Delivering Results to Leave No One Behind

A discussion paper for the

Results Community OECD workshop

What Results – Who Counts?

Effective development co-operation for the 2030 Agenda

Prepared by Tony German and Judith Randel

Strategic Advisers to Development Initiatives

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Information on results is needed for policy making, performance management, decision making, learning and domestic accountability. It should be the foundation for effective policy and investment choices and dialogue with partners and other stakeholders on the achievement of the Sustainable Development Goals (SDGs) and the commitment to Leave no one behind.

development initiatives

What this paper aims to do

This paper is written for the DAC Results Community to stimulate discussion about achieving and measuring results on the Leave no one behind agenda.

While the Leave no one behind slogan has been widely adopted, there are differing interpretations and many organisations are struggling to define what it means for them. This paper helps to unpack the issues and suggests ways to address and incorporate the Leave no one behind imperative into development cooperation and to measure results.

It starts with the key points and is organised in three parts. Part One sets out what the Leave no one behind imperative means. Part Two looks at how Leave no one behind can be incorporated into development cooperation results approaches and includes a box on The P20 Initiative. Part Three explores data issues.

Key points and storyline

One question people ask is how Leave no one behind differs from the long pre-occupation of many providers with poverty, vulnerability, marginalisation and exclusion and whether they should be looking for different results. In some ways, it is not different at all. The evidence and experience-base on the reasons why people stay poor, human rights and participation, the multidimensional nature of poverty and exclusion and the importance of identity and discrimination are foundations of the Leave no one behind imperative.[1]

But Leave no one behind sets a different standard:

- The SDGs can, literally, not be achieved without it. Several SDGs have zero targets and overall, the goals are only achieved, if achieved for everyone. Development Cooperation therefore has to take this into account.
- Neither can Leave no one behind be achieved by getting everyone above a target line - whether that's the poverty line or some other standard. In addition, Leave no one behind means that people must be included in progress - and at a rate which, at a minimum, does not widen the gap between them and everyone else.
- Averages and generalised progress are not enough because they do not reveal who is missing. Leave no one behind puts as much emphasis on WHO benefits as on WHAT has been delivered.

So results needed for Leave no one behind - whether development or development cooperation - are as much about inclusion in progress as about delivery of a service or benefit. The logic is clear: people left behind must make faster progress than the rest of the population - if they don't they will be left further behind.

This requires different data and different benchmarks of progress. Data needs to be disaggregated to show how different parts of the population are faring. Benchmarks cannot rest on a specified line or target, they have to measure the extent to which different people are being included in the rate of progress.

SDG 10 on inequality is quite specific, requiring income growth for the poorest to increase at **a higher rate than the national average**. This paper argues that the Leave no one behind imperative requires a similar benchmark of progress in every sector - education, health, energy - and every country.

Leave no one behind requires different data. Measuring results for the goals requires data on the outcomes for SDG targets, revealing <u>what</u> has happened. Measuring results for

Leave no one behind requires disaggregated data that tells us <u>who</u> has benefitted, showing which people are included and which are missing.

There are several areas where the energy of the data revolution needs to be harnessed to deliver improvements which will support better understanding of results for Leave no one behind. These include population data and investment in civil registration and counting people who are currently invisible. In the medium-term accessibility and use of many different data sources including management and administrative and Civil Society Organisation (CSO) data will be needed to support the Leave no one behind agenda.

Leave no one behind is highly political. People ask whether it is a slogan around which everyone can coalesce or a paradigm change. In fact it is a political commitment which has been agreed at the highest level and, whilst it needs to be unpacked and translated into specific actions, it is not an optional extra.

In every country, governments need to explain how they intend to respond to the Leave no one behind commitment and provide political direction. Senior management in aid agencies need to translate this into appropriate policies and priorities, recognising that it challenges some development cooperation norms such as country ownership and the use of progress at the national level as a measure of outcomes.

Thinking on how the political commitment to Leave no one behind should be translated into policies and priorities is still at a relatively early stage, the Results Community is already considering how it can respond as follows:

- How tier 1 of results frameworks ("development results") can reflect changes in the number and status of those left behind.
- How tier 2 (development cooperation results) can show whether development co-operation contributes to inclusion in progress for people at risk of being left behind.
- How tier 3 (provider performance) accounts for whether providers are doing their best to address the problems of those left behind.

Early engagement by the Results Community with the Leave no one behind agenda can help aid agencies more widely to get to grips with what it means for people and communities to be left behind as well as explaining the type of data and information needed to track progress, capture and communicate results on who is left out.

Developing a results approach that supports the achievement of the Leave no one behind imperative will take time and many of the building blocks are not yet in place - both in terms of data required and how to embed the Leave no one behind imperative into the priorities of a range of different departments within agencies, at country and headquarter levels. But at the same time, the data and evidence we already have, shows the urgency of addressing the Leave no one behind agenda now. Development cooperation providers will therefore have to follow a twin track approach with respect to results- one track making better use of the data and information we have now; the other investing in systemic improvements to support the Leave no one behind imperative.

Leave no one behind results are about people and their inclusion in progress, which is the product of many different factors. The development-cooperation contribution to results will involve both judgment and measurement. The task is therefore to ensure that the judgment is as transparent and well informed as possible.

Leave no one behind results are more easily communicated politically and publicly than many other development cooperation investments; they have relevance in every society and setting. This create a good working environment and the opportunity to engage with a wide

range of stakeholders on what it means to achieve results for the Leave no one behind imperative.

The paper proposes a results approach based on the idea of the P20 - a simple, intuitive memorable principle that seeks to keep the minds of people and politicians on the main question - have the poorest people been included in progress?

The P20 idea is designed to keep focus on the poorest people and those most likely to be left behind. It proposes:

- A focus on measurable progress of the people in the poorest 20% globally and in every country - the P20.

- A way to track, in as close to real time as possible, whether progress for the P20 on income and other priorities is accelerating at a pace which will narrow the gap between the P20 and everyone else.

- The use of a small number of 'bellwether' indicators to provide early indications on the direction of travel for the P20 - whether they are being included or left further behind - on income and other dimensions of poverty.

