



UNITED NATIONS  
PHILIPPINES



# Leaving No One Behind in the Philippines

Policy Note to implement the Philippines  
2024-2028 United Nations Sustainable  
Development Cooperation Framework  
in the Context of the United Nations  
Commitment to Leave No One Behind



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**Halfway to the deadline for the 2030 Agenda for Sustainable Development, we are leaving more than half the world behind (...) Worst of all, we have stalled or gone into reverse on more than 30 per cent of the SDGs. Unless we act now, the 2030 Agenda will become an epitaph for a world that might have been.**

*– Antonio Guterres, United Nations Secretary-General*

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# Foreword

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Leaving no one behind and addressing the needs of the most vulnerable is central to achieving sustainable development in the Philippines.

The disruptions caused by the COVID-19 pandemic, the polycrisis of climate, biodiversity, finance, and emerging geopolitical conflicts set back the progress of the SDGs by many years. This has resulted in, among others, worsening inequality and greater impoverishment of the most vulnerable sectors in Philippine society, putting at risk the fulfilment of Agenda 2030's overarching goal to leave no one behind.

Prepared through the collective effort of the whole UN system in the Philippines, this Policy Note is our contribution to the advancement of the Leaving No One Behind (LNOB) agenda for development in the country. It details how we are operationalizing our approach to LNOB and lists recommended areas and actions for the application of LNOB in the work of UN agencies in the country. By translating the LNOB agenda into concrete action at all levels of its engagement with partners in the country, the UN

seeks to ensure that the Furthest Behind and Those At Risk of Being Left Behind are able to gain

This Policy Note is part of a series initiated by the UN in the Philippines to guide the implementation action of the 2024-2028 United Nations Sustainable Development Cooperation Framework (CF). Topics include South-South and Triangular Cooperation, the Secretary General's Prevention Agenda, and Leaving No One Behind, among others.



**Gustavo González**  
*United Nations Resident and  
Humanitarian Coordinator*

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# Overview

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The promise of UN Member States to Leave No One Behind lies at the heart of the 2030 Agenda and is fundamental to ensuring that the benefits of sustainable development are experienced by all.

The COVID-19 pandemic, however, gravely impacted access to human rights, hindering the socioeconomic status and well-being of millions worldwide, reversing advances towards gender equality, straining social and economic systems, and thwarting progress towards achievement of 2030 Agenda and the LNOB commitment. Rising discrimination and exclusionary policies and practices, coupled with increased violence, including gender-based violence (GBV), are exacerbating these setbacks and challenging the achievements in the area of sustainable development, gender equality, and peace. Pressures on the most vulnerable are further increasing due to the impact of the challenging geopolitical situation and the threats of the triple planetary crisis – the impact of climate change, nature and biodiversity



**Pressures on the most vulnerable are further increasing due to the impact of the challenging geopolitical situation and the threats of the triple planetary crisis.**

loss, and pollution. Vulnerable groups have experienced these challenges most acutely, with women and girls disproportionately impacted.

To respond to challenges wrought by the pandemic and strive towards achievement of the 2030 Agenda, the UN in the Philippines has operationalized its approach to LNOB and made it central to its forthcoming work, the next generation 2024-2028 CF that will guide sustainable development work of all UN entities in the country. In doing so, the UN strives to identify and mitigate the factors contributing to increased risk and prioritize efforts that engage, empower and are led by groups at risk of being left behind. Through improved understanding of the needs of those at risk of being left behind, including those facing discrimination, socio-economic deprivation, shocks and fragility, geographical hindrances, and governance challenges, the UN in the Philippines will be able to identify gaps in programming, strengthen coordination among stakeholders, and partner directly with communities to define a sustainable pathway forward that meets their needs and empowers them as the leaders of their future.

