

Good Practice Example:

# UNCT-SWAP PERFORMANCE INDICATOR 1.1

## Virtual Toolkit Resource



### What?

Operationalizing Leaving No One Behind Good Practice Note for UN Country Teams (UNSDG, 2022).



### Why?

This operational guide was developed by the UN Sustainable Development Group (UNSDG) to strengthen the UN Development System's support to the implementation of the 2030 Agenda's commitment to Leaving No One Behind (LNOB) at the country level. The guide sets out a five-step process for operationalizing the commitment to LNOB and ensuring that efforts 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 (Common Country Analysis (CCAs)/UN Sustainable Development Cooperation Frameworks (UNSDCFs)) to conflict settings and humanitarian planning and response—and to more direct engagement with government-led implementation of the 2030 Agenda. The guide can be used during the consultation process and drafting of CCAs (and UNSDCF), and in ensuring gender analysis of those furthest left behind in line with requirements for Performance Indicator 1.1 criterion c.



### Performance Indicator 1.1 Common Country Analysis

<b>Approaches Minimum Requirements</b>	CCA includes:  a. Gender analysis across <b>at least 50 percent</b> of sections including underlying causes of gender inequality and discrimination in line with SDG priorities including SDG 5;  <b>and</b>  b. <b>Some</b> sex-disaggregated and gender-sensitive data.
<b>Meets Minimum Requirements</b>	CCA includes:  a. Gender analysis across <b>at least 80 percent</b> of sections including underlying causes of gender inequality and discrimination in line with SDG priorities including SDG 5;  <b>and</b>  b. <b>Consistent</b> sex-disaggregated and gender-sensitive data.

**Exceeds Minimum  
Requirements**

CCA meets minimum requirements **and** includes:

- c. Targeted gender analysis of those furthest behind.



# OPERATIONALIZING LEAVING NO ONE BEHIND

GOOD PRACTICE NOTE FOR UN COUNTRY TEAMS



## About this Good Practice Note

This guide was prepared by the UN Sustainable Development Group (UNSDG) inter-agency *Task Team on Human Rights, LNOB and the Normative Agenda*, as guidance for UN Country Teams and experts across the UN System for assisting countries 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.

## Acknowledgements

This document was produced by the UNSDG, with inputs from OHCHR, WHO, DCO, UN Women, UNICEF, UNDP, UNHCR, UNFPA, WFP, UNIDO, UNAIDS, UNCDF, OCHA, ILO, UNESCO, UN DESA, UN ESCAP, UN Habitat, UNODC IOM, and FAO with initial support from Darren Swanson (NovelFutures). With thanks to UNCTs in Nepal, Cameroon and Tunisia for valuable inputs through the piloting of the Interim Draft. Additional support was provided by from the Human Rights Mainstreaming Fund, including for country piloting.

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## 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
FAO	Food and Agriculture Organization of the United Nations
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
LGBTQI	Lesbian, gay, bisexual, transgender, queer 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
NMRFs	National Mechanism for Reporting and Follow-up
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
OPDs	Organizations of Persons with Disabilities
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
UNAIDS	United Nations Joint Programme on HIV/AIDS
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
UNDCO	United Nations Development Coordination Office
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
UNSDCF	United Nations Sustainable Development Cooperation Framework
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 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/UNSDCFs) 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.”<sup>1</sup>

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 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 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.

LNOB not only entails reaching the poorest of the poor, but requires combating discrimination and rising inequalities within and amongst countries, and their root causes. Leaving no one behind requires the transformation of deeply rooted systems – economic, social and political, governance structures and business models at all levels, from local to global. Without such a comprehensive effort, significant disparities will remain across regions and countries.

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<sup>2</sup>, it is “guided by the purposes and principles of the Charter of the United Nations, including full respect for international law” and is “grounded in the Universal Declaration of Human Rights [and] international human rights treaties”<sup>3</sup>. (paragraph 10).

Member States have explicitly and consistently called on the UN to implement the LNOB pledge.<sup>4</sup> 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’<sup>5</sup>

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.

In February 2020 the Secretary-General launched the Call to Action for Human Rights, which highlighted the need to appreciate human diversity as an asset, not a threat. It emphasized diversity and non-discrimination and meaningful participation of communities as guiding principles, and specific actions to tackle inequality and discrimination in each of the 7 domains of the Call to Action. For example, the area of Rights at the Core of Sustainable Development, specifically calls for:

- Ensuring human rights principles inform the implementation of the 2030 Agenda, empowering people and creating avenues for civil society participation as well as taking human rights-sensitive, non-discriminatory approaches to data collection, monitoring and reporting...[as the] surest way to bring the benefits of the ambitious and far-reaching agenda to all, to leave no one behind. Continue our efforts to help design policies that support the most vulnerable and/or excluded groups, recognizing and responding to multiple and intersecting deprivations and sources of discrimination that limit opportunities and make it harder to escape poverty, live with dignity and enjoy human rights on a healthy planet.

The Secretary-General’s [Common Agenda](#), launched in 2021, identifies destabilizing inequalities as a critical threat which need to be tackled. A vibrant social contract is a critical element in ensuring that no one is left behind. To achieve a renewed social contract anchored in human rights measures to address discrimination, protect human rights and ensure that people can meet their basic needs must be adopted.

The UN Sustainable Development Cooperation Framework (Cooperation Framework) sits at the centre of the repositioned UN development system. The Cooperation Framework is nationally owned, and anchored in national development priorities, the 2030 Agenda and the principles of the UN Charter. It outlines the UN development system’s contributions sought by national stakeholders to reach the SDGs in an integrated manner with a commitment to leave no one behind, human rights and other international

standards and obligations. It represents a commitment to the people in a country, particularly the most marginalized and vulnerable and is expected to ensure people's meaningful participation in development. Attention to groups left behind and addressing inequalities is a central element of the successful economic transformations required in most countries to achieve sustainable development.

The guiding principles of the UNSDG Internal Guidance on the Cooperation Framework include leaving no one behind, the human rights-based approach and gender equality and women's empowerment. The Guiding Principles should be applied in a holistic manner, not as add-on modules. These principles are integrated throughout all stages, they guide process as well as content. Part III of the present Guide provides further guidance on how LNOB can be integrated into CCAs and Cooperation Frameworks. This Guide should be read together with the [UNSDG Guidance Note on Human Rights for Resident Coordinators and UN Country Teams](#) and the [UNSDG Common Minimum Standards for Multi-Stakeholder Engagement in the UNDAF](#).

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 of the present guide suggests how LNOB should be integrated into these practices.

As underscored in the Secretary-General's Policy Brief, [Human Rights and COVID-19: We Are All in This Together](#), COVID-19 has had a disproportionate impact on people in settings that increase their vulnerability. The Secretary-General's Policy Brief and the [UN Framework for the Immediate Socio-economic Response to COVID-19 \(SERP\)](#) contain key recommendations for ensuring a particular focus on the groups and people at risk of being left behind.<sup>6</sup> The steps outlined in this Guide will help UNCTs to ensure that the COVID-19 response and recovery adequately address the commitment to leave no one behind as required by the UN Framework and other COVID-related policies.

## **LNOB in Humanitarian Action**

LNOB is particularly relevant when conflict erupts or disaster strikes, when affected people often need protection from violence, exploitation, abuse and the elements, and protection of their dignity and human rights. Protection is enshrined in the principle of humanity and an objective of humanitarian action; it therefore informs all aspects of humanitarian response. For humanitarian actors, protection is about advocating for and supporting full respect for the rights of the individual in accordance with international human rights, humanitarian and refugee law.

At the World Humanitarian Summit in 2016, Member States, UN entities, non-governmental organizations, multilateral development banks and other relevant actors demonstrated support for the transformations called for in the [Secretary-General's Agenda for Humanity](#), which outlined concrete steps to advance the pledge to LNOB in crisis contexts.<sup>7</sup> (Refer Part III / 3 for further guidance on operationalising LNOB in the context of joined-up humanitarian development planning)

Humanitarian organizations may offer to provide assistance and protection to those affected by humanitarian crises. This may include activities such as promoting the population's rights and encouraging

primary duty-bearers to meet their obligations, or directly assisting the affected population. Hence, protection is the foundation of all humanitarian work. The purpose of humanitarian action is to protect life, alleviate suffering and ensure respect for the rights and dignity of human beings, as set out in the principle of humanity. This expectation is reflected in the [IASC Principals Statement on the Centrality of Protection in Humanitarian Action](#) that stresses that protection is a shared, humanitarian system-wide responsibility. How to translate this into practice is further elaborated in the [Inter Agency Standing Committee's Protection Policy](#).

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 <b>programming tool</b> 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 <b>guiding principle</b> 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 <b>legal obligation</b> 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 <b>political commitment</b> that states 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 <b>disaggregated data</b> 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 <b>Non-Discrimination</b> and <b>Equality</b> 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 “ <b>right holders</b> ” to claim their rights and empower them as active partners in development, ensure their voice in the process; and mobilize, etc.	Methodology of HRBA brings to LNOB a focus on rights, empowerment, meaningful participation and capacity development.
HRBA also focuses on capacity development of “ <b>duty-bearers</b> ” to meet their obligations.	
Under both, free, active and meaningful <b>participation</b> 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.	

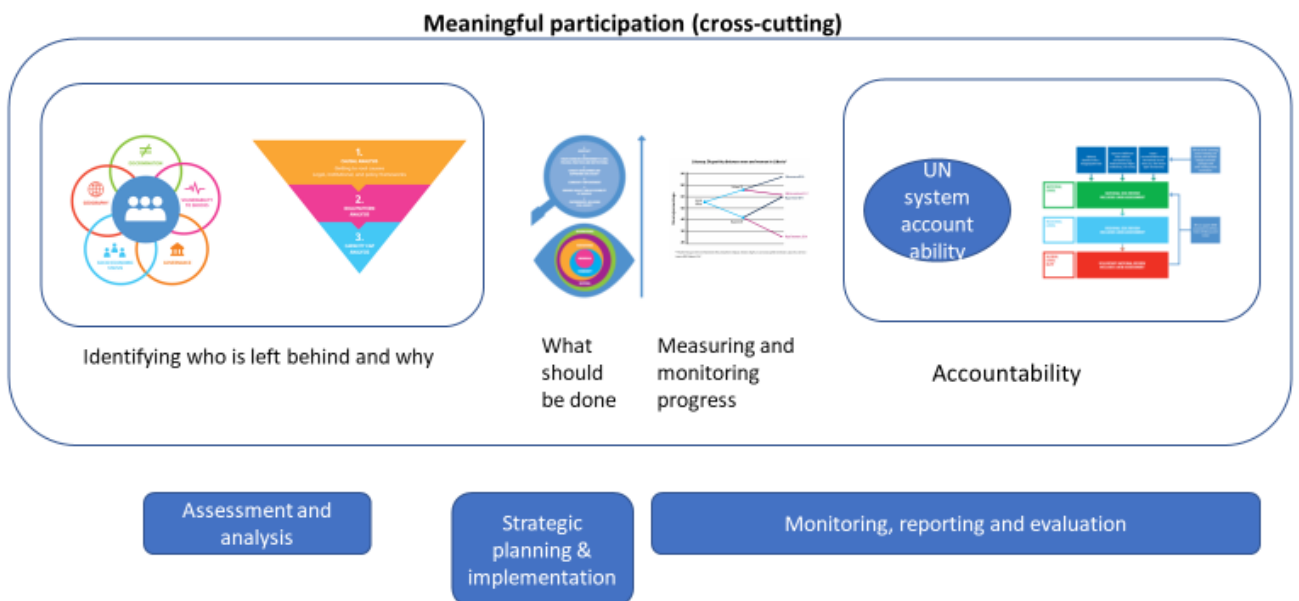
## PART II: OPERATIONALIZING LNOB

*“Afro-descendant 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-descendant 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, also bearing in mind the need to apply a gender perspective throughout. The guidance is applicable to the diversity of planning and programming contexts that the UN System leads or supports. 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

### OVERVIEW: KEY ASPECTS OF LNOB STEPS



## 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 the human rights-based approach and gender considerations).
- ✓ Include and analyse data and information from a range of sources, including from national statistical offices, national human rights institutions, international human rights mechanisms, ILO supervisory bodies, civil society organizations, particularly organizations of marginalized communities as well as women's organizations, and/or community-level data, citizen science initiatives and scientific journals.
- ✓ Seek feedback and input from diverse stakeholders, including groups and populations left behind, throughout the process, from initial gathering of data to review and analysis.
- ✓ Identify data gaps.
- ✓ Complement existing data where needed, to further understand which subpopulations may be left behind, and which ones are furthest behind, using participatory approaches to gathering 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.
- ✓ Triangulate the data from the above sources through a consultative analytical process to develop a common understanding across the UN at country level that takes into account the voices and experiences of communities together with other data sources.

### A framework for gathering the evidence

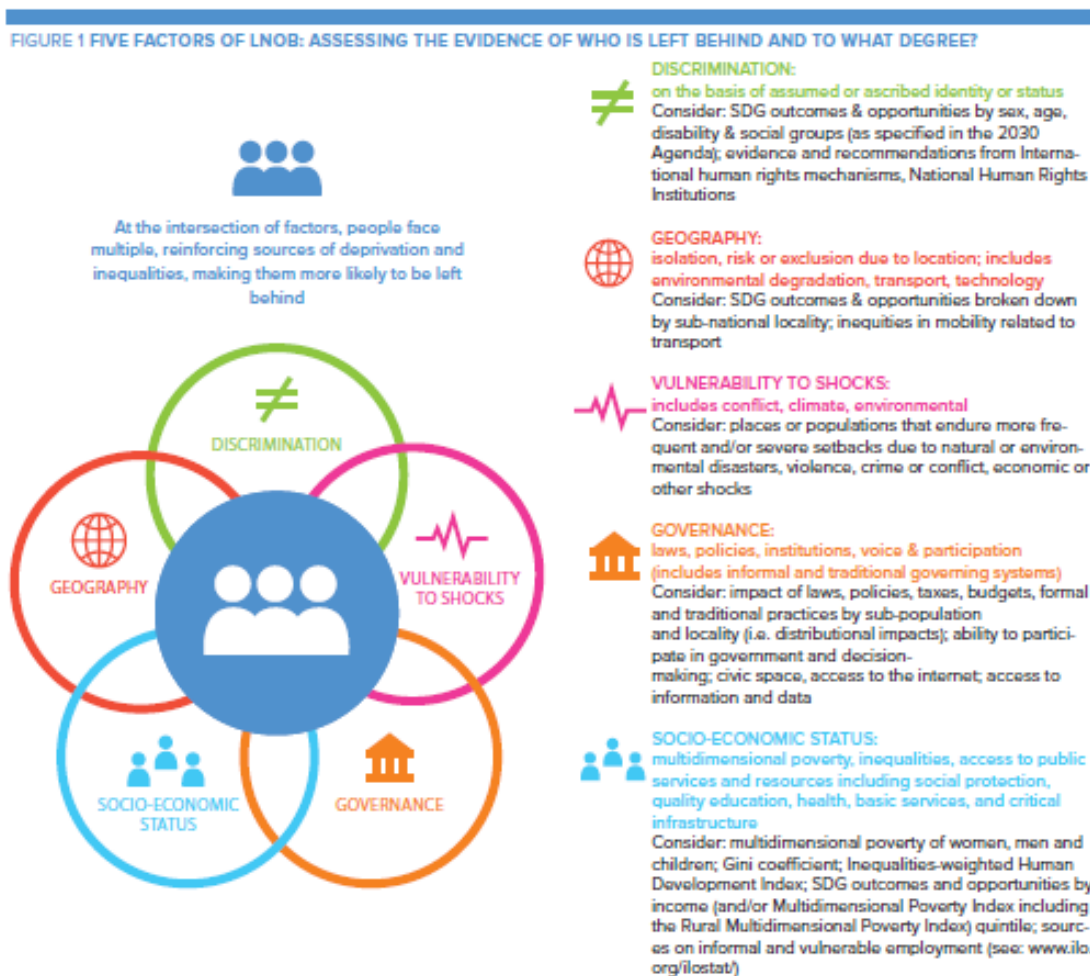
To start a holistic assessment on who is being left behind and why, UNCTs and Humanitarian Country Teams (HCTs) may use the framework in Figure 1. Figure 1 shows five factors that constitute central driving forces behind exclusionary processes. It will be important to examine evidence from all five areas 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. 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. For example, Humanitarian Needs Overviews (HNOs) and Humanitarian Response Plans (HRP) provide data and analysis on population groups and geographic areas of people being left behind as well as vulnerabilities and drivers of humanitarian need.<sup>8</sup>

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*?**

**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, how and to what degree.





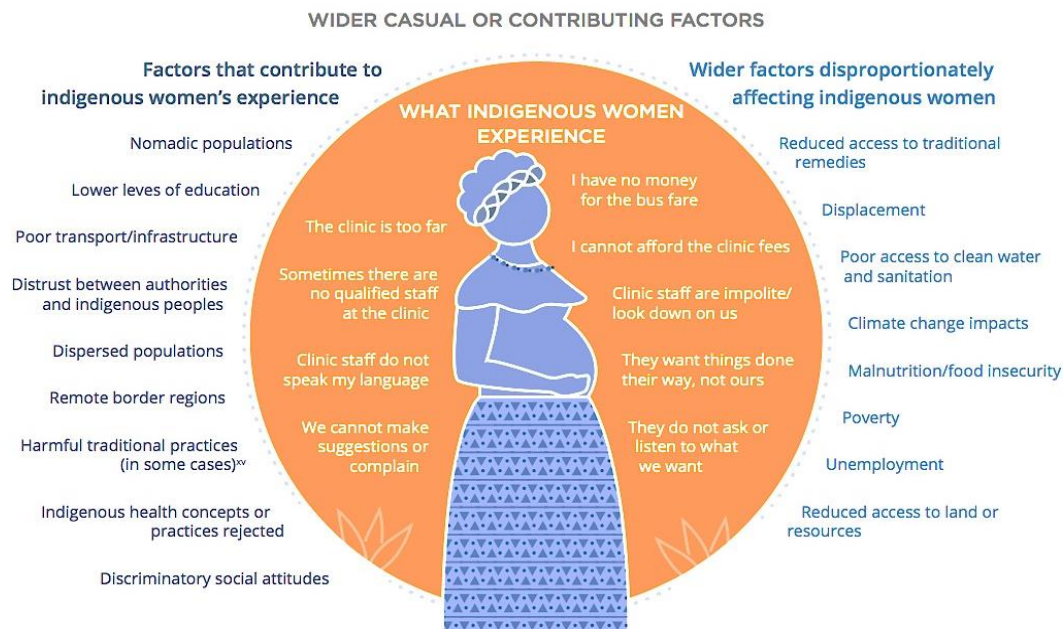
Source: adapted from UNDP [“What does it mean to leave no one behind?”](#) (2018)<sup>9</sup>

### 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.

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. 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.