- A focus on five key disaggregations to identify progress for groups likely to be left behind: income Quintile, Gender, Geography, Age and Disability (QGGAD).

The P20 idea is flexible enough to track progress both on ending poverty (Goal 1) and promoting greater equity (Goal 10) and can help to show whether the poorest people are benefitting from progress on each and every one of the 17 SDGs.

In this paper the P20 will be used as shorthand for the groups of people whom we know are most often left behind.

Part One: The SDGs and Leave no one behind

1. 1   What is Leave no one behind?

*"As we embark on this great collective journey, **we pledge that no one will be left behind**. Recognizing that the dignity of the human person is fundamental, **we wish to see the goals and targets met for all nations and peoples and for all segments of society**. And we will endeavour to reach the furthest behind first."* [2]

Leave no one behind is a key part of the SDG settlement and encapsulates the themes of inclusion, universality and equity which run throughout Agenda 2030, the goals, the targets and the indicators.

- It is literally impossible to achieve the SDGs without it.
- Some SDGs have 'zero-targets' which require, for instance, the eradication of extreme poverty (1.1), the end of hunger (2.1) or universal access to electricity (7.1). It is not possible to reach a universal or zero-target whilst leaving anyone behind.
- Some goals and targets are about inclusion and equity in their own right. All of Goal 10 is about reducing inequalities and many targets mention aspects of inclusion and equity.
- No goal can be considered as met, unless met for everyone and therefore the Leave no one behind imperative applies to all 17 goals. [3]

Leave no one behind means reaching every single person. This is an ambition well above that of the MDGs which aimed to halve poverty and, in all but the education goal, achieve a specified level which accepted that many people would not be reached.

Leave no one behind requires that everyone is included in the rate of progress. It cannot be delivered by simply ensuring that people are above a certain line if everyone else is making faster progress. The rate of change for people currently left out of progress must be better than the average if they are not to find themselves left even further behind.

In summary:

- **The SDGs are the WHAT** - the outcomes that should be delivered.
- **Leave no one Behind is the WHO -** who has benefitted and who has been left out.

1.2   Why the 'WHO' is important.

While the reduction in extreme poverty since 1990 has been unprecedented and many developing countries have seen impressive and sustained levels of economic growth, over the same period the gap between the incomes of the P20 (the poorest 20% of the world's people) and everyone else has widened, the consumption floor has remained more or less unchanged and the daily incomes of the P20 have grown by USD 0.79 since 1990.[4]

The evidence on chronic poverty is robust. Multiple and intersecting deprivations and inequalities lead to persistent exclusion - these are the people who are left behind while societies as whole get better off.[5] Improvement in their lives is the acid test of Agenda 2030.

Leave no one behind can be seen as the glue which holds Agenda 2030 together, the outcome of the goals themselves plus the requirement to include everyone in progress. The goals are 'indivisible' when seen from the viewpoint of their impact on individual people. It is not enough to pursue growth whilst neglecting climate or claim victory on poverty at the point when average incomes exceed USD1.90 if that still leaves children illiterate or women dying unnecessarily in childbirth. We need to know who is included in progress so that policies and resources can be directed to ensure that no one is left behind.

1.3 What are the implications for providers' results frameworks and approaches?

Results frameworks have to sit within the overall policy and programming choices that the provider has made and the Leave no one behind agenda needs to be reflected in all three tiers of results frameworks:
1. development results expressed as outcomes or impact;
2. development-cooperation results which reflect provider policies, priorities and interventions;
3. and performance both operational and organisational.

Many providers of development cooperation have well-developed results frameworks which focus on poverty and exclusion and some are moving away from the use of country or other averages. The DAC results community also encourages a focus on contribution rather than attribution as a general principle. Both of these trends are in line with what is needed to reflect the Leave no one behind agenda, but they are not enough.

Providers' anti-poverty policies and programming are often in the form of specific services in health and education, delivered through vertical funds and/or a focus on the poorest countries.[6] But neither the attention to issues like health and education, nor the focus on poor countries, is sufficient to implement the Leave no one behind agenda.

- It is not enough to focus on poor countries because the data clearly shows that there are big differences within countries and that national progress is consistent with persistent and even increasing poverty for parts of the population.[7]

- It is not enough to focus only on sectors that are proximate to people in poverty, because achieving overall progress in health or education does not mean that all hard-to-reach populations have been included, or even that data has been gathered to measure who has benefitted and who has been left behind.

Therefore two additional dimensions are needed for understanding results on outcomes and impact (tier 1 of results frameworks) and for development cooperation results (tier 2). Firstly, we need disaggregated data on WHO has been included and who has been missed out and secondly, we need data and analysis on the relative rate of progress, revealing whether the gap between those left behind and the rest of the population is narrowing or widening.

The recognition that the results of development cooperation interventions and policies will often be about contribution to change, rather than attribution of a specific outcome to a specific investment is important for Leave no one behind. This is because Leave no one behind is centred on people and whether there have been absolute and relative improvements in their lives overall. These life changes will be the outcome of many different dimensions including intersecting inequalities and disadvantages as well as interventions,

policies, opportunities and events that can hold people back or enable progress.[8] Consequently, it is difficult to attribute changes to any one cause. Even so, there are a number of steps providers can take to understand and measure the results of their efforts (see Part Two for ideas), alongside a strong role for judgment and evaluation on the contribution of development cooperation which, in turn, needs to be informed by better data and different analysis.

Despite these challenges it is clear that many countries of all types are giving policy prominence to Leave no one behind. For instance, of the 44 countries submitting voluntary national SDG reviews for 2017, twenty four including countries such as Afghanistan, Benin, Ethiopia and Kenya specifically refer to the fact that they aim to 'Leave no one behind'. In the case of donor countries such as Japan and Netherlands, Leave no one behind is explicitly framed as a priority which is relevant both to development policy and their domestic agenda.[9]

As well as emphasising priority to Leave no one behind, several countries make the case that increased effort to deliver disaggregated data is essential to this agenda. And some providers have adopted the explicit intention expressed in the SDG Declaration, not only to ensure that no one is left behind but to reach those furthest behind first,

Given the prominence of the Leave no one behind imperative in the preamble to the SDGs and the requirement for all countries to report back on progress to the High Level Political Forum, it is worth considering how providers can use this process and its political momentum to support use of results frameworks which address the Leave no one behind agenda.

