

Leave No One Behind:

Harnessing lessons learned from implementing the human security approach



**United Nations Trust Fund
for Human Security**

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Human security: Maximizing synergies to leave no one behind

Leaving no one behind is central to the transformative promise of the 2030 Agenda for Sustainable Development. It is a bold commitment by Member States to eradicate poverty in all its forms, to end discrimination and exclusion, and to reduce inequalities and vulnerabilities that undermine the potential of individuals and societies to develop in greater prosperity. While governments are ultimately responsible for adopting policies and delivering services that make their societies work for all, the impediments to leaving no one behind are complex and highly contextualized. Progress in this area will require major structural and behavioural transitions at multiple levels of society to undo the systems and processes that have contributed to or perpetuated inequality and create conditions conducive to the empowerment of people who have been marginalized.

To this end, the human security approach is a valuable framework for the international community, national governments and other stakeholders that can enhance efforts to promote equity and inclusion in the advancement of sustainable development. By bringing together peace and security, development and human rights, the concept of human security provides a deeper understanding of the elements that can make states and societies more cohesive, resilient and prosperous. As an approach, it functions as a unifying tool that transcends mandates, sectors and specific interests towards holistic strategies to advance the survival, livelihood and dignity of people. By placing people at the centre, human security ensures a nuanced understanding of the challenges facing

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those who are most vulnerable and furthest behind, and thereby informs the development of responses that are both comprehensive and effectively targeted. It promotes new ways of thinking and partnering, incentivizes investments in reducing inequality, and supports governments and their people on an inclusive path towards the achievement of the Sustainable Development Goals (SDGs).

Based on lessons learned from 20 years of programmes supported by the UN Trust Fund for Human Security (UNTFHS), this guidance note aims to complement the UN Sustainable Development Group's *Leaving No One Behind: A UNSDG Operational Guide for UN Country Teams* (hereafter UNSDG Operational Guide). It not only gathers lessons from the UNTFHS's wealth of experiences in diverse contexts, but also outlines a methodology to identify who is furthest behind, unpack the root causes and drivers of multiple and overlapping deprivations and disadvantage, and guide the development of responses that can help reverse trends in inequalities over the long term. It connects this approach with the steps outlined in the UNSDG Operational Guide to enrich the guidance on the analytical, planning and partnership processes that help operationalize the commitment to leave no one behind. Examples from a variety of country and community contexts bring to life the challenges and benefits of ensuring a detailed and disaggregated understanding of inequality and the importance of a risk- and vulnerability-informed approach. The examples also illustrate the importance of building on the existing institutional and community capacities at the local level as well as how multi-stakeholder partnerships for integrated responses can address the diverse factors that impede progress for those furthest behind.

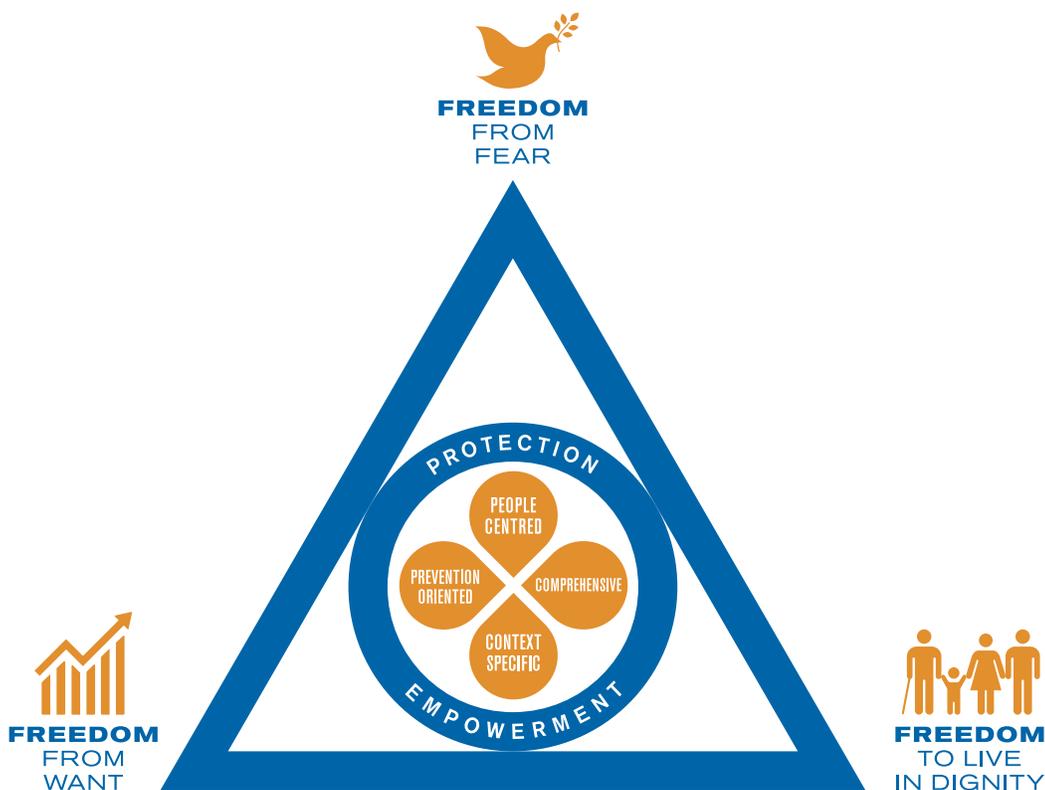


Human security as an operational tool

According to General Assembly resolution 66/290, "human security is an approach to assist Member States in identifying and addressing widespread and cross-cutting challenges to the survival, livelihood and dignity of their people." It calls for "people-centred, comprehensive, context-specific and prevention-oriented responses that strengthen the protection and empowerment of all people."

For people living in extreme poverty, acting on single issues is not enough. Vulnerabilities must be tackled together in a comprehensive way. As an operational tool, human security provides a **comprehensive and contextual** account of peoples' concrete needs and the factors endangering their survival, livelihoods and dignity. Recognizing that the causes and manifestations of risks and vulnerabilities vary significantly across countries and within groups, human security promotes **localized responses** that address the root causes and the multidimensional consequences of insecurities that push or keep people in situations of severe deprivation or disadvantage.

Achieving human security starts with people – their needs, their hopes, their challenges. Based on **participatory and inclusive** processes where the most vulnerable can voice their concerns and aspirations, the application of human security ensures that responses are **prioritized and targeted**. It identifies and builds upon local capacities and resources towards achieving greater impact and sustaining lasting change in people's lives.





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Grounded in the fundamental recognition of the inherent responsibilities and differing capacities, needs and circumstances of people, governments and civil society, human security seeks to establish solutions that involve partnerships between local, national, regional and multilateral stakeholders. By advancing solutions that are [multi-stakeholder and integrated](#), human security can be instrumental in effectively resolving chronic poverty and structural impediments that curtail opportunities and perpetuate exclusion for certain groups of people.

With its focus on managing and minimizing risks, the human security approach is [prevention-oriented](#), preventing small challenges from escalating into larger crises that can undo years of development. It brings attention to emerging risks and threats, emphasizing early action as well as a long-term perspective to reduce vulnerabilities and enhance resilience. By drilling down to [unpack dynamics at the local level](#), human security builds solutions that are sustainable and transformative.

Human security achieves greater impact through its dual policy framework that rests on the mutually reinforcing pillars of [protection and empowerment](#). It empowers people and their communities to articulate and respond to their needs while simultaneously strengthening institutional capacities, governance and social protection mechanisms. Doing so creates an environment for pursuing structural and behavioural transitions that can advance greater equity, engagement and inclusion for all.

From an operational perspective, human security is an effective and proven approach for developing policies and planning programmes to address complex and interconnected challenges. It does this by translating its four core principles (people-centred, comprehensive, context-specific and prevention-oriented) into practical actions for analysis, planning, implementation, monitoring and evaluation. In this way, human security helps develop targeted, effective and collaborative measures that reach those who are most vulnerable, comprehensively respond to the challenges they face, and result in tangible improvements in people's daily lives. In addition, by advancing protection and empowerment strategies, the application of human security results in initiatives that promote institutional and policy change in tandem with capacity development and resilience building of communities that strengthen networks of action for sustainable and scalable change.

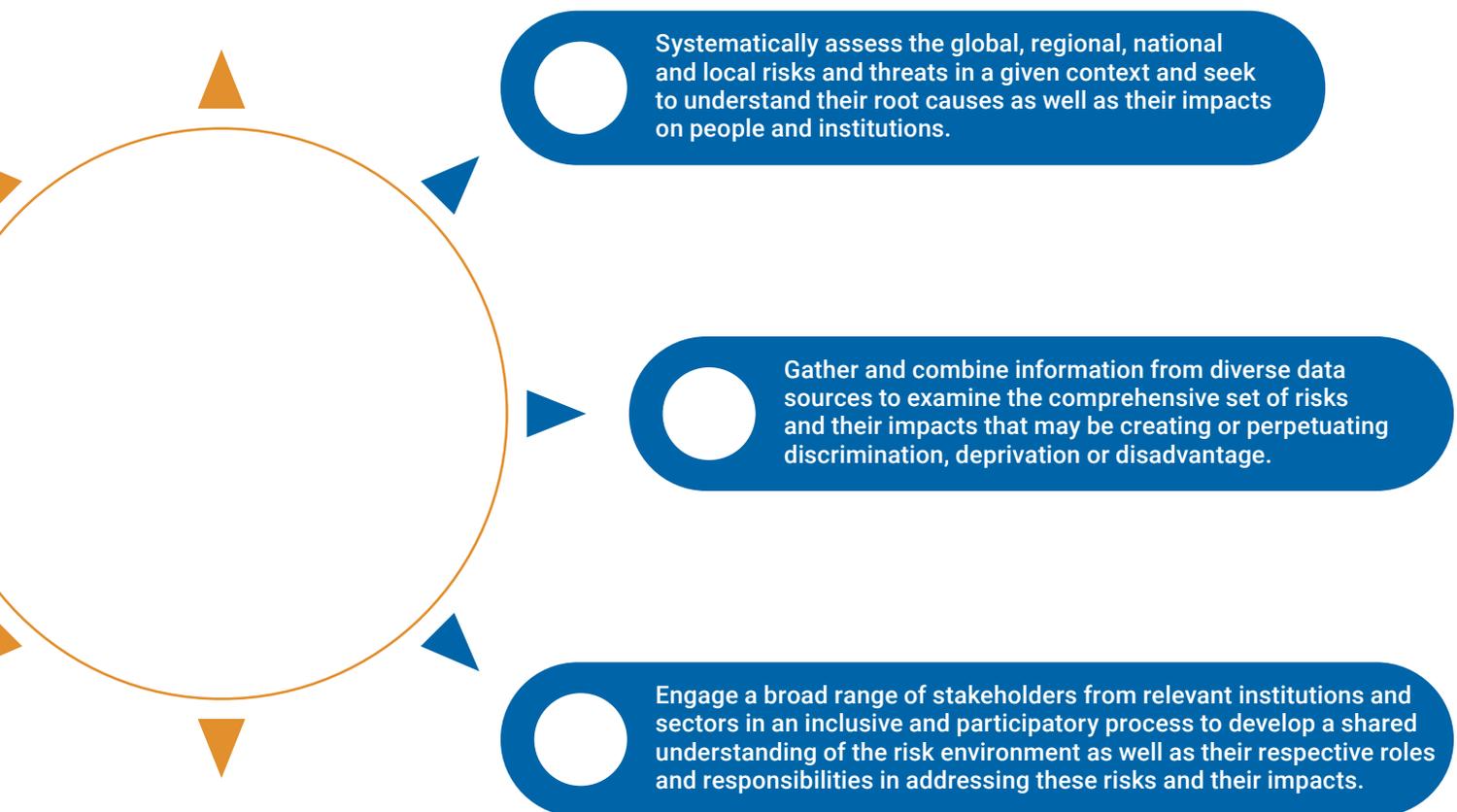
The aims of this guidance note

Rectifying deeply entrenched inequalities is hard. Doing so, however, is not only a moral imperative, but also integral to realizing the 2030 Agenda as well as to achieving local, national and global stability. Growing evidence indicates that inequalities contribute to economic instability, exacerbate a range of health and social problems, and inhibit the adoption of environmentally sound policies and behaviours. Social and economic inequalities also undermine social cohesion and prevent countries and communities from prospering. Therefore, promoting greater equity, particularly for those in the most vulnerable situations, is a cornerstone for achieving the SDGs as well as for safeguarding sustainable development progress in all countries and communities.

