parts of society, stakeholders and development partners will need to play a role. The pledge and 2030 Agenda can be used to unite diverse actors and encourage action, where leaders evoke its central objective: *ensuring and fast-tracking the SDG progress of the furthest behind.* National and local governments will need to lead: initiating public dialogue and shaping strategies that respond to the perspectives, needs and know-how of the furthest behind. Public outreach, universal and targeted measures can work in synch to build the political will, broad consensus, evidence, capacities and resources required for far-reaching change.

To support national partners, UN programming should reflect the LNOB pledge in three main ways:

- **Who is to benefit**: In keeping with the individual mandates of UN entities; furthest behind populations (identified in Step 1) should be consistently prioritized as beneficiaries of programming. They may benefit directly from UN support, particularly in humanitarian contexts, or indirectly from "upstream" support designed to ultimately benefit the furthest behind. Although efficiencies should be sought, programming should not *solely* target the largest possible number of people, given the track record of improving "averages" without benefiting the furthest behind. Success should rather be determined by SDG progress that improves lives, particularly among the furthest behind.

- **What to do:** UN programming should seek to address the immediate and structural causes that most particularly affect the furthest behind in their local contexts (assessed in Steps 1 and 2) in line with a human rights-based approach. LNOB suggests prioritizing UN support to combat discrimination and inequalities; meeting essential needs and fighting extreme poverty; and enabling voice, participation, equitable and inclusive decision-making. This focus applies to all thematic areas. The LNOB mandate is as relevant to UN efforts on peace, climate change and biodiversity as it is to health, gender equality and inclusive growth.

- **Whom to work with:** The UN should promote and support broadly inclusive and transparent processes to localize SDG targets consistent with the LNOB commitment, agreeing on national and local action to speed up progress among the furthest behind. To be effective, such action must necessarily be informed by and responsive to the priorities and know-how of the people who are being left behind. UNCTs should enable meaningful engagement by working with community groups trusted by and inclusive of target beneficiaries, including groups in marginalized situations. Informal feedback loops established by UNCTs (in Step 1 or for post-2015 consultations, for example) should be connected to institutionalized channels, such as parliamentary oversight committees, SDG advisory bodies, national planning and reporting processes, etc.

Integrating LNOB in the context of CCA/UNDAF

Key messages

- It is critical that LNOB be integrated at all stages of the UNDAF process, as UNDAF is the most important instrument for planning and implementation of UN development activities at the country level.
- This LNOB guidance can be applied to the Common Country Analysis and the elaboration of the UNDAF "Living Document" and can also inform ongoing UNDAF process supports and mechanisms.

The subsections that follow explore how an LNOB approach, as explained by Steps 1-5 in this guide, can inform the UNDAF cycle. To support this, it may be appropriate to task one of the existing UNDAF management structures with the responsibility for LNOB. The designated management structure can ensure LNOB-related readiness, agility in responding to latest trends, adequate attention to intersecting types of deprivation and their drivers across sectoral divides, and accountability for LNOB. It is important that the designated structure have representation from across all agencies in the UNCT. Depending on the country context, the UNCT may prefer to create a dedicated subgroup focusing on LNOB that is linked to the wider UNDAF management structures. Identifying the ideal mechanism for LNOB mainstreaming needs to done following an assessment of country-specific capacity, resources and potential for quality LNOB analysis.

Common Country Analysis

An initial stage in the UNDAF cycle is the Common Country Analysis (CCA), which is an objective baseline measure of the situation in the country. It is essential that the CCA include a strong, evidence and human rights-based focus on those left behind or at risk of being left behind, why this is the case, who is now doing something about this and where there are shortfalls (Steps 1 and 2 in this guidance). It is important that the Terms of Reference for the CCA include a strong focus on leaving no one behind, enabling this to be emphasized from the beginning.

The CCA is ideally done within a three-month period at the outset of a UNDAF design phase and then updated as a "living CCA" across a UNDAF cycle (at least biannually). UNCTs may consider it challenging to pull together the related materials for Steps 1 and 2 in three months for the initial design phase, or in even shorter phases for the regular updates. Annex 5 describes the potential activities and modalities to facilitate the use of this guidance when feeding into the CCA process.

UNDAF "Living document"

After integrating LNOB into the CCA, the next step is to ensure that it is fully reflected in the actual UNDAF "living document". The UNDAF document typically has the components outlined in Figure 10 below; there are opportunities for the LNOB guidance to feed into each of these (as demonstrated).

Figure 10. How the LNOB guidance contributes to UNDAF "living document" sections

Part I: Vision	•This contains the vision of the UN's strategic and impactful contribution to 2030 Agenda and the SDGs in the country. •**LNOB guide's contribution =>** Part I should reflect the summary of recommendations for 2030 based on the completion of the LNOB steps 1-5.
Part II: Transboundary and regional development context	•This describes how transboundary, regional and sub-regional issues influence the national development context. •**LNOB guide's contribution =>** The LNOB Step 1 analysis done for the CCA should have addressed these issues; this content is integrated here.
Part III: Existing national development context and theory of change	•This describes the existing national policy environment, the Theory of Change, and proposed changes in strategy and policy while highlighting the UN contribution. •**LNOB guide's contribution =>** LNOB Steps 1-4 feed into this content. For the Theory of Change, it is particularly important to draw from Steps 2 and 3.
Part IV: Strategic priorities and outcomes	•This reflects outputs of a Government co-led prioritization process that is evidence-based, iterative and participatory. The critical nature of inequities is amongst the prioritization criteria. •**LNOB guide's contribution =>** LNOB Steps 3 & 5 and the cross-cutting topic of participation feed into this. Step 5's focus on accountability feeds into identification of outcomes.
Part V: Financing and implementation	•This describes budgeting arrangements and implementation plans (including joint work). •**LNOB guide's contribution =>** The UNCT subgroup/s responsible for LNOB need to consider the total contribution by agency, areas for cost-sharing and joint implementation, alignment with national processes and Government co-financing, and other stakeholders engagement. Step 5 on accountability and cross-cutting guidance on meaningful participation are relevant
Part VI: Accountability framework	•The Accountability framework is linked to an annex with indicators, agency-specific results and resource frameworks. •**LNOB guide's contribution =>** LNOB Steps 4 and 5 feed into the accountability framework. It is important that LNOB concerns feature at cross-cutting and agency-specific results levels.

It is important to create an efficient process for completion of the LNOB Steps 3-5 in a way that streamlines with the wider UNDAF design and validation/consultation cycle. Once the wider UNDAF process timeline and milestones are set, the LNOB mainstreaming structure/subgroup can ensure that its own workplan enables all required Steps to be integrated into broader processes and outputs ready when needed.

It is vital that the relevant LNOB subgroup/s have the resources required for its contribution (e.g., monies needed for convening meetings, the coordinator's time allocation, members' time to contribute to analysis and writing, monies to hire a consultant to do additional desk reviews and data analysis if needed and/or to pull all agency inputs together in a synthesis report, etc.). Without proper resource allocation, LNOB might remain vaguely stated in the vision section, without any operational translation to the other parts of UNDAF and no real commitment in the accountability framework at cross-cutting or agency-specific levels.

Theory of change

UNDAF includes a theory of change that identifies how a broad range of partners are contributing to solutions identified as necessary for SDG achievement. Only after the theory of change has been elaborated should the UNCT identify partnerships that will enable the accomplishment of the expected development changes. The following questions can help the UNCT/relevant LNOB subgroup/s reflect on whether LNOB has been adequately incorporated into the Theory of Change, drawing from the LNOB steps outputs:

1. Does the theory of change clearly feature changes and solutions that benefit the groups left furthest behind and address gaps preventing rights-holders from claiming their rights and duty-bearers from fulfilling their obligations in line with international law?

2. Does the theory of change directly address issues of inequality and discrimination, tackling underlying and root causes, not just the immediate determinants?

3. Does the theory of change explicitly identify solutions that target the needs of women and girls and ensure that they are equally benefiting from the envisaged change?

4. Does the theory of change envisage sustainable and inclusive ways to strengthen the effectiveness of institutions, mechanisms and participatory platforms to monitor the experiences of and to track and empower those who are left behind or who are at the risk of being left behind?

Ongoing integration of LNOB across the UNDAF cycle

The UNDAF programming cycle is flexible to accommodate emerging changes. From the LNOB perspective, this is particularly important as the circumstances of persons experiencing disadvantage and the intersecting drivers of that disadvantage can evolve quickly; the UN must be responsive. Food price crises, natural disasters like droughts or floods, economic downturns, rises in unemployment, disease outbreaks, mass migrations from other countries or internally, and conflicts are just some of the causes of changes in the experiences of disadvantage and who is affected in a country.