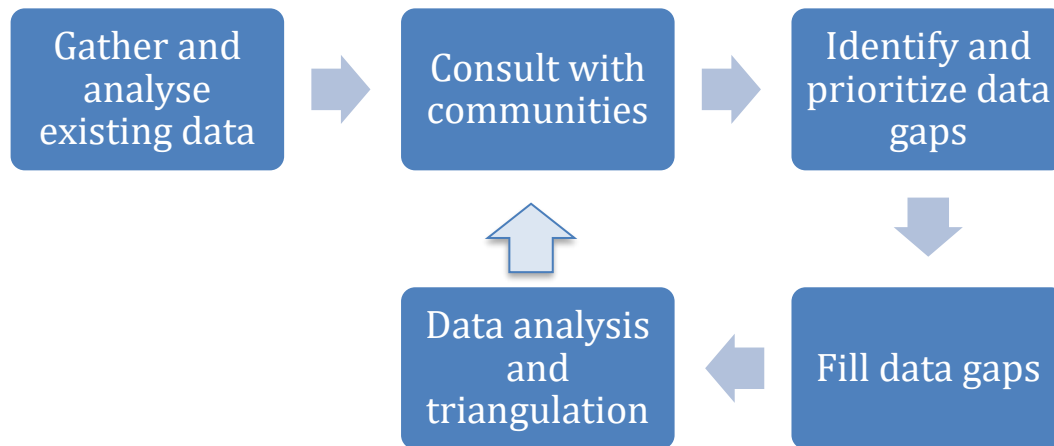
**Figure 2: Wider causal and contributing factors contributing to indigenous women having worse maternal health outcomes**



Source: UNFPA, UNICEF and UN Women (2018) [Fact Sheet: Indigenous Women’s Maternal Health and Maternal Mortality](#)

### 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.<sup>10</sup>



#### **Gather and analyse existing data:**

UN offices, working on UN-led analysis or in support of government efforts, will need to **systematically compile all available disaggregated data and other relevant quantitative and qualitative data, including trend analysis where possible.**<sup>11</sup> 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.**

#### **Relevant data sources include data and information from:**

- National statistical offices (e.g., data from census, standard national surveys, Demographic Health Surveys (DHS), labour force surveys (LFS), Multiple Indicator Cluster Surveys (MICS), Household Surveys (HHS), victimization surveys, household consumption, administrative and registration systems)<sup>12</sup>, other government sources;
- Organizations of groups and populations in vulnerable or marginalized situations, organizations working with them, and local advocates and communities' own data<sup>13</sup>
- Representative organisations of employers and workers at national, regional, sectoral and international levels
- National human rights institutions
- International organizations, including local UN agencies and the international human rights mechanisms<sup>14</sup> (state party reports, NHRI reports and civil society reports; conclusions and recommendations from international and regional human rights mechanisms including UPR<sup>15</sup>, treaty bodies, special procedures; and the comments and recommendations of ILO supervisory bodies<sup>16</sup>)
- Participatory assessments undertaken in emergency contexts<sup>17</sup>
- Academic institutions and think tanks
- Big data
- Citizen science initiatives
- Geospatial data

- Where available, the analysis can also draw upon the HNO to get information on the disaggregated populations in need as well as underlying and structural factors affecting the lives and livelihoods of all people, causes and drivers of crises and vulnerability.

When using available data, particularly data sets that are several years old, UNCTs should take into account recent developments that may have exacerbated inequalities or created new groups likely to be left behind, such as COVID-19. Additional information collected as part of the COVID-19 socio-economic impact assessments, mappings and related data collection (including under the 10 human rights indicators included in Annex 1 of the [UN Framework for Immediate Socio-Economic Response to COVID-19](#)) should also be factored into the broader analysis.

**Box: Information from human rights mechanisms:**

The outputs of HR mechanisms provide an important and authoritative source on the groups most discriminated against, on the distributional impacts of policies and programmes and on root causes. This can provide an important basis for highlighting gaps and corresponding obligations.

- Recommendations and Concluding Observations from international human rights mechanisms, accessible at the [Universal Human Rights Index](#), and comments and recommendations of the ILO supervisory bodies, accessible at [NORMLEX](#), should be used in any LNOB analysis. The [Universal Human Rights Index](#) gives easy access to recommendations of international human rights mechanisms per country. The recommendations from the human rights mechanisms can help identify groups who may be at risk of being left behind and facilitate measuring progress on [SDG implementation](#) and reporting on progress made. UHRI allows for searching through recommendations by SDGs and SDG targets, specific groups and themes, customizing each search to the needs of the user. UNCTs can also access full copies of relevant reports for their countries from the [OHCHR webpage](#) (human rights by country).
- Regional human rights mechanisms, such as European Commission/Court of Human Rights, Inter-American Commission/Court of Human Rights and the African Commission/Court on Human and Peoples' Rights may also provide valuable information.

**Consultation with communities:**

Consultation is a critical element in ensuring voices and experiences of communities are taken into account as part of the overall package of data available and in the analysis, especially where data is poor and scarce.

Meaningful participation of people must be ensured in the data collection and analysis processes. This should be done by providing accessible, safe and trusted spaces, including by using community data, and by engaging with community groups, organizations and associations that include, represent and are led by people at risk of being left behind, field-level practitioners, 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 tools.) Refer also to the section on meaningful participation in this Guide and to [UNSDG Common Minimum Standards for Multi-Stakeholder Partnerships in the UNDAF](#).

### **Identify and prioritize data gaps:**

After reviewing the available data, and having engaged with communities, it is vital to **identify and prioritize the gaps in data**, capacities and processes that must be supported, resourced and enabled in order to make visible all areas of discrimination and inequalities and to monitor LNOB-relevant targets across the SDGs. An analysis of the key causes of data gaps should form part of the analytical process – i.e. capacity gaps, political and security issues and social norms. 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. **Key questions are: what do we not know, whom do we have no information on and why?**

Data will help to identify who is left behind only to the degree that it is **inclusive and disaggregated**. Challenges with data, particularly national statistics, can include:

- **Limitations of data collection instruments** that are often designed to assess national outcomes; limitations in sampling methodologies (e.g. due to cost considerations) prevent extensive subgroup analysis and multilevel disaggregation.
- **The lack of disaggregated data** (e.g. for population groups and at subnational levels)
- **Omission in national statistics of marginalized or hard to reach groups**, including those that are not recognised, invisible or criminalised.
- **Poor quality of data and timeliness**
- Flaws in the concepts, definitions, classifications and methodological procedures for data collection despite the existence of international standards<sup>18</sup>

### **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. While human rights are universal and inalienable, legal identity<sup>19</sup> 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.<sup>20</sup> Without a legal identity, a person is at greater risk of exclusion and marginalization, and less likely to access higher education, health care, formal employment or open a bank account. Minority groups, refugees, asylum seekers, many migrants, internally displaced persons, stateless persons, women and girls, persons with disabilities, as well as children are among those at heightened risk of being left behind because of lack of legal identity. The vulnerabilities of people excluded from civil registration systems are compounded by the gap in data required to develop measures to address the vulnerabilities. It is critical to bear these gaps in mind when assessing who is left behind (and when designing programmes).

### **Identifying the experiences of displaced persons**

The [International Recommendations on IDP Statistics](#) (IRIS) outline **an internationally-agreed framework** for countries and international organisations to improve the production, coordination, and dissemination of high-quality official statistics on internally displaced persons that are consistent over time and comparable between regions and countries.

### **Household surveys**

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 disability. Although vital, existing tools (such as the HBS<sup>21</sup>) are and will likely remain insufficient to capture the range of people and communities being left behind.<sup>22, 23</sup> In some cases, national institutions may have administrative data that can be disaggregated and analysed to shed further light on inequalities and their causes. Despite these limitations, household-survey based data can provide important information. It should be analysed and used bearing in mind these caveats and complemented by other data.

### **Fill data gaps**

To learn who, where and why people get left behind countries will need to invest in more and better quantitative data, while also expanding investment in new **complementary qualitative data**. Primary research can provide crucial insights about, *inter alia*, gendered impacts, intersecting discriminations, geographic differences and overlooked resilience or vulnerabilities. People-driven data and information, in which the evidence is generated directly by the people being left behind, is critical. UNCTs can play an important role in advocating for and supporting the collection, analysis and use of diverse data through capacity building for evidence-informed development decision-making that leaves no one behind.

### **Complementing existing data with additional information from communities**

The examples below are provided to help the UNCTs to think through possible approaches to complementing existing data in order to better understand who is being left behind. The approach taken by the UNCT should be determined by the time and resources available and the specific data needs. Some UNCTs may find themselves in a situation where they have only a very short time to ascertain who is being left behind in a new or evolving context (e.g., COVID-19). In cases such as these, the UNCT may undertake stakeholder consultations or other methods to gather information to feed into immediate processes, while longer term planning is underway for more robust or comprehensive data collection. Data collection should evolve into a real partnership and ownership of data and processes by communities. When engaging in data collection through community consultation, UNCTs have a responsibility to ensure ethical considerations and a rights-based approach are applied.

### **Turkmenistan**

<b>Data needs and research focus</b>	<b>Approach</b>	<b>Resources and timeline</b>
Strengthen/supplement data available on groups left behind to inform the CCA/CF.  Official data in Turkmenistan (e.g. MICS) did not have sufficient level of disaggregation.	<p><b>Collection of micro-narrative data:</b> UNCT conducted interviews and FGDs in regions and remote areas with members of groups identified through the desk review.</p> <p><b>Partners:</b> The UNCT partnered with civil society, and engaged young SDG Ambassadors including in identifying participants for the consultations based on clear criteria.</p> <p><b>Number of persons/groups consulted:</b></p>	<p>Micro-narrative data collection was designed by the RCO in close collaboration with the UNCT and PSG.</p> <p>Time frame for data collection and analysis:</p>

<p>Through desk review of available data, including review of the recommendations from the human rights mechanisms, the UNCT identified a number of groups where additional information was required, namely: women and girls, specifically rural women and single mothers; youth, specifically the unemployed and students graduated from universities abroad ; persons and specifically children with disabilities; migrant workers and their families; and children living in families at risk.</p>	<p><b>Groups:</b> elderly, unemployed, single and unemployed women, youth, parents of school children, people with disabilities, women farmers, parents of children with disabilities  <b>Number:</b> 293 (175 women, 118 men)</p> <p><b>Methodology:</b> The UNCT, in consultation with the PSG, developed survey tools with open-ended questions to collect micro-narrative data on key areas covered under the SDGs (using the 5 Ps as the structure). The UNCT ensured a mix of data and communications skills in the data collection teams. Participation was voluntary and the UNCT did not record any personal data.</p> <p>Micro-narrative data was then triangulated with other information during the CCA process to verify and supplement data from national sources and international reports. The initiative enabled the UNCT to more clearly identify groups left behind and causal factors. The CCA elaborates the interplay of factors that contribute to inequality, risk factors and exclusion patterns and discrimination. Quotes from the consultations are included throughout the CCA.</p>	<p>August - September 2019</p> <p>Financial resources: Internal UN for trips of UN staff</p>
<p><b>Lessons and tips:</b></p> <ul style="list-style-type: none"> <li>• In engaging with national and local authorities the UNCT emphasized that the process contributes towards the implementation of the 2030 Agenda and the country's normative commitments, and ensured close inter-linkages with the national development plan and programmes.</li> <li>• The UNCT plans to repeat this process in the coming years, recognizing its value not only in enhancing data and programming, but also in establishing direct relationships with key constituencies in the efforts to achieve the 2030 Agenda.</li> </ul>		

## North Macedonia

Data needs and research focus	Approach	Resources and timeline
<p>Strengthen/supplement data available on groups left behind to inform the CCA/CF.</p> <p>Desk review (national data, and data from the UN and local think tanks), and several workshops</p>	<p><b>Ethnographic research</b></p> <p>Qualitative research was carried out on the whole territory of Republic of North Macedonia on a representative sample of 1,096 respondents (key informants). The chosen sample ensured geographical representation and approximate representation by gender and ethnicity to the extent possible.</p>	<p>UNDP Georgia supported development of questionnaire, use of the Sensemaker tool and data analysis.</p>

<p>with UN teams and local experts helped to identify groups for additional focus and research questions. UNCT decided to focus on understanding the drivers behind people leaving the country.</p> <p>UNCT primary research focus: why people leave, both push and pull factors. Secondary research focus: priority development issues to be addressed (respondents' own views).</p>	<p><b>Number of persons/groups consulted:</b> 1,096 people</p> <p><b>Methodology:</b> A semi structured questionnaire was developed, consisting of so-called triad questions and both open and closed questions. The questionnaire was structured around the story of someone known to the respondent who had left the country to ascertain the development challenges faced that motivated the person to leave. The interview included follow up questions to explore the respondents' own priorities for sustainable development.</p> <p>Sampling of groups thought to be left behind included persons with disabilities, rural/urban; unemployed. Ethnicity was also included as a variable as some ethnic groups appear to be further left behind (ex. Roma women). While government data is not disaggregated by ethnicity, other research has shown differential development outcomes for different ethnic groups.</p> <p><b>Partners:</b> UNCT partnered with a local university with experience in ethnographic research and several think tanks. Outreach interviews were conducted by students from the university.</p> <p><b>Tools:</b> <a href="#">Sensemaker</a> tool used to record data through online and in-person engagement. This software enables web and mobile narrative data collection, aggregation, analytics and reporting of data, and integrates decision support, research, monitoring and knowledge management.</p>	<p>A 1-day research design workshop, online training and logistics meeting with the data collectors to introduce the narrative research, the data collection software and to test and finalise the data collection instrument.</p> <p>Data collection period: 2 months</p> <p>Financial resources: 15,000</p> <p>Relevant guidance/tools used: Sensemaker</p>
<p><b>Outcomes, lessons and tips:</b></p> <ul style="list-style-type: none"> <li>• The data challenged the hypothesis that the persons leaving were more skilled labourers (i.e. brain drain), revealing that a need for a basic income caused by lack of labour skills and lack of employment opportunities in rural areas is a major driver for people leaving the country.</li> <li>• LNOB Guide 5 factor framework helped UN to understand how to identify groups left behind through data analysis.</li> <li>• Data collected increased the UN's understanding of the needs of groups left behind and helped the UN to prioritize the groups that are the furthest behind and areas for intervention to better address the structural barriers that are causing them to be left behind.</li> </ul>		