Based on the experiences of UNTFHS programmes in diverse contexts, this guidance note aims to:

- outline how the human security approach can help [frame a comprehensive and coherent process](#) to develop policy and programmatic responses that reduce inequalities and vulnerabilities in line with the steps outlined in the UNSDG Operational Guide;
- illustrate the value of maintaining [a risk-informed and vulnerability-focused lens](#) throughout the analytical, planning, implementation and monitoring phases of policy or programmatic responses to advance the objective of leaving no one behind;
- demonstrate the importance of [a multidimensional and multi-stakeholder approach](#) for unpacking the complexity of intersectional discrimination and exclusion and identifying entry points through which multiple challenges can be addressed simultaneously and positive externalities can be maximized;
- underscore how [a framework that links policy and institutional action to community empowerment](#) is critical for creating an environment at the local and national levels conducive to promoting equality and ensuring all people benefit from sustainable development progress.

Deepening our understanding of the context of inequality

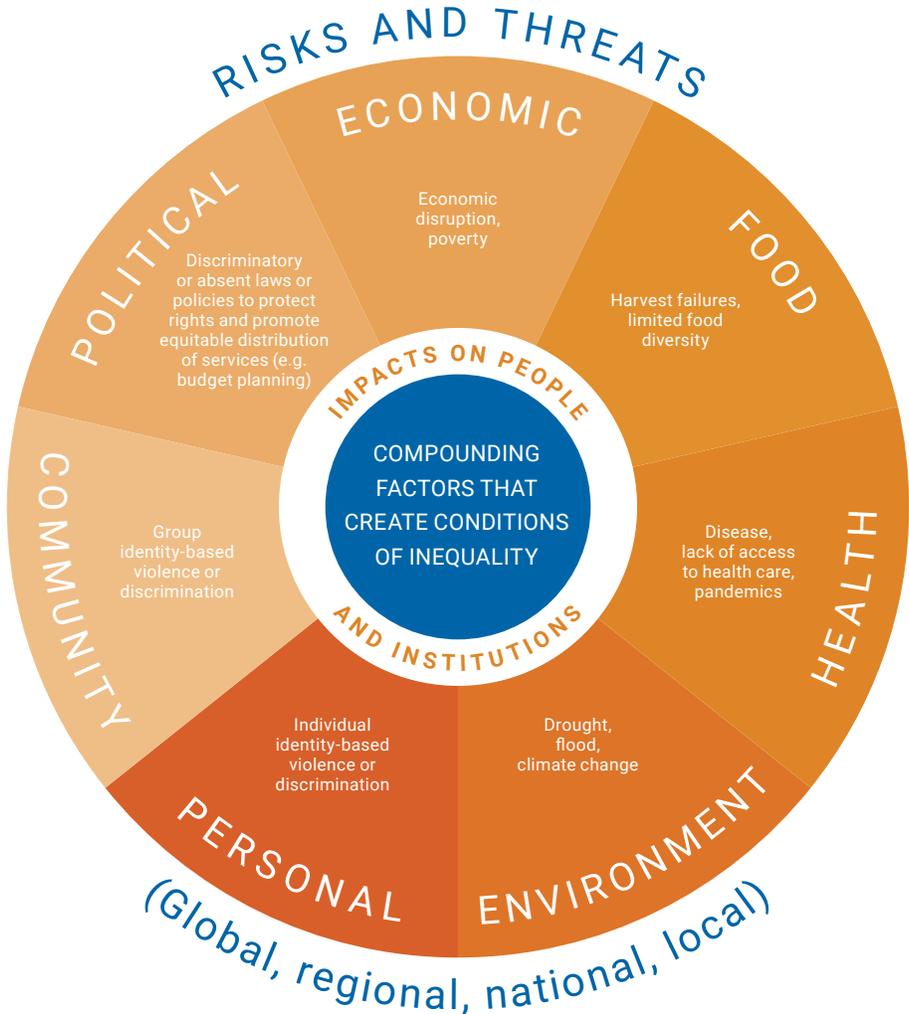


Inequality is not limited to disparities in income and wealth; it can also involve differences in social position, status or recognition of a group within society. It is the result of the interaction of attributes or identity markers – such as race or ethnicity, gender, physical ability, age or religion – with the economic, social, geographic and political context in which people live. It manifests in the extent to which people have access to resources, as well as if and how they are supported by public and societal institutions, social protection systems, and supportive social networks. Inequality is often revealed in the degree of people’s inclusion and participation in political processes, and whether

they are accounted for in official data. It is frequently perpetuated by policies, institutions, and formal and informal practices and attitudes, all of which can accumulate over time to create systemic or institutionalized barriers for certain individuals and communities.

A comprehensive and preventive framework for analysis

Identifying those who are left behind or at risk of being left behind and the reasons for their marginalization requires a nuanced understanding of the spatial, social and institutional environment as well as what different identity markers mean in a given context. It calls for an assessment of the risk environment and the interaction of these risks with a broad range of global, regional, national and local factors. This initial situational analysis must be underpinned by extensive and comprehensive data analysis that is firmly situated in the political, economic, environmental and social context. Moreover, it must consider the multiple and cascading impacts of single threats on various dimensions of people's lives in order to unpack the intricate connections that often make redressing inequality so complex. The framework below illustrates an initial step in the process of understanding the context of inequality.



Identify risks and threats at the global, regional, national and local levels

One significant obstacle to advancing sustainable development in the most vulnerable communities is the continuous onslaught of shocks and crises, large and small, that undo progress, exacerbate poverty, and limit decision-making to short-term survival measures. Understanding these risks and threats, and their interactions, strengthens efforts to identify and address inequality in two ways. First, it creates a forward-looking lens with a longer-term trajectory, which is vital when attempting to reverse trends in inequalities that have often developed over time and evolved based on changing risks and institutional responses. Second, since those who are already experiencing discrimination, disadvantage or deprivation are more likely to be exposed to risks and least protected from them, it is essential to detect areas where risks are greatest in order to avoid overlooking groups that are in the greatest danger of being left behind. Being explicit about the breadth of challenges people and governments face – from climate change and natural disasters to pandemics, harvest failures, economic disruptions, displacement and political violence, among others – promotes a more realistic understanding of multidimensional risks and how they fuel inequality and vulnerability.

Assess the impacts of key threats on people and institutions

After identifying key risks and threats, it is imperative to assess their impacts on people and institutions across the various dimensions of life. This will highlight areas of highest stress, where the consequences are often compounded, thus intensifying the burden on already vulnerable groups as well as the state's capacity to respond. Such an analysis can reveal previously unidentified areas of inequality as well as provide a more detailed understanding of how diverse factors, both intended and unintended, may be interacting to exclude or deprive certain groups. Considering the impacts on both people and institutions, and how these interrelate, can help disentangle how risks can worsen inequality as well as how situations of deprivation can lead to greater exposure to risk – an awareness that is necessary for developing effective solutions.

Rwanda: Identifying communities at high risk through a multidimensional look at climate change

In the Ngororero District of Rwanda, climate change and its multidimensional impacts are exacerbating vulnerability and hindering progress towards sustainable development. Ngororero is already the second poorest district in the country, with more than half its population living below the poverty line. The region is also highly susceptible to landslides, floods, soil erosion and land degradation due to uncontrolled mining. Together, these forces reduce incomes for agricultural communities and increase food and nutrition insecurity. The region's challenging topography and

high rates of poverty translate into poorly constructed housing in high-risk areas as well as limited infrastructure including roads, access to water and electricity and health-care facilities. Examining the multidimensional impacts of climate change in the district highlighted the compounding impacts on vulnerable communities, particularly those in informal settlements. Notably, it also led to further exploration by the community – in collaboration with local leaders and international partners – of the vulnerability of housing, infrastructure and essential services to climate change and natural hazards. Identifying those areas of highest stress and the need for a multisector approach helped inform the development of community-based disaster risk reduction and management strategies, which were later connected to national preparedness and response plans.

Seek to understand the root causes of risks and threats

An important aspect of this analysis is the consideration of the root causes and underlying drivers of risks and threats, as well as their manifestations in terms of deprivation or disadvantage across dimensions. Understanding whether the causes are internal or external to the context, where they originate, and how they affect the capacity of institutions to respond or directly impact communities will be essential for delineating the types of remedial actions and their sequencing. It also helps outline which stakeholder(s) are best positioned to respond. In most cases it will be the responsibility of the government, but some risks are transboundary and will require cooperation regionally or through the multilateral system.

Armenia: Uncovering ‘new’ socially vulnerable groups through multidimensional analysis

Despite impressive levels of economic growth, certain regions in Armenia were lagging behind in development, contributing to a fraying of the social fabric. A multidimensional analysis of risks and insecurities revealed certain regions, including Kotayk and Gegharkunik, where the combination of limited economic opportunities, health and nutrition insecurity, poor housing, geographic isolation, inadequate infrastructure, and significant waves of outmigration was generating significant inequalities, particularly for rural populations. This multidimensional analysis helped unpack how various risks were interacting to disadvantage communities



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in these two regions, and how the compounding impacts of these risks were creating more significant obstacles to development opportunities for certain subgroups. As such, it helped identify “new” socially vulnerable groups

whose identity characteristics interact with multidimensional risks to create unique and challenging forms of disadvantage that require targeted support to advance inclusive and equitable development for the regions and the country as a whole.