How does Leave no one behind align with existing development cooperation principles and priorities?

This box is intended to situate the Leave no one behind agenda in the context of some key ideas which have informed development policy and development cooperation over the past few decades.

Inclusive growth

Over decades, the aid and development community has debated the relative priority to be accorded to interventions aimed at promoting growth or directly reducing poverty. Mantras such as 'inclusive', 'broad based' and 'pro-poor' growth have attempted to square the circle. Many donors and countries have ended up with a mixed portfolio of interventions that aim to promote growth and poverty reduction – each with genuflections to the other. But often these do not incorporate plausible theories of change about how and when the benefit of growth will result in improvements for people currently left out - or distributional analysis showing growth delivering for the P20.

The Leave no one behind agenda should change this. It should increase the demand for data which shows who has been targeted and who has benefitted. This data will provide better evidence on what types of investment are most effective, not only in improving the rate of growth, but in narrowing the gap between the poorest and the rest of the population.

Country and income group as test of poverty focus

Most of the criteria for aid eligibility and for assessing poverty-focus are based on countries and income groups. However, income group classifications do not help to target those left behind: more than half of the poorest people globally (the P20) live in middle income countries; some upper middle income countries have significant proportions of their population in the global poorest 20% (32% in Namibia for instance) and even among Least Developed Countries there is a big variation. However, it is also true that many poor countries have very large proportions of their population in the global P20 (for example: DRC 86%, Rwanda 74%, Ethiopia 43%). For those countries, improvements at the national level are more likely to result in improvements for the global P20 - if not for those furthest behind within that country. So a focus on very poor countries - home to the bottom billion - remains relevant. But it is not a sufficient condition for reaching people who are left behind. Results data, globally and at other levels, clearly need to reflect this.

Dollar a day

Dollar a day or the international poverty line, now set at USD1.90 PPP has been used as the benchmark of progress out of poverty. Leave no one behind sets a new and more transformative standard, which recognises that even if you are above the poverty line, you may still be left out of progress.

Consumption floor

This is a critical concept for Leave no one behind. The consumption floor was originally conceived as the number of calories needed for a person to be productive. Now it has been measured by the lowest observed sustained levels of consumption. Martin Ravallion estimates the consumption floor to be approximately USD1.0 PPP in 2011 prices and to have remained practically unchanged over 30 years - although fewer people are living at that level. The consumption floor is a critical concept for Leave no one behind for two reasons: first these are the people furthest behind and the Declaration states that "we will endeavour to reach the furthest behind first". The second is that **if the consumption floor does not rise, progress for the poorest will be dragged down** and the gap between the P20 and the rest will continue to widen. The bounds for the bottom quintile, decile or whatever unit are the consumption floor at one end and the income of the richest person in that cohort at the top. If the consumption floor doesn't change the gap is harder to narrow.

Shared prosperity

Shared prosperity has become an important theme, not least for the World Bank and reflects increasing concern with inequality. The metric used by the Bank - and the OECD - is the bottom 40%. In terms of development cooperation priority to the poorest and reaching those furthest behind, 40% is too loose as an aggregate. In terms of politics, 40% is too large a group to target. The public can see that 20% is a minority that can receive special attention. But in popular thinking, 40% sounds close to half, and it is difficult to make the public case for special attention for half of the population. The concept of the P20 takes this reality into account.

Fragility, resilience, vulnerability and security

These words appear frequently in development policy and tend to be used to summarise an approach, policy intent or political focus: emphasising a problem such as whole areas being fragile or people being vulnerable – or the goals of promoting resilience and security. These ideas are very compatible with the Leave no one behind imperative because they already imply a focus on underlying causes of poverty. Where Leave no one behind can add further value is in sharpening awareness of the need for special attention to those (for instance the elderly or disabled people) who can be particularly badly affected by crises or those (for instance people from ethnic or religious minorities or the LGBT community) who might suffer particular exclusion or discrimination even when steps are being taken to reduce vulnerability and open up opportunity. And even where donors and partner government are taking steps to address fragility and vulnerability – the Leave no one behind insistence on disaggregated data is vital to show not just intention and action – but also measureable results that reach the P20.

Multidimensionality

It is now well understood in most agencies that ending poverty is not just about getting (and keeping) people over the USD1.90 PPP income poverty line, but about tackling all the other factors that cause and perpetuate poverty. Not just providing basic services in health, education and water and sanitation – but addressing the barriers in terms of assets and capabilities that prevent people from taking up opportunity and the exclusion and discrimination that stops people sharing in progress – whether that progress is access to information, the chance to participate in democracy or share the wider benefits of growth.

Oxford Poverty and Human Development Initiatives' Multidimensional Poverty Index and UNDP's Human Development Index are sophisticated mechanisms to present an overall picture of multidimensional poverty. But for most agencies, identifying a very limited number of key results indicators which are strongly associated with chronic poverty is likely to be more practical. We know that nutrition underpins health and the ability to learn and earn. We know that education for girls is strongly associated with fertility and child wellbeing. So identifying a limited number of interventions which are correlated with people being left behind, and where the results are not too complex to measure, offers a feasible way of addressing progress in combating multidimensional poverty.

Ownership

Leave no one behind is a bit of a challenge to this development effectiveness principle. Providers are to align themselves as much as possible with the country strategies and results frameworks, but some governments choose not to prioritise those parts of their population who are furthest behind (for reasons good and bad). Looking to the future, how much do we expect ODA to focus on populations who are left out of progress in all countries?

Leave no one behind is an opportunity for a legitimate discussion between development partners and country multi-stakeholders on results achieved, who they were aimed at, and what is known about who is excluded and why - in every sector and geography, not just social sectors. This is of course highly sensitive policy dialogue but should be a process moving towards a) recognition of exclusion and why (mechanisms, policies etc.) b) inclusion of those left behind in participatory data collection (beneficiary assessments) c) greater domestic accountability (this should be the first priority, before accountability to the UN or others). Evidence on Leave no one behind should be the foundation for this, leading to questions about policies and priorities for development cooperation and use of development cooperation results.