**Nepal**

Data needs and research focus	Approach	Resources and timeline
<p>At the onset of the COVID-19 pandemic, the UNCT sought to understand how the pandemic and response was impacting on vulnerable and marginalized groups, to inform the UN's socio-economic response plan and upcoming CCA.</p>	<p><b>Broad community consultation</b>            UNCT undertook inclusive consultations with 35 different groups identified by the UNCT based on groups already known to be left behind and others suspected to be newly impacted by COVID. The 35 groups covered various segments of the population (e.g. women, gender and sexual minorities, indigenous peoples, Dalits, ex-bonded labourers, religious and ethnic minorities, persons with disabilities); and constituency groups (e.g. civil society, teachers, private sector). Consultations were also held with federal government agencies, all seven provincial governments and local governments institutions.</p> <p><b>Number of persons consulted:</b> 1,200 (Excluding the government agencies)</p> <p><b>Methodology:</b> UNCT entities took the lead on consulting with one or more groups, based on relevance to their mandates. Standardized question templates were developed. Consultation questions focused on challenges faced and ideas/suggestions for addressing these. Consultations were conducted online. Some communities received top up cards for smart phones to help bridge the digital divide.</p> <p>Analysis of the data from the consultations identified key challenges faced and structural drivers of inequality and exclusion, which formed the basis of the SERP. Quotes from persons consulted are used throughout.</p>	<p>Expert consultant with human-rights and political economy background to facilitate the process and support UNCT analysis of results.</p> <p>Strong RC leadership and UNCT engagement.</p> <p>Data collection: 3 months</p>
<p><b>Outcomes, lessons and tips:</b></p> <ul style="list-style-type: none"> <li>• Engagement of the UNCT in the consultation process facilitated ownership of the findings and enabled the work to progress at a faster rate.</li> <li>• LNOB analysis can be costly and time-consuming in countries where there is a lot of data. Ensuring an empowering and inclusive consultation and programme planning process is an important part of operationalizing the LNOB principle.</li> </ul>		

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<sup>24</sup> can increase the availability of disaggregated data among target populations. These techniques increasingly supplement more traditional forms of analysis.<sup>25</sup>



**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. UNCTs should take into consideration that some of these platforms may exclude certain groups due to the digital divide, accessibility and other factors such as social norms.

#### **U-Report: Tool for gathering young people’s opinions**

U-report is a social platform created by UNICEF, available via SMS, Facebook and Twitter where young people express their opinion and be positive agent of change in their communities. It works by gathering opinions and information from young people on topics they care about – ranging from employment to discrimination and child marriage. U-Reporters respond to polls, report issues and support child rights. The data and insights are shared back with communities and connected to policy makers who make decisions that affect young people. U-Report is now active in **68 countries**, benefiting over **11 million users** all over the world. Country U-Reports are run by UNICEF and partners on the ground, including local government, non-governmental organizations and young people themselves. U-Report is available via numerous messaging, social media and SMS channels, and even works on a basic mobile phone. It is free, anonymous and easy to use. (Source: <https://www.unicef.org/innovation/U-Report>)

#### **Filling data gaps on persons with disabilities**

To strengthen data on adults and children with disabilities through surveys, census and registration systems it is important to identify persons with disabilities. 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 are tools that have been extensively tested and which produce internationally comparable data on persons with disabilities. These tools use a rights-based approach and locate disability as the interaction between a person’s capabilities (limitation in functioning) and environmental barriers (physical, social, cultural or legislative) that may limit their participation in society.

### **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.<sup>26</sup> 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. and to ensure the collection and use of data 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 (see box below). 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.

Other relevant guidance includes: the UN-wide [Personal Data Protection and Privacy Principles \(2018\)](#) 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.<sup>27</sup> 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.<sup>28</sup>

### 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)

### **Example: Partnerships to improve data on groups left behind**

In 2017, the **Kenya National Commission on Human Rights (KNCHR)** and the **Kenya National Bureau of Statistics (KNBS)** concluded a **Memorandum of Understanding (MoU)** to institutionalize cooperation to implement a human rights-based approach to data. The MoU is anchored on the 2030 Agenda and *Leaving No One Behind*, and includes:

- Collection, disaggregation, analysis and dissemination of data to probe discrimination and ensure no one is left behind; and
- Identification of indicators to measure progress against the 2030 Agenda, drawing on guidance on human rights indicators and a human rights-based approach to data.

Through this partnership to ensure that statistical and human rights work guide Kenya's efforts in implementing the 2030 Agenda in a way that benefits all, KNCHR and KNBS integrated a *Leaving No One Behind* perspective in the 2019 Population and Housing Census.

**Using human rights mechanisms' recommendations to help identify who is left behind:** Drawing upon recommendations made to Kenya by international human rights mechanisms, they 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. Jointly, KNCHR and KNBS identified 28 groups left behind with respect to data generation, including intersex persons, persons with albinism, persons with disabilities, indigenous peoples and stateless persons.

Adopting a human rights-based approach to data, the census questionnaire included questions to specifically count and gather data on marginalised groups, applying principles of participation, self-identification, disaggregation, privacy and transparency. In August 2019, for the first time in Kenya's history, these groups were counted, and data is now available to guide efforts to address discrimination in the implementation of the SDGs and 2030 Agenda.

### **DATA ANALYSIS AND TRIANGULATION**

Data from diverse information sources should be analysed and triangulated so that it feeds into a common synthesis framework. While the specific tools and methodologies used will depend on the types of data available, the UNCT should include a consultative analytical process to develop a common understanding across the UN at country level, that benefits from cross-fertilization and draws from multidisciplinary expertise.

The whole process should take into account the voices and experiences of communities together with other data sources, both qualitative and quantitative. Communities should be engaged throughout, including in the validation of analytical conclusions.

**An innovative and evidence-based methodology to identify the furthest behind from available DHS and MICS data**

ESCAP has developed a methodology based on the Classification and Regression Tree (CART) analysis, which uncovers from DHS and MICS data how various circumstances intersect to create inequality in access to basic opportunities. The results of this analysis should be triangulated with analysis of other data sources to identify who is being left behind and those groups furthest behind. The CART analysis is a useful tool as part of Step 1, when data from DHS and MICS are available. To determine *why* certain groups appear in the CART analysis as being left behind, a root cause analysis is still critical (Step 2).

The CART analysis identifies the shared circumstances of population groups with the lowest access to 16 basic opportunities (e.g. education, sexual and reproductive health care, clean energy, water and sanitation) or with the highest prevalence of barriers (e.g. violence against women). The data are drawn from the latest available DHS and MICS, with indicators for the opportunities and barriers aligned with the SDG indicator framework. Read the [methodological brief](#) and see examples of [analysis provided to countries](#).

#### **CART analysis: doing more with available datasets**

##### **How does the CART methodology differ from data disaggregation?**

To identify the furthest behind, the CART methodology employs a statistical algorithm which narrows down a combination of all possible data disaggregation splits to the most relevant ones, thus eliminating human bias. For each indicator of basic services, such as access to clean fuels, basic sanitation, etc., the trees directly sort people or households into groups based on (intersecting) shared circumstances and characteristics, such as age, place of residence and level of education. By identifying groups this way, the trees directly reveal disparities in access and point to the groups furthest behind. In Thailand, for example, analysis of the 2019 MICS data revealed that the furthest behind groups in terms of completion of higher education consists of poorer men and poorer men living in rural areas, respectively. This result challenges misconceptions that women faced more barriers in education.

##### **How are UNCTs benefiting from the CART analysis?**

Several governments and RCOs in the Asia-Pacific region are already using the CART analysis in drafting and updating CCAs, planning joint programming and UNSDCF, as well as supporting governments and national statistical offices in their VNR process, and, more recently, in establishing a baseline of the most vulnerable groups in the face of COVID-19.

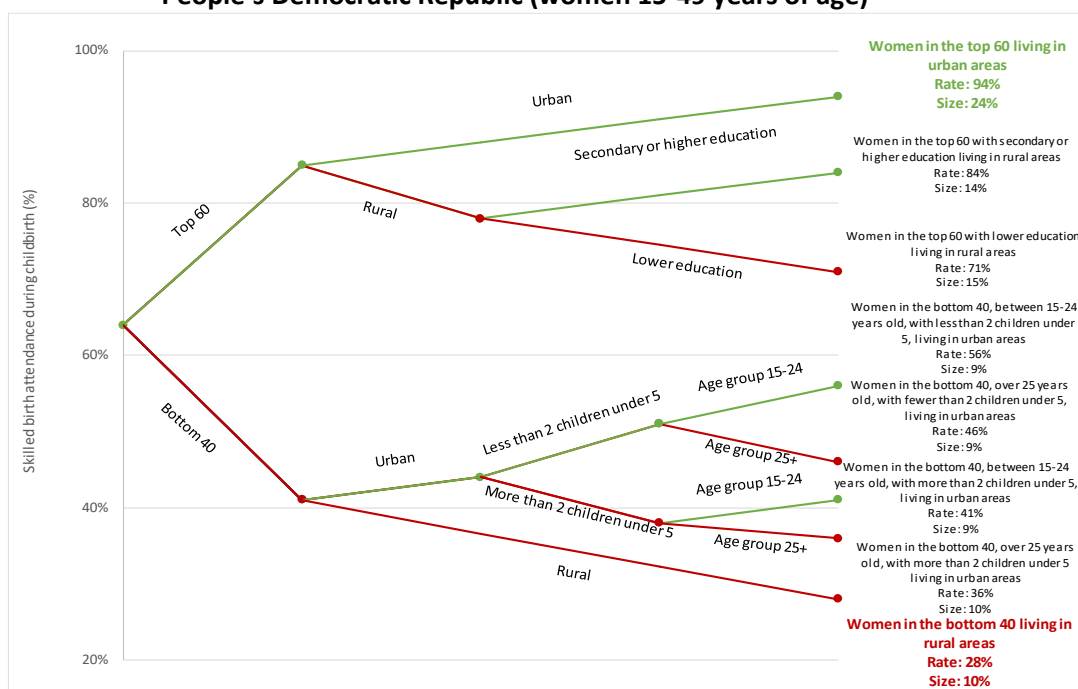
**A CART example:** To illustrate how the classification and regression trees identify the furthest behind groups, the example of access to skilled birth attendance in Lao People’s Democratic Republic is used.

**Indicator (opportunity):** Access to skilled birth attendance in Lao People’s Democratic Republic

**Disaggregating factors (circumstances):**

1. Household wealth (belonging to Bottom 40 or Top 60 per cent of the wealth distribution)
2. Education level (Lower, Secondary or Higher)
3. Number of children aged less than 5
4. Residence (Rural or Urban)
5. Marital status (Single, Currently/Formerly Married or in Union)

**Classification tree highlighting differences in women’s access to skilled birth attendance in Lao People’s Democratic Republic (women 15-49 years of age)**



Source: ESCAP calculations, using data from the 2017 MICS for Lao PDR.

The tree starts at the average access rate for the country, indicating that 64 per cent of Laotian women who gave birth in the past five years had access to skilled birth attendance.

The CART analysis reveals from the data that the furthest behind group in terms of access to skilled birth attendance is women in the bottom 40 group with no education and two or more children under 5 years of age. The gap between the furthest behind and furthest ahead groups is a staggering 66 percentage points. A more detailed description is in Annex 3.

**How can a UNCT obtain the CART analysis?**

The main requirement in producing the CART analysis is a recent DHS or MICS. Beyond the standard analysis, UNCTs can also request deeper in-country analysis, with more indicators or circumstances (e.g. provinces or regions). Results are provided to UNCTs without cost implications through 2023. For

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

- UNSDG [Common Learning Package on HRBA](#) on root cause analysis
- [Guidance for Establishing National Multidimensional Poverty Index \[MPI\]](#)
- UNSDG Cooperation Framework guidance (2017) and Companion Package
- [UN Framework for Immediate Socio-Economic Response to COVID-19](#)
- [Checklist for a Human Rights Based Approach to COVID-19 Socio-Economic Country Responses](#)
- 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 \(2018\)](#)
- [Washington Group Short Set on Functioning \(Questions](#) for adults) and the [Washington Group/UNICEF Survey Module on Child Functioning](#) for children aged 2 to 17 years

\*See also Annexes 1 and 2 for a list of sector-specific tools and methodologies, [including on COVID-19](#).

*"I lost everything in the tsunami, and still years later we don't own 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 costed 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 the ways in which people are left behind. Identify the relevant human rights and international labour standards.
- ✓ Conduct a root cause analysis to identify why people are being left behind and 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 furthest behind, 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/ HCT 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.***

UNCTs will need to dedicate time to ensure a robust discussion of the evidence (including interpretation of data gaps) and analysis of those groups that are furthest behind. The Resident Coordinator’s leadership will be particularly important to ensure that decisions on prioritizations are based on solid analysis based on a coordinated effort where the UNCT collectively agrees, going beyond specific mandates of those entities present, challenging assumptions and presumed risk factors.

#### 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, 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. Recognise and articulate each development challenge as a human right or rights that is unfulfilled or violated and formulate the development challenge with a focus on the group identified in the earlier step as being left behind. This will help identify the concrete claim of rights holders and duties of duty bearers, spelled out in the applicable human rights standards and help guide and shape the analysis.

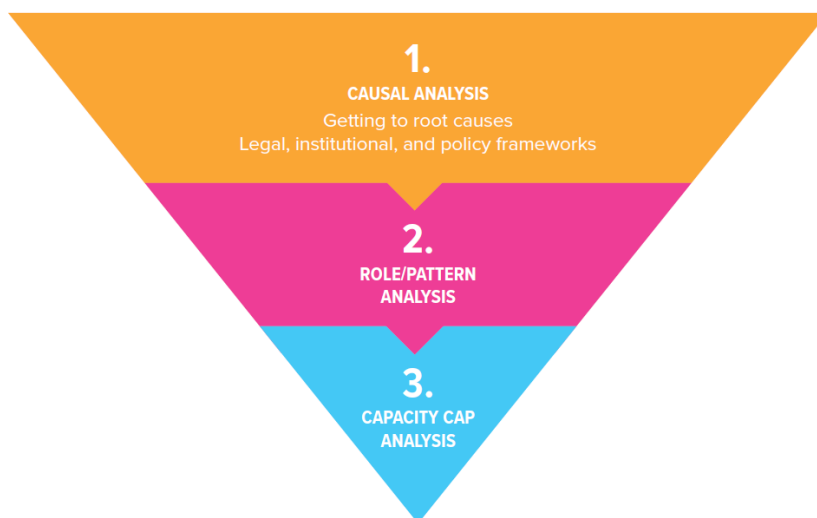
Whether framed in broader terms, or linked to a specific SDG or sector, many of the problems that people left behind face are likely to be manifestations of similar if not the same root causes. Such problems can be distilled from the assessment findings, with consideration of:

- Recommendations from international and regional 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

This step is a critical part of the LNOB and should be carried out through a participatory process involving all members of the UN country team, and with community engagement as relevant. Other analyses carried out in the context of elaborating the CCA, will provide important overall context for identifying root causes, roles and responsibilities and capacity gaps under this step.