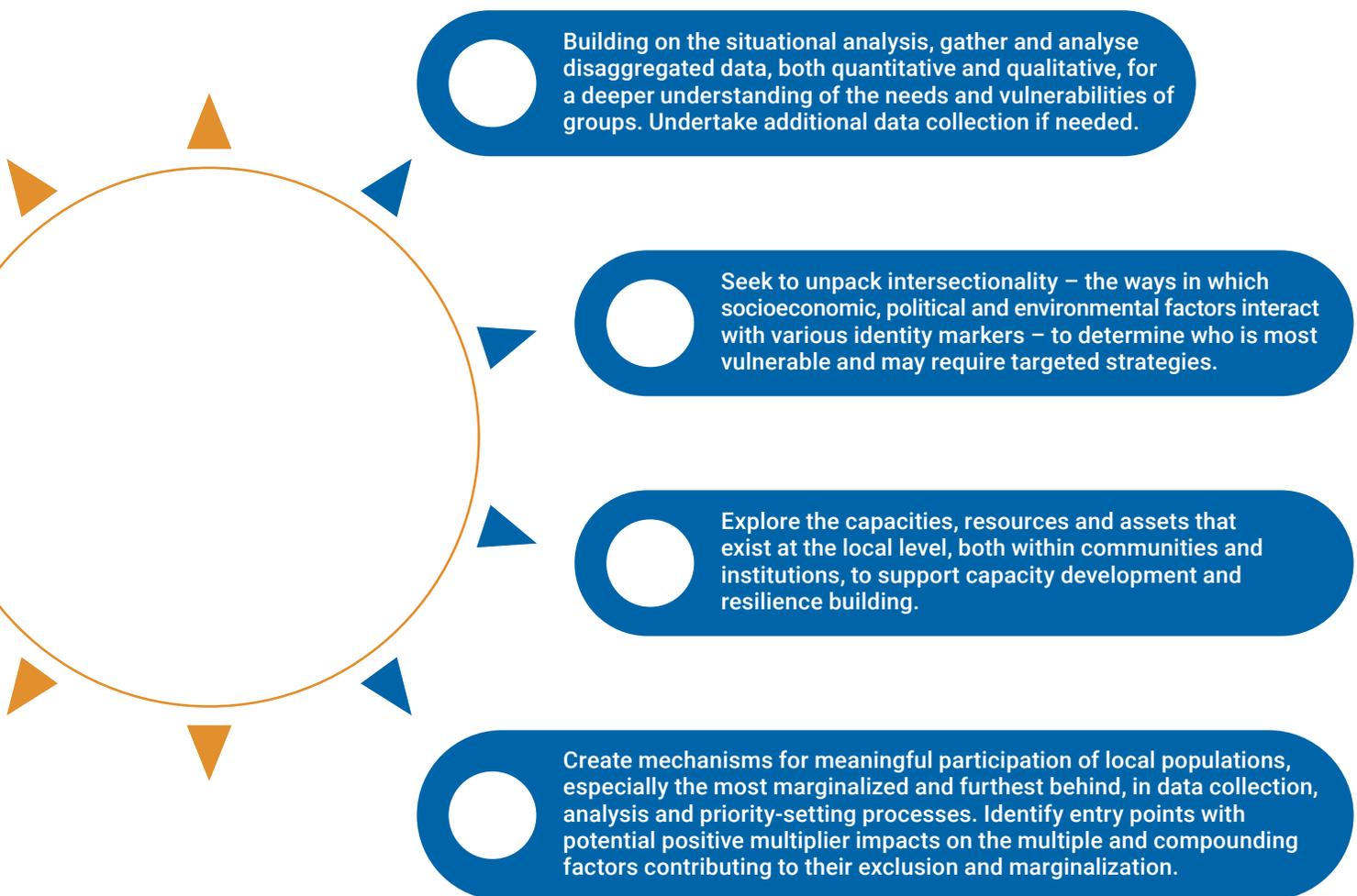
Gather data from a broad range of sources and stakeholders

Gathering the necessary data for this type of multidimensional analysis is challenging. There are substantial gaps in data for certain sectors or localities, and demographic data may be lacking. Even when the data exists, it is rarely brought together from a broad range of sources on a systematic basis to compile a comprehensive picture. Therefore, the effectiveness of this analysis depends on incorporating diverse information sources and engaging a broad range of actors. It often requires supplementing administrative data with household-level data and, where there are gaps, carrying out additional quantitative and qualitative data collection through participatory processes that capture, among other things, the perspectives of those most affected.

Comprehensive data collection provides opportunities to form and strengthen partnerships

Organizing this type of data collection and analytical process creates a valuable opening to build networks of action across relevant stakeholder groups, preparing the groundwork for key actors to deepen their understanding of the situation, identify where they have responsibility to take action to promote change, and determine what forms of partnership will be most effective to address inequality and exclusion. It helps overcome the tendency to take a siloed approach that can result from institutional mandates or limited cross-sectoral data analysis. While additional data collection with communities may be necessary, it should not substitute for national and local administrative data and civil registration systems that are inclusive and thorough. In addition, data collection with communities needs to carefully consider the potential risks of exposure or categorization that could increase the risk of harm or discrimination for certain groups.

Identifying who is left behind and why



Based on the situational analysis, the second phase of the process focuses on deepening the understanding of the context to identify the specific groups who are furthest behind or at greatest risk of being left behind. Since people often experience multiple and intersecting forms of inequalities (intersectionality), it is essential to drill down to grasp how different forms of deprivation, discrimination or disadvantage are combining to create unique and complex inequalities for these groups. For example, someone living with a disability in a remote area will face

a different set of challenges than a person living in an urban area where services and specialized infrastructure are more readily available. Likewise, a woman with disabilities will often have a different experience engaging with the built and social environment than a man with disabilities.

Such an analysis seeks a more granular understanding through highly localized and disaggregated data to reveal the actual situation of individuals and communities across the broad dimensions of life. Having this refined understanding provides information to help prioritize responses based on reaching those furthest behind first. It also supports an appropriate sequencing of responses and enables the development of targeted actions for certain subgroups that experience complex and compound inequality and vulnerability.

In addition to identifying who is furthest behind or at risk of being left behind, this multidimensional, risk-informed and disaggregated analysis is particularly useful for ascertaining why some people are left behind. These reasons are typically multifaceted. They range from obvious obstacles such as geographic remoteness coupled with limited infrastructure development to more subtle or discrete actions that contribute to persistent exclusion or marginalization, such as policy decisions to limit investment in rural development. By unpacking the underlying and root causes of inequalities and intersectionality, it becomes possible to develop appropriate responses that combine legal, policy and institutional measures with empowerment and capacity-building measures. The synergy of these mutually reinforcing top-down and bottom-up strategies is indispensable for creating an environment in which actual transformation in institutions, processes and attitudes can take place towards greater equality in access, opportunities and outcomes for all.

“Greater efforts will be needed to develop methodologies to analyse how multiple forms of discrimination intersect and compound in people’s experiences of discrimination, and the challenges that this poses to achieving the SDGs for those furthest behind.”

UN CHIEF EXECUTIVES BOARD, LEAVING NO ONE BEHIND: EQUALITY AND NON-DISCRIMINATION AT THE HEART OF SUSTAINABLE DEVELOPMENT, APRIL 2016

Assess and examine both need and vulnerability by subgroup

Inequalities vary considerably across and within countries and communities, as do the groups who are most affected. Therefore, the process of identifying the most appropriate levels and categories of disaggregation will be highly specific to the context and should be defined in collaboration with local and national partners, including affected communities. It is also crucial to assess both need and vulnerability to understand current status as well as potential future status based on the degree of exposure to shocks and stressors and a person’s or group’s ability to prevent, mitigate or cope with them. Measuring need alone could mask significant areas or groups that may be left behind or further disadvantaged by a shock or event. Vulnerability analysis helps by requiring a longer-term perspective that is better suited to identifying the underlying causes and barriers that create or exacerbate inequality. What’s more, by clarifying areas or types of vulnerability it can pinpoint areas where there is a lack of protective infrastructure in the

form of policies, institutions or representation. This type of analysis helps expose patterns of exclusion, structural constraints and unequal power relations that can produce and reproduce inequalities over time and generations.

Dominican Republic: Unpacking differential inequality and vulnerability



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The experience of people living in *bateyes* – rural communities of sugarcane workers in the Dominican Republic – underscores how nuances in identity characteristics can lead to differing levels of access, opportunities and outcomes. For example, status – such as Dominican-born persons of Haitian descent, legal and irregular Haitian migrants, and residents with and without birth certificates or *cedulas* (Dominican identification cards) – influences the collection of official data, thereby impacting the provision of health care, education, and water and sanitation services. As Dominican nationality became less accessible to descendants of migrants,

particularly those who are undocumented, fewer people had access to basic services, education and employment opportunities. In this context, designing a programme to enhance the human security of all batey residents required a comprehensive and disaggregated baseline assessment to complement official data and see how status, data availability, the provision of services, and external risks and threats were combining to create insecurities and inequalities. These insights enabled the development of strategies tailored to a subgroup's status within the larger objectives of the programme, resulting in more opportunities and positive outcomes for all residents of the bateyes.

Address gaps in disaggregated demographic data

Current data collection instruments are often designed to assess national outcomes with methodologies that do not always accommodate disaggregation and subgroup analysis. It is therefore likely that additional data collection will need to be undertaken to create baselines for groups that have not been accounted for in official data, to address gaps in existing data, and to have a comprehensive view of disparities in opportunities and outcomes across the multiple dimensions of identity and circumstance. In some cases, gaps can be addressed by working with national or local officials to adapt data-gathering instruments to collect more comprehensive demographic information. In other cases, new instruments may need to be developed, including community-based participatory methods. Such instruments and processes can be essential for collecting sufficient information to capture and untangle how specific types of intersectionality result in marginalization. Perception surveys, if designed properly,

can also be useful for diagnosing areas of concern, understanding lived experience in relation to existing policy (for example, while a human rights law may exist, it may not be enforced equitably), and capturing deficits in trust that could inhibit successful outcomes of even well-designed interventions.

Lebanon: Comprehensive mapping for evidence-based solutions

The city of Tripoli, in the north of Lebanon, is host to many refugee communities including those fleeing crisis and insecurity in Syria, Iraq and Palestine. The Lebanese and refugee communities all face poor economic prospects, food and health insecurity, limited access to essential services and increasing sectarian tensions. The diversity of needs and vulnerabilities among the various demographic groups and the lack of disaggregated local information created significant challenges for designing an effective strategy to reduce vulnerability, build resilience and enhance social cohesion of communities in the city. To this end, a comprehensive neighborhood mapping was undertaken to assess the economic, social, health, safety and cultural needs of communities, disaggregated by gender, age and status. This was complemented by a labor market survey and an appraisal of the availability and uptake of social services. This thorough analysis enabled the design of initiatives that responded to the most pressing needs of diverse groups in a manner that enhanced social cohesion across communities. It created efficiencies by leveraging existing resources and assets and by targeting resources to critical gaps in support, such as interventions for street children. It further illustrated the importance of targeted support, such as advancing women's employment, as an entry point with positive multiplier effects in many dimensions of life for the broader community.