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# Background and context

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## I. Global context

At the 2015 UN Sustainable Development Summit, all 193 UN Member States – including the Philippines – signed on to the 2030 Agenda to “free the human race from the tyranny of poverty” and “take the bold and transformative steps ... urgently needed to shift the world onto a sustainable and resilient path”. At the center of the 2030 Agenda and the SDGs, the LNOB commitment “*represents the unequivocal commitment of all UN Member States to eradicate poverty in all its forms, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and humanity as a whole.*”

In 2017, the UN published **Leaving No One Behind: Equality and Non-Discrimination at the Heart of Sustainable Development – A Shared United Nations System Framework for Action** which depicts rising inequalities and the threat they present to sustainable development, reiterates the UN mandate for sustainable and more equitable development, and presents the UN approach to inequalities and discrimination and the shared framework for action. The framework puts special emphasis on those left furthest behind and the most excluded, particularly women and girls, children and youth, older persons, persons with disabilities, persons living with HIV/AIDS, indigenous peoples, displaced groups, and others. It is designed to ensure that equality and non-discrimination are prioritized in pursuit of the SDGs, with the view that “inclusive and sustainable development is the best way to prevent conflict and crisis and to generate equitable progress for all people everywhere.” It emphasizes equality, non-discrimination and equity, while seeking to address inequalities (between social groups, in income and in opportunities), as well as intergenerational inequity and inequalities among countries. This

was followed in early 2022 by the guidance on **Operationalizing Leaving No One Behind: Good Practice Note for UN Country Teams** to put the LNOB principle into practice. The Operational Guide defines the LNOB approach as reaching the poorest of the poor while also striving to combat discrimination and rising inequalities, as well as their root causes, and it emphasizes the need to identify and address “patterns of exclusion, structural constraints and unequal power relations”, “support measures to promote equality and reverse the trend of rising inequalities”, and enable the “free, active and meaningful participation of all stakeholders, particularly the most marginalized, in review and follow-up processes.” The Operational Guide provides a roadmap to identify the groups at risk of being left behind, the challenges confronting them, and the response needed to address these challenges and their root causes.

On the 75<sup>th</sup> anniversary of the UN in 2020, the Secretary-General issued **The Highest Aspiration: A Call to Action for Human Rights**. Recognizing that “people are being left behind” and the need to “promote a human rights vision that ... speaks directly to each and every human being,” the Call to Action for Human Rights also emphasizes the notion of LNOB in its Guiding Principles, with the need for: all human rights – economic, social, cultural, civil and political – to apply to “each and every human being”; our efforts to be “guided by the voices of those whose rights are affected”; gender equality at the core; human diversity to be understood as “an asset, not a threat”; our responses to account for age, gender and diversity; and a commitment to “meaningful dialogue, including with those who question or disagree.”

The 2021 Report of the Secretary-General, **Our Common Agenda**, was developed during the

COVID-19 pandemic in response to its global impact on the socioeconomic well-being of those most at risk of being left behind, coupled with the lingering and growing impacts of climate change and the need for increased solidarity to combat inequalities and growing divisiveness between communities. The LNOB principle represents the first of 12 commitments. Commitment 1 (Leave no one behind) points to key areas of action to help achieve the SDGs (universal social protection, adequate housing, education, decent work, digital inclusivity), with an emphasis on human rights. Two commitments focus on specific groups at risk of being left behind: Commitment 5 (Place women and girls at the center); and Commitment 11 (Listen to and work with youth). Other commitments emphasize inclusivity, participation and protection of at-risk groups to ensure no one is left behind in UN programming. Through this people-centered approach, **Our Common Agenda** recognizes that addressing the challenges of our time can only be achieved through direct collaboration with the people and assurance that no one will be left behind.

## II. National context

The Philippines has committed to international norms and standards to protect the most vulnerable and put in place related national legislation. Examples include:

- **Human Rights Treaties:** The Philippines has ratified eight of the nine core international human rights treaties. It has not ratified the Convention on the Protection of All Persons from Enforced Disappearance.
- **International Labour Organization (ILO) Conventions:** The Philippines has ratified 38 ILO Conventions (of which 30 are in force), including those under the 1998 Declaration on the Fundamental Principles and Rights at Work and its Follow-up.

- **Women and Girls:** The Philippines ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1981 and its Optional Protocol (OP-CEDAW) in 2003, committing to the International Bill of Rights of Women and associated protection mechanisms. The Philippines' Magna Carta of Women of 2009 (RA 9710), the women's human rights law, condemns discrimination against women in all its forms, further promoting and protecting the rights of women.
- **Indigenous People:** The Philippines ratified the International Convention on the Elimination of all forms of Racial Discrimination in 1967. The Indigenous Peoples Rights Act of 1997 (Republic Act 8371) created a National Commission on Indigenous Peoples (NCIP) that seeks to preserve indigenous culture, traditions and institutions, protect indigenous persons and prevent discrimination against them, and prioritizes the rights of indigenous communities to ancestral lands, among other things.
- **Forcible Displacement and Statelessness:** The Philippines acceded to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol in 1981. In 2011, it became the first country in Southeast Asia to ratify the 1954 Convention relating to the Status of Stateless Persons and, in 2022, it became the 78<sup>th</sup> country to accede to the 1961 Convention on the Reduction of Statelessness. Consequently, The Philippines is the first and only country in the region to accede to both statelessness conventions. Rights-based legislation is needed to protect internally displaced persons (IDPs) in line with the UN Guiding Principles on Internal Displacement and other international and national frameworks



such as RA 11696 or the Marawi Siege Victims Compensation Act.