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

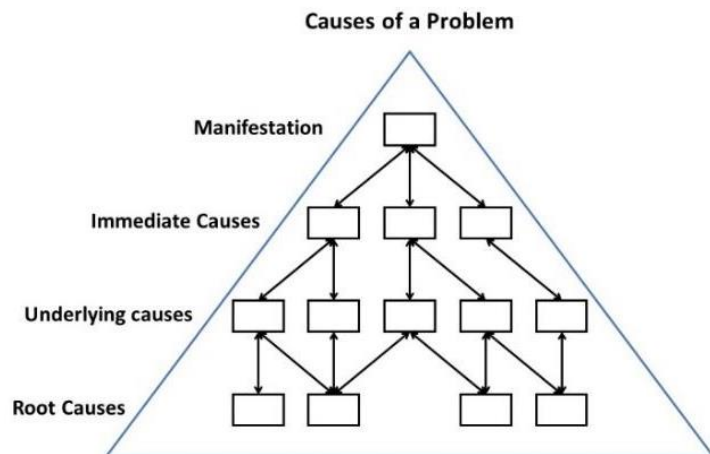


(Source: based on the [UNDG Common Understanding on HRBA \(2003\)](#) and the [UNDG Human Rights-Based Approach to Development Common Learning Package \(2017 edition\)](#))

**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?

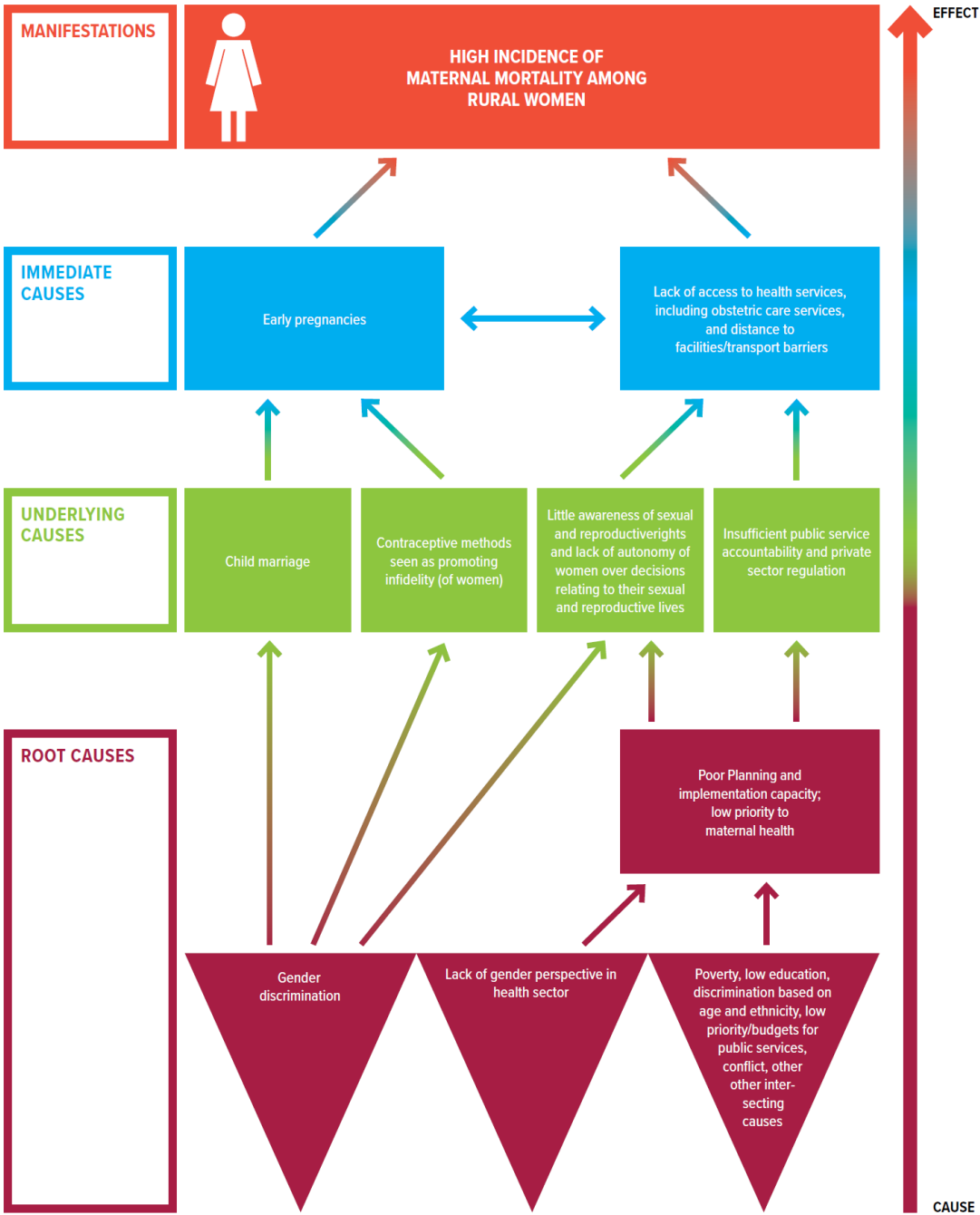
Figure 5. Causal analysis – Problem tree for getting at the root causes for why people are left behind



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, among others, the right to the highest standard of physical and mental health, the right to life, the right to non-discrimination on grounds of gender, the right to privacy, 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.

### **Identifying and addressing root causes of marginalization the Republic of Serbia**

*In a country like Serbia, where the main development agenda is driven by the accession to the EU, the United Nations have a unique and primary role to make sure no one is being left behind and that those who are marginalised or excluded get to enjoy all human rights equally. It is our comparative advantage and it is a shared responsibility of every UN entity to make sure that all our actions reach those least empowered.*

UN Resident Coordinator in Serbia (Ms. Francoise Jacob)

In the context of the COVID-19 response, the UNCT Serbia COVID-19 response was informed by an analysis led by the Human Rights Adviser in the RCO [“THE IMPACT OF COVID-19 on vulnerable groups and groups at risk – causes, outcomes and recommendations” which represents a comprehensive mechanism for addressing the causes of social exclusion of certain groups in the Republic of Serbia](#). The study presents per-group-analysis of the negative consequences of the current epidemic on nine vulnerable groups and groups at risk and identifies immediate, underlying and structural causes the intensifying of which (during the state of emergency and the overall crisis) has led to magnified or new forms of inequalities. The SERP, SEIA, CCA and Cooperation Framework of Serbia now include data and findings related to vulnerable groups and human rights analysis with clear reference to the implications on the democratic and civic space, rule of law and rights of particular groups and human rights dimensions. This is also a result of joint endeavors of the entire UNCT which, under the leadership of the Resident Coordinator, enhanced the rights-based approach and attention to social and economic implications of the current crisis in agency-specific and joint analysis and programming regarding particular groups (such as migrants and refugees, workers in informal settings or older persons) or aspects of relevance for the country (such as social protection, WASH, education, community resilience).

### **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 requires considering whether government (central, regional or local) and/or private sector bears such responsibility. It is also necessary to consider whether rights holders have the capacity to claim their rights (e.g. access to information, meaningful participation, and effective remedies)? Identification of roles should be guided by the rights and obligations established in international human rights law, including international labour standards and 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 comments and recommendations of the ILO supervisory bodies.

Additionally, this role pattern analysis 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.*

<b>Rights Holder:</b> Children with disabilities	<b>Claim:</b> Ensure access to quality pre-primary, primary and secondary education without discrimination	<b>Capacity gaps:</b> Knowledge of their rights to education and of their right to be treated in a non-discriminatory way by teachers and school administrators
<b>Duty-bearer (1):</b> School administration	<b>Obligations:</b> Improve physical accessibility to classroom and toilets, ensure teachers' attendance, ensure accessibility of teaching learning materials.	<b>Capacity gaps:</b> Knowledge of policies and responsibilities and their practical implications; school improvement planning; performance monitoring and evaluation (including on inclusion); available resources
<b>Duty-bearer (2):</b> Provincial Director of Education	<b>Obligations:</b> Carry out regular inspections in public and private schools and address individual complaints	<b>Capacity gaps:</b> Knowledge of policies and responsibilities; monitoring and evaluation (including about learning outcomes); transport and time to undertake inspections; available resources
<b>Duty-bearer (3):</b> Ministry of Education	<b>Obligations:</b> Promote inclusive education laws, policies and plans, inclusive education-sector planning; train teachers; accessible learning materials provision of assistive devices.	<b>Capacity gaps:</b> 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
<b>Duty-bearer (4):</b> Parents	<b>Obligations:</b> Primary responsibility for the upbringing and	<b>Capacity gaps:</b> Knowledge of their role as duty-bearers; knowledge of the duty of the state to render appropriate assistance to parents in the

	development of the child, according to the child's best interests	performance of their child-rearing responsibilities and ensuring development of non-discriminatory institutions, facilities and care
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**Source:** Adapted from United Nations System Staff College

#### Diagnosics 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, information and space 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.

In carrying out a capacity gap analysis UNCTs should consider the broader landscape which may be constraining rights holders and duty bearers, including the political and institutional structure of the country, channels for participation, human rights and access to justice, meaningful participation, access to information etc and transparency and integrity mechanisms (as also captured by the governance and institutional capacity analysis in the CCA). These factors shed light on the capacity of State and non-State actors to implement the SDGs, which also include commitment and security gaps.

## 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 and intersectional 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, limited representation and inclusion of groups left behind within the duty-bearer institutions.
  - 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 2 for sector-specific guidance, including on COVID-19

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/>)

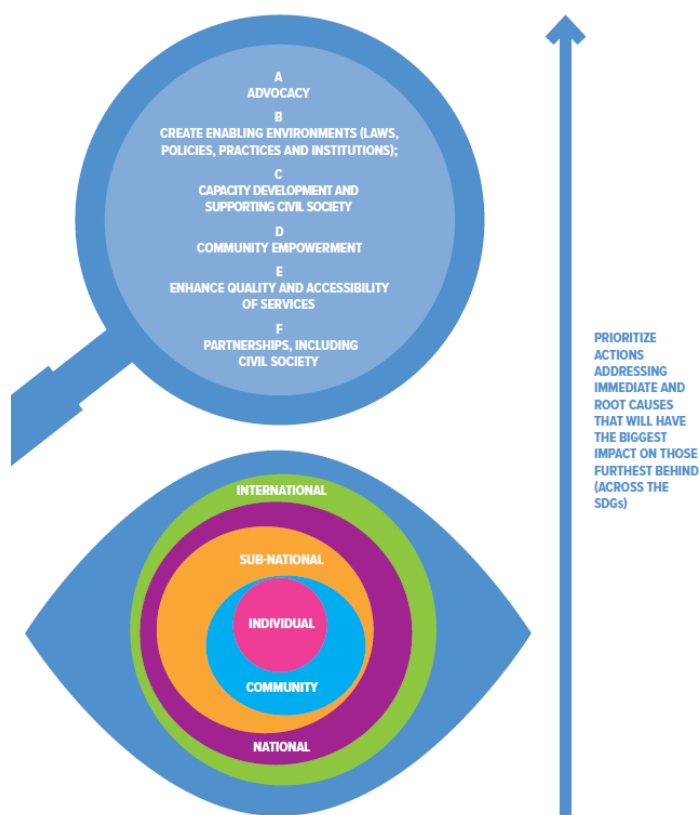
### STEP 3: WHAT? WHAT SHOULD BE DONE?

#### 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.

FIGURE 7 IDENTIFYING ACTIONS TO LEAVE NO ONE BEHIND



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

UNCTs should express the desired changes in terms of improvements to the situation of those left behind, as rights-holders and reducing the absolute deprivation(s), relative disadvantage(s) and discrimination faced by these. The desired changes should be informed by groups left behind and facilitate their empowerment as active agents of the changes sought.



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 and their enjoyment of rights; 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 to remove discriminatory laws or introduce 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.

Given that many of the challenges and obstacles may not be effectively addressed through programming alone, advocacy and other avenues should also be identified and pursued as a collective effort by the UN. As part of this collective effort, action may be undertaken individually by UN agencies, funds and programmes, the Secretariat and the human rights mechanisms.

#### **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 can hinder states abilities to act on and implement in full their international human rights commitments in areas such as gender equality, adolescents’ reproductive health, LGBTQI 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 rights-based policy advice and 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. Supporting governments and other stakeholders to engage with UN human rights mechanisms can create political space to consistently engage on the full range of human rights issues.
- c. 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.
- d. Mapping the political economy<sup>29</sup> to understand the factors and stakeholders necessary to advance the LNOB agenda.
- e. Finding the right mix of interlocutors, champions and allies –within government, civil society and other stakeholders – and empowering them to engage on the issues.
- f. Building strategic partnerships with national human rights institutions, the judiciary, civil society, groups representing communities in the most marginalized situations, traditional and religious, youth and other community leaders, employers’ and workers’ representative organizations, the private sector and the media.
- g. Strengthening civic engagement of formal and informal groups in marginalized situations: strengthening the agency, voice and political participation of marginalized groups, including through using the convening power of the UN and providing resources and safe spaces to

convene. When engaging with civil society, country teams should be mindful of the power structures and inequalities also within and between groups.

- h. Compiling strong data on the situation of groups in the most marginalized situations (including by strategic engagement with national stakeholders), and/or combined with clear messaging from headquarters and/or the regional level on the issue at hand is crucial for the UN country team to take a firm stand.
- i. Utilizing research and evidence demonstrating the compelling economic benefits of reducing inequities<sup>30</sup>.

For further guidance refer to the [UNSDG Guidance Note on Human Rights for Human Rights for Resident Coordinators and UN Country Teams](#)

### **Economic transformation and human rights to leave no one behind**

The promotion and protection of human rights, including economic and social rights, should be a critical part of economic transformation. The integration of the human rights approach into economic analysis, policies and planning can help to reduce inequalities and facilitate more equitable economic development through promoting equality and non-discrimination and avoiding the discriminatory allocation of resources against marginalized groups. Governments also have legal obligations on economic, social and cultural rights and the duty to ensure progressive realisation through maximizing the available resources to invest in rights such as education, health and decent work, which also means avoiding retrogression of these rights. It is therefore important to take account of the legal framework governing public policy making, including information on the ratification of human rights treaties relevant to economic and social rights and reflected in domestic constitutions, laws and regulations.<sup>31</sup>

### **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. Social protection systems should be aligned with international law e.g. international labour standards (ILO) and economic and social rights stipulated in human rights law (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 Oxford University Press.
- [Extending Social Protection to rural populations: Perspectives for a common FAO and ILO approach](#). FOA and ILO. Geneva. 2021
- 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](#)
- [HIV and social protection assessment tool: generating evidence for policy and action on HIV and social protection, UNAIDS.](#)

### Example: Using International Human Rights Mechanisms to help identify actions

UNCTs in Peru and Ecuador supported the visits of the Working Group of Experts on People of African Descent (WGEPAD), carried out in 2020 and 2019 respectively. The UNCTs provided inputs to the agenda/background materials and facilitated contact with key stakeholders including civil society organizations. Both UNCTs are also using the WGEPAD recommendations in their ongoing work:

- **Peru:** the UNCT organized together with the Ombudsman’s office and the Ministry of Culture with WGEPAD initiative the event “Leaving no one behind: Afro-descendants in 2030 Agenda in Peru”. Considering WGEPAD and CERD recommendations, UNCT included afro-descendants as one of the prioritized groups in its **COVID-19 Socio-Economic Response Plan** and is using [WGEPAD recommendations](#) to address the situation of afro-descendants as a group left behind in the CCA, which will then inform the Cooperation Framework.
- **Ecuador:** the UNCT included afro-descendent people in three strategic lines for the implementation of the Cooperation Framework in 2021: joint monitoring of the right to culture, young Afro descendant women participation, and social inclusion. The **UNCT COVID-19 Socio-Economic Response Plan** also included Afro descendants in three specific activities around communication, strengthening the response including local capacities of afro-descendant communities; and conducting a human rights analysis of barriers faced by vulnerable groups including afro-descendants.

In addition to country-specific recommendations the WGEPAD has also developed [Operational Guidelines on inclusion of People of African Descent in the 2030 agenda](#).

### 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 sexual and reproductive health services for the LGBTIQ community, that are free of stigma, tailored to their specific needs and include additional services that they may require including social and legal services.
- **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”.