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Meaningful participation in data gathering can transform relationships and opportunities

Gaps in data offer an opportunity to engage with a broad range of stakeholders. With vulnerable communities, participatory data collection processes can help open channels for dialogue with government officials and others. This in turn can build trust, provide opportunities for capacity development and empowerment, and create an enabling environment for local leadership to flourish. As such, improving data collection not only supports policy and programming towards equality, but also creates avenues that over time can transform relationships between excluded groups, the broader society and the government.

Identify and harness existing capacities, resources and assets at the community level

Remediating the situation for those who are furthest behind – and who have likely been subject to intergenerational inequality – requires genuine transformation at the personal and institutional levels. Extensive research on inequalities and poverty has highlighted the ways these conditions affect decision-making processes and shape the priorities of disadvantaged groups, who tend to address immediate needs rather than longer-term opportunities that might have a more positive outcome on overall well-being.¹ Capacity development and resilience building must therefore account for the need to adjust perceptions and behaviours in line with tangible improvements in addressing the challenges facing the most vulnerable, including building local institutional capacity. These actions should also build upon existing capacities, resources and assets at the individual and community level to increase the likelihood of uptake and sustainability through initiatives grounded in people’s everyday realities and the local context.

Paraguay: Integrating indigenous knowledge and practices in programming



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Indigenous communities in the Chaco region of Paraguay face the lowest levels of development in the country due to the mix of persistent discrimination, increasing climate risks, geographic isolation and limited infrastructure development. Over time, the reduced availability of land and water has led to more competition between indigenous and rural communities over these resources, resulting in outmigration and the breakdown of ancestral community protection networks. In this context, promoting sustainable development in the region required an approach sensitive to protecting indigenous culture. To this end, a detailed and participatory survey identified traditional practices, knowledge and skills that could be incorporated into or form the basis of development initiatives, including those related to climate-sensitive agriculture and health care. Working closely with indigenous leaders and building upon cultural knowledge and practices led to a notable increase in community engagement as compared to previous initiatives, which promoted changes in understanding and collaboration between indigenous and rural communities.

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¹ There is extensive research in this area. Two resources referenced for this guidance note include: National Academies of Sciences, Engineering, and Medicine. 2017. *Communities in Action: Pathways to Health Equity*. Washington, DC: The National Academies Press. <https://doi.org/10.17226/24624>; and, Sheehy-Skeffington, Jennifer and Jessica Rea. 2017. *How Poverty Affects People’s Decision-making Processes*. <http://www.lse.ac.uk/business-and-consultancy/consulting/assets/documents/how-poverty-affects-peoples-decision-making-processes.pdf>

Combine situational analysis with needs and vulnerabilities to prioritize responses

By bringing together a deeper understanding of the context with nuanced identification of how that context affects subgroups differently, stakeholders – including affected communities and subgroups – can collectively set areas for actions to reverse trends in inequalities. These priorities should be based on the actions that are most likely to have a transformative impact on promoting equality, to undo systems and processes that perpetuate inequality, and to empower those who have been excluded. Inequalities are often extremely persistent and may have become institutionalized over time. Thus, consideration must be given to short-, medium- and long-term actions necessary to change the circumstances of those who are furthest behind or at risk of being left behind.

Turkana, Kenya: Setting priorities in the context of complex challenges

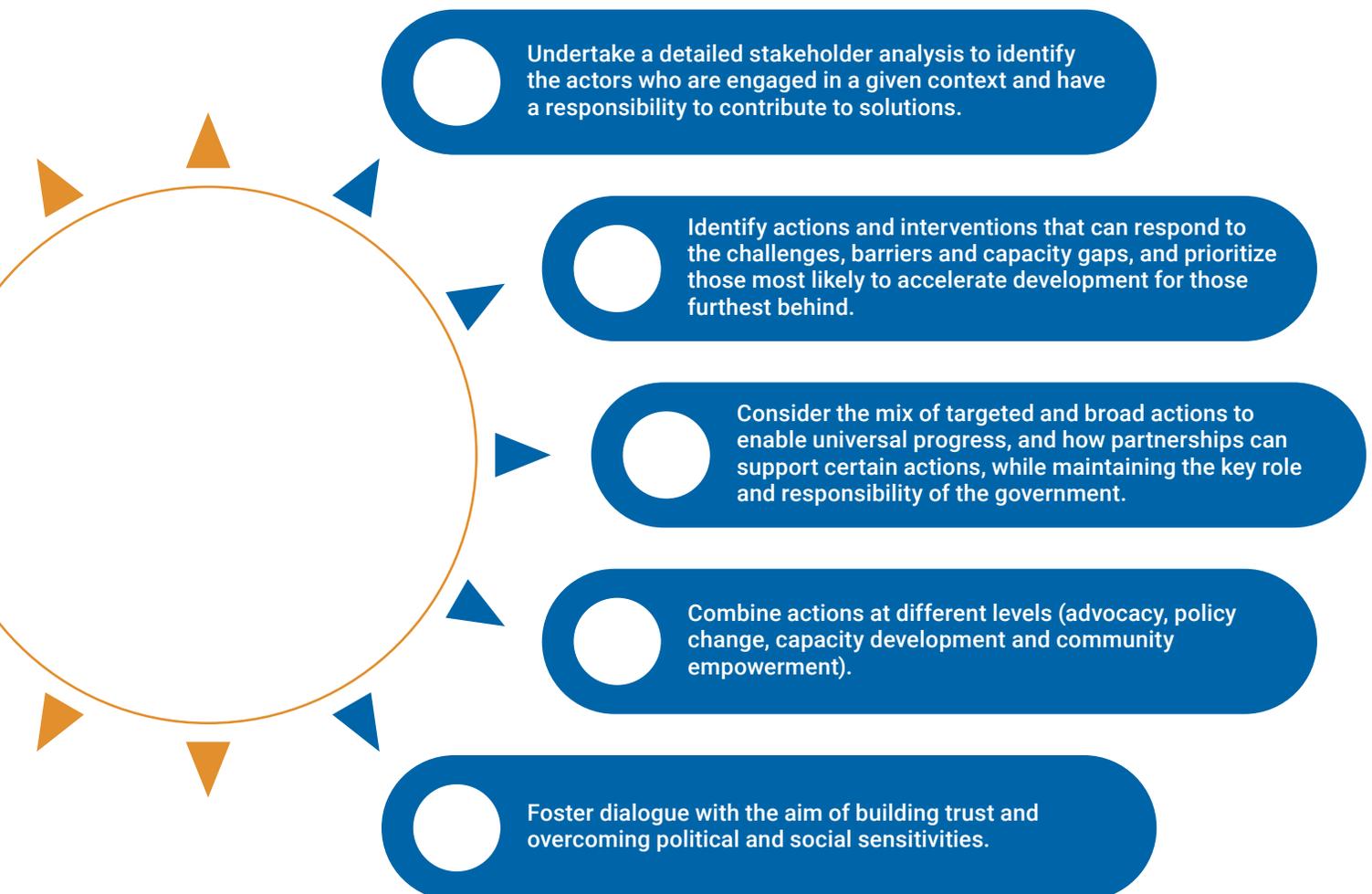
Experiencing the impacts of a ‘climate change-migration-conflict’ nexus, pastoralist communities in Central Turkana, in the arid north-west of Kenya, faced multiple and intersecting needs and vulnerabilities. Recurrent drought and episodic floods compelled pastoralist communities to move more frequently and further afield in search of water and pasture for livestock. These changing patterns of transhumance contributed to an increase in violent encounters with farming and fishing communities over scarce resources. Addressing this phenomenon required a comprehensive assessment of vulnerabilities faced by diverse communities in region,



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an in-depth understanding of the cultural and intercommunal dynamics, and an age- and gender-disaggregated assessment. Priorities could then be established to build resilience to shared challenges in a manner that minimized the likelihood of conflict. For example, while it was important to retain the heritage and practices of pastoralist communities, drivers like climate change could not be meaningfully reversed in the short term. With this recognition, it was possible to expand alternative livelihood opportunities for men and women, providing an opening for economic integration with other communities. At the same time, mobile health and education services addressed two pressing priorities. In the short-term, they allowed mobile populations to continue livelihood activities while providing education to youth and health care to all. In the longer term, they provided the training necessary for an uptake of alternative livelihood activities, particularly for youth already migrating to urban centers.

Developing and implementing targeted yet comprehensive solutions through partnership



Acknowledging that there are complex and deeply embedded forces that contribute to the disadvantage, deprivation or discrimination of certain groups, promoting equality requires actions across a broad range of stakeholders, including the most affected groups, and careful monitoring of progress over time. It requires whole-of-government strategies and partnerships with other stakeholders, including international organizations, civil society, the private sector and local communities. To this end, mapping stakeholders already engaged at the local level, understanding the role they currently play, and where there are gaps in responses – particularly as they relate to the priorities from the previous analysis – provides the foundation for effective and collaborative planning, partnering and follow-up. In addition, it can indicate areas where institutional change or community-based strategies may be necessary to redress inequalities.

Review the protective infrastructure: policies, processes and institutions

At the structural level, it is important to consider the economic, social, geographic and political mechanisms that produce, shape and maintain hierarchies, formal or informal, among groups in the population. This could include labour market policies and access; the provision and structure of the education system and essential services; infrastructure development; the structure or absence of redistributive policies; and access to resources. It is also important to identify gaps in these policies, processes or institutions that leave certain groups vulnerable. Finally, it is necessary to determine who is responsible for addressing these gaps and the partnerships needed to ensure an effective response.

Strengthen empowerment and activities that build resilience

Merely changing the policy or institutional environment will not be sufficient to reduce inequalities. Longstanding experiences of discrimination or exclusion can have inter-generational impacts on the behaviours and attitudes of those experiencing it, as well as on the perceptions of the broader society about inequality. Efforts to enhance understanding, tolerance and engagement are therefore just as important as improving the protective infrastructure. This work can include community mobilization and awareness raising on issues such as human rights, access to justice, and essential services; training on leadership and community needs and vulnerability assessment; supporting the development of local organizations and action groups; establishing community mechanisms for early warning and local development; and expanding opportunities for skill-building, education and vocational training, and inter-communal dialogue.