- **LGBTQI+ Persons:** Twenty-four local government units (LGUs) have passed Anti-Discrimination Ordinances prohibiting discrimination based on Sexual Orientation or Gender Identity or Expression and providing remedies to victims. National legislation which prohibits discrimination on the grounds of sexual orientation has not been adopted.
- **Persons with Disabilities:** The Philippines ratified the Convention on the Rights of Persons with Disabilities in 2008. The Magna Carta for Disabled Persons of 1992 (RA 7277) provides for rehabilitation, self-development and self-reliance of persons with disabilities and their integration into society. The Instituting a Policy of Inclusion and Services for Learners with Disabilities in Support of Inclusive Education Act of 2022 (RA 11650) provides for the identification of, inclusion of, and education services for learners with disabilities and mandates all school districts, cities and municipalities to have at least one Inclusive Learning Resource Center. The Filipino Sign Language Act of 2018 (RA 11106) mandated the use of the national sign language in schools, broadcast media and workplaces. The Magna Carta for Persons with Disability of 2019 (RA 11228) provides automatic coverage to persons with disabilities under the national insurance programme.
- **Older Persons:** The Accessibility Law of 1982 (BP 344) ensures minimum requirements and standards for accessibility, including to older persons; the Anti-Age Discrimination in Employment Act of 2015 (RA 10911) prohibits arbitrary age limitations in employments; the Senior Citizens Center

Act of the Philippines of 1995 (RA 7876) that requires all cities and municipalities to have Senior Citizens Centers; and Expanded Senior Citizens Act of 2010 (RA 9994) which amends RA 7432 as amended by RA 9257.

- **Children:** The Philippines ratified the Convention on the Rights of the Child in 1990 and, in 2003, ratified the Optional Protocols on the involvement of children in armed conflict and on the sale of children in child prostitution and child pornography. Children are also protected via: the Act Prohibiting the Practice of Child Marriage and Imposing Penalties for Violations Thereof of 2022 (RA 11596); legislation increasing the age of consent from 12 to 16 years of 2022 (RA 11648); the Act on Special Protection of Children in Situations of Armed Conflict of 2019 (RA 11188); the Children's Emergency Relief and Protection Act of 2016 (RA 10821), which ensures emergency relief and protection of children before, during and after disasters; and the Foundling Recognition and Protection Act of 2022 (RA 11767), recognizing foundlings as natural-born Filipinos and ensuring their access to services, helping reduce the risk of statelessness among children. Other relevant laws include Domestic Administrative Adoption and Alternative Child Care Act (RA 11642) and Simulated Birth Rectification Act (RA 11222).

Since endorsing its commitment to the 2030 Agenda, SDGs and related targets, the Philippines has mainstreamed the 17 SDGs into the AmBisyon Natin 2040 and the Philippine Development Plan (PDP). As AmBisyon Natin drew on input from community members, the plan has LNOB principles at its core. The Philippines' long-term development vision is articulated as follows: "By 2040, the Philippines is a prosperous middle class society where no one is poor. People live long and healthy lives and are smart and innovative.

This vision collectively represents the aspirations of all people until 2040 and guides the development plans that operationalize this vision. The PDP 2023- 2028 has an overall goal “to achieve economic and social transformation for a prosperous, inclusive, and resilient society.” The plan has three objectives: (1) develop and protect capabilities of individuals and families; (2) transform production sectors to generate more quality jobs and produce competitive products; and (3) foster an enabling environment encompassing institutions, physical and natural environment, which promotes a prosperous, inclusive and resilient society. Across all three objectives, there is clear recognition of the need for strategies to address the needs of the most vulnerable. For example: (a) strengthening social protection programs to reduce risks of persons with disabilities, women, children, indigenous persons, persons in geographically isolated and disadvantaged areas (GIDAs); (b) enhancing the adaptive capacity of communities most vulnerable to natural hazards and climate change; (c) prioritizing vulnerable LGUs to access national programs and funds for disaster risk reduction, climate change adaptation, and disaster preparedness; (d) increasing access to housing for vulnerable sectors, such as low-income women, indigenous peoples, older persons, persons with disabilities, and others.