UNCTs must be able to flexibly adapt the UNDAFs when needed to be responsive to emerging needs, including those related to LNOB. Tactics including the following — targeting ongoing integration of LNOB across the UNDAF process supports — can aid in this:

- **UN INFO.** Ensure use of the gender equality and human rights markers (both mandatory and optional). Some UNCTs have also created 'beneficiary' tags in UN INFO to help track which activities are aimed at particular groups identified as those left behind.
- **CCA updates.** LNOB can be clearly integrated into each of the updates of the CCA, through a review of the latest data and evidence across agencies in relation to critical LNOB issues.
- **JSC members.** The Joint Steering Committee (JSC) can have members with direct LNOB experience (representing populations experiencing disadvantage and/or working closely with them). Government representatives from critical areas for addressing disadvantage in the country, such as social protection and minority affairs, may also be members.
- **JSC meetings.** The UN Resident Coordinator can include a standing agenda item on LNOB in all Joint Steering Committee meetings.
- **Results Groups TORs and members.** Each Results Group has LNOB in its Terms of Reference and a least one representative with a dedicated LNOB focus.
- **Joint workplans.** The joint workplans should be formulated and refined/updated to ensure an adequate mainstreamed and intersectional approach to LNOB, in terms of content and resource allocation as well as partnerships within and beyond the UN.
- **Annual reviews**. LNOB should be a cross-cutting dimension at the UNDAF annual review. The reviews can cover LNOB intersectionality issues that span the remits of specific results groups and can consider implications for the joint workplans of the results groups.

- **Midterm review and operations' evaluation.** The UNDAF's midterm review is informed by a more in-depth LNOB analysis, including operational research or realist evaluations to ascertain how UNDAF-linked programming is addressing drivers and manifestations of entrenched deprivation and what programmatic adjustments may be required. Such research could also be done towards the end of a UNDAF cycle (in the context of its evaluation) to inform the next UNDAF.
- **UNDAF addendums.** LNOB is considered in any addendums made to UNDAF—in response to humanitarian, economic or political crises—through the Ad Hoc Adjustment Mechanism.
- **Agency-specific workplans.** All agencies' workplans, which will be drafted after the UNDAF, should be in alignment with the LNOB focus in the UNDAF.

The *UNSDG Resource Book on mainstreaming gender in UN common programming at the country level* and the *UNSDG Resource Guide for UN Gender Theme Groups* can be used further articulate the LNOB-related focus in the context of the UNDAF.

See Annex 5 for case examples.

MAPS: Enabling the Pledge to Leave No One Behind Via SDG Mainstreaming, Acceleration and Policy Support for National Development Planning

Key messages

- All support to countries' SDG planning, implementation and tracking should consider and contribute to the objective to leave no one behind.
- The MAPS approach offers a framework for mainstreaming and accelerating LNOB action, programmed through UNDAFs and/or delivered through MAPS engagements.

The MAPS approach frames the UN development system's support to implement the 2030 Agenda in three areas: *mainstreaming, acceleration* and *policy support*. Under MAPS, the UNSDG has agreed to work to ensure common UN development system responses, including to "mainstream the SDGs in national plans and budgets and address the Agenda's new dimensions, such as inequality and leaving no one behind".[36] Specific efforts for SDG mainstreaming, acceleration and policy support are either programmed directly through UNCT's respective UNDAFs, through dedicated inter-agency country MAPS engagements, or through a combination of both, each striving to deploy mechanisms that join up relevant UN tools, guidance and expertise.[37]

Integrating LNOB into MAPS-related support

The UNSDG's SDG Mainstreaming Reference Guide for UN Country Teams (2017) elaborates eight good practice areas for aligning national and subnational planning with the SDGs. The pledge to leave no one behind can and should be emphasized in each.

Beyond mainstreaming, the objective to leave no one behind should guide the identification of "accelerators" to boost progress towards achieving the SDGs. A compendium of diagnostics, models, methodologies and guidance can be found in the UNDG SDG Acceleration Toolkit.

Figure 11. How the LNOB guidance contributes to the application of the MAPS approach

Mainstreaming Areas	
Raising public awareness	Are people, including the most marginalized, aware of the universality of the SDGs, that they are to lift the prospects of everyone, everywhere? Is there space for campaigns by people experiencing depravation and discrimination and/or their advocates to shift perceptions and practices? → See Step 1 and Step 2 on inclusive analytical processes that also function to spread the word and Step 3 on what should be done.
Applying multi-stakeholder approaches	What requirements or dialogue forums exist to bring partners and stakeholders together to assess, implement and track SDG progress that benefits all people? Do they engage and empower those who are the furthest left behind and/or their trusted representatives? → See Cross-cutting guidance on integrating meaningful participation throughout all Steps.
Reviewing plans & tailoring SDGs to national and subnational contexts	Do vision documents, plans and programmes consider and target the most marginalized people? Is there a robust theory of change that explains how policies, programmes or investments will reach those furthest behind? Are distributional analysis and disaggregated data used to inform national/subnational planning and programme design? Are there specific objectives to strengthen capacities to leave no one behind? → See Step 1 on reviewing the evidence, Step 2 assessing the root causes and Step 3 on what should be done.
Creating horizontal policy coherence (breaking the silos)	Is LNOB a priority of the interdepartmental SDG coordinating committee or planning commissions? Are different (sectoral) policies complementary/sufficiently interlinked to address overlapping and compounding factors of depravation and discrimination that are leaving people behind? → See Step 1 on identification of who is being left behind and due to what factors, intersectionality, Step 2 on assessing root causes and Step 3 on what should be done
Creating vertical policy coherence (globalizing the agenda)	Are national and subnational policies in sync to ensure targeted action towards the people who are left behind? Are local authorities sufficiently capacitated to effect change for those who are left behind in their communities? → See Step 3 on what should be done.

Financing & budgeting	Are resources - domestic resources, ODA, FDI, and other investments (both by financing nesters and by businesses) - directed to the places where people most likely to be left behind live, the sectors and causes identified in the LNOB assessment? How do budget allocations compare to national distribution of poverty (or other LNOB-related metric)? Is there specific investment in strengthening capacities to leave no one behind? → See Step 2 assessing the root causes and Step 3 on what should be done.
Monitoring, reporting & accountability	Are there sufficient statistical, analytical and reporting capacity, data availability and degree of disaggregation to ensure quality tracking of progress on leaving no one behind? Are there robust feedback loops? Is the country including LNOB findings and actions in any SDG progress reports, including VNR? → See Step 1 on gathering the evidence, Step 4 on measuring and monitoring and Step 5 on reporting and accountability).
Assessing risks & fostering adaptability	Do scenario-planning, risk analysis and management, and recovery consider specifically the situation of the people left furthest behind and possible actions to protect and support them, as they are likely the most vulnerable to shocks and the least able to recover? → See Step 1 for identification of those furthest left behind, in particular due to shocks and fragility.
Acceleration	
Identifying SDG accelerators	Is the SDG accelerator likely to benefit those people who are among the furthest left behind and those who are vulnerable to being left behind? Is the identification of the SDG accelerator informed by and responsive to the priorities and know-how of the people who are being left behind? → See Step 3 on prioritizing what should be done.

Options to engage national partners

UNCTs can initiate efforts to operationalize the LNOB pledge through MAPS-related efforts by proposing an assessment of who and why people are left behind in their national/subnational contexts (i.e., Steps 1 and 2 of this Guide). National, subnational or local planning processes are important entry points for proposing an assessment, providing an impetus and focus. The practicalities will need to be developed with national counterparts, reflecting the RC/UNCT's best judgement of the political and enabling environment. The LNOB assessment process should be recommended as a vehicle to strengthen government and stakeholder capacities for national development planning. Key gaps in disaggregated data and/or "data systems" should be identified and communicated to responsible NSO and other government counterparts, with recommendations and/or offers of assistance where appropriate.

The following options can be adapted to fit each particular context:

Government-led process

- Agreement at the highest possible level of government to undertake with the UNCT an integrated LNOB assessment in the early stages of a MAPS engagement or as part of joint programming of SDG mainstreaming and acceleration tasks via UNDAFs. Local academic institutions may be a third, implementing partner.
- This approach can then be proposed as an integral part of the national development planning cycle of the government, including design of (multi-)sector-based budgets and actions.
- LNOB findings and actions reported and disseminated in a National/Subnational SDG Progress Report (including in languages, formats and venues that reach the people being left behind) and in the country's Voluntary National Review of SDG Progress, presented at the UN High-Level Political Forum.

UNCT-led process

- The UNCT conducts the LNOB assessment process at the beginning of a MAPS engagement, working closely with all relevant government counterparts and in partnership with local stakeholders such as academic institutions, NHRIs, etc., to gather, review and analyse evidence.
- The UNCT should present the LNOB assessment process and its findings as relevant to inform national, subnational and local planning and budgeting and seek to establish durable feedback loops between the left-behind communities and populations consulted, SDG stakeholder bodies and national planning processes.
- Agreement should be sought with government counterparts that findings of the LNOB assessment will be published and disseminated in a National/Subnational SDG Progress Report (with updates in future reports) and included in the country's Voluntary National Review[s] presented at the UN High-level Political Forum.