Kosovo: Protection and empowerment strategies for transforming conflict drivers



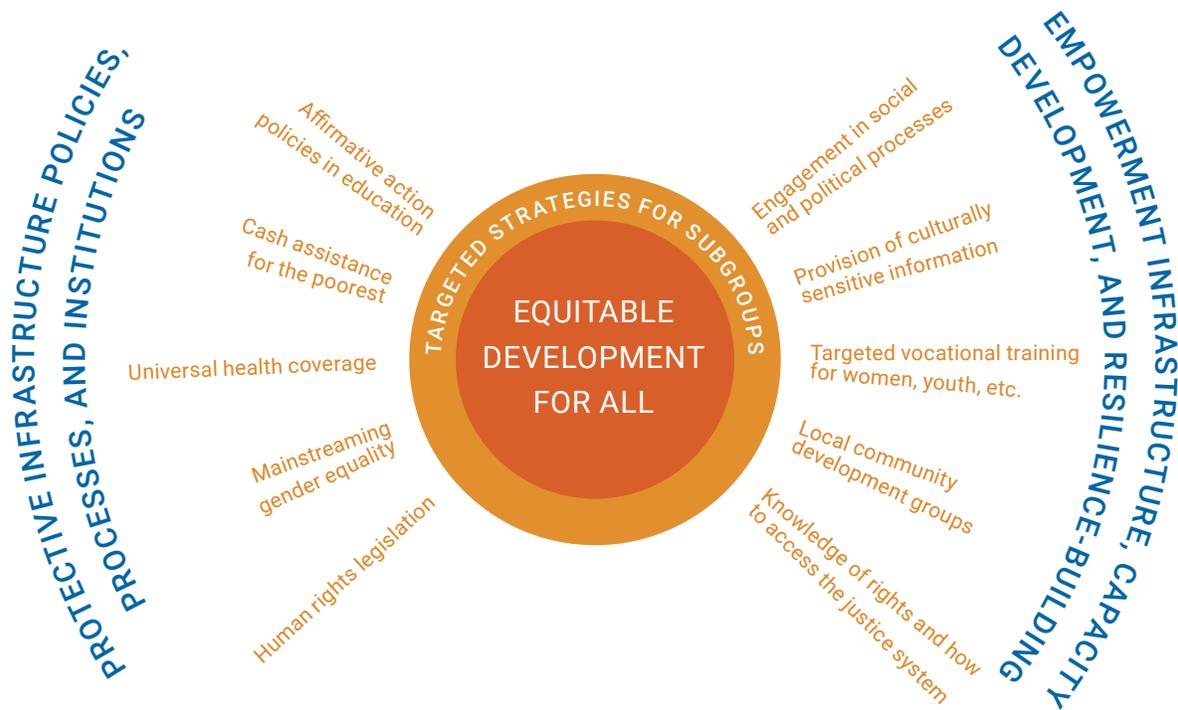
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More than a decade after the end of the war in the former Yugoslavia, inter-ethnic tensions in Kosovo remained high and the socioeconomic situation was in decline. In this context, it was impossible to decouple safety and stability from economic and community security. Therefore, meaningful steps towards sustainable peace and development would require a policy environment conducive to promoting equality and local development as well as complementary community-based initiatives to advance reconciliation, tolerance and peaceful coexistence. To this end, Local Action Groups (LAGs) were established as a primary consul-

tative and decision-making forum, comprised of representatives of diverse ethnic groups, the business sector and community-based organizations. The LAGs were instrumental in supporting dialogue between communities and local authorities to resolve issues, prioritize assistance and plan joint activities. They led the community-profiling process, providing useful information for local action as well as national decision-making. Most importantly, by creating a structured space for representatives from different ethnic groups to negotiate and collaborate on local development activities, the LAGs helped change perceptions within their respective communities towards cross-cultural understanding and engagement.

Combine protection and empowerment for greater impact

Following an assessment of existing protection and empowerment mechanisms, as well as gaps within them, it is essential to consider ways in which the policy and community dynamics interact and how they can be leveraged in a mutually reinforcing way for solutions of greater impact. Community-based initiatives that build the knowledge base of local communities – combined with efforts to generate a policy environment that ensures the protection and promotion of their rights, and increases availability and access to essential services at the local level – will produce mutually reinforcing outcomes that are more likely to lead to genuine transformation than any one intervention alone. This hybrid approach recognizes the importance of enhancing interaction and trust between governments and communities. It also improves the probability of success, providing the foundation for governments to scale up initiatives, and promoting sustainability through ongoing and active partnership between government, affected communities and other partners.



Ensure integration across levels of governance and sectors

There is a danger of solely considering vertical integration from community to government, which could lead to siloed responses that are insufficient to address the range of factors and their interactions that are contributing to exclusion and deprivation of certain groups. A multilevel approach should be based on and building towards comprehensive and multi-sectoral solutions. Such aggregate and hybrid responses then need to be considered in relation to one another and the extent to which they address the challenges, barriers and capacity gaps.

Consider the mix of targeted and broad action necessary to drive universal progress

As noted above, it will likely be necessary to design targeted responses to address the specific forms of discrimination, deprivation and disadvantage for certain groups. Targeted support, however, can have unintended consequences or lead to frustration among other groups within the community or broader society if it is perceived as preferential treatment or contributes to other forms of inequalities. Therefore, it is important to carefully consider

which targeted actions will also enable broader, more universal progress for the country, and to communicate about this effectively. In addition, an overall strategy must combine initiatives that support those most vulnerable and the broader community.

Indonesia: Protecting and empowering victims of trafficking

A complex mix of push and pull factors intertwined with vulnerability and gaps in the protective infrastructure has contributed to trafficking in persons in Indonesia. A two-pronged approach was necessary to adequately address these interconnected factors, reduce the vulnerability of potential victims and provide psychosocial and reintegration support to those who were able to return home. To bolster protection, the Government of Indonesia strengthened monitoring and data-collection tools; established coordination mechanisms across ministries and departments; provided training to enhance law enforcement investigation, prosecution and conviction;



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and developed local and national standard operating procedures on victim assistance and mental-health support, respectively. To complement these policy and institutional efforts, community initiatives focused on ensuring comprehensive and adequate medical care and psychological counselling for victims, vocational training and livelihood support, legal aid, and community awareness raising to reduce stigma as well as vulnerability to the lures of traffickers. The combination of these top-down and bottom-up measures was critical to address the contributing factors and consequences of trafficking, and to ensure that the most vulnerable were reached.

Delineate short-, medium- and longer-term action

Making progress in promoting equality will require a wide range of mutually reinforcing and connected actions to address historical and present-day factors that prevent certain groups from benefitting from development progress and realizing their aspirations in life. Undoing institutionalized discrimination and addressing factors that require significant investments in time and resources – such as infrastructure development for remote communities – will naturally require a medium- to long-term timeframe. Other activities – such as community assessments and planning, establishing new data collection processes, and building the capacity of institutions and communities – can reduce vulnerability in the short-term and provide the foundation for longer-term transformation. Therefore, short-, medium- and longer-term actions need to be sequenced appropriately towards the long-term objectives to redress significant and longstanding inequalities, beginning with those furthest behind.

Establish multi-stakeholder partnerships

In elaborating such responses, it is fundamental to establish platforms for dialogue and for building partnerships with the aim of enhancing trust and overcoming prior biases and insensitivities, so as to foster truly participatory coalitions of stakeholders. By bringing together diverse stakeholders, the sensitization process raises the visibility and deepens the understanding of the complexity of addressing inequality and the need for multi-stakeholder collaboration. It further offers the opportunity to ensure that the voices and experiences of those most affected and furthest behind are included in dialogue processes aimed at mapping out development solutions.

Ecuador: Strengthening a network of stakeholders for integrated implementation and monitoring

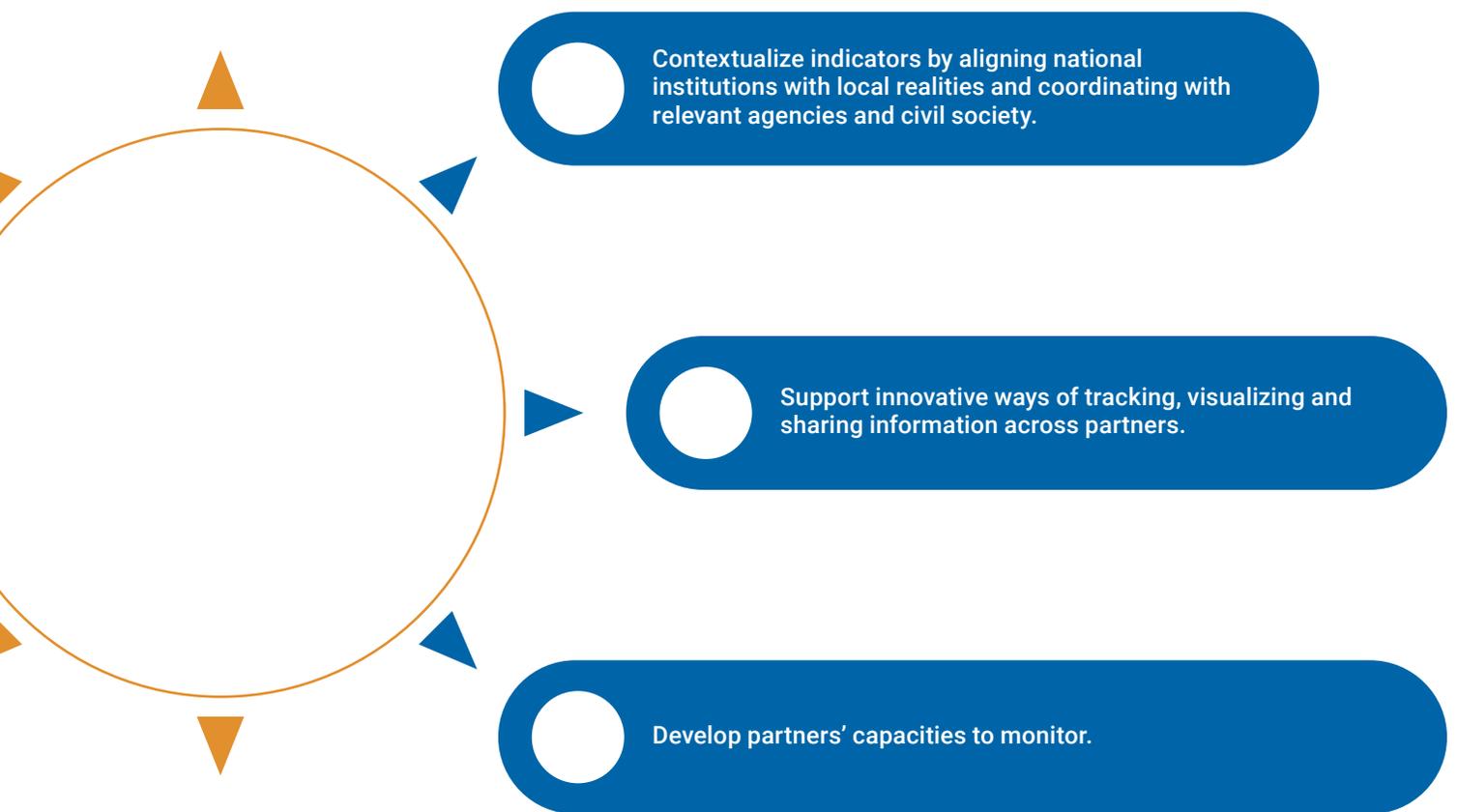


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The northern border zone of Ecuador is culturally and ethnically diverse, with 13 indigenous groups and an influx of people from across the border in Colombia. It is also considered the most fragile frontier in the Andes, with high presence of armed groups, human trafficking and extractive industries such as gold mining and timber. The communities in this region faced some of the highest levels of poverty, crime and violence; poor health status; and environmental degradation from mining activities. Addressing these multifaceted challenges required a whole-of-society approach to engage the national and local government, diverse sectors and in-

stitutions, community organizations, and international partners. It also called for a cross-border approach between the Governments of Colombia and Ecuador. To achieve the collaboration necessary, a network of more than 140 state institutions and 109 civil society organizations at the national, regional and local levels was strengthened to advance an integrated approach to the challenges in the northern border zone. In addition, 15 local coordination forums were established to address specific issues from health to economic development and social integration. These forums gave diverse stakeholders the opportunity to analyse and plan together, and they were instrumental in disseminating up-to-date information to all stakeholders, including local communities. They also functioned as an effective monitoring and feedback mechanism, enabling necessary adjustments and improvements to programme activities throughout the life of the initiative. These forums have continued to function as important platforms for development planning and monitoring in the region.