### III. 2024-2028 United Nations Sustainable Development Cooperation Framework

As part of the preparation of the new 2024-2028 CF, the UN in the Philippines prepared its [Common County Analysis \(CCA\)](#) that provides a comprehensive overview of the current situation in the country. The CCA found that the Philippines has been characterized by high inequality and concentration of wealth as economic growth has not translated into commensurate human development outcomes. Food and nutrition insecurity, maternal mortality and child stunting rates are high for a country aspiring to be an upper middle-income country (UMIC). The country is at high risk of the impact of climate change, and its exposure to natural hazards, continuous degradation of natural resource base and pollution already have serious consequences for the economy and health. Long-standing human rights challenges are both a cause and a consequence of inequality and development challenges. The peace process underway in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) has the greatest potential to deliver a lasting peace and eliminate key drivers of poverty and instability in the region. Further progress on the SDGs requires continued action for rapid recovery and making the economy more



Naima Apinton with her four children. Naima Apinton lives in the small village of Dagan in Kapatagan, Lanao del Sur. Photo from UNICEF

inclusive, competitive, innovative and resilient; making governance more transparent and accountable; promoting a more human rights conducive climate; supporting peace and development in regions that are also the most economically marginalized; promoting evidence-based and participatory policymaking; deepening commitment to leaving no one behind with focus on the vulnerable groups; strengthening the human rights-based approach to drug policies, investing in human capital; action on climate change, environmental governance and pollution; and reducing disaster risks emanating from climate change and increasing natural hazards. The CCA also includes a robust analysis of drivers of exclusion and adopted the UN framework for identifying groups left behind or at risk of being left behind (consistent with the analysis presented as part of this Policy Note).

The CCA provides the foundation for the 2024-2028 CF – the first new generation cooperation framework in the Philippines – that is the key strategic document that guides the work of all UN development system entities in their joint endeavor to support the country on its path to sustainable development and the achievement of 2030 Agenda. The CF embodies the global UN development system

reform aspirations underpinned by the UN system leading the sustainable development agenda through enhanced coherence, relevance and efficiency. The CF is transformative as it sets the stage for the UN's shift from development assistance to strategic and expanded partnerships for sustainable development, where greater focus is placed on policy development, capacity building, bringing forward global knowledge, supporting coalitions – locally, nationally and globally – and playing a strong development-enabling role. The CF is also transformative in how the UN works collectively – with much greater emphasis on internal collaboration, jointness, and shared expertise.

The three interlinked CF outcomes – in the areas of human capital development, inclusion and resilience building, human rights, rule of law, gender equality and peace; low-carbon economic development and decent work; and equitable climate-resilient development, natural resource management and disaster risk reduction – specifically target population groups left or at risk of being left behind, as identified in this Policy Note.



The Abdulgani family has been living in a makeshift house since the conflict between the Bangsamoro Islamic Freedom Fighters and the government broke out. Photo from UNICEF/Louie Pacardo

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# Strategic guidance on achieving the United Nations commitment to leave no one behind

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## I. Priority groups

People are left behind when they do not experience the same advantages of development as others in their society. People are also left behind when they experience more disadvantages than others in their society. While the drivers leading to certain groups being left behind in different outcomes will differ in each community and country, those living in extreme poverty as well as those who endure disadvantages or deprivations that limit their choices and opportunities relative to others in society are left behind. As there is not a standardized approach to LNOB across the UN system, it is important to harmonize the approach at the country level.

While all community members in the Philippines face the challenges of the pandemic, climate change, and natural disasters, the impacts are amplified for some. The pandemic had a gendered impact, disproportionately affecting women and girls as gender inequalities and socio-economic barriers have been exacerbated. Groups that simultaneously contend with other challenges, like economic limitations, geographical hindrances, conflict, displacement, GBV, discrimination and exclusion are at heightened risk of being left behind. The UN in the Philippines and its partners have sought to respond to these challenges, with a focus on those most at risk. Nonetheless, gaps remain, requiring attention to ensure no one is left behind. To best understand the experiences of the individuals, households and communities targeted by UN interventions, it is vital to hear their first-hand perspectives and to ensure these perspectives are central to the advocacy, policies

and programming developed on their behalf. This first step requires identifying who is left behind in each development outcome and understanding their specific needs and interests.