See Annex 6 for checklist to assist UNCTs in integrating the commitment to LNOB throughout the preparatory, mission and follow-up phases of a MAPS engagement process.

See Annex 7 for a sample Terms of Reference for a MAPS engagement workstream specifically focussed on acting to leave no one behind.

Joined-up Humanitarian Development Planning for Collective Outcomes

Key Messages:

1. Grounds humanitarian and development partners in shared principles of sustainability, vulnerability and resilience
2. Diverse actors contribute their comparative advantages toward a few strategic collective outcomes, prioritized based on the areas of greatest risk and vulnerability over 3-5 years in order to reduce those risks and vulnerabilities
3. Risk-informed development programmes focus on areas and populations most vulnerable to crises so that service delivery systems, national and local government and communities become more resilient and inclusive.

At the World Humanitarian Summit, the UN and the World Bank committed to "move from delivering aid to ending need" through a New Way of Working to transcend humanitarian development divides. [1] The Commitment to Action that followed creates an opportunity to advance LNOB in crisis situations where both humanitarian and development action are needed. It is based on the premise that greater connectivity between them is not only possible, but necessary to implement the pledge to LNOB. First, it convenes UN and non-UN partners around shared principles of sustainability, vulnerability and resilience, from which shared risks such as conflict, displacement or climate risks can be considered. Second, by pooling data and information, it encourages a shared analysis of needs from which a coherent set of priorities across the nexus can be derived. More integrated planning and programming is made easier, with scope to adapt planning tools. Finally, it ties resources to those collective outcomes, incentivizing collaboration.

By linking development and humanitarian actors to shared objectives and time horizons, Collective Outcomes offer a UNCT a way to reduce needs, vulnerability and risk over three to five year horizons toward LNOB Collective Outcomes should drive the way in which the UN and a wider group of partners define strategic priorities, allocate resources and define coordination arrangements, building on the comparative advantages. By linking development and humanitarian actors to shared objectives and time horizons, Collective Outcomes offer a UNCT a way to reduce needs, vulnerability and risk over three to five year horizons toward LNOB Collective Outcomes should drive the way in which the UN and a wider group of partners define strategic priorities, allocate resources and define coordination arrangements, building on the comparative advantages. Risk-informed sustainable development can focus on areas and populations most vulnerable to crises and help to frame programme strategies, such that service delivery systems, national and local government and communities become more resilient, shock-responsive and inclusive. It can also mitigate drivers of conflicts, disaster risks, humanitarian crises and complex emergencies. These efforts should go in both directions, responding to emergencies in a manner that strengthens capacities and systems and implementing development programmes that reduces risks, vulnerabilities and needs of those left behind, and prepared for residual risks with contingency plans

[1] See New Way of Working, OCHA (2017).

This approach can be useful in creating common ground coalescing the UNCT around LNOB priorities. There is no prescribed approach, rather, UNCTs should adapt their own planning tools and processes to local dynamics and priorities. For example, strategic collective outcomes might take the form of:

1. A shift from emergency food distribution towards the deliberate achievement of a measurable reduction in food insecurity
2. A shift from delivering increasing annual amounts of short-term assistance to displaced people towards an approach that seeks to reduce displacement and strengthen the self-reliance of internally displaced persons over three to five years through returns, integrations or resettlement
3. A shift from treating predictable cholera outbreaks on a seasonal basis in high- risk areas towards the establishment of sustainable water infrastructure and disease prevention methods.

See Annex 8 for case examples.

ENDNOTES

[1] CEB Shared Framework for Action on Leaving No One Behind: Equality and Non-Discrimination at the Heart of Sustainable Development (2016)see especially p. 31.

[2] These include the nine international human rights treaties: Convention on the Elimination of All Forms of Racial Discrimination (ICERD, 21 December, 1965); International Covenant on Civil and Political Rights (ICCPR, 16 December 1966); International Covenant on Economic, Social, and Cultural Rights (ICESCR, 16 December 1966); Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 18 December 1979); Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT, 10 December 1984); Convention on the Rights of the Child (CRC, 20 November 1989); International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICMW, 18 December 1990); International Convention for the Protection of All Persons from Enforced Disappearance (CPED, 20 December 2006); Convention on the Rights of Persons with Disabilities (CRPD, 13 December 2006)). ILO Conventions C029 - Forced Labour Convention, 1930 (No. 29), P029 - Protocol of 2014 to the Forced Labour Convention, 1930, C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), C098 - Right to Organise and Collective Bargaining Convention, 1949 (No. 98), C100 - Equal Remuneration Convention, 1951 (No. 100), C105 - Abolition of Forced Labour Convention, 1957 (No. 105), C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111), C138 - Minimum Age Convention, 1973 (No. 138), C182 - Worst Forms of Child Labour Convention, 1999 (No. 182)

[3] In 2016, for example, Member States in the UN General Assembly adopted a resolution on the UN Quadrennial Comprehensive Policy Review (QCPR) reaffirming the need "to strengthen the UN development system with a view to enhancing its coherence and efficiency, as well as its capacity to address effectively and in accordance with the purposes and principles of the UN Charter, the full range of development challenges of our time, as set out in the 2030 Agenda, and that it must continue to adapt and respond to evolving development challenges and opportunities for development cooperation so that *no one is left behind*." Furthermore, in contexts of humanitarian crises, the UN General Assembly, through its resolutions on strengthening coordination of humanitarian assistance, urged Member States, the United Nations and relevant stakeholders in 2016 "to work together to reduce the needs and build the resilience of the most vulnerable in order to contribute to the achievement of the Goals included in the 2030 Agenda, including the call to leave no one behind" (A/RES/71/172).

[4] CEB Shared Framework for Action on Leaving No One Behind: Equality and Non-Discrimination at the Heart of Sustainble Development (2016)

[5] Particularly, Core Responsibility 3, "leaving no one behind", stressed that the "pledge to leave no one behind is the central theme of the 2030 Agenda and places a new obligation on us all to reach those in situations of conflict, disaster, vulnerability and risk first so that they benefit from and contribute to sustainable long-term development." Additionally, core responsibility 4, "transforming people's lives: moving from delivering aid to ending need", outlined a new approach for humanitarian and development collaboration to achieve collective outcomes aiming at reducing need, vulnerability and risk in order to advance the LNOB pledge in situations of humanitarian crises.

[6] World Social Situation 2016 "leaving no one behind: the imperative of inclusive development". See https://www.un.org/development/desa/dspd/2015/12/report-on-world-social-situation-2016-2/

[7] For more explanation of the Five Factors approach, see UNDP 2018, "What Does it Mean to Leave No One Behind?"

[8] Estimates for poorest rural Igbo and poorest rural Yoruba are not possible due to small sample size.

[9] For this reason, in some cases, rates of not employed are high among richest urban and poorest rural households alike: for example, while 50.5 percent of poorest rural Fulani women are not employed, the figure among richest urban Hausa is similarly large: 48.0 percent.

[10] See https://www.ohchr.org/EN/Issues/Pages/Nationality.aspx

[11] *World Bank Group (2017).* Civil Registration and Vital Statistics for Monitoring the Sustainable Development Goals (SDGs). The sustained management and upgrading of the continuous and universal registration of all vital events, as per international standards and recommendations, is central to the production, dissemination and use of vital statistics that a state requires to plan its demographic, health and socio-economic development, as well as monitoring of the SDG goals.

[12] See, for example: http://www.fao.org/docrep/x5307e/x5307e00.htm; http://devinfolive.info/impact_evaluation/img/downloads/Participatory_Approaches_ENG.pdf

[13] For example: Indigenous Peoples' Navigator, a framework and set of tools for indigenous people to systematically monitor the level of recognition and implementation of their rights, including essential aspects of the SDGs and targets. http://nav.indigenousnavigator.com/index.php/en/

[14] The International Conference of Labour Statisticians (ICLS) adopted in October 2018 a global methodology to facilitate the collection of internationally comparable data on migrant workers. (https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_648922.pdf)