Measuring and monitoring progress, and ensuring accountability



Developing effective and inclusive data collection systems is essential for achieving the pledge to leave no one behind. At the national level, each country will need to review its national data strategies to address gaps and improve its ability to track indicators over time. National statistical institutions should be encouraged to coordinate with agencies responsible for policies related to leaving no one behind – such as social protection, gender, persons with disabilities, national human rights institutions, and others – to identify and meet data needs. In addition, data and strategies that support efforts to reduce inequalities should be integrated into national development plans and a broad range of sectoral policies and plans, including adding specific indicators to track progress by subgroups.

Develop indicators that measure opportunities, outcomes and perceptions across diverse dimensions

Traditional indicators that measure the different dimensions of inequality – such as education, health and nutrition, security, power, social inclusion, income or consumption and assets – tend to do so separately and in isolation. While independent data collection for each indicator will be required, strategies to consider indicators in relation to one another should also be established, similarly to how intersectionality should be treated. For example, patterns of educational inequality may reflect gender disparities. Asset inequalities may be consequences of or contributors to inequality in political power. Moreover, it is important to monitor inequality of opportunities and outcomes across dimensions as it can indicate areas where additional policy responses or behaviour change may be necessary. Lastly, it is important to capture information on perceptions. This can provide rich information on deficits in trust or understanding that can inhibit the realization of the policy change or programmatic intervention.

Institute participatory processes for ongoing monitoring and feedback

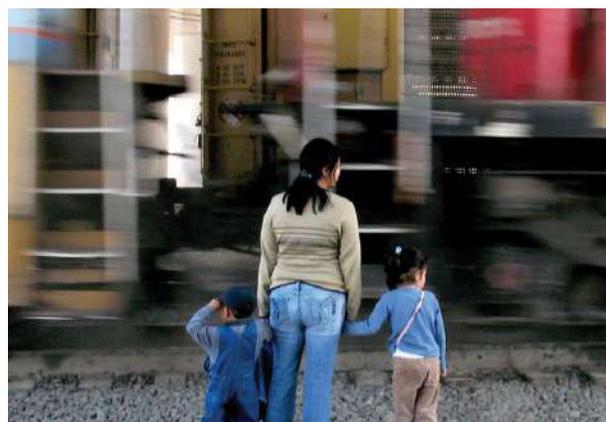
Meaningful participation of affected groups in interventions provides opportunities to contribute to policymaking, provide feedback, and measure and monitor progress. It is crucial to involve communities and civil society in steering committees and establish local focal points to facilitate communication across stakeholders and local monitoring. Doing so promotes dialogue, creativity and innovation in sharing data and information as well as in implementing contextually relevant strategies that maximize resources and leverage local knowledge. An inclusive approach also helps contextualize and verify indicators and targets to ensure that commitments, processes and outcomes are aligned with local realities. Careful attention must be paid to identifying the obstacles to and incentives for participation across stakeholders, particularly for those groups that are or may be left behind. In addition, such inclusion should ensure that it does not increase the risk to vulnerable groups.

Strengthen the analytical capacities of governments

Analytical capacities are particularly important for governments seeking to prioritize policies that have maximum and progressive impact. Also vital is the ability to anticipate and analyse policy trade-offs given resource constraints and the need to balance universal solutions (such as social protection or health insurance) with targeted interventions. Finally, capacity support is essential to enable governments to assess the fiscal, administrative and political space available to invest in undoing systemic or institutionalized processes that have contributed to or perpetuate inequality and marginalization.

Mexico: Strengthening capacity to measure and monitor progress on migration

With hundreds of thousands of people crossing Mexico's southern border and transiting across the country to reach the United States, it has become a priority of the Government of Mexico to ensure the safety and dignity of these groups on the move, while also ensuring the safety of local communities through which they transit. One step in this process was strengthening the capacity of the government to collect data and to coordinate across a range of stakeholders. To this end, human security principles were mainstreamed in federal migration policy, including the Special Migration Programme, shifting the policy and data collection practices to be



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more people-centred. A national training platform was then established for the more than 800 federal and state officials responsible for migration management, accompanied by an inter-agency exchange forum and a series of workshops to share experiences and coordinate mechanisms to protect migrant children and adolescents. Finally, a new information system was developed to monitor and follow up on issues related to the health of migrants and communities and the violence they experienced. The combination of these actions for advocacy, policy change and capacity development greatly improved the management of migration and provided the necessary information and oversight to strengthen service delivery for refugees, migrants and host communities along these routes.

Invest in strengthening capacity at the local level

In many countries, the delivery of public services falls, at least in part, to local government. National efforts to reduce inequality must therefore be informed by the subnational context and should seek to strengthen the capacities of local governments, communities and stakeholders, while improving intergovernmental coordination and coherence. Local governments are on the front line of action to address inequality. Local planning and policing as well as small-scale infrastructure development are essential tools in promoting inclusive development. Local authorities can establish mechanisms to make it easier for marginalized or excluded groups to obtain the services they need, exercise their rights, and participate in local policymaking processes.

Tajikistan: Promoting accountability through upstreaming into national development planning



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Once a thriving agricultural zone, Tajikistan's Rasht Valley began to experience economic, food, health, environmental and personal insecurity stemming from the deterioration of agricultural infrastructure, persistent outbreaks of localized violence, instability from neighboring Afghanistan and vulnerability to environmental hazards. In addition to improving prospects for communities in the region through a comprehensive and multi-stakeholder district development planning process, the programme also designed targeted strategies within these plans to address the unique needs and vulnerabilities of female-headed households, families

on the move and people living with disability. Key findings on how to reduce inequalities for these groups were then integrated into the National Development Strategy, the first National Voluntary Review, and the National Strategy for Disaster Risk Management. In addition, lessons learned were shared with the board of the Ministry of Economic Development and Trade, which institutionalized participatory platforms for development planning at the subnational level for enhanced transparency and accountability of national decision makers to local populations.



Operationalizing the pledge to leave no one behind: The case of Upper Egypt

Between 2013 and 2017, a coalition of UN partners led by UNIDO received support from the UNTFHS to develop the first comprehensive approach to addressing multidimensional poverty in the Minya Governorate of Upper Egypt. Short-term employment schemes and other compartmentalized interventions had failed to stem a looming economic crisis. Poor-quality health care and a fragmented government response led to deepening poverty, with women, children and migrant workers from Libya at greatest risk.

The way in which the programme addressed the deprivation and disadvantage faced by many make it a useful examination of how the human security approach can help operationalize the pledge to leave no one behind. As such, this case study is organized according to the five steps outlined in *Leaving No One Behind: A UNSDG Operational Guide for UN Country Teams*.





Steps 1 & 2: Gathering the evidence: who is left behind and why?

In order to develop an understanding of who were at risk of being left behind in Upper Egypt, several analytical exercises were undertaken. The aim was to clarify the factors contributing to the marginalization or limited inclusion of certain groups and to learn how these factors interact.

First, a [rapid mapping exercise](#) delineated the interlinked economic, social, geographical and political factors that fuelled exclusion, resulting in a preliminary selection of the main target locations and beneficiaries. A baseline assessment, a territorial analysis and a labour market study provided additional data and insight into the root and underlying causes of their vulnerabilities and exclusion across levels and sectors, as well as their collective impact.

Second, a [comprehensive baseline investigation](#) provided a snapshot of the current economic, social, educational and health challenges faced by the targeted groups. This not only identified those affected by compounding deprivations and inequalities but located the underlying drivers and causes. It also hypothesized the interlinkages between various domains, getting to the question of why these groups are left behind. The investigation highlighted interrelated risks in sectors including health, unemployment, food and infrastructure as well as community security, education and migration. Women and young girls emerged as particularly affected. Lack of employment had led to food shortages, limited access to health care, and reduced opportunities for them to engage in the life of their communities.

Third, a [geographic analysis](#) identified the challenges specific to individual villages and localities. It mapped existing institutions, activities and capacities in the targeted villages. It identified 79 non-governmental institutions, 10 youth centres, 3 vocational schools, 5 local administrations, 25 health centres and 2 hospitals as well as 29 elementary schools and 4 secondary schools. A roles and responsibilities review and capacity/ gaps analysis of the development partners and government bodies found that limited human and financial capacities often limited results.

Fourth, a detailed [labour market](#) survey analysed labour market needs in Upper Egypt and identified priority and emerging economic sectors. It looked at how to enhance their productivity, sustainability and growth of micro and small enterprises and evaluated the current and projected recruitment needs of medium and large enterprises. Gaps between jobseeker needs and employer needs were identified throughout the governorate, with a focus on the emerging, prominent and promising sectors.



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As emphasized in the human security approach and in the LNOB steps, [data collection was participatory](#) and contributed useful insights. Early consultative field work in the target villages, for example, found that development interventions were scattered and limited by narrow objectives. Community services provided by local NGOs didn't address the interconnections between such threats, nor did sufficient outreach to communities at risk. UN agencies did not take an explicit intersectoral approach, while government development initiatives focused almost exclusively on raising incomes without addressing the wider socioeconomic context. This data

collection began to point to priorities, setting the stage for Step 3, in which the communities helped to refine the mapping of challenges and to articulate solutions through a participatory needs assessment.



Step 3: What should be done? Developing and implementing solutions in a participatory way

The programme in Upper Egypt used several mechanisms to engage local communities in the design and prioritization of initiatives to leave no one behind. First, they sought to create an enabling environment by developing the capacities of all stakeholders and by empowering the communities, including supporting women and youth to voice their needs and ideas. The most important empowerment mechanism was the [human security forum](#). These community-based dialogues engaged local people, especially the most marginalized and those typically left behind, in risk identification and priority setting. Dialogues helped build trust, address political and social sensitivities and set aside longstanding biases, setting the stage for partnership.

Successive working sessions brought together community representatives and leaders and 80 NGO representatives. Each target village was introduced to the concept of the participatory action. Each village had its own forum and selected its own participants with attention to balance in terms of gender, age, and educational background, among other characteristics. These inclusive community groups identified actions and interventions to address challenges, barriers and capacity gaps.

Altogether, the participatory needs assessment engaged nearly 2,000 respondents and addressed a range of needs. Following is an example of how various villages prioritized action:

- Village one: waste collection, bread quality and health-care services, followed by unemployment and the quality of drinking water.
- Village two: waste collection, water and sanitation, education and unemployment.
- Village three: unemployment, followed by waste collection, sanitation, health care and education.
- Village four: sanitation, water connections and water quality, followed by education and bread quality.