Programming to leave no one behind should follow the rights-based approach to development and humanitarian action, 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 an indicative list of the broad range of actions at country level that may be required to effectively address the root causes of people being left behind<sup>32</sup>:

A) Advocacy

- Campaigns by discriminated groups and their advocates to shift public narrative, societal perceptions, attitudes (etc.), behaviours, including in and through mainstream media, community leaders and pop culture
- Campaigns to create political and structural change
- National, sub-national and local government-led public awareness campaigns
- Sensitization campaigns by UN actors and their partners

### **Malaysia – collaboration to ensure access to COVID vaccine for groups left behind**

The UNCT has collaborated from the onset with the Government of Malaysia in jointly advocating for Malaysia’s participation in the COVAX facility and in expanding the COVID-19 vaccination efforts to include non-nationals. The UN system jointly supported the development of risk communication and community engagement plans, including crisis communication and reporting on adverse events. The recently released National COVID-19 Immunization Plan (NIP) lays out a three-phase strategy to vaccinate 80% or around 24 million of the adult population by the first quarter of 2022. The Government has announced that the NIP will include both citizens and non-citizens including UNHCR refugee card holders and undocumented persons at no cost. However, the task to vaccinate these vulnerable non-national groups is complex due to entrenched fears of detention and arrests, and accessibility. Led by the RC and with IOM, UNHCR and WHO in the forefront and supported by UNICEF and UNDP, a whole of society approach to the deployment of vaccines to these vulnerable groups and five key areas of collaboration have been formally proposed to both civil society and Government:

- Amnesty for undocumented migrants and asylum seekers
- Mapping of NGOs with vaccination capacity
- Creative registration process
- Mapping location of undocumented migrants, along with refugees
- Key Informant Capacity Building and Risk Communication and Community Engagement (RCCE)

#### **B) Create enabling environments (laws, policies, practices and institutions)**

- Undertake equality assessments to identify laws and policies that may be contributing to the situation of people left behind, particularly the most marginalised.
- Repeal discriminatory provisions in constitution, law, policy (i.e., labour markets, housing, criminal justice etc.), including by amending laws or policies which may be neutral on their face, but have a disparate impact on particular groups
- Adopt comprehensive anti-discrimination laws, and ensure their effective enforcement
- Combat discriminatory social norms and practices
- Promote and support the establishment and/or strengthening of national human rights institutions, including equality bodies at national and regional levels
- Initiatives to end violence, discrimination and exploitation of women, groups subject to discrimination
- Prevention and response to cases of xenophobia, racism and related intolerance
- Quotas and affirmative action policies
- Prevention of and response to cases of reprisals
- Regional and urban planning strategies that focus on inclusion and equitable outcomes
- Human rights-based budgeting (equitable, expenditure tracking)

- Ensure data availability and disaggregation (participatory) and its use in decision-making
- Ensuring safe and accessible spaces for engagement of communities
- Policy markers to ensure intended impact on people left behind
- Legal, policy and institutional guarantees for equal access to justice, including strengthened accountability and redress policies and mechanisms (justice systems, social accountability mechanisms)
- Strengthen economic governance, regulation, accountability and the rule of law in the economic sphere
- Focus efforts on addressing inequalities in income or wealth, as well as other dimensions like health, education, justice, 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 (e.g. through fiscal decentralization measures), based on fiscal space assessments that consider the full range of taxation and expenditures, and other forms of inequalities (eg. discontinue subsidies that promote unsustainable use of natural resources); and ensure that taxation does not create new inequalities
- Provide assistance for tackling illicit outflows and tax evasion
- Law reform and other measures to ensure equal access to land/property and to inclusive governance of resources including natural resources,
- Integrating particular needs and considerations of groups being left behind into the design of universal policies such as health insurance and social protection programmes
- 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/action, 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

C) Capacity development of stakeholders including duty bearers, and supporting civil society

- Supporting civil society organizations representing marginalized groups, building capacity for advocacy as required, and creating space for them to participate in planning, implementation and review processes. More inclusive leadership in civil society organizations can be encouraged
- Support capacity building for collecting data and information (availability, disaggregation, dissemination)
- Support governments to use complementary measures of development to the GDP, such as the human development index, the inclusive wealth index, the Genuine Progress Indicator, the multidimensional poverty index and the inequality-adjusted human development index.
- 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, and support local and indigenous knowledge systems
- Boost capacities and promote compliance with legislation on minimum wage and anti-discrimination

#### **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. Subsequently, ECOSOC, in its June 2020 session, endorsed and launched the UN Legal Identity Agenda, a holistic, birth-to-death model of civil registration, vital statistics and identity management, developed by the UN Legal Identity Agenda Task Force (co-chaired by UNDESA, UNICEF and UNDP) to be implemented in all Member States as a matter of priority. 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.<sup>33</sup> This holistic model and associated advocacy and capacity building efforts can be used by UNCTs to help authorities to strengthen civil registration and vital statistics systems, and legal identity systems. Further steps are envisaged under the Secretary-General's Common Agenda to ensure that everyone is seen and recognized.

#### D) Community empowerment

- Strengthen the agency and relations of the most marginalized people, including between displaced and host communities
- Improve the participation and leadership of marginalized groups in decision-making processes at all levels, including national and local budgeting, local governance, 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), community led accountability mechanisms and participatory evaluation. Where face-to-face consultations are costly, explore cheaper alternatives to collect feedback and input from marginalized groups for example via SMS/phone surveys. Note a single mode of communication may not be accessible to all people, including persons with disabilities.
- 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
- Amend laws and policies to enable the creation, funding and smooth functioning of civil society organizations, without discrimination, with support to groups most left behind as well as community-based organisations.
- Facilitate sharing of knowledge between communities who have relevant experiences

## **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. 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: specialised outreach services for disadvantaged young people who have become distanced from the labour market, reducing barriers to advanced education and labour market participation including due to gender or other forms of discrimination (eg. the provision of childcare services for young mothers wishing to take jobs). See also para 51 of the Common Agenda.

### **E) Enhance quality and accessibility of services**

- Ensure equity in budget allocation
- Ensure gender-responsive budgeting
- Improve the quality and access to basic infrastructure, goods and services – including by removing cost barriers - for disadvantaged populations, including those in remote or less-populated areas, women, girls, persons with disabilities and older persons, and groups subject to discrimination (e.g., use drones to deliver medicines to remote health clinics, community-based health workers)
- Promote widespread access to finance and other productive inputs, including through new tools like digital financial services
- Promote digital inclusion: for example, digital literacy and digital infrastructure to close the digital divide.

***“A new era for social protection systems would be a foundation for peaceful societies and other measures to leave no one behind and eradicate extreme poverty” – Secretary General, Our Common Agenda (para 28)***

### **F) Ensuring social protection reaches those left behind**

- Support assessments and revisions of social protection policies to give particular attention to barriers to access and the needs and rights of groups left behind.
- Consider other policy measures to provide social protection including conditional or unconditional cash transfers, social pensions for the poor, improving access to family planning services, social housing, and increasing investments in urban services or in marginalized areas.<sup>34</sup>

### 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](#).

#### G) Partnerships, including with 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 people, local/national authorities, civil society, private sector
- Strengthen and facilitate the engagement of national human rights institutions in tackling issues related to groups left behind
- Participatory local development planning and monitoring
- Engagement with global, regional and local civil society initiatives aiming to address inequalities
- 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.

### Prioritizing actions

To prioritize actions, go back through 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, ILO supervisory mechanisms and regional 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.

Priority actions need to focus on interventions that are likely to have the greatest impact on root causes for those furthest behind. At times, prioritizing actions that will greatly benefit a small group of people (the furthest behind) over interventions that will reach a larger marginalized group can meet with resistance, including from donors and host governments, especially when there are political sensitivities



attached to prioritizing the furthest behind group. Ways to raise funds and build commitment to reach the furthest behind can include a focus on interventions that address the root causes for the furthest behind group and which also benefit other larger marginalized groups, integrating targeted interventions focusing on the furthest behind group in broader programming efforts, focusing on advocacy and networking to build political will and commitment to LNOB. As isolated initiatives are unlikely to have significant impact, joint and coordinated UNCT commitments to specific groups which rally UN resources, actions and messages towards addressing different dimensions of root causes and capacity gaps are more likely to change the situation for the furthest left behind.

#### **Examples: Using human rights mechanisms recommendations to develop a programme response.**

- 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 the 2011 Universal Periodic Review of Namibia, it was recommended that Namibia “formulate a white paper in accordance with the United Nations Declaration on the Rights of Indigenous Peoples,” that should also take into consideration recommendations from the Committee on the Elimination of Racial Discrimination, the ILO and the African Commission’s Working Group on Indigenous Populations/Communities. Namibia accepted this recommendation, and the white paper was subsequently developed by the Office of the Ombudsman, with support from ILO and the Legal Assistance Centre of Namibia. In 2017 and 2018, with support from the United Nations Department of Economic and Social Affairs, the Office of the Vice President carried out a consultative process with indigenous communities and government offices, ministries and agencies on the draft White Paper. The draft was subsequently amended in consideration of inputs received and validated by both Government and indigenous peoples. The white paper identifies 10 objectives and 59 strategic actions to reach these objectives, that range from recognizing land rights to protecting endangered languages or ensuring food security and sustainable livelihoods. These priority areas were all identified through an extensive consultation process that emphasized the principle of “nothing about us, without us”.

#### **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 Annex 2 for additional practical tools and methodologies on specific sectoral domains, including on COVID-19.

*“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.*

A rights-based M&E Framework requires concrete mechanism of participation and accountability to which rights-holders and duty-bearers are called to contribute: some as information providers and others as independent information interpreters. It also requires ensuring the active and meaningful participation by stakeholders in programme design and implementation, including in decision-making and discussions on trade-offs and in M&E.

##### 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 those focusing on social protection, gender equality, the rights of persons with disabilities, and to engage with national human rights institutions and civil society organisations, 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 (refer to the CEB Framework, which contains a list of key SDG indicators relevant to LNOB), additional indicators will be necessary to obtain a fuller picture. 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 developed 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 domestic 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;<sup>35</sup> removal of discriminatory laws addressed; 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 (this could also be an outcome indicator); 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), such as reducing segregation in education.** 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.**

### **Box on Utilization of Human Rights Indicators to Monitor Impact**

In the human rights review of 109 UNCT SERPs, only 7% indicate that the UNCT is putting in place a data collection strategy that incorporates the COVID-19 human rights indicators. For example, in Moldova and Myanmar, the SERPs integrate the contextually relevant indicators in the SERP monitoring framework. The majority of SERPs (57%), however, do not make any reference to the COVID-19 human rights indicators or to a human rights-based approach to data. It is critical that UNCTs apply a HRBA to their data collection and that they develop a common approach to track the COVID-19 human rights indicators in order to gauge the human rights situation in the country. This can be done by mapping data-

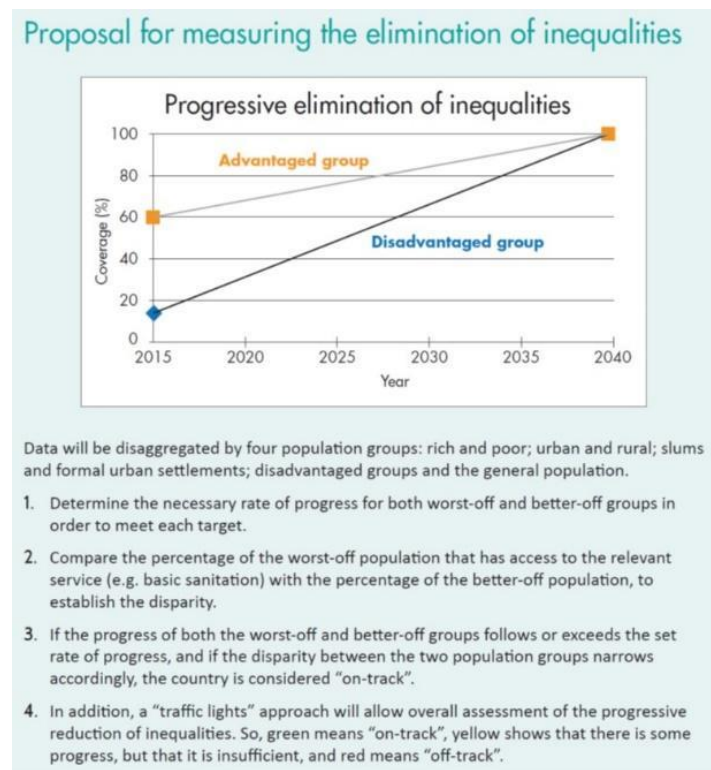
related initiatives of the UNCT and by generating quantitative and qualitative data to populate the COVID-19 human rights indicators.

### 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



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) 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.

## 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 and to provide technical support to strengthen data systems. UNCT Scorecards on youth, gender and disability inclusion each have elements on working with government partners to strengthen data systems (e.g. UNCT Accountability Scorecard on Disability Inclusion Indicator 9; Youth2030 UNCT Scorecard Indicator 14).

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:

- ✓ Ensure accountability for LNOB within the UN System at country level
- ✓ 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

Step 5 focuses on how to ensure that the promise to “leave no one behind” is met, by advancing accountability for LNOB 1) within the UN System itself, and 2) through UN support to governments in their follow-up and review of the SDGs, 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 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 Ensuring accountability of the UN System to the people left behind

The UN System, particularly UN Country Teams, should ensure accountability within the UN System itself for a strong focus on LNOB and reaching the furthest behind first. As emphasized in the UNSDG Cooperation Framework Guidance, UN’s accountability is ultimately to the people we serve. 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 work of the UN country team, 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/Cooperation Frameworks, Humanitarian Country Teams’ Protection policies and Humanitarian Response Plans, COVID-19 Socio-Economic Response and Recovery plans; 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. Ensure that organizational diversity strategies and policies (e.g. age, gender, disability, other) are fully implemented by the UNCT. <sup>36</sup>
  - 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 system-wide strategies on inclusion and related accountability tools**, including the UNCT-SWAP Gender Equality Scorecard, UNCT Accountability Scorecard on Disability Inclusion, the Youth2030 UNCT Scorecard and the [System-Wide Action Plan on the Rights of Indigenous Peoples](#).
  - 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.



- b. The [UN Disability Inclusion Strategy](#) was launched by the Secretary-General in June 2019 and provides the foundation for sustainable and transformative progress on disability inclusion through all pillars of the work of the UN. UNCTs will implement the Strategy, conduct annual self-assessments and report progress against 14 indicators through the [UNCT Accountability Scorecard on Disability inclusion](#), that guide UNCTs in systematic actions across programming and operations. The Strategy highlights the importance of an intersectional approach in the consideration of disability inclusion.
- c. Youth2030, the UN's system-wide strategy for and with youth, launched in 2018, by the Secretary-General, outlines achieving impact for youth, through joint action of the UN, working together with young people. The **Youth2030 UNCT Scorecard**, one of two Scorecards (one for UN Entities, one for UNCTs) is a strategic planning, performance measurement, and accountability tool for joint action by United Nations Country Teams (UNCTs). The 20 indicators, self-reporting tool, is integrated in UNSDG IMS for routine, annual reporting and has a particular emphasis on engaging youth groups left behind.

**UNCT Scorecards under system-wide strategies: useful tools in delivering the LNOB Agenda vis a vis youth, women and girls and persons with disabilities**

The scorecards accompanying UN system-wide strategies on inclusion, for example in relation to gender, disability inclusion and youth, have been found to be useful tools in gaining a deeper understanding of the issues facing those groups and how to address them. Indicators in the Scorecards – which are part of the strategies -- provide useful frameworks for UNCT processes to improve their understanding of who is being left behind, prioritizing what should be done, where to start to address the priorities, and how to measure and monitor progress and advance accountability.

For example, the scorecards include elements around mapping of data (and data gaps) on the focus populations; consultation and partnerships with representative organisations, including in the design of the CCA and Cooperation Framework; visible mainstreaming in the Cooperation Framework; and working with government partners on strengthening data gaps.

Score cards provide a practical road map to UNCTs to identify key entry points for Cooperation Framework processes to ensure these groups are not left behind.

The sharing of UNCT data under the scorecards in formal UN reports submitted to intergovernmental fora also promotes the accountability of the UN system to these constituencies.

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

- a. UNCTs and HCTs should strengthen their work and dialogue directly with communities, as well as convene consultations with civil society, including women's groups, organizations of persons with disabilities (OPDs), youth-led organizations, displaced and stateless persons, minority communities, indigenous peoples, LGBTQI groups, migrants

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](#).
- c. Include indicators on the number/proportion of identified vulnerable/marginalized groups participating in key UNCT processes, e.g. Cooperation Framework development, COVID-19 response and recovery.
- d. Ensure safe premises where communities and groups can meet.
- e. Conduct participatory analysis, particularly with those left furthest behind as identified in the assessment.
- f. The [UN Guidance Note on the Protection and Promotion of Civic Space](#) emphasizes that more strategic and effective civic space action hinges on stepping up work around the "3 Ps": participation of civil society in UN processes; protection of civil society through clear protocols and procedures; and promotion of civic space and participation in national decision-making processes.

#### 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.<sup>37</sup>
- d. Transmit information on specific situations, petitions or complaints to OHCHR and/or the international human rights mechanisms.