[15] Source: http://www.unhcr.org/figures-at-a-glance.html
[16] https://ec.europa.eu/eurostat/en/web/products-manuals-and-guidelines/-/KS-GQ-18-004
[17] https://ec.europa.eu/eurostat/en/web/products-manuals-and-guidelines/-/KS-GQ-18-003
[18] Household Budget Surveys focused on consumption expenditure; for more, see http://ec.europa.eu/eurostat/web/household-budget-surveys
[19] UNECE Guide on Poverty Measurement explicitly recognizes this issue and makes some suggestions for addressing it. See https://www.unece.org/index.php?id=47512&L=0
[20] See box 2.4 in https://www.unicef.org/socialpolicy/files/Child_Poverty_SDG_Guide-Milestone_2-March_2017.pdf on: A weakness in household surveys: children living in greatest poverty can be missed
[21] See, for example: https://documents.wfp.org/stellent/groups/public/documents/ena/wfp110724.pdf?_ga=2.219608473.1830940471.1540394774-924229324.1540394774; https://www.unicef.org/zimbabwe/Zimbabwe_Poverty_Atlas_2015.pdf; https://www.ilo.org/wcmsp5/groups/public/@ed_emp/documents/instructionalmaterial/wcms_140859.pdf
[22] Turning promises into action: Gender equality in the 2030 Agenda, UN Women, 2018
[23] https://www.unicef.org/eapro/Rapid_assessment_sampling_booklet.pdf; http://www.unhcr.org/450e91c14.pdf; https://www.brookings.edu/wp-content/uploads/2016/06/spring_natural_disasters.pdf
[24]For more information, see https://www.unhcr.org/ibelong/ and https://www.unhcr.org/ibelong/unicef-unhcr-coalition-child-right-nationality/ and http://id4d.worldbank.org/
[25] UNDP Guidance Note: Data for Implementation and Monitoring of the 2030 Agenda for Sustainable Development September 2017
[26] Council for International Organizations of Medical Sciences (CIOMS). International ethical guidelines for health-related research involving humans. 2016
[27] UN (2012b). Human rights indicators: a guide to measurement and implementation. New York/Geneva: Office of the United Nations High Commissioner for Human Rights.
[28] Fox AM, Reich MR (2015). The Politics of Universal Health Coverage in Low and Middle Income Countries: A Framework for Evaluation and Action. J Health Polit Policy Law. 2015 Oct; 40(5):1023-60. doi: 10.1215/03616878-3161198.; Kelsall T, Hart T Laws E (2016). *Political settlements and pathways to universal health coverage*. ODI Working Paper 432.
[29] See, for example: The Economics of the Social Determinants of Health and Health Inequalities: A Resource Book (WHO, 2013)
[30] See, for example, the Oxfam Inequalities Index, which measures government action on social spending, tax and labour rights – three areas found to be critical to reducing the gap between the right and the poor.
[31] This methodology has been developed by a civil society organization, the Center for Economic and Social Rights, and is cited in the CEB Framework.
[32] See General Assembly (2013). Format and organizational aspects of the high-level political forum on sustainable development (67/290), 23 August.
[33] For example, UNHCR's Age, gender and diversity policy commits to better accountability with persons of concern, informed by imperatives of promoting gender equality, empowering women and girls, and the best interest of the child and that the views of women, men, girls and boys of diverse backgrounds need to inform our interventions, advocacy, and programmes.
[34] See UNHCR Guidance on Community based protection and guidance on working with other persons of concern.
[35] WHO example of how we are promoting this for National Health Strategies, Policies and Plans can be found at: http://www.who.int/healthsystems/publications/nhpsp-handbook-ch2/en/
[36] MAPS: Mainstreaming, Acceleration and Policy Support for the 2030 Agenda, UNDG Concept Note. https://undg.org/document/maps-mainstreaming-acceleration-and-policy-support-for-the-2030-agenda/
[37] Ibid.

LEAVING NO ONE BEHIND
A UNSDG OPERATIONAL GUIDE FOR UN COUNTRY TEAMS
INTERIM DRAFT

ANNEXES

Annex 1
Key SDG indicators relevant to LNOB - list from CEB[1]

Sustainable Development Goal Indicators: Almost all the SDG indicators will also be directly relevant to measuring inequalities, if they are consistently disaggregated. Many of the SDG indicators are also directly relevant to combating discrimination and inequalities, including those below (***in an illustrative but not comprehensive list***):

Indicators on discrimination include all those in SDG 5 on gender equality and many of the indicators in SDG 10 are relevant, including, e.g.:	
5.1.1	Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex
10.3.1	Proportion of the population reporting having personally felt discriminated against or harassed within the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law
Indicators relevant for income and economic inequalities include, e.g.:	
10.1.1	Growth rates of household expenditure or income per capita among the bottom 40 per cent of the population and the total population
10.2.1	Proportion of people living below 50 per cent of median income, by age, sex and persons with disabilities
10.4.1	Labour share of GDP, comprising wages and social protection transfers
5.4.1	Proportion of time spent on unpaid domestic and care work, by sex, age and location
5.a.1 (a)	Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure
5.a.2	Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control
5.c.1	Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment
8.5.2	Unemployment rate, by sex, age group and persons with disabilities
8.6.1	Percentage of youth (aged 15-24) not in education, employment or training

[1] https://www.unsceb.org/CEBPublicFiles/CEB%20equality%20framework-A4-web-rev3.pdf

Indicators relevant for social inequalities *include, e.g.:*	
1.a.2	Proportion of total government spending on essential services (education, health and social protection)
1.3.1	Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work injury victims and the poor and the vulnerable
4.5.1	Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated

Indicators relevant for political inequalities *include, e.g.:*	
5.5.1	Proportion of seats held by women in national parliaments and local governments
5.5.2	Proportion of women in managerial positions
16.7.1	Proportions of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions
16.7.2	Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group
16.10.1	Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months

Indicators relevant for global inequalities *include, e.g.:*	
10.6.1	Proportion of members and voting rights of developing countries in international organizations
10.a.1	Proportion of tariff lines applied to imports from least developed countries and developing countries with zero-tariff
13.b.1	Number of least developed countries and small island developing States that are receiving specialized support, and amount of support, including finance, technology and capacity-building, for mechanisms for raising capacities for effective climate change-related planning and management, including focusing on women, youth and local and marginalized communities
15.6.1	Number of countries that have adopted legislative, administrative and policy frameworks to ensure fair and equitable sharing of benefits (of genetic resources)
16.8.1	Proportion of members and voting rights of developing countries in international organizations

Annex 2 – Suggested Policies and Programmes for Addressing Inequalities and Discrimination – from CEB

Policies and programmes for addressing inequalities and discrimination: The UN Chief Executives Board (CEB) for Coordination put forth its *Shared UN System Framework for Action on Leaving No One Behind* and set out the elements of a comprehensive and coherent package of policy and programme support areas to combat discrimination and inequalities within and among countries at the country, regional and global levels. These include:

Country level

- Set up programmes to promote institutions, laws, policies and actions to **combat discrimination** on the basis of race, sex, language, ethnicity, religion, age, disability, caste, indigenous status, health status, migrant status, minority status or other grounds, and to **advance equal access to justice**.
- Provide support for **reducing spatial or geographical inequalities between rural and urban areas and/or between industrialized and non-industrialized or remote regions**, including by promoting responsible and socially inclusive investments.
- Implement initiatives that **promote gender equality** and eliminate all forms of discrimination and violence against women, and promote investments to close the gender gap and strengthen support for institutions that promote gender equality and the empowerment of women.
- **Strengthen economic governance**, regulation, accountability and the rule of law in the economic sphere.
- Sustain **full employment** and inclusive economic policies, promoting decent work.
- Support the elimination of employment discrimination and **reinforce labour rights**, including decent work, minimum wages (including for migrant workers), freedom of association and collective bargaining, and the eradication of forced and child labour.
- Implement initiatives to combat all forms of age discrimination against older persons in employment and promote **youth employment and socio-economic inclusion of all ages**, and to address the vulnerability of young people to higher unemployment and lower quality of jobs and to longer and more insecure school-to-work transitions.
- Provide assistance for **social protection systems** that reduce inequalities through safety nets that maintain the right to an adequate standard of living for all. **Ensure support for universal health coverage** and universal access to healthcare to prevent catastrophic out-of-pocket expenditures that result from health costs that produce poverty and inequality.
- Establish programmes for universal access to **education, water, sanitation, healthcare** and other economic and social rights to promote greater equality in opportunities and outcomes.
- Provide assistance in achieving universal **access to ICTs** and the narrowing of the digital divide.
- Set up programmes to support **redistributive fiscal policy and progressive taxation** in order to reverse extreme concentrations of wealth, and progressively achieve greater equality.
- Provide assistance **for tackling illicit outflows and tax evasion**.
- Strengthen the protection of freedom of expression, association, and assembly, insulate **democratic institutions and processes** from elite political capture, ensure equal political participation for all women and men, and to promote public access to information.
- Create programmes to reinforce **private sector accountability,** including by implementing the *Guiding Principles on Business and Human Rights*, ensuring the effective regulation of businesses by governments, conducting **social, environmental and human rights impact assessments,** and implementing due diligence safeguards to prevent negative impacts.
- **Support measures to protect vulnerable, marginalized and excluded communities** in prevention and mitigation of the impacts of, and building resilience to, climate, natural disasters, desertification, land degradation and humanitarian crises.

Case Example: Mother-tongue Based Bilingual Education in Viet Nam

Mother tongue-based bilingual education was supported in Viet Nam to promote social equality in education by creating equal opportunities for ethnic minority children to have access to quality education. Internationally there has been consistent recognition of the value of bilingual education in improving learning and reducing drop-out rates.

To examine ways by which this concept can best work in Viet Nam, the Ministry of Education and Training worked together with UNICEF to pilot a project on bilingual education in three provinces (see Box 1). In addition, to generate support among government counterparts for this approach and to ensure the government would benefit from the expertise of international human rights mechanisms, UNICEF, in collaboration with the United Nations country team, strategically engaged with the Independent Expert on minority issues during her visit in July 2010.