This diversity of needs and their varied prioritization underscores how the human security approach can complement the steps for leaving no one behind. It recognizes the importance of disaggregating information to the lowest possible levels to better understand community needs and respond with strategies that both empower and protect communities at risk. What's more, it underlines the degree to which poverty threats are interlinked and required going beyond traditional approaches largely focused on economic subsidies provided by governments or others.

The result of these participatory processes was a range of multidimensional initiatives that generated positive change while forging new partnerships. Through human security forums and various activities, the voices and needs of women and youth were heard and heeded. Farmers advocated for measures they knew would benefit them and their families, as opposed to measures designed elsewhere. As a result, new economic opportunities were embraced:

- A date marketing company was established.
- Technical assistance improved production techniques, post-harvest technology, and market linkages.
- Local entrepreneurs established a company that increased employment opportunities, especially for women.
- A group of local residents launched a furniture-making project in partnership with the private sector, leading to participation in Egypt's largest furniture fair.

These examples not only highlight the diversity of skills within these communities, but also illustrate the extent to which these talents had previously gone untapped. Earlier initiatives had not reached out to the affected communities to engage them in developing of solutions.

Coordinating a participatory, multidimensional programme is challenging. The programme established an inter-agency field office to support integrated action and close engagement with communities. This helped facilitate work between government agencies and local communities to create a sustainable water supply and improve health care conditions, measures that were especially relevant for women and children at risk of being left behind. Considerable attention was also given to breaking down traditional bureaucratic barriers among government agencies, fostering a spirit of "whole of the problem, and whole of the solution".



Step 4: Measuring progress

Because the participating UN partners used different monitoring standards, it was necessary to create a unified database of beneficiaries and reorganize existing data to allow for better reporting. The programme's comprehensive baseline investigation led to the development of a monitoring system capable of accounting for immediate results and changes in the targeted domains. These included economic aspects, health, social cohesion and community security as well effects in domains such as food, education and personal security.

Human security forums were also used to track and share information and to establish a monitoring and evaluation framework. Here the tools for data gathering and analysis were developed and shared widely. As recommended in the LNOB operational guide, they brought together a diverse set of stakeholders, facilitated linkages, and developed their monitoring capacity.

Consistent with the human security impact assessment, the programme in Upper Egypt measured progress in a highly participatory fashion. It not only incorporated indicators for social and behaviour change, outreach, uptake of services, but also empowered the people at risk to play a part in measuring progress and distilling lessons learned.

The programme's midterm and final evaluations involved direct outreach through the human security forums to people at risk, seeking their views on the efficacy of the programming they helped design. They also suggested how to improve the programme's various elements in a participatory approach to organizational learning. The midterm evaluation proved crucial in designing midcourse corrections to increase the efficiency and effectiveness of programme delivery, as well as building or strengthening monitoring capacities within the communities and government agencies.



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Selected results in Upper Egypt

- Job and livelihoods: training and support for greenhouses, animal husbandry, furniture and dates reached more than 5,000 people.
- Youth volunteerism and employment: projects to train youth in social enterprises and link them to employment opportunities led to the employment of more than 4,500 individuals.
- Entrepreneurship: more than 10,000 women joined group saving schemes to leverage small funds for micro businesses.
- Water: fresh potable water reached almost 190,000 beneficiaries through infrastructure and neighbourhood upgrading.
- Economic security: 55 per cent of the beneficiaries reported an increase in productivity.
- Food security: access and availability of adequate amount of food increased from 14 per cent in 2014 (the baseline year) to 36 per cent in 2017.
- Health security: 71 per cent of the intervention households reported a greater tendency to seek medical treatment from health providers compared to 41 per cent of the baseline.
- Child illness: the frequency of illness requiring medical treatment dropped from 61 per cent to 51 per cent.
- Maternal health: the percentage of pregnant women who attended clinics during pregnancy almost doubled since the 2014 baseline
- Hepatitis C: prevalence decreased from 43 per cent in the baseline year to 17 per cent among targeted households, thanks in part to a prevention campaign that reached around 40,000 women and children.
- Community participation: 12 per cent of the intervention households expressed their readiness to participate in future community initiatives, compared to 4 per cent at the baseline. Around 21 per cent participated in social or volunteering activities in their communities, an increase of around 17 per cent.



Step 5: Advancing accountability for leaving no one behind

A critical aspect of LNOB work is to ensure that governments continue to respond to the needs of those who are most marginalized – and to ensure that people themselves have robust ways to participate and to hold their government officials and others to account.

In the programme, efforts to advance accountability took a variety of forms. The baseline study and monitoring process provided programme partners and communities with immediate evaluation of the governorate’s developmental interventions. Ongoing feedback mechanisms, including the forums that were established early on, further facilitated accountability to the communities. This was enhanced in workshops and information dissemination that brought the diverse participants together, giving community members opportunities to interact with those at various levels of government in the region.

More broadly, participative design of the programme helped sensitize government institutions to the needs of those most at risk of being left behind. It also helped build their capacity to foster responsive protective mechanisms that can transform communities and build their resilience.

Achieving sustainability and replicating the programme

The programme’s approach to local economic development was continued by Egypt’s Local Administration Reform Unit, in its strategy that strives to foster “productive villages, exporting governorates”. A toolkit was developed for use elsewhere in Egypt, offering a step-by-step guide to inclusive socioeconomic development of villages. The programme was adopted for a second geographical extension to the Sohag Governorate, further up the Nile.

Several aspects of the programme have been replicated, including its water provision techniques and technology which have been scaled up elsewhere, including in a project jointly funded by Coca-Cola Egypt and the Government of Egypt reaching around 2.25 million vulnerable Egyptians.

Other interventions that have been replicated include village savings and loan associations' model, which was integrated into the national banking schemes as part of a push for financial inclusion, allowing for nationwide economic empowerment of vulnerable women.

The American University in Cairo has integrated a case study of the programme into its graduate curriculum on local economic development, as have Cairo University's Model Arab League and Model United Nations programme. Maastricht University's MBA programme at the Regional Information Technology Institute in Cairo has integrated a case study into its course on Business Ethics and Corporate Social Responsibility.

A holistic and comprehensive model – a hallmark of human security and central to the UNSDG guidance on leaving no one behind – enabled a multisectoral approach that integrated various complementary strands. This resulted in greater economic security, rather than a piecemeal implementation of narrow initiatives.

The programme in Upper Egypt also demonstrated how when communities are fully engaged in the design and implementation of measures to combat multidimensional poverty, they mobilize with their own resources and ingenuity. They learn from each other and teach each other, and thereby expand opportunities for themselves and those who are at risk of being left behind.

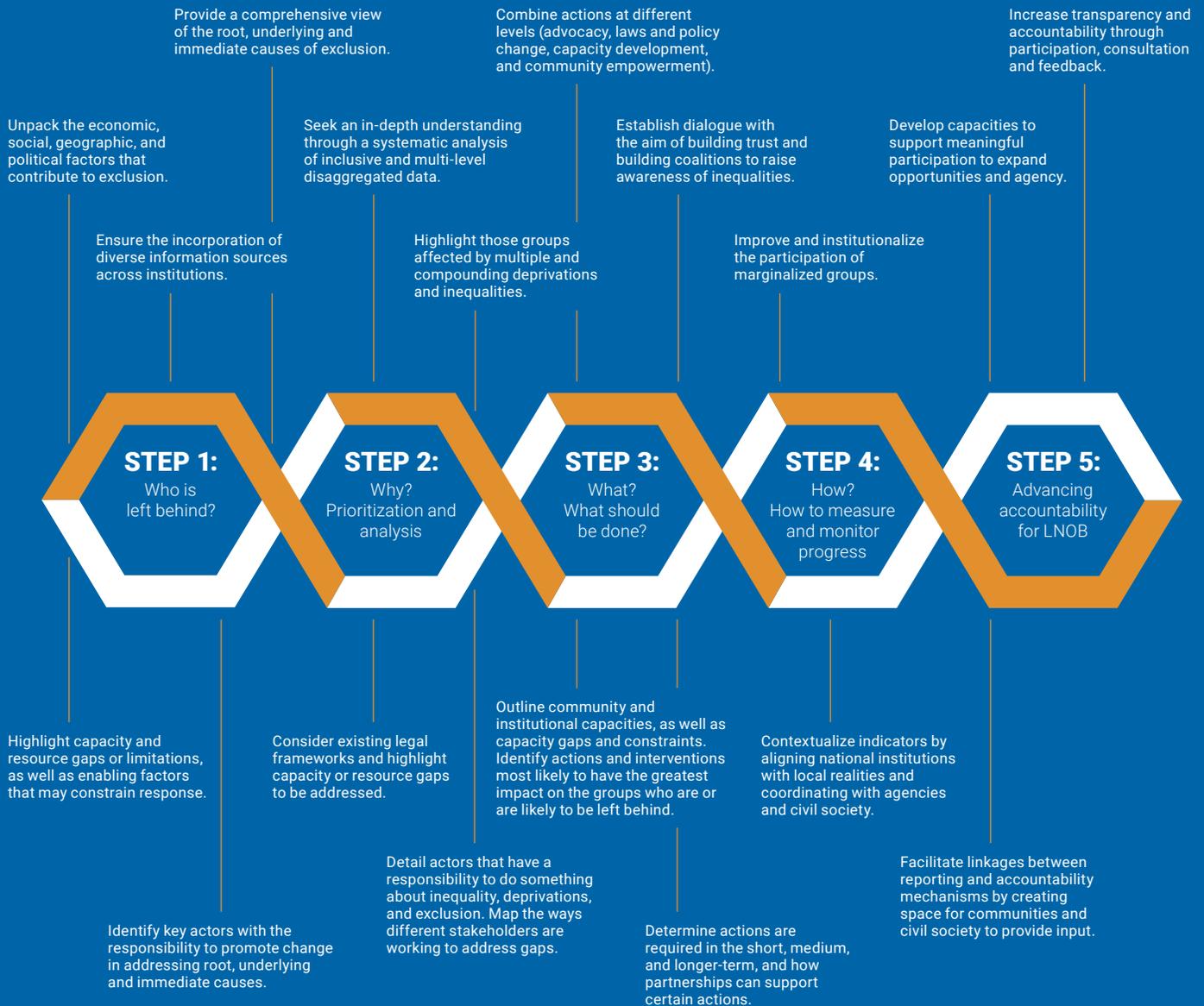
Realizing the promise to leave no one behind

Realizing the promise to leave no one behind in the advancement of sustainable development will require thoughtful actions that:

- prioritize multi-sectoral collaboration,
- emphasize a ground-up, people-driven approach, and
- build the capacity of all institutions to collect and monitor disaggregated and multidimensional data.

By bringing these elements together to guide policy and programme development, the human security framework can be an essential complement to the processes outlined in the UNSDG Operational Guide.