Inclusive partnerships

Currently we are seeing a trend away from government-government bilateral aid and more spending via special funds, multilateral agencies and private sector. Some providers have reported that they see themselves as one and often several, steps back from direct engagement with country systems, country results frameworks and country data sources. The results community should consider both how providers can build in assurances and checks that civil society, business and multilateral partners are country focused in their use of ODA - AND that they both understand and work to deliver on the Leave no one behind imperative. It is worth noting that the private sector has made huge progress in using new technology to segment the market and understand its customers, their wants and needs. One major UK retailer recently highlighted changes in the real, annual disposable income of its customers by quintile. If the private sector can understand what is happening to incomes of the poorest 20% of its customers and correlate that with the food they are buying and the publications they are reading, then the challenges of collecting similar data on the incomes and wellbeing of citizens may seem a bit more doable in the context of the data revolution: there is clear potential for partnerships with the private sector.

Transparency & Accountability

Leave no one behind strengthens principles of transparency and accountability, adding a level of specificity because it requires everyone to be counted and because the ultimate accountability is not only to taxpayers but also to the people who are supposed to benefit.

Whilst many of the poorest are never even counted by governments or agencies - and are therefore overlooked when it comes to the provision of services – other poor people have the experience of being surveyed and then seeing no resulting benefit. Whilst especially in the past, there have been genuine cost and logistical challenges in surveying individuals, families and communities, technology is making it easier for very poor people, even in remote areas, to explain their situation and provide feedback on the results that they see. Again, this highlights the close links between the twin ideas of Leave no one behind and the data revolution – both ideas inherent in the ambition of the SDGs.

This box benefitted from comments by Pradeep Itty of Swiss Agency for Development Cooperation and Paula Nolan of Irish Aid.

Part Two: How can Leave no one behind be incorporated into development cooperation results?

2.1 What concrete steps can providers take to incorporate Leave No one behind in approaches to results?

*General note - **don't let the best be the enemy of the good:** Actions on and attempts to show results for Leave no one behind should not be constrained or delayed by the lack of data and information. The extent to which the P20 are left behind and the existing knowledge on multidimensional deprivation and people likely to remain in chronic poverty is enough to justify urgent action and analysis of results while more sophisticated information is in development.*

2.1.1 Measuring who has been left out of progress

The first issue for operationalising Leave no one behind results is to be able to answer the question of who has been missed out from progress. How can a results framework start to answer this?

The principle is that providers should draw on SDG country data but both disaggregated data and comprehensive population data are likely to be absent in many places which are priorities for Leave no one behind.

Providers therefore need a twin track approach - track one is to work to encourage and support National Statistical Offices (NSOs) to provide SDG and Leave no one behind

relevant data. Track two is to support increased access to and other existing sources of data and information - including CSO and administrative data - using the energy of the data revolution on access, interoperability etc.

Providers should be open about the availability and quality of current data. We should avoid the use of models and estimates which often mask the poor quality of the underlying data and the need for investment in data capacity at the country level.

Providers could also develop and share questions to test the extent to which an investment is contributing to Leave no one behind, for example:

1) At what <u>level</u> is the investment targeted? Country level, income group, subnational level, vulnerable group? If it is not targeted, what is the theory of change which prevents people being left behind?

2) What is the stated <u>intention</u>? Is there a policy marker or do the intended outcomes and impact include reaching people likely to be left behind?

3) Does the <u>data</u> used and collected include disaggregations which enable conclusions to be reached on who has been included?

2.1.2   Outcomes and benchmarking - what should success look like?

A fundamental consideration for every country addressing the SDGs and Leave no one behind (not just providers of development cooperation) is what exactly is required on outcomes – and therefore in policy response and resource allocation? What should success look like?

The final list of SDG targets provides one clear benchmark. Under Goal 10 on reducing inequality, it calls for steps to "progressively achieve and sustain ***income growth of the bottom 40% at a higher rate than the national average***".[10]

The principle here is clear and has wider application in every country and sector. In nutrition, health, education, water and sanitation – but also in areas such as energy, transport, access to information and livelihood opportunity – the benchmark for Leave no one behind should be that ***improvements for the poorest should progress at a higher rate than the relevant average***. Because poverty and equity are not only matters of income – outcomes for the poorest in every area should increase faster than average, because otherwise, we build in growing disparity.[11] So, for instance, we should be looking for relatively stronger improvements in child mortality among the P20 in order to ensure that they are not left behind.

However, it is not enough for the rate of progress just to be higher than average. It has to be high enough to narrow the gap. Because those left behind are often profoundly disadvantaged in comparison with the rest of the population, a very significantly better rate of progress is needed to narrow the gap.

This is probably the most fundamental concept for achieving and monitoring results on the Leave no one behind imperative. It can be applied in any context. For instance, if a

provider and partner country focus on a particular group - such as disabled people - the result they should be seeking is that the rate of progress for people with disabilities should be better than the average for the rest of the population. Similarly, within a sector, the progress of the most excluded should be at a faster rate than the rest of the population. For instance, results for transport should reveal whether those furthest from the roads have seen faster progress than those already connected.

It is possible to combine milestone targets with Leave no one behind. For instance, where the SDGs have set a target (such as the number of new HIV infections (3.3.1) or universal access to electricity (7.1.1)), the Leave no one behind results approach should review the trajectories for different parts of the population to show whether those furthest behind are on a steeper curve.

For the majority of the SDGs it will be possible to establish clear baselines on the current status of the P20. Based on the principle above, that progress for the P20 should be greater than average progress, it should be possible to use results data to track and to show actual change for known people. These data can then be applied in the results frameworks of development cooperation providers.