Source: UNSDG (2013) – Mainstreaming Human Rights in Development.

Regional level

i) Provide a **bridge between the global and national levels**, including by adapting and incorporating elements of the equality framework into regional policy frameworks and transmitting them to the country level, and inform national experiences into the global agenda.
ii) **Conduct studies and share best practices** to deepen the understanding of the multiple dimensions of inequality identified in this framework.
iii) **Develop indicators and operational guidelines** to follow up on the implementation of regionally or internationally agreed agendas at the national and local levels.
iv) As part of the follow-up and review of the implementation of the 2030 Agenda for Sustainable Development, review, at the regional forums on sustainable development, the status of **implementation of the agenda for equality** and build on the experience and sectoral guidance of the regional commissions' intergovernmental subsidiary bodies.
v) Promote **pro-equality public policies** as core elements of the regional development agenda.

Global level

a. Promote a more **equitable global trading system** that addresses inequities built into existing trade rules, particularly for the least developed countries, and implements the principle of special and differential treatment.
b. Develop a more **equitable international financial system**, including better regulation of global financial markets and of speculation, the equitable participation of all States in the institutions of global governance, as identified in the 2030 Agenda, and ODA to countries with people in the greatest need.
c. Reinforce **national policy space** to promote inequality-reducing measures and to correct policy incoherence between intellectual property and trade rules, public health and human rights, including by implementing the TRIPS Agreement on Public Health.
d. Cooperate in **transferring technology** to promote greater equality.
e. Implement an equitable **international migration system** that recognizes the human rights of all migrants and refugees.

Annex 3: Sector-specific LNOB Guidance and Tools

There exist an array of SDG and sector-specific guidance and tools that can help advance LNOB analysis. Table 3 presents an initial compilation of such tools[2].

Table 3. Sector-specific LNOB Related Guidance and Tools.

	SDG and Sector-specific LNOB Related Guidance and Tools
SDG1: No Poverty	*2016 Report on the World Social Situation* (UNDESA); Poverty Risk Tool (UNDP); National Multi-dimensional Poverty Index (UNDP); Individual Deprivation Measure (International Women's Development Agency). A world Free from Child Poverty: A guide to the tasks to achieve the vision (UNICEF and Global Coalition to End Child Poverty)
SDG2: Zero Hunger	Comprehensive Food Security and Vulnerability Analysis (WFP); Monitoring Results for Equity System – MoRES (UNICEF)
SDG3: Good Health and Wellbeing	Innov8 Technical Handbook for reviewing national health programmes (WHO); State of Inequality Report (WHO); Handbook on Health Inequality Monitoring (WHO); Making fair choices on the path to universal health coverage (WHO); EQUIST (UNICEF); Health Equity Assessment Toolkit – HEAT (WHO); Modeling Physical Accessibility to Health Care and Geographic Coverage (AccessMod©); Health Systems Assessment (HSA); Health in All Policies training manual (WHO); Joint United Nations statement on ending discrimination in health care settings; National health inequality monitoring: a step-by-step manual (WHO); Gender mainstreaming for health managers: a practical approach (WHO)
SDG4: Quality Education	Systems Approach to Better Education Results (SABER) Education Sector Analysis Guidelines (UNICEF, UNESCO, World Bank and Global Partnership for Education)
SDG5: Gender Equality	System wide tools: ✓ The UNCT-SWAP Gender Equality Scorecard ✓ The UNSDG Resource Book on Mainstreaming Gender Equality in UN Common Programming at the Country Level ✓ The UNSDG Resource Guide for UNCT Gender Theme Groups Other: Guidance Note on Gender Mainstreaming in Development Programming (UN women); Gender mainstreaming for health managers (WHO); Gender Inequality Index (UNDP); Essential Services Package for Women and Girls Subject to Violence Core Elements and Quality Guidelines (UNODC,

[2] This list will be eventually be synchronized with the last-mile tools compiled in the UNDG's SDG Acceleration Toolkit, where developers can submit new tools over time.

	UN-Women, UNFPA, WHO, UNDP); Individual Deprivation Measure (International Women's Development Agency) IASC Gender Handbook; Turning promises into Action (UN Women); Gender Marker (WFP)
SDG6: Clean Water and Sanitation	WASH and the 2030 Agenda (UNICEF and WHO)
,SDG7: Affordable and Clean Energy	
SDG8: Decent Work and Economic Growth	Toolkit for Mainstreaming Employment and Decent Work (ILO); The Informal Economy and Decent Work: A Policy Resource Guide Supporting Transitions To Formality (ILO); The International Recruitment Integrity System (IOM)
SDG9: Industry, Innovation and Infrastructure	Guide on Gender Mainstreaming: Business, Investment and Technology Services for Private Sector Development (UNIDO); Guide on Gender Mainstreaming: Trade Capacity-Building Projects (UNIDO); Guide on Gender Mainstreaming: Montreal Protocol Projects (UNIDO); Guide on Gender Mainstreaming: Environmental Management Projects (UNIDO); Guide on Gender Mainstreaming: Agribusiness Development Projects (UNIDO); Guide on Gender Mainstreaming: Energy and Climate Change Projects (UNIDO), EQuIP - Enhancing the Quality of Industrial Policies (UNIDO)
SDG10: Reduced Inequalities	Inequality-adjusted Human Development Index (UNDP); the Gini coefficient; the Palma ratio; UNSDG Social Protection Coordination Toolkit. Coordinating The Design And Implementation Of Nationally Defined Social Protection Floors (ILO, UNICEF, UNDP, UNHCR); JIPS Essential Toolkit for Profiling Internal Displacement Situations (Joint IDP Profiling Services – JIPS); The Migration Governance Index (IOM); IOM Handbook on Protection and Assistance for Migrants Vulnerable to Violence, Exploitation, and Abuse (IOM – forthcoming); A Human Rights-Based Approach to Data to leave no-one behind (OHCHR)
SDG11: Sustainable Cities and Communities	Toolbox for migration-related elements for the city strategy, based on the Migration Governance Framework and Local Migration Governance Indicators (IOM)
SDG12: Responsible Consumption and Production	
SDG13: Climate Action	WASH Climate Resilient Development (UNICEF and GWP); Mainstreaming Environment and Climate for Poverty Reduction and Sustainable Development: A Handbook to Strengthen Planning and Budgeting Processes (UNDP-UNEP)
SDG14: Life Below Water	Mainstreaming Environment and Climate for Poverty Reduction and Sustainable Development: A Handbook to Strengthen Planning and Budgeting Processes (UNDP-UNEP); Environmental Rights Database (UNEP)
SDG15: Life on Land	Mainstreaming Environment and Climate for Poverty Reduction and Sustainable Development: A Handbook to Strengthen Planning and Budgeting Processes (UNDP-UNEP); Environmental Rights Database (UNEP)

SDG16: Peace, Justice and Strong Institutions	Peace through Prosperity: integrating peacebuilding into economic development (International Alert); The International Dialogue on Peacebuilding and Statebuilding's *Guidance Note on Fragility Assessment;* Materials and Guidelines on Migrants in Countries in Crisis (IOM)
SDG17: Partnerships	

Annex 4: Additional Tools and references for Steps 1-5 and meaningful participation

Step 1: Who is left behind? Gathering the evidence

- Poverty and Social Impact Assessments
- Sector-based assessment and analysis tools produced by WHO, UNICEF, UNFPA and others, e.g.:
    - education sector analysis guidelines produced jointly by UNICEF, UNESCO, World Bank and GPE
    - ILO (2016) Social Protection Assessment Based National Dialogue: A Global Guide. A methodology to identify social protection coverage gaps and support the design of national floors of social protection
    - ILO (2018) Guidebook on SDG Labour Market Indicators (Decent Work and the Sustainable Development Goals)
    - WHO Innov8 Approach to Reviewing National Health Programmes against the Leave No One Behind pledge. Results in recommended entry points and actions to make the health programme more equity-oriented, rights-based and gender responsive, while addressing social determinants influencing programme effectiveness and outcomes.
    - WHO Health Equity Assessment Toolkit
    - WHO (2017). National health inequality monitoring: a step-by-step manual. Geneva
    - WHO (2011). Gender mainstreaming for health managers: a practical approach. Geneva: World Health Organization. See *Gender Analysis Matrix*.
    - WHO (2017) Disease-specific example: Towards universal coverage for preventive chemotherapy for Neglected Tropical Diseases: guidance for assessing "who is being left behind and why".
    - UNODC practical toolkit module on A Qualitative Approach to Data Collection with guidance on choosing research methods, including Semi-structured questioning.
    - UNICEF and the Global Coalition to End Child Poverty (2017). A World Free from Child Poverty: A guide to the tasks to achieve the vision, Milestone 2: Measuring Child Poverty.
    - UNICEF (2018). Key Asks and Principles for National Review Activities – Collection of disaggregated data on the situation of children
    - UNICEF (2017). Adolescent and Youth Engagement Strategic Framework
    - UNICEF (2017). 'We The Peoples' Perception Data Pilots: Operationalizing the SDG Data Revolution through the collection of feedback from people
    - UNHCR (2006) Tool for Participatory Assessment in Operations
    - UNHCR (2008) Heightened Risk Identification Tool: The Heightened Risk Identification Tool serves to: (i) implement ExCom Conclusion 105 on Women and Girls at Risk, ExCom Conclusion 107 on Children at Risk and UNHCR's Global Strategic Objectives for 2007-09; ii) strengthen needs-based planning, identification methodologies and case management systems; and iii) promote age, gender, and diversity mainstreaming.