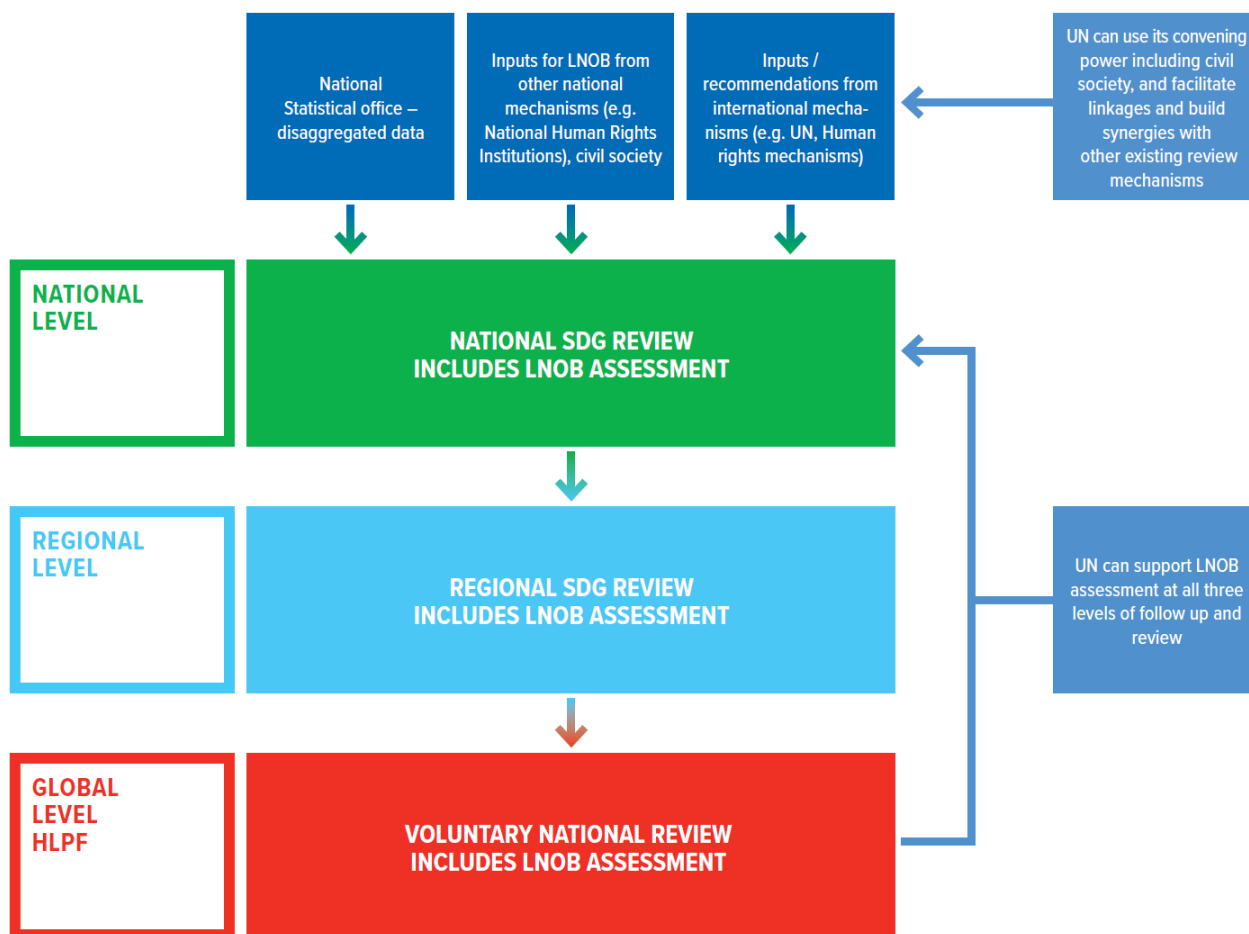
#### 5) Speak with one voice on LNOB

- 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 and HC leadership on these issues.

### 5.2 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



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 Forums on Sustainable Development organized by the Regional Economic Commissions) and global levels (High-Level Political Forum annually under the auspices of ECOSOC and every four years also under the General Assembly).<sup>38</sup> 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, the HLPF Voluntary National Reports and Voluntary Local 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). To this end, the work of the Committee for Development Policy and notably their [on-going analysis of the VNRs](#) can be very useful. Further, the 2021 update of the '[Voluntary common reporting guidelines for voluntary national reviews at the High-level Political Forum on Sustainable Development](#)' of also features strengthened language on participation, inclusiveness, LNOB, accountability, data disaggregation

as well as the role of national human rights institutions, making the guidance an indispensable tool for integrating a LNOB and human rights lens in the VNRs. The updated guidance includes an explicit call for “an analysis of budgetary reallocations with a view to ensure addressing vulnerabilities and sharing experiences on what works in this regard” and encourages VNR presenters to report on how vulnerable groups are being involved in finding solutions in the context of leaving no one behind.

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, so-called NMRFs), 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)<sup>39</sup> and include progress towards the SDGs for those left behind in UNCT/national reporting to human rights mechanisms. The UN can also ensure NMRFs are consulted by SDG coordination structures when reporting to the High-level Political Forum, with a stronger analysis on the groups that are left behind. 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, UNDDCFs, COVID-19 SERPs) 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, organizations of persons with disabilities (OPDs), minority communities, human rights defenders and other groups and associations that represent or 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 capturing only the voices of a small privileged part of the group that is likely not representative of everyone.
6. **Promote the use of indicators to track the engagement of identified vulnerable/marginalized groups in the State’s formulation and implementation of development plans, including COVID-19 policy responses.**
7. **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](#).

## Leveraging the knowledge of NMRFs on groups left behind

A National Mechanism for Reporting and Follow-up (NMRF) is a Government structure with a mandate to coordinate and prepare reports to and engage with the international and regional human rights mechanisms (including treaty bodies, the universal periodic review and special procedures) and coordinate and track national follow-up and implementation of the treaty obligations and recommendations/ decisions emanating from these mechanisms. Because of their knowledge on human rights and their engagement with international mechanisms, NMRFs are well placed to have an overview of those left behind in the country and what international mechanisms have recommended to do to bridge potential gaps. Their experience in reporting can be an added value for SDG coordination structures including on reporting progress and setbacks related to the 2030 agenda. Integrating Human Rights and SDG follow-up processes including integrating Human Rights recommendations into SDG reporting and vice versa, may help States build synergies and reduce reporting burdens. NMRFs may also have great experience in carrying out meaningful consultations with marginalized groups that may benefit the VNR reporting process.

### **Malaysia – Strengthening the LNOB lens of the VNR through process design and advisory inputs**

The UNCT's support to Malaysia's second VNR for the 2021 HLPF was instrumental in designing a participatory and inclusive VNR process. The UNCT under the leadership of the RC co-developed with the Government, a TOR that establishes a multi-stakeholder governance structure i.e. a Steering Committee, Technical Working Committee and thematic Technical Working Groups. Members of these groups include the Malaysia CSO-SDG Alliance, the Malaysia SDG Academic Network and the bipartisan All-Party Parliamentary Group (APPG) on SDGs. The Malaysia SDG Academic Network was formed under the auspices of the UN in Malaysia during the Malaysia SDG Summit in 2019; and the APPG was formed pursuant to dedicated advocacy by the RC with parliamentarians and support from the CSO-SDG Alliance. The UN engages and supports the work of the CSO-SDG Alliance, which has grown to represent more than 300 civil society organisations and is well recognized by Government on matters relating to the SDGs.

Leaving no one behind is front and centre of the work of UN in Malaysia and the Government of Malaysia has adopted this principle including in its Shared Prosperity Vision 2030. The UNCT in support of national development planning, specifically the Twelfth Malaysia Plan, developed a *Leaving No One Behind Policy Brief* that focusses on seven vulnerable groups. **This and a COVID-19 Socioeconomic Impact Assessment that focusses on nine vulnerable groups, provide a strong analytical and evidence base for the UN development system's advisory inputs to the VNR.** The UNCT also developed a human rights and development policy brief; supported the mapping of Malaysia's UPR recommendations to the SDGs towards a more effective implementation and monitoring system of the UPR; and maintains advocacy on enhancing disaggregated data towards more effective implementation of the LNOB agenda, community mapping, and reviews of laws and policies that are affecting vulnerable communities. The visit of the Special Rapporteur on Extreme Poverty and Human Rights in 2019 also significantly impacted the discourse around poverty in the context of an upper-middle income country. Malaysia has since revised and updated its income poverty line.

## **5.3 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, Cooperation Frameworks) 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.
- 5) Support for further strengthening social accountability mechanisms at the local level.
- 6) Ensuring support for civic space and the voice of minority, indigenous, LGBTI and other human rights defenders.

## Diagnostics to ensure accountability to those left behind

- How we can adjust our planning, programming, monitoring and evaluation approaches to be more accountable for progress and ensure an ongoing embedded approach for LNOB, including addressing internal discrimination and inequality?
- Does the UNCT regularly review the effectiveness of participation and accountability mechanisms for feedback from groups 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 including sign language, and formats such as braille and large print) 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 to other forums, including the international human rights system?

### Step 5: Useful tools and resources:

- ✓ [UNCT SWAP Scorecard Technical Guidance](#)
- ✓ UNCT Accountability Scorecard on Disability Inclusion Technical Guidance Notes
- ✓ [Youth 2020 Scorecard for UN Country Teams](#)
- ✓ [UNSDG Common Minimum Standards on Multi-Stakeholder Engagement in the UNDAF](#)
- ✓ [2017 IASC Commitments on Accountability to Affected People and Protection from Sexual Exploitation and Abuse](#)
- ✓ [UN Guidance Note on the Protection and Promotion of Civic Space](#)

*"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.

Partnerships and platforms should be strengthened by ensuring **participatory consultations**, decision-making processes as well as **feedback mechanisms** that promote transparency, inclusiveness, accessibility and consensus, especially including the most marginalized groups and those left behind.

**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. 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.

Common issues seen in consultative processes that can hinder inclusion and participation: Failure to provide translation/interpretation into languages spoken by ethnic minorities or migrant groups; failure to design consultations in a way that accounts for power dynamics between and within different ages and groups; in-accessible venues and formats; costs incurred by participants. Awareness-raising activities must always be sensitive and tailored to the context and target group. For example, engagement of children, adolescents and youth requires awareness-raising through the use of child-friendly and youth-friendly education and learning materials (see Annex 2 for tools) and should be designed to promote the role of young people as agents of change. To be truly inclusive, organizers must consider and address the needs of different groups.

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 an inclusive and diverse workforce and UN staff to build their own capacity and adapt their behaviours.

### **How to ensure meaningful participation of persons with disabilities**

Persons with disabilities are actors of change – a diverse, non-homogenous population possessing unique knowledge and lived experience of disability that others do not.

UNCTs can ensure meaningful participation of persons with disabilities and their representative organizations by 1) ensuring persons with disabilities and their representative organizations are adequately represented in any UNCT consultation relevant to the general population as well as in work related to disability inclusion, and 2) ensuring consultation processes are accessible and inclusive, e.g.



materials provided in accessible formats, physical or online meeting accessibility; sign language interpretation or captioning is provided; and 3) ensuring persons with disabilities and their representative organizations are well informed about the purpose of their engagement.

Refer also to UNSDG [Common Minimum Standards on Multi-Stakeholder Engagement in the UNDAF](#) for additional methods and tool for fostering participatory engagement. The [UN Guidance Note on the Protection and Promotion of Civic Space](#) and the [Guidelines on the right to participate in public affairs](#) are also useful and could be suggested as additional resources for UNCTs, especially in terms of working to ensure governments do more in terms of meaningful participation.

### **Community engagement on LNOB in recovery and peacebuilding in Ukraine**

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.

## 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 there legal, policy or administrative barriers to organizations being able to form associations and operate that may affect their ability to effectively participate? Are the people in the most vulnerable and marginalized situations represented in civil society?
- Are there spaces for effective public participation in the decision-making process?
- How is it ensured that people's view and inputs, including from groups in vulnerable situations, are considered in findings, decision-making, etc.?
- Who is not participating?
- What are some obstacles and incentives for participation? Do groups in marginalized situations have equal access to information, consultation processes and the capacity 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 is required to facilitate participation of persons with disabilities? For example, are consultation spaces (online and in person) accessible? Is information being provided in accessible formats. Ask people with disabilities what accommodations they require and their preferred format for information. Is sign language interpretation required?
- 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?
- 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?

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<sup>40</sup>)

# PART III: INTEGRATING LNOB – PLANNING AND PROGRAMMING PROCESSES

## Integrating LNOB in the context of Common Country Analysis (CCA)/Cooperation Framework

**Key messages**

- The Cooperation Framework’s strong emphasis on the UN’s normative role and on LNOB means that the guiding principles on LNOB, HRBA and gender equality and women’s empowerment are now hardwired into each step of the Cooperation Framework.

The Cooperation Framework Companion Package and Companion Piece on the Guiding Principles provide detailed guidance on the expectations for applying the Guiding Principles throughout the Cooperation Framework process, including ensuring meaningful participation of groups left behind. The below table indicates at what stage the relevant steps from the LNOB Guide should be undertaken and/or directly considered.

As countries integrate their COVID-19 response and recovery plans into regular programming, UNCTs should retain the focus on groups left behind and ensure that appropriate interventions are included to address underlying causes of inequalities in order to build back better.

<b>Roadmap</b>	Ensure meaningful participation including of those left behind in consultations on the draft roadmap.	Review section on meaningful participation.  **Consider availability of expertise and training needs on LNOB, HRBA and GEWE in the UNCT for full application of the Guide.**
<b>CCA</b>	The CCA focuses specific attention on populations left behind, the root causes behind their exclusion and how these interact, and the factors affecting their capacity to claim their rights and benefit from the country’s development gains.	Steps 1-2
<b>Theory of Change</b>	ToC should directly address issues of inequality and discrimination identified in the CCA to construct a model of change that tackles underlying and root	Particularly important to draw from Steps 2 and 3

	causes. It should aim to strengthen the voice and influence of marginalised and vulnerable groups.	
<b>Strategic priorities</b>	LNOB means going beyond just ensuring positive health, education and livelihood outcomes but supporting transformative change in the lives of those left behind so that they are empowered and have the agency to make their own decisions and choices.	Step 3
<b>Outcomes and outputs</b>	Ensure that the most vulnerable and marginalized groups (those furthest behind) are reflected in the outcomes, and that both immediate as well as structural causes such as gender inequality, stigma and discrimination and lack of agency are addressed.	Steps 3 and 4  Outcomes should reflect the analysis of groups furthest behind and build on the prioritization (step 3). UNCTs should avoid referring broadly to “vulnerable groups” even if defined elsewhere in the CF.
<b>Cooperation Framework monitoring, reporting and evaluations</b>	The methodologies for monitoring and learning should be able to tell us whether we are narrowing the gap (disaggregated data) and responding to the issues faced by groups left furthest behind, and whether we are equipped to regularly track progress, and have built in participatory mechanisms and channels for feedback from marginalised groups.  Evaluation should enable UNCTs to assess the extent to which they have conformed with Cooperation Framework Guiding Principles in terms of both process and results.	Steps 4 and 5

Targeting ongoing integration of LNOB across the Cooperation Framework process supports:

- **UN INFO.** Ensure use of the gender equality and human rights markers and the treaty body marker to strengthen the UNCT’s analytics on integration of LNOB considerations. 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 must form an essential element of CCA updates through a review of the latest data and evidence across agencies in relation to critical LNOB issues.
- **CF JSC members.** Ideally the Joint Steering Committee (JSC) has 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. It is critical that the

RC and the UNCT use their convening role to create the space for an inclusive and participatory process that reflects the principles of leaving no one behind and HRBA.

- **CF 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 UN results report.** LNOB should be a cross-cutting dimension at the Cooperation Framework annual reports. The reports can cover LNOB intersectionality issues that span the remit of outcomes and results.

All three inclusion-related scorecards (i.e., gender, disability inclusion, youth) and accompanying technical guidance notes provide further guidance to UNCTs on ensuring attention to these populations in the CCA and Cooperation Framework. 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 Cooperation Framework.

Depending on the country context, the UNCT may decide to create a dedicated group focusing on LNOB that is linked to the wider CF management structures. Identifying the ideal mechanism for LNOB mainstreaming needs to be done following an assessment of country-specific capacity, resources and inter-agency mechanisms to ensure accountability for the implementation of the Guiding Principles.

## 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 the UN Sustainable Development Cooperation Framework and/or 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".<sup>41</sup> Specific efforts for SDG mainstreaming, acceleration and policy support are either programmed directly through UNCT's Cooperation Frameworks, 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<sup>42</sup> to advise governments on SDG roadmaps and development plans.