2.1.3   Milestones and interim results

Providers could consider a series of milestone results, recognising that Leave no one behind is a major shift of perspective and that it will take time to incorporate. The results community plays a significant role at planning and investment stages. It helps to define the results to be achieved, specifying how they will be measured and from where the data will be sourced. They are not only involved in measuring results after the event. Here are some suggestions that can both create the environment where Leave no one behind is fully incorporated into the results frameworks and which monitor steps along the way.

As part of the enabling environment within their own agency or ministry, the results community could:

- Review, document and monitor what distributional analyses and disaggregations are used within their agency at project, country and corporate levels, showing what is already known and in use about who is included in progress.

- Engage in substantive dialogue with their own statistics and evaluation departments on the systematic incorporation of QGGAD or other disaggregations and build awareness of how the data revolution can support inclusion and opportunity for the poorest.

- Participate in developing a strong shared understanding of the Leave no one behind agenda, offering guidance, and building capacity to measure and monitor results that will be sensitive to vulnerability and exclusion.

To build a better Leave no one behind information base the results community could:

- Assess the state of data and information on who is left behind - documenting internal and external sources, so that there is good information on the availability of disaggregated data.

- Contribute to organisational standards and processes which are more likely to lead to inclusion. One such would be a standard that requires the timeframe over which

results are expected to be achieved to be explicit. Timeframe is more significant for the poorest - not only because of lower life expectancy or deprivations, like stunting, with life-long or even intergenerational consequences - but also because the rates of return are better from earlier investment. 'Later can mean never' for poorer people.

Even before data is available on the changes experienced by people who are left behind, the results community can collect and publish evidence on participation, provided that it has been built into the results framework at design stage and monitored throughout. They can therefore show the extent to which different groups of people have taken part in different programmes.

These milestones are all monitorable and can be used to show steps along the way until results can be delivered that show what share of benefits have been received by different parts of the population and whether the gap is narrowing between those left behind and everyone else.

2.1.4 The scope of Leave no one behind

Because the idea of Leave no one behind is clearly concerned with the needs of the poorest - their incomes, education status and access to things like water and sanitation - it is easy to assume that the Leave no one behind imperative does not apply beyond income and basic services. But the wording in Transforming Our World does not restrict the concept of Leave no one behind to social sectors or direct poverty interventions.

If you consider sectors such as information, energy and infrastructure, it is easy to see how the Leave no one behind imperative must also apply. Few people would argue that in any country it was fair for the rich to have access to fibre-optic broadband if the poor had to be content with dial-up - that would hold back participation and opportunity for the poor.

What outputs, outcomes and impacts should be monitored for the Leave no one behind agenda in areas such as energy, infrastructure and financial services? Just as environmental or gender impact is a routine part of investments, a Leave no one behind reflex can ensure that any investment also asks the question, "How are the benefits being distributed in a way that means the P20 are getting at least a proportionate share?".

These are matters of broad policy within which the results community operates. However, people working on results also have the opportunity to build in the right questions to results frameworks at a design stage. This can help generate information which can be used to monitor results more effectively as well as helping to ensure that every intervention includes those who are often overlooked. For example on energy questions could include:

- ✓ What proportion of any domestic energy output will measurably benefit the poorest 20% of households, how and over what timescale?
- ✓ If generation is to support industry and enterprise, what share of output will be accessible to small scale producers/livelihoods?
- ✓ To what extent will design, construction and maintenance work involve and benefit people often overlooked – for instance, will an effort be made to employ local underemployed young people or people with disabilities throughout the supply chain?

2.1.5   Being realistic about what is manageable, what can be measured and what is a matter of mind-set

Whilst it is accepted that the SDGs are indivisible – it is also clear that every country and provider cannot address 17 goals simultaneously – and that everyone will prioritise according to their context, available resources and the need to have a manageable number of policy priorities. No provider can aim to target resources on everyone who is left behind. Therefore providers (possibly in conjunction with developing country partners at country level) will need to consider how they can identify particular groups or categories of people who they wish to prioritise (in the light of existing and evolving provider policies) and look for complementary partnerships with specialised organisations.[12]

For any group or category of people who are then prioritised the key question remains whether their progress is at a faster rate than the rest of the relevant population.

Delivering results on Leave no one behind involves both regular, careful measurement and judgment informed by awareness of the characteristics and circumstances which are likely to lead to discrimination and inclusion. Clearly data and results, especially those which can point to different rates of progress of the P20 or others left behind, will reinforce the necessity for action. But in addition to the data, providers can ensure that their policy guidance asks the question - are results masking the fact that particular categories of people are being left behind? Asking this question is as important as having the data which will help answer it.

2.2   Results on the whole portfolio

If we are to ensure that the P20 benefit from progress on all of the SDGs then the Leave no one behind imperative needs to be built into agency strategy and every action intended to measure results on the SDGs at every level.

This requires agency-wide understanding of Leave no one behind, informed leadership and shared principles. As noted in the *Strengthening the results chain: Case Studies of results-based management by providers*",[13] the results chain relies on a narrative that links the contribution of project level results through to overall goals, in this case the Leave no one behind imperative.

The DCD Results Team has set out six challenges for providers' results frameworks.[14] Approaches to Leave no one behind should be reflected at 'Agency-wide' or 'corporate' level, in particular in the requirements to set out expected priorities and results, the theory of change and in articulating how results information is collected and used at different levels and for what purpose.

In order to embed Leave no one behind approaches, providers may find it useful to consider two things: a set of principles for Leave no one behind results and a tool for reviewing the agency portfolio (see section 2.2.2).

2.2.1   Principles for meeting and measuring Leave no one behind

1. Simple and easily communicated to the public in provider and partner countries.

2. Politically intuitive, based on clarity about who is left out and the concept of the poorest receiving a benchmarked share of measureable improvements.

3. Based on development results at country level, largely defined through the SDGs as the common point of reference.

4. Based on data collected at the country-level wherever possible and making use of project data as an interim measure of who has been reached. [15]

5. Capable of being applied in a wide variety of settings and sectors, for enabling investments, basic services, budget support, advocacy, public goods etc.