### A. The furthest behind and those at risk of being left behind

Individuals who are already identified as the furthest behind and at risk of being left behind include:

- **Indigenous Peoples**
- **Residents in vulnerable locations** (peri-urban/urban settlements, informal settlements, urban and rural poor communities, geographically isolated areas, other hard-to-reach zones, individuals lacking sufficient financial resources or communities experiencing continuous poverty, those with contaminated/degraded natural resources thwarting livelihoods and natural disaster prevention)
- **Forcibly displaced persons** (IDPs, asylum-seekers and refugees in the Philippines; human trafficking victims in the Philippines and abroad)
- **Stateless persons and populations at risk of statelessness**
- **Persons with disabilities**

- **People living with HIV/AIDS**
- **Conflict-affected communities** (including in Mindanao and the BARMM)
- **Specific categories of children** (notably indigenous children; children in geographically isolated areas or other hard-to-reach zones; children with disabilities; [unaccompanied] displaced children; street children; children in situations of trafficking or forced labor [including children exploited in prostitution, and those victimized through online sexual abuse and exploitation]; children in emergency contexts [natural disasters, armed conflict, etc.] and the less visible [e.g. children in conflict with the law, street children/street-dwelling children, children left behind by Overseas Filipino Workers]).
- **Specific categories of women/girls** (notably indigenous women/girls, older women/girls, women/girls in geographically isolated areas, women/girls with disabilities, displaced women/girls, conflict-affected women/girls, women/girls affected by disasters, women/girls who are victims of abuse, women/girls deprived of liberty, or women/girls who use drugs, LGBTQI+ women/girls, women migrants, etc.)
- **Older persons** (with emphasis on, but not limited to, older persons deprived of liberty)
- **Disaster survivors** (of typhoons, floods, landslides, earthquakes, tsunamis, climate change, rising sea)

## B. Those for whom official data is lacking or who go unrecognized

Individuals for whom official data is lacking or who often go unrecognized are also among the furthest behind and at risk of being left behind, as well as those who for other reasons are at risk of being left behind:

- **Specific categories of workers** (workers engaged in precarious, dirty, dangerous and demeaning jobs, workers in non-standard forms of employment, workers in sectors at high-risk of job disruption, those in the informal sector and micro-, small- and medium-sized enterprises, migrant workers, domestic workers, small farmers, landless laborers, fisherfolk, market vendors, etc.)
- **Street dwellers/persons living in the street** (including those who lose their homes to natural disasters)
- **LGBTQI+ persons.**
- **People deprived of liberty** (with emphasis on older persons, youth, women and chronically ill persons in prison, as well as formerly incarcerated persons)
- **People who use drugs, are at risk of using drugs or are accused of using drugs** (with emphasis on children and women who use drugs, children involved in drug trafficking, out-of-school youth at risk of using drugs, sexually abused girls at heightened risk of using drugs, family members of those who use drugs or who are accused of using drugs, etc.)
- **Human rights defenders and humanitarian activists / advocates and workers** (i.e. those who face risk of targeting and retaliation for their work, as well as the communities served by them)

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### C. Key risks facing priority groups

Drawing on the 2018 United Nations Development Programme discussion paper and framework, and analyzing the circumstances on the ground in the Philippines, the following factors place some individuals, households and communities at heightened risk of being left behind in the Philippines:

- 1. Discrimination:** Several of the groups at risk of being left behind face discrimination in accessing their rights, and in benefiting from programming and services. For some groups, legislation is needed to support this access but is currently lacking. For many, advocacy and awareness-raising are necessary to shift perspectives within the government, civil society, and communities.
- 2. Socio-economic status:** Individuals, households and communities with limited resources live in precarity. They may struggle to meet basic needs and are at heightened risk of vulnerability to shocks. Targeted support should enable people living in poverty to recover, notably from pandemic setbacks, and empower them to strengthen the foundation and resilience to withstand future challenges.
- 3. Shocks and fragility:** Communities in the Philippines face several, significant risks of exposure to shocks, including: the COVID-19 pandemic and the potential for a future pandemic, which is exacerbated by ecosystem degradation (as 75 per cent of all new diseases are zoonotic); disasters resulting from natural causes and from climate change; conflict and insecurity. Early warning and prevention systems are critical to support groups in areas most affected by shocks, alongside systems that favor prompt recovery after them. Government and community capacity-building measures are needed to support these prevention and response measures.