Information on financial inclusion:

- **World Bank:** The Global Findex database is the world's most comprehensive data set, published every three years, on how adults save, borrow, make payments, and manage risk (including breakdowns by age, sex and income level and barriers faced by different sub-populations). See also World Bank Findex Report (2017) on measuring financial inclusion.
- **UNCDF: Making Access Possible (country reports and open data)** The MAP diagnostic approach looks to build a picture of market demand based on household and individual income, economic activity, and current usage of financial services within a diverse array of countries and local contexts. In this way, the MAP programme hopes to achieve the following objectives:
    - Encourage providers of financial services to deliver products and services to those segments of the population that are currently underserved; and
    - Enable policymakers and regulators to understand current policies and regulations that are inhibiting market growth and to develop a strategic vision on financial inclusion and the possible delivery modalities.

Step 2: Why are people being left behind?

- UNDG (2003) Common Understanding on HRBA
- UNDG (2017 - update edition) HRBA Common Learning Package

- IOM (2015) Rights Based Approach to Programming

Step 3: What should be done?

- UNDP (2008). Capacity Assessment User Guide Offers a methodology to assess desired vs existing capacities [within/across sectors] and guide responses to strengthen capacity assets and fill gaps, including core areas: 1) institutional arrangements; 2) leadership; 3) knowledge; and 4) accountability
- UN DESA (2016) Report on the World Social Situation Proposes specific measures including both universal and targeted approaches.
- UN OCHA (2016) Leaving no one behind: Humanitarian Effectiveness in the Age of the Sustainable Development Goals Proposes a series of shifts for humanitarian effectiveness models to contribute to the pledge of LNOB.
- UN OCHA (2017) Breaking the Impasse: reducing protracted internal displacement as a collective outcome proposes specific steps to ensure that IDPs are not left behind.
- Chronic Poverty Network (2017). What works for the poorest and especially for the poorest women and girls?
- ODI (2016) Leaving no one behind, Proposes an action agenda for the first 1000 days of the SDGs
- UN Water (2015). Eliminating Discrimination and Inequalities in Access to Water and Sanitation Offers guidance on steps to advance non-discrimination and equality in the context of access to drinking water and sanitation, with a focus on women and girls.

- UNDP (2005) Making Infrastructure Work for the Poor Assists practitioners navigate the links between infrastructure growth, human development and poverty reduction, including in post-conflict settings.
- UNDP (2007) Supporting Capacities for Integrated Local Development
- ILO, UN Women, and UNICEF (2017) Fiscal Space for Social Protection and the SDGs: Options to Expand Social Investments in 187 Countries,
- UN Environment (2016): Fiscal Policies and the SDGs Policy Brief
- UN DESA (2018) Towards a more comprehensive assessment of fiscal space (authors: Cheng and Pitterle)
- UNICEF (2011) Identifying Fiscal Space - Options for Social and Economic Development for Children and Poor Households in 182 Countries (Authors: Chai, Ortiz and Cummins)
- UNDP (2006) Assessing the Pro-Poorness of Government Fiscal Policy
- Inter-Agency Task Force on Financing for Development (2018) Financing for Development: Progress and Prospects and (2017) Financing for Development: Progress and Prospects. These reports include policy recommendations for ensuring that finance-related policies focus on the poorest and most vulnerable, to ensure no one is left behind, such as financing to expand access to water and for ecosystems. See also, in particular, sections on financial inclusion.

Tools:

- Marginalised Minorities in Development Programming: A Resource Guide and Toolkit UNDP, 2011
- Community scorecard (toolkit from CARE International)
- Legal empowerment resources (link to Legal Empowerment Network resource library)
- SDG localization tools (link to library with SDG localization tools)
- Expenditure tracking tools (link to International Budget Partnership website with tools)
- Public audits of local development budgets (resources can also be found on the International Budget Partnership website)
- Keystone accountability (link to one example of a survey tool used in development and humanitarian settings)
- Strategic foresight (there are many tools available on strategic foresight, UNDP has developed a paper on Foresight as a Strategic Long-Term Planning Tool for Developing Countries)
- UNISDR Disaster risk reduction tools and methods for climate change adaptation [link to resource with overview of types of tools]

The Geospatial electrification tool is helping countries identify across alternative technologies to provide universal access to electricity, including coverage in hard-to-reach areas. By gathering geospatial data on population distribution, renewable energy sources, and the national electricity grid, the model can identify the most effective technology and the total cost to provide electricity to 100% of the population using the national grid, mini grid systems and stand-alone systems.

Integrated modelling brings together biophysical systems that are highly interlinked such as climate, land-use, energy and water systems (CLEWS). UNDP, UNDESA and KTH has since partnered to make this unique modeling framework available in countries, and to support cross-ministerial collaboration and integrated planning to maximize the effective use of these natural resources. Projects on CLEWS are currently operational in Bolivia, Cameroon, Costa Rica, Ethiopia, Ghana, Mexico, Senegal, Uganda and Vietnam.

Link to similar modelling tools: https://un-modelling.github.io/modelling-tools/

Step 4: How to measure and monitor progress

There are several good examples across the UN system of data analysis and presentation approaches for LNOB. These include:

- UNDP 2016 Human Development Report. United Nations Development Programme.
- UNDESA 2016 Report on the World Social Situation. UN Department of Economic and Social Affairs.
- WHO 2015 State of inequality: reproductive, maternal, newborn and child health.

Guidance:

- A Human Rights-Based Approach to Data: Leaving No One Behind in the 2030 Development Agenda. United Nations Human Rights, Office of the High Commissioner, 2016.
- WHO Health Equity Assessment Toolkit
- WHO (2017). National health inequality monitoring: a step-by-step manual. Geneva
- WHO Health Equity Monitor data repository and theme page
- The WHO Health inequality monitoring eLearning module
- The WHO Statistical codes to calculate disaggregated estimates using household surveys
- AccessMod - Modeling Physical Accessibility to Health Care and Geographic Coverage
- WHO (2013) Handbook on health inequality monitoring with a special focus on low- and middle-income countries.
- UNODC (2004) A Qualitative Approach to Data Collection.

- UNICEF and the Global Coalition to End Child Poverty (2017) Milestone 2: Measuring Child Poverty. In A World Free from Child Poverty.

- Innovation Network (2011) Participatory analysis: Expanding Stakeholder Involvement in Evaluation.

- UNDP Inequality-adjusted Human Development Index (IHDI) offers data and a methodology on which to build.
- UNICEF (2017) Including Children with Disabilities in Humanitarian Action: General Guidance

Step 5: Accountability

Tools and approaches for strengthening civil society engagement in VNR processes:

- In terms of specific examples and tools used by governments - most governments use 'traditional' **consultation workshops** as modality for gathering input from civil society. Some organized these in remote regions and specifically targeted marginalized groups to gather their perspectives. Some governments set up online consultation systems to solicit feedback from civil society and other stakeholders (e.g. Brazil, Mexico, Ecuador). The MyWorld survey also be used to collect feedback on SDG progress from a wide range of stakeholders across a country. Mali used the survey as input to the VNR process in 2018.
- Several countries have worked on developing stakeholder engagement strategies and setting up mechanisms for more ongoing SDG follow-up and review engagement (including in Sri Lanka). While this is not a 'tool' as such, stakeholder engagement strategies, country-by-country SDG follow-up and review plans, which spell out when stakeholders can get involved and how, and mechanisms for ongoing involvement are critical.
- UNDP has contributed to developing the attached handbook for civil society on how to engage parliamentarians. DESA has issued a technical paper on how civil society stakeholders can report their contribution to the 2030 Agenda (attached).
- The UNSDG is working on developing a set of minimum standards for stakeholder engagement and the Oslo governance center is compiling best practices for stakeholder engagement.
- Both the VNR handbook as well as the UNSDG guide for SDG country reporting include chapters of stakeholder engagement. The 2030 Agenda also contains a principle that SDG follow up and review processes "…will be open, inclusive, participatory and transparent for all people and will support reporting by all relevant stakeholders". This can be used as a reference and an advocacy hook for civil society to claim a space for involvement in the process.