Step by step: operationalizing the promise through the human security approach



Steps for leaving no one behind	Phases of the human security approach ²	An action guide to applying them together
<p>Step 1: <i>Who is left behind?</i> <i>Gathering the evidence</i></p> <p>Gather and analyse data from many sources, official and other</p> <p>Combine relevant analyses</p> <p>Perform holistic assessments and use disaggregated data</p> <p>Seek feedback from people</p> <p>Identify and prioritize gaps</p> <p>Consider intersectionality</p> 	<p>Situational analysis: <i>Vulnerabilities, risks and root causes</i></p> <p>Explore the comprehensive set of challenges that are specific to a given context and their root causes</p> <p>Overcome fragmented analysis and promote participatory and joint analytical processes</p> <p>Consider the broad range of existing and potential challenges and factors, across levels (local, national, regional and global), which can indicate short-, medium- and long-term planning priorities</p> <p>Highlight areas of responsibility for specific actors and underline the need for different constellations of partners to address multidimensional threats at different points in time</p> <p>Situational analysis: <i>Impacts on people and institutions</i></p> <p>Visualize the multidimensional causes and compounding effect of challenges on different aspects of life</p> <p>Differentiate the impacts on people/communities and state/institutions (and their capacity to respond)</p> <p>Highlight areas of greatest stress and/or deprivation and areas where state-society relations could deteriorate if not addressed (or be enhanced), as a part of the prioritization process</p>	<p>Unpack the economic, social, geographic and political factors and their interlinkages that are contributing to exclusion</p> <p>Ensure incorporation of diverse information sources across institutions and sectors, including existing national and UN assessments on human rights, inequalities, conflict, political environments and disaster risk</p> <p>Provide a comprehensive view of the root, underlying and immediate causes of exclusion across levels and sectors as well as their impacts on people</p> <p>Undertake inclusive analytical processes and clarify responsibilities across stakeholders at different levels to address inequalities and exclusion</p> <p>Reflect on existing and potential factors that can create or exacerbate exclusion, allowing for a forward-looking perspective on who is left behind and who is vulnerable to being left behind</p> <p>Highlight capacity and resource gaps or limitations as well as enabling factors that may prevent or constrain response</p> <p>Identify key actors with responsibility to take action at different levels to promote change in addressing the root, underlying and immediate causes</p>

² The human security phases are repeated when they apply to more than one step for leaving no one behind.

Steps for leaving no one behind	Phases of the human security approach	An action guide to applying them together
<p>Step 2: Why?</p> <p>Prioritization and analysis</p> <p>Identify relevant rights and standards</p> <p>Understand who is furthest behind, who is vulnerable</p> <p>Analyse immediate, underlying and root causes</p> <p>Perform a role/capacity gap analysis</p> <p>Understand the extent and reoccurrence of exclusion and where solutions 'get stuck'</p> 	<p>Needs, vulnerabilities and capacity analysis</p> <p>Based on the situational analysis, undertake a multidimensional, joined-up assessment of the needs and vulnerabilities – as well as the capacities, assets and resources – of people in a specific area, disaggregated by group and subgroups, as relevant</p> <p>Identify groups and subgroups affected by multiple and compounding deprivations and inequalities</p> <p>Prioritize based on the groups experiencing the most severe or multiple deprivations as well as those most vulnerable to being left behind</p> <p>Proactively consider needs and vulnerabilities, and deepen understanding of how best to sequence and target actions based on differential vulnerability</p> <p>Identify opportunities to promote local leadership and capacity development by building upon existing capabilities, resources and assets</p> <p>Ensure that the development of appropriate solutions is people-centred and based on local realities, capacities and coping mechanisms</p> <p>Protection and Empowerment: Mapping what exists and gaps</p> <p>Undertake a stakeholder analysis across institutions, sectors and levels</p> <p>Map existing mechanisms for protection (norms, institutions, policies, etc.) and empowerment (bottom-up capacity building and capability/resilience enhancing)</p> <p>Identify gaps in existing frameworks to prevent or mitigate the impact of these deficits on efforts to advance equitable and inclusive development</p>	<p>Seek an in-depth understanding through systematic analysis of inclusive and multi-level disaggregated data, both quantitative and qualitative, from a range of sources</p> <p>Identify and prioritize gaps in data in order to gain a fuller understanding of who may be left behind and why</p> <p>Invest in better quantitative and complementary qualitative data that includes people-driven data and information generated directly by the people being left behind alongside official data</p> <p>Highlight those groups affected by multiple and compounding deprivations and inequalities in order to identify those furthest behind and those most vulnerable to being left behind</p> <p>Determine the reasons why some people are left behind by considering the immediate, underlying and root causes, and ensure that actions aim to address the root causes</p> <p>Create mechanisms for meaningful participation of people, especially the most marginalized and those left behind, in data collection, analysis and priority-setting processes</p> <p>Identify the actors that have a responsibility to address inequality, deprivations and exclusion at multiple levels. Map the ways different stakeholders are already working to address causes in the context and where there are gaps</p> <p>Consider existing legal frameworks as well as national and international obligations, and highlight capacity or resource gaps to be addressed</p> <p>Identify obstacles and incentives for participation across stakeholders and groups that are or may be left behind</p>

Steps for leaving no one behind	Phases of the human security approach	An action guide to applying them together
<p>Step 3: What?</p> <p>What should be done?</p> <p>Support multiplier effects</p> <p>Identify actions and interventions to address challenges, barriers and capacity gaps</p> <p>Prioritize people and groups at greatest risk of being left behind</p> <p>Undertake targeted actions to enable universal progress</p> <p>Create an enabling environment, develop capacities for civil society, empower communities, enhance quality/ accessibility of services</p> <p>Build partnerships</p> 	<p>Protection and empowerment: Mapping what exists and gaps</p> <p>Undertake a stakeholder analysis across institutions, sectors and levels</p> <p>Map existing mechanisms for protection (norms, institutions, policies, etc.) and empowerment (bottom-up capacity building and capability/resilience enhancing)</p> <p>Identify gaps in existing frameworks to prevent or mitigate the impact of these deficits on efforts to advance equitable and inclusive development</p> <p>Articulating collective human security outcomes</p> <p>Articulate a common vision of what you are trying to achieve, linking analysis to action</p> <p>Define commonly agreed goals (achievable in 3–5 years) to frame the sequencing and layering of multidimensional responses by different constellations of actors in the short-, medium- and longer-term</p> <p>Advance integrated and context-specific responses that break down institutional barriers and reduce tensions among stakeholders through joined-up action and monitoring, and systematic and inclusive participatory platforms</p> <p>Protection and empowerment: Building hybrid strategies</p> <p>Based on human security outcomes, engage a network of relevant stakeholders across institutions, sectors and levels in defining and implementing strategies</p> <p>Create a mutually reinforcing policy and programming environment by combining efforts to strengthen or establish protective mechanisms (norms, processes and institutions, etc.) with efforts to enhance empowerment and resilience</p>	<p>Identify the actors that have a responsibility to do something about inequality, deprivations and exclusion at multiple levels.</p> <p>Outline community and institutional capacities as well as capacity gaps and constraints</p> <p>Identify actions and interventions that can respond to the challenges, barriers and capacity gaps, and prioritize based on those most likely to have the greatest impact on the groups who are or are likely to be left behind</p> <p>Determine which actions are required in the short-, medium- and longer-term, and how partnerships can support certain actions, while maintaining the key role and responsibility of the government</p> <p>Combine actions at different levels (advocacy, laws and policy change, capacity development and community empowerment) to address the root, underlying and immediate causes of inequality and marginalization</p> <p>Emphasize the importance of targeted action to enable universal progress</p> <p>Establish dialogue with the aim of building trust and overcoming political and social sensitivities, and build coalitions to raise awareness of inequalities</p>

Steps for leaving no one behind	Phases of the human security approach	An action guide to applying them together
<p>Step 4: <i>How? How to measure and monitor progress</i></p> <p>Contextualize indicators/ targets measuring commitments, processes, outcomes</p> <p>Support innovative ways of tracking, visualizing, sharing information</p> <p>Develop partners' capacities to monitor</p> 	<p><i>Articulating collective human security outcomes</i></p> <p>Define commonly agreed goals (achievable in 3–5 years) to frame the sequencing and layering of multidimensional responses by different constellations of actors in the short-, medium- and longer-term with benchmarks</p> <p>Protection and empowerment: Building hybrid strategies</p> <p>Assess possible positive and negative externalities of interventions and leverage synergies to enhance coherence and amplify the potential to achieve desired results in a sustainable manner</p> <p>Promote dialogue, creativity and innovation in sharing data and information and implementing strategies</p> <p>Focus on capacity building, resilience and meaningful participation of actors at all relevant levels</p> <p>Foster accountability and structure the provision of resources to maximize results with greater impact for those most vulnerable</p> <p><i>Participatory implementation</i></p> <p>Ensure inclusive engagement of all relevant stakeholders from assessment to evaluation</p> <p>Establish structures for direct dialogue across stakeholders to ensure meaningful participation</p>	<p>Outline community and institutional capacities as well as capacity gaps and constraints for performance monitoring</p> <p>Contextualize indicators by aligning national institutions with local realities and coordinating with relevant agencies and civil society</p> <p>Improve and institutionalize the participation of marginalized groups in decision-making processes, policy and programme planning and implementation</p> <p>Develop capacities to support meaningful participation to expand opportunities and agency</p>

Steps for leaving no one behind	Phases of the human security approach	An action guide to applying them together
<p>Step 5: <i>Advancing accountability for leaving no one behind</i></p> <p>Integrate the commitment to leave no one behind into review processes</p> <p>Include innovative, informal forms of accountability</p> <p>Engage with civil society and communities</p> 	<p>Protection and empowerment: Building hybrid strategies</p> <p>Promote dialogue, creativity and innovation in sharing data and information and implementing strategies</p> <p>Foster accountability and structure the provision of resources to maximize results with greater impact for those most vulnerable</p> <p>Participatory implementation</p> <p>Ensure inclusive engagement of all relevant stakeholders from assessment to evaluation</p> <p>Establish structures for direct dialogue across stakeholders to ensure meaningful participation</p>	<p>Strengthen accountability within governments and within the UN system and integrate review processes</p> <p>Facilitate linkages within and between reporting and accountability mechanisms by creating space for communities and civil society to provide input</p> <p>Develop capacities to support meaningful participation to expand opportunities and agency</p> <p>Increase transparency and accountability through sustained participation, consultation and feedback</p>

UN Human Security Unit

The Human Security Unit is the focal entity on human security at the United Nations and manages the UN Trust Fund for Human Security (UNTFHS).

A pioneer of integrated programming, the UNTFHS is an essential and powerful instrument for the UN system and its partners. The Fund's distinct contribution lies in its 20-year track record of delivering tangible improvements in people's daily lives. The UNTFHS works closely with diverse partners from across the UN system, governments, regional intergovernmental organizations, civil society, academia and the private sector to foster collaboration to tackle current and emerging challenges of the 21st century with people at the heart of its actions.

For more information on human security and the UNTFHS, please visit:
www.un.org/humansecurity