6. Realistic about the fact that both providers and developing countries will pick and choose a small subset of priorities from within the broad 17 goal SDG agenda. [16]

7. Realistic in measuring contribution rather than attribution.

8. Realistic for providers to implement over time.

9. Support the use of results information on the ground and the contribution of development cooperation to overall development processes in partner countries.

2.2.2.   Quick overview of the whole portfolio from a Leave no one behind perspective

The DAC peer review process assesses whether policy guidance sets out a clear approach to Leave no one behind, 17 however providers could also consider working to develop a simple matrix on investments and policies most conducive to Leave no one behind which could help to keep attention on the issue and guide officials to focus on those areas with most potential or worst performing. These elements could also be turned into measures or indicators which could be applied in Tier 3 of providers' results frameworks.
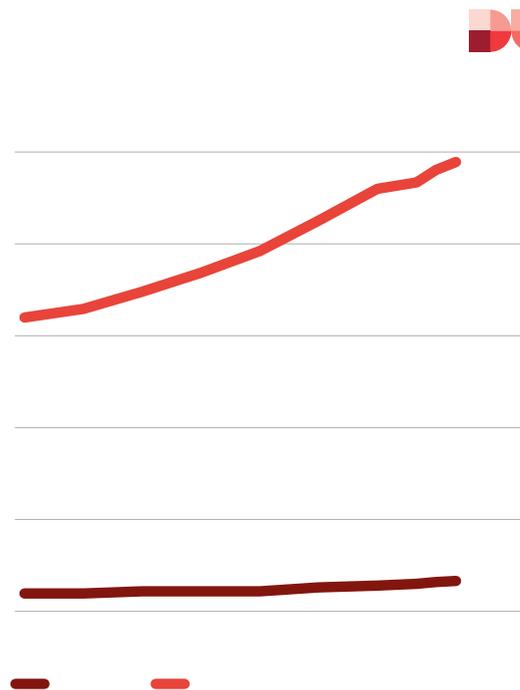
Ideas for a matrix showing the priority to Leave no one behind in providers' portfolios.[18]	
Is ODA going to the places where people most likely to be left behind live?	How do the provider's country allocations compare with the global distribution of the P20?
	What are the provider's subnational allocations compared with national distribution of poverty (or other metric)?
Is disaggregated data used?	What proportion of interventions and allocations use either distributional analysis or disaggregated data in programme design and targeting?
Are sectoral priorities likely to benefit people left behind?	How much funding goes to sectors most likely to be relevant to people at risk of being left behind?
Is there a robust theory of change?	What proportion of all investments have a theory of change which explains how more people will be included?
Is there high level commitment?	Is there a high level policy which commits the agency to Leave no one behind and explains how it will be delivered?
Are specific investments made?	What investments are made with the specific objective of strengthening capacity to leave no one behind - for instance in civil registration and vital statistics?
Are partners engaged?	What requirements are placed on partners, or what specific policy dialogues take place, to ensure that ODA channelled through every agency (provider government departments and agencies as well as multilaterals and CSOs) is taking active steps to include everyone in progress?

The P20 Initiative: Data to Leave No-one Behind

Simple intuitive measures and bellwethers of progress

The P20 Initiative is a simple, intuitive idea designed to focus attention on the status of the poorest people and those most likely to be left behind.

The P20 are the poorest 20% of people globally. It is clear beyond doubt, as the chart below shows that they are being left behind.

As noted earlier, under its shared prosperity agenda, the World Bank has focused on the poorest 40% of people in each country. But politically and intuitively, 40% is too big a slice of global and national populations to be made the subject of special priority.

The P20 Initiative shifts attention to the poorest 20%, which includes everyone in extreme income poverty (below USD 1.90 a day) plus those people vulnerable to slipping back into poverty and many of the people most likely to be denied opportunity or to be discriminated against by reason of their identity (gender, age, disability, ethnicity).
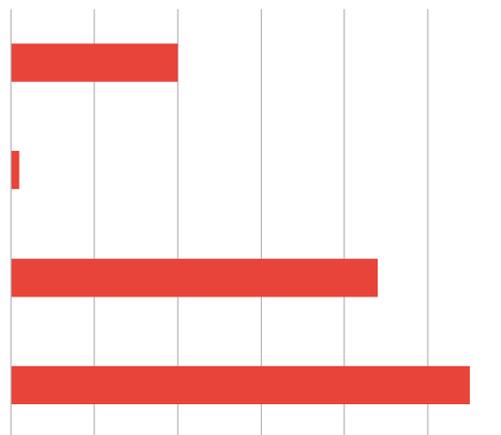
We argue that the P20 provides a short, specific, top-level answer to the question of who is left behind and a benchmark against which results can be measured, aggregated and made visible in the political environment.

Because it is clear that the income gap between the P20 and the rest of the population is continuing to widen, it is essential for Leave no one behind that the pace of progress is higher for the P20 than for the rest. This principle should also be applied to sectors beyond income.

The case for bellwether indicators

The shift from eight poverty-focused Millennium Development Goals to 17 Sustainable Development Goals with 169 targets and 232 indicators represents a great increase in complexity and huge challenge in terms of measurement and in explaining progress to both politicians and the public.

The P20 Initiative addresses this idea by selecting a small number of 'Bellwether' indicators. We have chosen the three bellwethers of: income, nutrition and civil registration to answer the questions: Are people better off? Are people better nourished? Are people known to their government? The evidence suggests that if these bellwethers are not going in the right direction then it is probable that the poorest 20% of people will be left further behind.

But this is not prescriptive - every agency and every government can choose its own priority sectors and top line bellwether indicators - preferably in line with SDG tier 1 indicators so that data is available - that show the direction of travel and whether the gap is closing between the P20 and everyone else.

The P20 is future-proofed as an idea because it covers both the imperative of eliminating absolute poverty and need to reduce inequality - ensuring that no one is left behind.

The SDGs recognise that the causes of poverty and exclusion exist in every country and that Leave no one behind is a universal agenda. The P20 idea can be applied not just globally, but to any community and to every country. It can be used to target and monitor the extent to which the poorest or most excluded 20% of any given population - the P20 - have been included in progress.