Cross-cutting guidance: Ensuring meaningful participation

- UNICEF (2018). Key Asks and Principles for National Review Activities – Child and Adolescent Participation
- UNICEF (2017). Organizing an SDG-Focused Activate Talk: A Methodology for Engaging Children, Youth and Local Change-Makers
- UNICEF (2017). Adolescent and Youth Engagement Strategic Framework

- UNICEF/UNESCO: The World's Largest Lesson, a global initiative aimed at bringing the SDGs to the classroom through lesson plans, videos, comics and other creative content – available freely and in a multitude of languages for educators to download, use or adapt for their classrooms.
- UNICEF: Comics Uniting Nations, making the SDGs accessible to citizens through comics

- UNICEF (2018) Conceptual Framework for Measuring Outcomes of Adolescent Participation
- UNICEF (2013) Take Us Seriously: Engaging Children with Disabilities in Decisions that Affect their Lives
- WHO (2017) Community engagement framework for quality, people-centred and resilient health services.
- GANHRI (2018) Space for Civil Society Participation in SDG Implementation Ensuring that National Human Rights Institutions and broader civil society can effectively play their part in the implementation of the Sustainable Development Goals (SDGs)

ANNEX 5: CCA CASE EXAMPLES AND GUIDE ACTIVITIES AND MODALITIES TO FACILITATE USING LNOB GUIDE IN CCA PROCESSES

***To be updated as the new UNDAF Guidance is finalized ***

Case Example: Common Country Analysis (CCA) for Guinea-Conakry

In Guinea-Conakry, CCA analysis clearly identified people being left behind. The analysis drew on a study that showed that almost half of children in Guinea are deprived in at least three dimensions—education, water and sanitation— leaving them at high risk of being left behind. Young people aged 15 to 35, who account for one third of the total population, are a second group in a particularly vulnerable situation, with a significant proportion not able to access quality technical and vocational education or training. Finally, the study identified women as a third population segment at risk of being left behind.

This CCA went further to identify the groups made the most vulnerable (e.g., orphans, persons with disabilities) within each of these broad categories as well as geographical areas of concentration as a solid foundation for effective targeting through UNDAF-based programming. The second strength of the study was its causality analysis of key sectors and policies, identifying the immediate, underlying and root causes of prevailing development gaps. This identified the sectors and policy gaps that would have to be taken into account in order to lower the proportion of people being left behind.

By cross-referencing relevant data and policies, the CCA enabled the UNCT to identify the underlying disadvantages and deprivations that put people at most risk of being left behind. The UNCT drew on this "big picture" perspective to develop UNDAF lines of action and cooperation reflecting the most strategic and efficient support the UN System could offer over the next five years.

Source: Programming Principles: UNDAF Companion Guide (UNSDG 2017)

Case Example: Common Country Analysis (CCA) for Palestine

The CCA for Palestine focuses on the most vulnerable and disadvantaged groups among Palestinians and the development constraints they face. It identifies 20 groups who are at high risk of being left behind in Palestine's development trajectory, such as children facing obstacles in accessing schools, refugees residing in camps and Bedouins and herder communities in Area C.

The CCA finds that vulnerability is in part a function of one or more structural factors, including restricted economic access, location or place of residence, institutional and governance factors, socio-cultural norms, attitudes and exposure to violence. Some elements of these drivers are intimately linked to the Israeli occupation, while others are less so.

Source: https://reliefweb.int/report/occupied-palestinian-territory/common-country-analysis-2016-leave-no-one-behind-perspective

Table 1. Activities to support using the LNOB guidance for UNCTs in the CCA process [validate during piloting]

Three-month CCA process		
Month 1	**Month 2**	**Month 3**
1. **Subgroup created.** Designation of a UNDAF management structure to address LNOB as part of the UNDAF design team, with clear terms of reference and a dedicated coordinator (with sufficient time allocation). All agencies should be represented.	4. **Second meeting.** Subgroup meeting to share initial output from the collation and synthesis of evidence. Meeting will entail workshopping causal analysis components to ensure that they capture intersecting dimensions and drivers of disadvantage that cross sectoral domains. To the extent	7. **Refined output report.** Revise and add to output report based on the inputs from the stakeholder consultations. Again, this could already be an updated chapter integrated into the CCA report if feasible.

2. **First meeting.** Meeting of staff in the management structure (henceforth called subgroup) to review the guidance for Step 1, adapting it for the specific country situation and data sources. This may also include a capacity building component to ensure that all staff involved have a baseline shared understanding of the methods in this guide. They will come up with action plan to produce Step 1 output; the plan should indicate agency responsibilities, modalities for working together to look at intersecting types of disadvantage for same subpopulations, and deadlines. 3. **Evidence synthesis.** Step 1 output production by agencies: collation of evidence on who is being left behind, intersections/compounding forms of disadvantage, and root cause analysis of why.	possible, this should be mainstreamed with in the main Theory of Change exercise for the UNDAF. At this meeting, subgroup defines approach to consult with stakeholders on emerging findings and also next steps for mapping "who is now doing what" in relation to trying to decrease inequities. 5. **Continued evidence synthesis.** Agencies continue their evidence synthesis and refinement based on workshop inputs and produce interim *output report and accompanying ppt*. As appropriate in the country context and depending on the overarching CCA development timeline, this report may be produced directly as a chapter in the CCA report. 6. **Stakeholder consultations.** While an LNOB perspective will be incorporated into the wider CCA consultations (see below ongoing action), it could be necessary to use informant interviews and small meetings to get further information on the current policy and programming scenario in the country, who is doing what, and in relation to transboundary and regional issues. Questions can also be added to help inform completion of steps 2-4 in the eventual UNDAF drafting process (next subsection).	8. **Third meeting.** Subgroup meeting to collectively review and agree on the content adjustments to the final report. At this meeting, planning can also be undertaken for conducting Steps 2-4 during the actual UNDAF formulation over the next three months (see next subsection). As appropriate, this meeting can be merged with wider CCA meetings convened by the management structures. 9. **Integration in wider CCA report (if not yet done en route).** Ensure that the final LNOB report contents get integrated across the wider CCA report.
Ongoing: Subgroup addressing LNOB is represented on wider UNCT CCA working group, gives updates on progress, shares outputs, and ensures that the final LNOB report contents gets properly integrated into wider CCA report.		
Ongoing: Subgroup on LNOB actively facilitates that an LNOB perspective (including from entities representing or working with disadvantaged populations, national human rights stakeholders including NHRIs, entities working for gender equality, etc) are engaged in the wider CCA consultative process.		

Annex 6 – Checklist for MAPS Engagements: Integrating the commitment to Leave No One Behind

Purpose of this checklist: To assist UN Country Teams (UNCTs) to integrate the principle of 'Leave No One Behind' (LNOB) throughout 'Mainstreaming, Acceleration and Policy Support' (MAPS) engagement process

Preparation

- ✓ Have UNCT and national partners been briefed on the significance of LNOB to achieve the SDGs?
- ✓ Is UNCT including inequality and human rights experts into MAPS engagement-related preparatory processes and discussions at the country level to ensure systematic approach to LNOB?
- ✓ Does the MAPS engagement TOR include a LNOB situation analysis, and specify how the commitment to LNOB will be addressed throughout the process and expected deliverables (final report and recommendations)?
- ✓ Has the situation analysis considered existing statistics and different forms of data with a view to identifying who is being left behind and who is furthest left behind / progress made?
- ✓ Has the scoping of the existing data ecosystem (sources, providers/users) highlighted strengths and weaknesses in relation to LNOB? in particular: quality, coverage, level of disaggregation, quantitative/qualitative
- ✓ Has the analysis of existing policies, plans and budgets highlighted challenges and opportunities to LNOB?
- ✓ Has the literature review - including e.g. VNR, UPR - highlighted challenges and opportunities to LNOB?

Mission

- ✓ Does the MAPS mission team include (an) expert(s) on inequality and/or human rights?
- ✓ Does the agenda of the MAPS mission include consultations with inequality and human rights experts from UNCT/UN agencies as well as from non-UN partners – to define existing gaps, challenges and priorities in terms of LNOB?
- ✓ Does the agenda of MAPS mission include meeting/s with people and organisations representing the rights of marginalised people – to define existing gaps, challenges and priorities in terms of LNOB
- ✓ Do meetings with the Parliament include specific discussions on LNOB?
- ✓ To what extent are UPR recommendations, as well as recommendations made by inequality and human rights experts from the UN/non-UN partners, including CSOs and activists, been addressed/integrated into MAPS mission analysis/reports?
- ✓ Are the LNOB-related findings from the MAPS mission being discussed in debriefing with RC Office, UNCT and national stakeholders?

Follow-up

- ✓ Does the roadmap for government specify recommendations related to LNOB?
- ✓ Does UNCT have a clear plan for the UN to implement MAPS engagement recommendations related to LNOB by integrating them into joint workplans?