### **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**

<b>Mainstreaming Areas</b>	
<b>Raising public awareness</b>	<p>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 deprivations and discrimination and/or their advocates to shift perceptions and practices?</p> <p>→ 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.</p>
<b>Applying multi-stakeholder approaches</b>	<p>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 those who are the furthest left behind and/or their trusted representatives?</p> <p>→ See Cross-cutting guidance on integrating meaningful participation throughout all Steps.</p>
<b>Reviewing plans &amp; tailoring SDGs to national and subnational contexts</b>	<p>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?</p> <p>→ See Step 1 on reviewing the evidence, Step 2 assessing the root causes and Step 3 on what should be done.</p>
<b>Creating horizontal policy coherence (breaking the silos)</b>	<p>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 deprivations and discrimination that are leaving people behind?</p>

	→ 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
<b>Creating vertical policy coherence (globalizing the agenda)</b>	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.
<b>Financing &amp; budgeting</b>	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.
<b>Monitoring, reporting &amp; accountability</b>	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).
<b>Assessing risks &amp; fostering adaptability</b>	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.
<b>Acceleration</b>	
<b>Identifying SDG accelerators</b>	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, civil society, workers' and employers' organizations, 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 4 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 5 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 across development, humanitarian and peacebuilding interventions

### Key Messages:

1. Offers a concrete path for humanitarian and development partners to operationalize their shared commitment to reducing risk, vulnerability and humanitarian needs
2. Diverse actors contribute their comparative advantages toward a few strategic integrated responses, prioritized based on the areas of greatest risk and vulnerability over 3-5 years in order to reduce those risks and vulnerabilities
3. Humanitarian and more risk-informed development programmes contributing to integrated responses 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.<sup>1</sup> 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 and achieve the Sustainable Development Goals.

First, it convenes UN and non-UN partners around shared principles of understanding and addressing risk, vulnerability and need, from which a shared understanding of risk and vulnerabilities are derived that inform collective outcomes across development, humanitarian, and peacebuilding interventions. Second, by pooling data and information, it encourages a shared analysis of needs from which a coherent set of priorities across humanitarian, development, human rights and peace actors can be derived.

More coherent and complementary planning and programming aims at delivering against agreed collective outcomes, ideally offering a financing plan to invest resources to programmes that contribute to those collective outcomes.

By linking development and humanitarian actors to shared objectives and time horizons, Collective Outcomes offer all relevant stakeholders in a country 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 while ensuring that thematic outcomes ensure that No one is left behind. Risk-informed sustainable development can focus on areas and populations most vulnerable to crises and help to frame programme strategies, such that

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<sup>1</sup> See [New Way of Working, OCHA](#) (2017).

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

Humanitarian and development communities have gathered best practice in the implementation of collective outcomes and closer humanitarian, development and peace collaboration and have included it in their respective guidance document. The IASC<sup>2</sup> and the OECD DAC<sup>3</sup> have developed guidance highlighting concrete ways to operationalize collective outcomes, based on the principle of LNOB. This Operational Guide can help in conducting the analyses and planning responses required under the IASC Light Guidance on Collective Outcomes.

This approach can be useful in creating common ground coalescing the UNCT and other stakeholders at country level 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 focus on reducing the number of people exposed to emergency food needs, by complementing food distributions by development investments that provide livelihood opportunities that provide a measurable reduction in food insecurity
2. A focus on reducing the needs of displaced populations by complementing short-term assistance to displaced people with programmes seeking to reducing 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.

Collective outcomes will be also based on the analysis of the how and why different communities and population groups are differently affected by a crisis, including as a consequence of development and/or resilience imbalances. It is also important to consider differences in the realization of rights and access to services, and how these communities and groups are already responding to such crises.

The COVID-19 pandemic has been a test case and the table down below provides an overview of issues to be looked into when analyzing the LNOB.

#### **LNOB and the COVID-19 pandemic**

Throughout the response in 2020-21, the guiding reference has remained the 2030 Agenda for SDG and its central promise to LNOB. Yet, today, the risks of leaving many behind from life-saving measures are great and grave: because time is of essence, resources are limited, social protection

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<sup>2</sup> See <https://interagencystandingcommittee.org/inter-agency-standing-committee/un-iasc-light-guidance-collective-outcomes>

<sup>3</sup> <https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-5019>

systems are weak, because some people are too often made invisible, because gender inequality is so pervasive, and also because the crisis creates risks to further exclude and discriminate.

Hence, support to governments, from assessment to programming, from policy advice to advocacy should be driven by the following guiding questions in analyzing LNOB:

**Tackling the immediate emergency**

- ✓ Who has been left out when devising the country's health and socio-economic response measures?
- ✓ What is the demographic and where do they reside?
- ✓ Where are the gaps?

**Focusing on the social impact and the economic response**

- ✓ Which barriers keep people beyond the reach of infrastructure, employment, services, jobs and other socio-economic response measures?

**Recovery:**

- ✓ How can those who are excluded, marginalized and vulnerable come into the fold? How can they be made more resilient to shocks and crises?
- ✓ How can the responses help remove and avoid exacerbating structural drivers of exclusion, inequalities and discrimination?

Hence, a comprehensive mapping of those most at risk of being left behind is critical. Steps 1 and 2 in this Guide provide guidance for UNCTs and country stakeholders on how to identify groups left behind, those furthest behind and the root causes. This includes assessing how they are disadvantaged by the multiple forms of inequalities and discrimination.

**Further information and material:**

[\(2020\) UN-IASC Light Guidance on Collective Outcomes](#)

[\(2020\) Cooperation Framework Companion Piece – Humanitarian-Development-Peace \(HDP\) Collaboration](#)

[\(2019\) OECD DAC recommendation on the Humanitarian-Development-Peace Nexus](#)



# OPERATIONALIZING LEAVING NO ONE BEHIND

## ANNEXES



## Annex 1: Sector-specific LNOB Guidance and Tools

There exist an array of SDG and sector-specific guidance and tools that can help advance LNOB analysis. The table below presents an initial compilation of such tools<sup>4</sup>.

Sector-specific LNOB Related Guidance and Tools.

	<b>SDG and Sector-specific LNOB Related Guidance and Tools</b>
<b>SDG1:</b> No Poverty	<a href="#">2016 Report on the World Social Situation</a> (UNDESA); <a href="#">Poverty Risk Tool</a> (UNDP); National Multi-dimensional Poverty Index (UNDP); <a href="#">Individual Deprivation Measure</a> (International Women’s Development Agency). <a href="#">A world Free from Child Poverty: A guide to the tasks to achieve the vision</a> (UNICEF and Global Coalition to End Child Poverty)
<b>SDG2:</b> Zero Hunger	Monitoring Results for Equity System – <a href="#">MoRES</a> (UNICEF)
<b>SDG3:</b> Good Health and Wellbeing	<a href="#">Innov8 Technical Handbook</a> for reviewing national health programmes (WHO); <a href="#">State of Inequality Report</a> (WHO); <a href="#">Handbook on Health Inequality Monitoring</a> (WHO); <a href="#">Making fair choices on the path to universal health coverage</a> (WHO); <a href="#">EQUIST</a> (UNICEF); Health Equity Assessment Toolkit – <a href="#">HEAT</a> (WHO); Modeling Physical Accessibility to Health Care and Geographic Coverage ( <a href="#">AccessMod</a> ); Health Systems Assessment (HSA); <a href="#">Health in All Policies training manual</a> (WHO); <a href="#">Joint United Nations statement on ending discrimination in health care settings</a> ; <a href="#">National health inequality monitoring: a step-by-step manual</a> (WHO); <a href="#">Gender mainstreaming for health managers: a practical approach</a> (WHO); <a href="#">Country support package for equity, gender and human rights in leaving no one behind in the path to universal health coverage</a> (WHO).
<b>SDG4:</b> Quality Education	Systems Approach to Better Education Results (SABER) <a href="#">Education Sector Analysis Guidelines</a> (UNICEF, UNESCO, World Bank and Global Partnership for Education) <a href="#">Guidelines to strengthen the right to education in national frameworks</a> (UNESCO) <a href="#">Guide for ensuring inclusion and equity in education</a> (UNESCO) <a href="#">Global Education Monitoring Report 2020, Inclusion and education: all means all</a> (UNESCO)
<b>SDG5:</b> Gender Equality	System wide tools: The <a href="#">UNCT-SWAP Gender Equality Scorecard</a> The <a href="#">UNSDG Resource Book on Mainstreaming Gender Equality in UN Common Programming at the Country Level</a> The <a href="#">UNSDG Resource Guide for UNCT Gender Theme Groups</a> Other: <a href="#">Guidance Note</a> on Gender Mainstreaming in Development Programming (UN women); <a href="#">Gender mainstreaming for health managers</a> (WHO); <a href="#">Gender Inequality Index</a> (UNDP); <a href="#">Essential Services Package for Women and Girls Subject to Violence Core Elements and Quality Guidelines</a> (UNODC, UN-Women, UNFPA, WHO, UNDP); <a href="#">Individual Deprivation Measure</a> (International Women’s Development Agency) <a href="#">IASC Gender Handbook</a> ; <a href="#">Turning promises into Action</a> (UN Women); Gender Marker (WFP)
<b>SDG6:</b> Clean Water and Sanitation	<a href="#">WASH and the 2030 Agenda</a> (UNICEF and WHO) Tools and Resources on Accessible and Inclusive WASH (UNICEF)

<sup>4</sup> 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.

	<a href="#">The United Nations world water development report 2021: valuing water</a> (UNESCO)
<b>SDG7: Affordable and Clean Energy</b>	
<b>SDG8: Decent Work and Economic Growth</b>	<a href="#">Toolkit for Mainstreaming Employment and Decent Work</a> (ILO); <a href="#">The Informal Economy and Decent Work: A Policy Resource Guide Supporting Transitions To Formality</a> (ILO); <a href="#">The International Recruitment Integrity System</a> (IOM)
<b>SDG9: Industry, Innovation and Infrastructure</b>	<a href="#">Guide on Gender Mainstreaming: Business, Investment and Technology Services for Private Sector Development</a> (UNIDO); <a href="#">Guide on Gender Mainstreaming: Trade Capacity-Building Projects</a> (UNIDO); <a href="#">Guide on Gender Mainstreaming: Montreal Protocol Projects</a> (UNIDO); <a href="#">Guide on Gender Mainstreaming: Environmental Management Projects</a> (UNIDO); <a href="#">Guide on Gender Mainstreaming: Agribusiness Development Projects</a> (UNIDO); <a href="#">Guide on Gender Mainstreaming: Energy and Climate Change Projects</a> (UNIDO), <a href="#">EQUIP - Enhancing the Quality of Industrial Policies</a> (UNIDO)
<b>SDG10: Reduced Inequalities</b>	<a href="#">Inequality-adjusted Human Development Index</a> (UNDP); the <a href="#">Gini coefficient</a> ; the <a href="#">Palma ratio</a> ; <a href="#">UNSDG Social Protection Coordination Toolkit. Coordinating The Design And Implementation Of Nationally Defined Social Protection Floors</a> (ILO, UNICEF, UNDP, UNHCR); <a href="#">JIPS Essential Toolkit for Profiling Internal Displacement Situations</a> (Joint IDP Profiling Services – JIPS); <a href="#">The Migration Governance Index</a> (IOM); IOM Handbook on Protection and Assistance for Migrants Vulnerable to Violence, Exploitation, and Abuse (IOM – forthcoming); <a href="#">A Human Rights-Based Approach to Data to leave no-one behind</a> (OHCHR) <a href="#">UNCT Accountability Scorecard on Disability Inclusion</a> <a href="#">Realization of the Sustainable Development Goals by, for and with Persons with Disabilities: UN Flagship Report on Disability and Development 2018</a> <a href="#">Youth 2030 Scorecard for UN Country Teams</a> <a href="#">UNESCO Inclusive Policy Lab</a>
<b>SDG11: Sustainable Cities and Communities</b>	<a href="#">Toolbox for migration-related elements for the city strategy, based on the Migration Governance Framework and Local Migration Governance Indicators</a> (IOM) <a href="#">Tools and Resources on Disability, Accessibility and Sustainable Urban Development</a>
<b>SDG12: Responsible Consumption and Production</b>	
<b>SDG13: Climate Action</b>	<a href="#">WASH Climate Resilient Development</a> (UNICEF and GWP); <a href="#">Mainstreaming Environment and Climate for Poverty Reduction and Sustainable Development: A Handbook to Strengthen Planning and Budgeting Processes</a> (UNDP-UNEP) <a href="#">Resources related to the impact of climate change on the rights of persons with disabilities</a>
<b>SDG14: Life Below Water</b>	<a href="#">Mainstreaming Environment and Climate for Poverty Reduction and Sustainable Development: A Handbook to Strengthen Planning and Budgeting Processes</a> (UNDP-UNEP); <a href="#">Environmental Rights Database</a> (UNEP)
<b>SDG15: Life on Land</b>	<a href="#">Mainstreaming Environment and Climate for Poverty Reduction and Sustainable Development: A Handbook to Strengthen Planning and Budgeting Processes</a> (UNDP-UNEP); <a href="#">Environmental Rights Database</a> (UNEP)
<b>SDG16: Peace, Justice and Strong Institutions</b>	<a href="#">Peace through Prosperity: integrating peacebuilding into economic development</a> (International Alert); The International Dialogue on Peacebuilding and Statebuilding's <a href="#">Guidance Note on Fragility Assessment</a> ; <a href="#">Materials and Guidelines on Migrants in Countries in Crisis</a> (IOM) <a href="#">Resource Kit for UN Staff : "The UN and the Safety of Journalists"</a> (UNESCO & OHCHR)  <a href="#">Portal with a selection of training materials for journalists, judicial operators and law enforcement agents on safety of journalists and other freedom of expression issues</a> (UNESCO)  <a href="#">Journalists' Safety Indicators (tool for assessing the safety of journalists in national contexts)</a> (UNESCO) <a href="#">Issue Brief on Access to Information in Times of Crises: The right to information in times of crisis: access to information – saving lives, building trust, bringing hope!</a> (UNESCO) <a href="#">Access to Information: A New Promise for Sustainable Development</a> (UNESCO)
<b>SDG17: Partnerships</b>	





## Annex 2: Additional Tools and references for Steps 1-5 and meaningful participation

### Steps 1 and 2: Who is left behind and why?

- [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
  - [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](#)
  - 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 \(Decent Work and the Sustainable Development Goals\)](#)
  - IOM (2021) [Leave No Migrant Behind: Data Disaggregation and the Sustainable Development Goals](#).
  - IOM Migration Data Portal: [migrationdataportal.org](http://migrationdataportal.org)
  - 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”](#).
  - UNESCO (2019) [Right to education handbook](#)
  - 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.
- UNDG (2003) Common Understanding on HRBA
- UNDG (2017 - update edition) HRBA Common Learning Package

*Specific tools and resources relating to Steps 1 and 2 in the context of the COVID pandemic*

- [UN Framework for the Immediate Socio-economic Response to COVID-19 \(SERP\)](#)
- [UNSDG UN Checklist for a Human Rights-Based Approach to Socio-Economic Country Responses to COVID-19](#)
- [WHO Dashboard on COVID-19](#)
- [UN Women, From insights to action: Gender equality in the wake of COVID-19 \(2020\)](#)
- [UNICEF data hub on COVID-19 and children](#)
- [UNAIDS, Rights in the time of COVID-19 — Lessons from HIV for an effective, community-led response](#)
- [IOM Handbook on RBA to programming](#)
- [UN Network on Migration: COVID-19 does not discriminate nor should our response](#)
- [OHCHR: general, setting & population-specific guidance on respecting, protecting, and fulfilling human rights in the context of COVID-19:](#)
- [Special Procedures: Reports and recommendations issued on Human Rights in the context of COVID-19 by Special Rapporteurs & Independent Experts](#)
- [Human Rights Treaty Bodies advice and recommendations on human rights in the context of COVID-19](#)
- [WHO Global Research Database on COVID-19](#)
- [UN Inter-Agency Support Group on Indigenous Issues Guidance Note: Indigenous peoples and COVID-19](#)
- [UN Network for Migration: Standing in Solidarity with Migrants: Supporting Civil Society & other Stakeholders in Responding to the COVID-19 Pandemic](#)
- [UNESCO Global Education Coalition](#)
- [Statement on COVID-19: ethical considerations from a global perspective](#) (UNESCO, [International Bioethics Committee](#) (IBC) [World Commission on the Ethics of Scientific Knowledge and Technology](#) (COMEST)

- [UNESCO'S Ethics Commissions' Call for Global Vaccines Equity and Solidarity: Joint Statement by the UNESCO International Bioethics Committee \(IBC\) and the UNESCO World Commission on the Ethics of Scientific Knowledge and Technology \(COMEST\)](#)
- [Culture in crisis: policy guide for a resilient creative sector \(UNESCO\)](#)
- **UNHCR Dashboard: [COVID-19 Platform: Temporary Measures and Impact on Protection](#)**
- **UNHCR thematic guidance in situation of displacement and statelessness:**  
<https://www.unhcr.org/health-covid-19.html>
- **[Additional Human Rights technical guidance on COVID-19: WHO, UNDP, UN Women, UNHCR, UNAIDS, UNFPA, UNESCO, UNICEF, IOM, UNODC, DESA](#)**

### 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?](#)
- 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 (2020) [Technical Note on Adolescent Girls' Empowerment Through Life Skills in the Global Programme to End Child Marriage](#)
- UNICEF (2020) [Realising rights, changing lives](#)

- 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.
- [IASC Guidelines, Inclusion of Persons with Disabilities in Humanitarian Action, 2019](#)
- [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]
- [“Local inclusion of migrants and refugees – A Gateway to existing ideas, resources and capacities for cities across the world”](#), (2021) a guidance document which is the fruit of a joint effort undertaken by UN-Habitat, UNICEF, UNCTAD, UNESCO, WHO, CMI, OECD and the GMFD Mayors Mechanism.