Part Three: Data to Leave no one behind

3.1 Sources of data to Leave no one behind: Where will Leave no one behind data come from?

Measuring results for the goals requires data on the outcomes for the SDG targets, revealing <u>what</u> has happened. Measuring results of Leave no one behind requires disaggregated data that tells us <u>who</u> has benefitted.

Where disaggregated data is available it is possible to see which groups are missing out. For instance, when UNESCO looked at access to education in Nigeria[19] they saw that the richest children have 9.7 years of schooling - the poorest 3.5. But within that they document substantial differences between rural and urban children and girls and boys. Most striking is the number of years of schooling received by Hausa girls at 0.3 years - ten times less than the average for poor children and over thirty times less than richer children.

At the World Data Forum (WDF) in 2017, it was clear that many NSOs are rising to the challenge of both providing data on SDG outcomes and of delivering increasing amounts of disaggregated data reflecting progress for different sections of the population. But it will take many years for the data revolution to deliver comprehensive, disaggregated data in every country because of the need to build national capacity. NSOs will, rightly, focus on the data for national priorities which may not be the same as the priorities of providers[20]. So in the short to medium term it will be a challenge for providers to rely entirely on NSO data.

This does not mean that monitoring results for Leave no one behind should wait until the data is available - but neither does it mean providers should start conducting surveys or other data collection which compromises or overlaps/ duplicates country-level data development.

There are many sources of existing data (administrative data, CSO data, subnational data) and new sources of information (for example from mobile phone providers) which can help to increase the amount of disaggregated data available at reasonable cost and within a timeframe that allows programmes to respond to emerging evidence. The challenge for providers is to use what data and evidence there is to target population groups most likely to be missed out, accepting that it will be necessary to make judgments in the absence of comprehensive data (while also taking steps to use what data there are and invest in improvements). It is clear from initiatives such as the OECD Knowledge Policy and Statistics process and the WDF that the statistical community is ready to embrace statistical innovation and provided that the provenance of data is clear, users can make informed choices about the reliability and comparability of different sources.

Over time the scope and quality of data should improve significantly. Although partners and providers will select priority goals from the full list of SDGs, they have all committed to the full programme of 17, so outcome data on the majority of Agenda 2030 should be available for all countries. Similarly, for Leave no one behind, the development of disaggregated data is already happening and should accelerate.

3.2 Data challenges

Data gaps: While disaggregation is an important principle, it is also necessary to ensure that data is being collected on the right issues. Numerous data gaps remain in areas that are specific to women and girls and the challenges that are unique to their experiences.[21] Most major surveys provide little information on gender identity or sexual orientation and little on people over the age of 49.

There are many people who are uncounted - especially those who are excluded. These include children without parental care, migrants and displaced people, people hidden within households - often people with disabilities, children who are not part of the biological family, and older people.[22] Clearly population and civil registration data needs to become more comprehensive. But while this is happening, delivering and measuring results on Leave no one behind requires at least awareness of the people who are likely to be missing from the data.

But while there is much to be improved in the availability of data to help deliver and measure results on Leave no one behind there is a lot that can be done now.

It is important to remember that the data that is collected is a reflection of the political environment and the prevalent biases and assumptions and interests of the agencies commissioning the data. So, for instance, we have very little economic or STD data on older people, probably because of assumptions that older people will not be working and will not be sexually active. Data on migrants is often missing from 'national' statistics because data may only have been gathered from citizens. Increased awareness of identities and in particular the things that lead to discrimination should feed through into a data environment that is more sensitive to those excluded from progress and at the very least raise questions about the comprehensiveness of the data.

3.3   How data can be improved?

There are four major implications for data resulting from the Leave no one behind agenda.

1. **No more reliance on averages** – data on averages inevitably masks the situation of the poor and excluded. Leave no one behind requires getting beyond averages and the need to count every individual.[23]

2. **Distributional analysis and disaggregated data -** The Agenda 2030 requirement to leave no one behind means that you need data on **relative progress between different groups of people,** which means you need to have disaggregated data. The UN has already endorsed the principle of data disaggregated by income, sex, age, race, ethnicity, migratory status, disability and geographic location.[24]

3. **Counting people -** Getting to zero demands a move away from prevalence data which tells about the probability of a result, to population based data - counting people and therefore investments in civil registration and vital statistics and censuses are required.

4. **Timeframe - it's not just the what and the who that matters, it's the when.** There is an important timescale aspect to the Leave no one behind imperative - failure to address an issue now will mean that people remain even further behind in the future: if babies are born stunted, they will never fully recover. If children leave school illiterate, they may not get a second chance.[25]

Attention to and investment in these four areas should be seen as a milestone in its own right and an enabling contribution to delivering results on Leave no one behind.

To follow up on the discussion in this paper please contact Tony German and Judith Randel

judith.randel@devinit.org   *tony@jrtg.org*

+44 794 776 2238   *+44 7876 595507*

skype judith.devinit.org   *tony.devinit.org*

Appendix 1

Transforming our World: The 2030 Agenda for Sustainable Development Declaration

Introduction

1. We, the Heads of State and Government and High Representatives, meeting at the United Nations Headquarters in New York from 25-27 September 2015 as the Organization celebrates its seventieth anniversary, have decided today on new global Sustainable Development Goals.

2. On behalf of the peoples we serve, we have adopted a historic decision on a comprehensive, far-reaching and people-centred set of universal and transformative Goals and targets. We commit ourselves to working tirelessly for the full implementation of this Agenda by 2030. We recognize that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development. We are committed to achieving sustainable development in its three dimensions – economic, social and environmental – in a balanced and integrated manner. We will also build upon the achievements of the Millennium Development Goals and seek to address their unfinished business.

3. We resolve, between now and 2030, to end poverty and hunger everywhere; to combat inequalities within and among countries; to build peaceful, just and inclusive societies; to protect human rights and promote gender equality and the empowerment of women and girls; and to ensure the lasting protection of the planet and its natural resources. We resolve also to create conditions for sustainable, inclusive and sustained economic growth, shared prosperity and decent work for all, taking into account different levels of national development and capacities.