Annex 7 – Sample Terms of Reference for a UN MAPS Engagement: Workstream on Acting to Leave No One Behind

Objectives:

1. Leverage the SDGs and leave-no-one-behind (LNOB) pledge to build national ownership and broad engagement in Country X' national development strategy – including through the full and meaningful participation of marginalized populations;

2. Undertake a participatory national assessment and dialogue on LNOB that helps to:
    i. Generate a 'shared' understanding of who is being left behind and why – among key stakeholders and decision-makers;
    ii. Build consensus to tackle the reoccurring and underlying inequities and deprivations that leave people behind, and thereby block progress across the SDG.
    iii. Map the disadvantages people face in five key factors: 1) discrimination; 2) socio-economic status; 3) exposure to shocks; 4) geography & isolation; and 5) governance [e.g. exclusion, marginalization][3].
    iv. Inform development strategy, using evidence and stakeholder feedback to identify priorities and cost-effective solutions that work across sectors, to tackle reoccurring and underlying drivers of inequity.

3. Strengthen the capacities and engagement of the CSOs, local authorities, groups, community leaders and change agents - who work with and/or for disadvantaged populations:
    a. Invite their engagement and leadership to facilitate community/local dialogues that fed into the national assessment;
    b. Work with them to institutionalize [and/or strengthen] stakeholder mechanisms that can connect people and decision-makers, at all levels; enabling their on-going participation in national planning and decision-making processes - over the course of the SDGs,
    c. Report back on assessment results – point out their contributions; publish findings in an appropriate format – as part of Country X' National SDG Progress Report and VNR or Human Development Report [as agreed];

Phase 1: DESK REVIEW

In the lead up to the MAPS mission, a 'light' desk review will be undertaken of existing data and evidence[4].

[3] Elaborated in Part II / Step 1 of this Guide

[4] Sources must be sharable and/or accessible remotely. They can include: census, national surveys [HHS, household consumption etc], administrative and registration systems, studies or surveys carried out by academia, civil society, human rights institutions; recommendations made by international human rights bodies etc.

Evidence will be sought and gathered [from diverse sources] as it relates to the disadvantages faced by discrete population segments in terms of: i) discrimination; i) socio-economic status; iii) exposure to shocks; iv) geography; and v) governance[5]. Evidence will be compared and cross-referenced in an effort to identify patterns and outliers that suggest who [places, groups, people] are more severely and/or systematically left behind and in which ways.

In keeping with the 2030 Agenda, every effort will be made to assess the relative status of people across income/consumption, gender, age, migratory status; geographic location; ethnicity; indigenous status; disability; religious and linguistic minority status.

The desk review will draw preliminary findings in a report with conclusions and recommendations for the UN MAPS Mission and wider Engagement [as explained in Phase 2]. The report will flag areas where data or information was missing, inconsistent or insufficient; and caveat their findings accordingly.

Where it is judged to be 'mission critical', the reviewers will propose follow-up questions to ask during the mission [to particular ministries/persons] and suggest priority actions that can be taken to fill essential gaps in LNOB data and information. The latter should aim to: a) improve data use, availability, disaggregation, quality etc. over the longer term; and b) fill gaps & improve policies in the interim/shorter term, through the use of new technologies; GIS, people-driven information/data etc.

Phase 2: MAPS MISSION

Mission leads use desk review findings and conclusions to:

I. Recommend a national assessment of who is left behind and why; as opportunity to help: a) boost the impact & cost-effectiveness of national policies; and b) generate consensus on the action needed to address inequities; re-build social trust and national ownership.

   To this end, mission leads may:

   - Share the insights and questions raised by the desk review to stir curiosity; and obviate the need and value-added of a fuller understanding of who and why people are left behind;
   - Explain gaps in evidence, capacities and national processes; as undermining the Government's ability to understand and respond to the challenges of specific populations;
   - Mention national assessment can help Country X fill these gaps more quickly – by tapping new sources of feedback & data; and potentially, attracting capacity support [including from the UN].
   - Establish the government is willing to use the results to inform national planning and target-setting; and/or publish the assessment results in a National SDG Progress Report.

II. Shape UN policy-specific recommendations:

[5] In keeping with the five-factor framework

- The policy-area[s] recommended for SDG acceleration –should be areas in which the furthest behind can benefit to a disproportionate degree [and thus begin to catch up to their peers] while all parts of the population yet have a stake.
- Universal policy approaches are often superior; but should include design features or complementary measures – wherever necessary – that aim explicitly to ensure the full participation of the worst off, marginalized and traditionally excluded; [e.g. campaigns to counter discriminatory norms/practices; legal empowerment measures that level the playing field; removing discriminatory laws and fees for public services;
- Consider and incorporate additional costs to fill key gaps in human capabilities and infrastructure.

Phase 3: NATIONAL ASSESSMENT

- Facilitate an inclusive national dialogue on leaving no one behind in Country X;
- Engage national leaders, ministries, the NSO, universities and academics as well as disadvantaged, traditionally excluded and marginalized groups and communities via trusted groups; CSOs, DPOs, local authorities etc;
- Employ action- research and consultation techniques to ensure feedback on people's priorities and challenges can be used to inform the national planning and SDG review[6];
- Map evidence & stakeholder feedback in the areas of the five factors, shedding light on the distribution and severity of disadvantage & deprivation – across the population;
- Draw on findings to formulate a concrete set of recommendations for County X' national plan [including policy recommendations]. Publish findings and recommendations in a National SDG Progress Report or National Human Development Report [as agreed]. Share [in accessible language/format] with all consulted.
- Facilitate the on-going participation and voice of local actors [CSOs, community groups, leaders etc] in SDG decision making; inviting those engaged in the assessment –to be a part of sub-regional and national stakeholder feedback/advisory mechanisms –that get heard by decision makers;

Human resources required: Lead coordinator [with statistics background] to draft results/make judgements on how to qualify findings]. Potential to engage local research or academic institution for back-end.

Active leadership of UNCT to facilitate grassroots feedback via representative, trusted [vetted] community groups, local leaders, CSOs etc

[6] People may weigh-in on potential national targets [aligned to the SDGs] for example, by being asked to select from options – the gaps in SDG outcomes and opportunities that most affect them/and or their community.

Annex 8 – Case Examples of joined-up humanitarian development planning for collective outcomes

LNOB Collective Outcomes Examples: Burkina Faso and Somalia.
As each context is unique, the experience on the articulation and operationalization of Collective Outcomes changes from country to country. Below are some examples of how three countries have advanced in the process

In Burkina Faso, the following collective outcomes are at the core of joint actions for reducing humanitarian needs and accelerating attainment of SDGs in Burkina. They are reflected in the second and fourth pillars of the UN Partnership Framework for Sustainable Development 2018-2020 and they require concerted effort on social cohesion and security including sustainable management of natural resources.

- Food Security: By 2020, to reduce by 50% the number of people in phase 3 of food insecurity and reach 0% of people in phase 4 and 5 of food insecurity.
- Nutrition: By 2020, to reduce by 30% the rate of chronic malnutrition among children 0-5 years
- Climate induced hazards: By 2020, to reduce to less than 1% the number of households vulnerable to climate shocks and increase by 50% the number of institutions with capacities for disaster risk reduction.

In Somalia, the humanitarian and development communities agreed on four collective outcomes to ensure alignment and complementarity between the Humanitarian Response Plan and the Recovery and national Resilience Framework (RRF). These outcomes were presented to and approved by the Government of Somalia.

- Food insecurity: By 2022, the number of people in acute food insecurity decreases by 84 per cent, with Global Acute Malnutrition (GAM) rates reduced by 5 per cent and sustained below the emergency threshold.
- Durable solutions: Risk and vulnerability reduced and resilience of internally displaced persons, refugee returnees and host communities strengthened in order to reach durable solutions for 100,000 displaced households by 2022.
- Basic social services: Number of people in vulnerable situations with equitable access to inclusive basic social services increases by 27 per cent by 2022.
- Climate-induced hazards: Proportion of population affected by climate-induced hazards (drought and flood) reduces by 25 per cent by 2022.

To date, there has purposely been no detailed prescribed way of implementing the New Way Of Working and collective outcomes; rather, country teams have been encouraged to innovate, adapting planning tools and processes to local dynamics and priorities. Two clear key stages as follows are generally considered key, each allowing opportunities for attention most vulnerable populations:

Process stages	Considerations in leaving no one behind and reaching the furthest behind first
Joints analysis	The articulation of collective outcomes is grounded in joint evidence-based analysis or

	joined-up/ co-analysis of humanitarian needs, vulnerabilities and risks, and their underlying causes, to arrive at a joint problem statement. Where possible this takes advantage of national data collection mechanisms and capacities. Involving all relevant actors (including donors and bilateral agencies, IFIs, NGOs and civil society) in the analysis can enable a shared understanding. Consistent with the Core Humanitarian Standard, these processes should include engagement with affected people and communities, in needs assessment as well as through implementation.
Joined-up planning and programming	Planning processes around collective outcomes have varied, often reframing or repositioning existing frameworks and processes to accommodate collective outcomes, depending on the context; e.g. HRPs, UNDAFs, national development strategies, bilateral country strategies etc. In these frameworks, a theory of change is reflected, addressing both humanitarian needs and longer term vulnerabilities and risks, and their logical contribution to the collective outcome.