*Specific tools and resources relating to Step 3 in the context of the COVID pandemic*

- [UN Framework for the Immediate Socio-economic Response to COVID-19 \(SERP\): Annex I: 10 Key Indicators for Monitoring the Human Rights Implications of COVID-19.](#)
- [UNSDG UN Checklist for a Human Rights-Based Approach to Socio-Economic Country Responses to COVID-19](#)
- [COVID-19 and the impact on children’s rights: the imperative for a human rights-based approach \(UNICEF\)](#)
- [Averting a Lost COVID Generation: A Six Point Plan to Respond, Recover and Reimagine a Post-Pandemic World for Every Child](#), (UNICEF)

## 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 [2020 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
- UNESCO (2020) [Guidelines to strengthen the right to education in national frameworks](#)
- [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 [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](#).
- 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 (2020). [Engaged and Heard! Guidelines on Adolescent Participation and Civic Engagement](#).
- 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 \(SDGs\)](#)

(Forthcoming)

- System-wide guidance on Consultation with Persons with Disabilities and their Representative Organizations
- UNCT Action Guide on Youth2030

## Annex 3 – Detailed description of the ESCAP CART example, Lao PDR (part of Step 1)

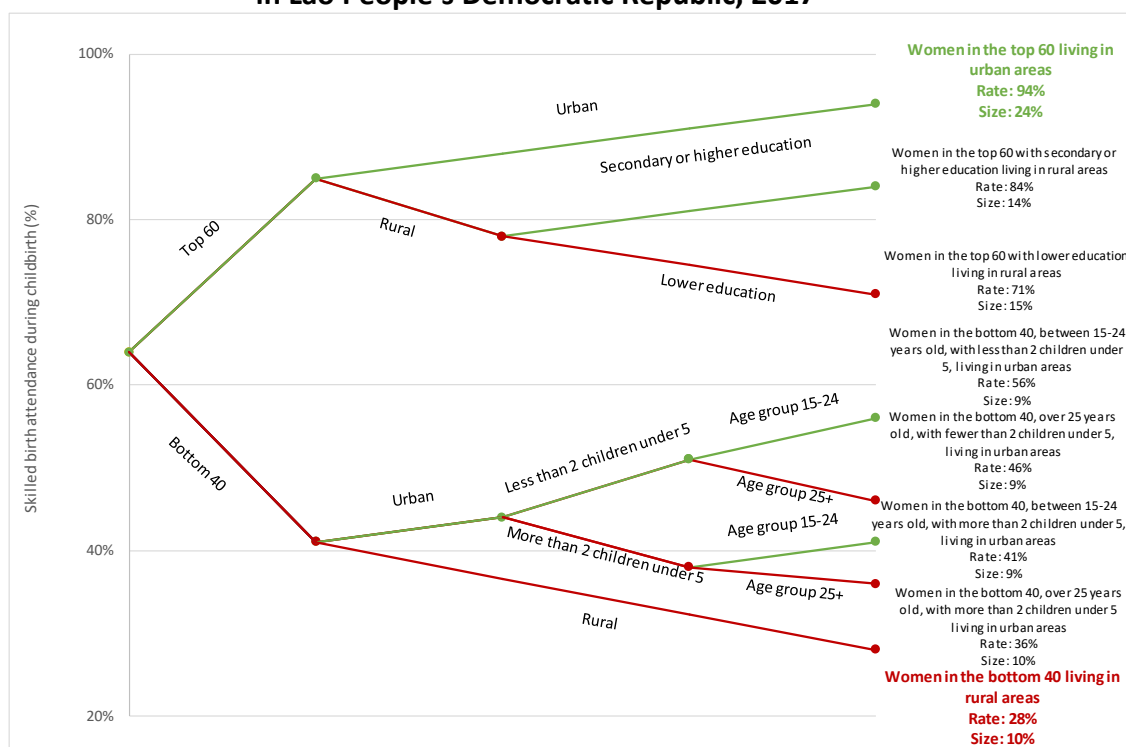
### A CART example

To illustrate how the classification and regression trees identify the furthest behind groups, the example of access to skilled birth attendance in Lao People’s Democratic Republic is used.

**Indicator (opportunity):** Access to skilled birth attendance in Lao People’s Democratic Republic  
**Disaggregating factors (circumstances):**

1. Household wealth (belonging to the Bottom 40 or the Top 60 per cent of the wealth distribution)
2. Education level (None, Primary, Secondary or Higher)
3. Number of children below the age of 5
4. Residence (Rural or Urban)
5. Marital status (Single, Currently/Formerly Married or in Union)

### Classification tree highlighting differences in women’s access to skilled birth attendance in Lao People’s Democratic Republic, 2017



Source: ESCAP calculations, using data from the 2017 MICS for Lao PDR.

The tree starts at the average access rate for the country, indicating that 64 per cent of Laotian women who gave birth in the past five years had access to skilled birth attendance. The algorithm determines that the first split into branches is wealth. Women belonging to the top 60 per cent of the wealth distribution have 85 per cent access rate to skilled birth attendance, compared with only 41 per cent for those in the bottom 40 group, a 44-percentage point gap.



The algorithm then determines a second split for the bottom 40 group, between women who live in urban and rural areas. The furthest behind group consists of women in the bottom 40 who live in rural areas. In this group, only 28 per cent have access to a skilled professional during childbirth. Among the bottom 40 per cent group in urban areas, who are younger (15-24) and with fewer than 2 children under the age of 5, almost half have access to a skilled birth attendant, compared with roughly one in three among women aged 25 and over who have more than 2 children under the age of 5.

Among women in the top 60 per cent of the wealth distribution, those who live in urban areas have close to universal access to skilled birth attendance (94 per cent). This group makes up almost a quarter of all women who have given birth in the past five years (24 per cent of the reference population). Among rural women in the top 60, a further split is made based on their education level: 84 per cent of those with secondary or higher education access a skilled professional at birth, compared with 71 per cent of those with only lower education. The fifth circumstance used in the analysis, a woman's marital status, does not appear in the tree as it does not create significantly different groups.

To conclude: The furthest behind group in terms of access to skilled birth attendance consists of poorer women in rural areas. The gap between the furthest behind and furthest ahead groups is a staggering 66 percentage points.

## Annex 4 – 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 5 – 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]<sup>5</sup>.
  - 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];

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<sup>5</sup> Elaborated in Part II / Step 1 of this Guide

## **Phase 1: DESK REVIEW**

In the lead up to the MAPS mission, a 'light' desk review will be undertaken of existing data and evidence<sup>6</sup>.

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; ii) socio-economic status; iii) exposure to shocks; iv) geography; and v) governance<sup>7</sup>. 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;

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<sup>6</sup> 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.

<sup>7</sup> In keeping with the five-factor framework

- 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:

- 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<sup>8</sup>;
- 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.

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<sup>8</sup> 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.

- 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

## ENDNOTES

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<sup>1</sup> 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.

<sup>2</sup> See <https://www.ohchr.org/EN/Issues/Discrimination/Pages/discrimination.aspx> for additional information on combatting discrimination.

<sup>3</sup> 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)

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<sup>4</sup> In 2020, for example, Member States in the UN General Assembly adopted a resolution on the UN Quadrennial Comprehensive Policy Review (QCPR) (A/RES/75/233) “call[ing] upon the United Nations development system to continue to have a particular focus on the poorest, most vulnerable and those furthest behind” (OP 12); “call[ing] upon all entities of the United Nations development system, in accordance with their respective mandates, to assist Governments upon their request and in consultation with them, in their efforts to respect and fulfil their human rights obligations and commitments under international law, as a critical tool to operationalize the pledge to leave no one behind” (OP 28) and “Not[ing] the importance of the contribution of the United Nations development system with the aim of supporting government efforts to achieve the Sustainable Development Goals, leaving no one behind, based on full respect for human rights, including the right to development, and stresses in this regard that all human rights are universal, indivisible, interdependent and interrelated” (OP 18). 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).

<sup>5</sup> CEB [Shared Framework for Action on Leaving No One Behind: Equality and Non-Discrimination at the Heart of Sustainable Development](#) (2016)

<sup>6</sup> The Framework includes *Annex I: 10 Key Indicators for Monitoring the Human Rights Implications of COVID-19*.

<sup>7</sup> 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 integrated responses aiming at reducing need, vulnerability and risk in order to advance the LNOB pledge in situations of humanitarian crises.

<sup>8</sup> While humanitarian action aims at addressing protection and basic needs, HNOs and HRPBs also include context analysis that identifies drivers of needs, which can assist in identifying pathways to addressing risks and vulnerabilities for people left behind. HNOs specifically include information regarding the severity and evolution of needs to inform the prioritisation of the humanitarian response and ensure that those furthest behind are assisted.

<sup>9</sup> For more explanation of the Five Factors approach, see UNDP 2018, “What Does it Mean to Leave No One Behind?”

<sup>10</sup> See, for example: <http://www.fao.org/docrep/x5307e/x5307e00.htm>; [http://devinfohive.info/impact\\_evaluation/img/downloads/Participatory\\_Approaches\\_ENG.pdf](http://devinfohive.info/impact_evaluation/img/downloads/Participatory_Approaches_ENG.pdf)

<sup>11</sup> The Cooperation Framework Companion Package – CCA will need to look beyond official national statistics to draw on sources of qualitative and quantitative data from across the data ecosystem, including primary research as appropriate, non-traditional data sources and emerging technologies to address gaps in reliability, disaggregation or timeliness. [CCA, p 9]

<sup>12</sup> [ODI Leave No One Behind – Five Years Into the Agenda](#) (2020) includes a list of initiatives using available data to highlight group-based deprivation and commitment to LNOB (page 78).

<sup>13</sup> 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/>

<sup>14</sup> UNSDG web-based guide on strengthening engagement with international human rights mechanisms: <https://unsdg.un.org/resources/strengthening-international-human-rights>

<sup>15</sup> UPR Practical Guidance (2020) [https://www.ohchr.org/Documents/HRBodies/UPR/UPR\\_Practical\\_Guidance.pdf](https://www.ohchr.org/Documents/HRBodies/UPR/UPR_Practical_Guidance.pdf)

<sup>16</sup> As part of the normative support to Member States provided by UNCTs, UNCTs should encourage Member States to ratify the Labour Statistics Convention, 1985 (No. 160). Ratification of this convention would raise Member States’ awareness of and compliance with the guidelines of the International Conference of Labour Statisticians, which derives from the authority of the Convention 160. These are valuable frameworks for building strong institutional foundations and capacity to regularly collect, compile and publish basic labour statistics in line with continuously evolving guidance of international experts.

<sup>17</sup> [https://www.unicef.org/eapro/Rapid\\_assessment\\_sampling\\_booklet.pdf](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](https://www.brookings.edu/wp-content/uploads/2016/06/spring_natural_disasters.pdf)

<sup>18</sup> For example, measuring the “informal economy” is vital in understanding who is at risk of socio-economically being left behind, particularly in times of crisis. In 2018, the International Conference of Labour Statisticians revised statistical standards on the informal economy and informal employment, highlighting the importance of measuring and understanding informality in the 2030 Agenda for Sustainable Development, notably under indicator 8.3.1. (ref. [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms\\_636054.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_636054.pdf)).

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<sup>19</sup> For the purpose of the operational United Nations definition, legal identity is defined as the basic characteristics of an individual's identity, e.g. name, sex, place and date of birth conferred through the registration and the issuance of a certificate by an authorized civil registration authority following the occurrence of birth. In the absence of civil registration, legal identity may be conferred by a legally recognized identification authority; this system should be linked to the civil registration system to ensure a holistic approach to legal identity from birth to death. Legal identity is retired by the issuance of a death certificate by the civil registration authority upon registration of deaths. In the case of refugees, Member States are primarily responsible for issuing proof of legal identity. The issuance of proof of legal identity to refugees may also be administered by an internationally recognized and mandated authority.

<sup>20</sup> See <https://www.ohchr.org/EN/Issues/Pages/Nationality.aspx>

<sup>21</sup> Household Budget Surveys focused on consumption expenditure; for more, see <http://ec.europa.eu/eurostat/web/household-budget-surveys>

<sup>22</sup> UNECE Guide on Poverty Measurement explicitly recognizes this issue and makes some suggestions for addressing it. See <https://www.unecce.org/index.php?id=47512&L=0>

<sup>23</sup> See box 2.4 in [https://www.unicef.org/socialpolicy/files/Child\\_Poverty\\_SDG\\_Guide-Milestone\\_2-March\\_2017.pdf](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

<sup>24</sup> See, for example:

[https://documents.wfp.org/stellent/groups/public/documents/ena/wfp110724.pdf?\\_ga=2.219608473.1830940471.154039477.4-924229324.1540394774](https://documents.wfp.org/stellent/groups/public/documents/ena/wfp110724.pdf?_ga=2.219608473.1830940471.154039477.4-924229324.1540394774); [https://www.unicef.org/zimbabwe/Zimbabwe\\_Poverty\\_Atlas\\_2015.pdf](https://www.unicef.org/zimbabwe/Zimbabwe_Poverty_Atlas_2015.pdf); [https://www.ilo.org/wcmsp5/groups/public/@ed\\_emp/documents/instructionalmaterial/wcms\\_140859.pdf](https://www.ilo.org/wcmsp5/groups/public/@ed_emp/documents/instructionalmaterial/wcms_140859.pdf)

<sup>25</sup> Turning promises into action: Gender equality in the 2030 Agenda, UN Women, 2018

<sup>26</sup> UNDP [Guidance Note: Data for Implementation and Monitoring of the 2030 Agenda for Sustainable Development](#) September 2017

<sup>27</sup> Council for International Organizations of Medical Sciences (CIOMS). International ethical guidelines for health-related research involving humans. 2016

<sup>28</sup> UN (2012b). [Human rights indicators: a guide to measurement and implementation](#). New York/Geneva: Office of the United Nations High Commissioner for Human Rights.

<sup>29</sup> 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.

<sup>30</sup> See, for example: [The Economics of the Social Determinants of Health and Health Inequalities: A Resource Book](#) (WHO, 2013)

<sup>31</sup> UNSDG Cooperation Framework Companion Piece on Economic Transformation (2019)

<sup>32</sup> Refer to the CEB [Shared UN System Framework for Action on Leaving No One Behind](#) for suggested policies and programmes for addressing inequalities and discrimination at country, regional and global levels.

<sup>33</sup>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/>

<sup>34</sup> UNSDG Cooperation Framework Companion Piece on Economic Transformation (2019)

<sup>35</sup> 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 rich and the poor.

<sup>36</sup> 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.

<sup>37</sup> See UNHCR Guidance on [Community based protection](#) and [guidance on working with other persons of concern](#).

<sup>38</sup> See General Assembly (2013). Format and organizational aspects of the high-level political forum on sustainable development (67/290), 23 August.

<sup>39</sup> The National Recommendations Tracking Database is an extension of the Universal Human Rights Index. OHCHR makes the National Recommendations Tracking Database available to requesting states since 2018. All recommendations addressed to that country by the UN Human Rights Mechanisms (searchable by theme, people potentially left behind/affected group and SDGs and targets) will be transferred to this database for the Government to build effective implementation plans with lead institutions, activities, budgets, timelines and indicators of success. It can be made available in English, Spanish, French, Arabic or Russian and facilitates recording, tracking and reporting on all aspects related to human rights and SDG implementation including on progress regarding the situation of those left behind.

<sup>40</sup> 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/>



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<sup>41</sup> 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/>

<sup>42</sup> Ibid.