4. As we embark on this great collective journey, **we pledge that no one will be left behind**. Recognizing that the dignity of the human person is fundamental, we wish to see the Goals and targets met for all nations and peoples and for all segments of society. And we will endeavour to reach the furthest behind first.

5. This is an Agenda of unprecedented scope and significance. It is accepted by all countries and is applicable to all, taking into account different national realities, capacities and levels of development and respecting national policies and priorities. These are universal goals and targets which involve the entire world, developed and developing countries alike. They are integrated and indivisible and balance the three dimensions of sustainable development.

6. The Goals and targets are the result of over two years of intensive public consultation and engagement with civil society and other stakeholders around the world, which paid particular attention to the voices of the poorest and most vulnerable. This consultation included valuable work done by the General Assembly Open Working Group on Sustainable Development Goals and by the United Nations, whose Secretary-General provided a synthesis report in December 2014.

Our vision

7. In these Goals and targets, we are setting out a supremely ambitious and transformational vision. We envisage a world free of poverty, hunger, disease and want, where all life can thrive. We envisage a world free of fear and violence. A world with universal literacy. A world with equitable and universal access to quality education at all levels, to health care and social protection, where physical, mental and social well-being are assured. A world where we reaffirm our commitments regarding the human right to safe drinking water and sanitation and where there is improved hygiene; and where food is sufficient, safe, affordable and nutritious. A world where human habitats are safe, resilient and sustainable and where there is universal access to affordable, reliable and sustainable energy.

8. We envisage a world of universal respect for human rights and human dignity, the rule of law, justice, equality and non-discrimination; of respect for race, ethnicity and cultural diversity; and of equal opportunity permitting the full realization of human potential and contributing to shared prosperity. A world which invests in its children and in which every child grows up free from violence and exploitation. A world in which every woman and girl enjoys full gender equality and all legal, social and economic barriers to their empowerment have been removed. A just, equitable, tolerant, open and socially inclusive world in which the needs of the most vulnerable are met.

Endnotes and references

[1] These are well documented in Robert Chambers "Whose Reality Counts", IT Publications, 1997, the outputs of the Chronic Poverty Research Centre and in particular the two major Chronic Poverty Reports, https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/2565.pdf Anirudh Krishna's 'stages of progress' research covered in his book, "One Illness Away: why people become poor and how they escape poverty" OUP 2010; and the very substantial work of the OPHI and its multidimensional poverty index www.ophi.org.uk

[2] "Transforming our World: The 2030 Agenda for Sustainable Development Declaration", https://sustainabledevelopment.un.org/content/documents/21252030%20Agenda%20for%20Sustainable%20Development%20web.pdf

[3] The full text of the Agenda 2030 Declaration, highlighted by the authors, is attached for reference at appendix 1.

[4] Development Initiatives, the P20 Initiative- data to leave no one behind, baseline report 2017. www.devinit.org/p20i/

[5] See CPRC 2004, 2010 and other references

[6] For example Paul Collier's work on the Bottom Billion has been very influential but the data clearly shows that if you want to get to zero poverty you cannot use the country as your unit of analysis because poverty can increase at the same time as the economy grows. The Fragile States agenda has also been seen as strongly poverty orientated but it is clear that this approach alone cannot deliver on the Leave No-one Behind agenda.

[7] See Krishna 2010 (full ref in endnote 1) and P20 baseline for data www.devinit.org/p20i/

[8] See Frances Stewart and others in https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9173.pdf

[9] Development Initiatives, Analysis of HLPF voluntary report references to Leave No-one Behind, June 2017, internal document

[10] https://unstats.un.org/sdgs/indicators/Official%20List%20of%20Proposed%20SDG%20Indicators.pdf our emphasis

[11] As Martin Ravallion has argued powerfully, if we do not take steps to raise the floor, (income or any other indicator) then because the lower bound of the bottom cohort will always be the floor, there will be a growing gap between the poorest 20% and everyone else. See "Are the World's poorest being left behind", Journal of Economic Growth (2016) 21:139-164

[12] We are assuming that whilst providers are, over time, taking steps to align their approaches to take account of the SDGs and Leave No-one Behind. It would be helpful to suggest how providers can address the Leave No-one Behind agenda and track results within the context of their existing policy priorities.

[13] "Strengthening the Results Chain: synthesis of case studies of results-based management by providers" October 2017 see http://www.oecd.org/dac/results-development/

[14] Ibid.

[15] ....and therefore not being dependent on new data collection – though of course providers are also broadly supportive of the data revolution call for more and better disaggregated data.

[16] Whilst recognising that over time all the elements of the SDGs have to be addressed and delivered on.

[17] DAC Peer Review reference guide 17 March 2017

[18] These may be particularly relevant to Tier 3, performance information, of a provider's results framework
[19] Source: UNESCO, 2009. Deprivation and Marginalization Report. Available at: http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/ED/GMR/html/dme-5.html Note: 'Richest' and 'poorest' are determined using wealth indicators (top and bottom national quintiles) from Nigeria's DHS.

[20] For example, a partner government might prioritise SDGs on energy, infrastructure and cities whereas their development partners might be focused on SDGs concerned with gender, inclusive growth and education.

[21] Data2X, whose mission is to improve the quality, availability and use of gender data, has identified 28 critical data gaps covering health, education, economic opportunities, political participation and human security see www.data2x.org

[22] Ironically, very rich people are also often missing from survey data

[23] Whereas in the past, having disaggregated data on everyone seemed a pipedream, the data revolution is making it possible to provide data on individuals at greatly reduced cost. Today companies routinely collect and analyse detailed, individual data on billions of people. Private and government investment to ensure that everyone is counted and that government statistical systems match the best corporate data is a critical and achievable component of Leave No-one Behind and the data revolution.

[24] https://unstats.un.org/sdgs/indicators/Official%20List%20of%20Proposed%20SDG%20Indicators.pdf

[25] See for example: http://www.unscn.org/layout/modules/resources/files/Policy_paper_No_18.pdf. For a broad review of evidence on the intergenerational transmission of poverty see a https://www.unicef.org/socialpolicy/files/LSE_Capstone_Intergenerational_Equity.pdf