- **Pandemics** - Globally, the Covid-19 pandemic has exacerbated the socioeconomic divide

between communities within countries and across the world: over half a billion people have been pushed or pushed further into extreme poverty; one in three people (2.37 billion) did not have access to adequate food in 2020; child mortality increased by 45 per cent; and vulnerability to gender-based violence (GBV) has risen. These challenges have been particularly pronounced in the Philippines. Prior to the pandemic, the Philippines was on target to attain UMIC but has faced setbacks in this progress and towards achievement of the SDGs and the 2030 Agenda.

- **Disasters** - The Philippines is at high risk of natural disasters, including typhoons, flooding, volcanic eruptions and earthquakes, as well as climate change. There is concern about the potentially devastating impacts of a massive earthquake. There is a growing need to develop prevention and response measures to effectively address these challenges and their impacts on all sectors.
  - **Conflict and Insecurity** - Some communities, notably those in BARMM face the risk of conflict and insecurity, in addition to other challenges that place them at risk of being left behind. Continued efforts are needed to foster peace, build local capacities to lead, and ensure the engagement of groups from BARMM in United Nations and government processes.
- 4. Geography:** Due to the topography of the Philippines, with over 7,000 islands and mountainous terrain, many of the most vulnerable individuals, households and communities are in remote and/or hard-to-reach zones. The access of these communities to programmes and services is thus limited, as is the access of humanitarian and development actors to them. Extra efforts are needed to support this access and ensure civil society organizations (CSOs), faith-based organizations (FBOs) and other networks/groups representing LNOB groups can reach these communities. Technological developments may facilitate this access.

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5. **Governance:** Due to constraints in the protection and promotion of human rights, particularly of groups already at risk of being left behind, continued engagement and capacity-building efforts at the government level are vital.

6. **Intersection of factors:** Where these factors intersect, leading to multiple hindrances for any one individual, household or community, vulnerability to risks and shocks is elevated, further entrenching people in poverty and hindering their capacity to escape deprivation or for the country to achieve sustainable, equitable development. For instance, having fewer assets and lower education intersect frequently in identifying furthest behind individuals and households in several SDGs. Although it is important to identify the groups that are the furthest behind at any given time and to be aware of those at heightened risk of being left behind, it is equally important to recognize the variability of risk and vulnerability as well as the intersectionality of these. While the groups listed above may face elevated risk, in combination with other high-risk factors, some individuals and groups may face more acute risk. Similarly, the risk a group faces can change over time; the level of risk may be elevated for a period of time but subsequently decline. For this reason, it is important to understand the risk factors contributing to being left behind and the intersection of these risk factors, as well as their variability. To ensure an accurate depiction and understanding of the groups furthest behind and at risk of being left behind, it is vital to systematically collect disaggregated data on

them and to conduct regular monitoring and evaluation so that any worsening of a situation is identified along with new groups that may be at risk.

## II. Guiding principles for engagement

With the impact of the pandemic, the threats of climate change growing, societal division intensifying and a mere eight years remaining to achieve the 2030 Agenda and the SDGs, the need for close cooperation within the UN is pressing. The UN Country Team (UNCT) is the central forum for interagency coordination, enabling each agency to contribute to the joint efforts, drawing on individual entity expertise and local experience, notably groups at risk of being left behind. By collating data and information on these groups, the UNCT can identify gaps in programming, strengthen internal coordination and with other relevant stakeholders, and partner with community members and civil society actors to define a sustainable pathway forward that empowers the people as the leaders of their own future. Towards this aim, the principles outlined below should be given precedence.

### Are we leading by example?

- Is the UNCT presented as “One UN” so the LNOB position is joint and so all efforts in favor of human rights advocates and civil society actors are strengthened? Are humanitarian, development and peace actors and efforts in favor of LNOB truly united?
- Are we ensuring diversity in hiring within each of our respective agencies and at the broad UNCT level? Do we have staffing policies with diversity quotas? Are we holding each other accountable to a high level of diversity within our agencies? Are we implementing relevant strategies to ensure diversity and inclusion within our own offices (e.g. 2019 United Nations Disability Inclusion Strategy; Youth2030 strategy)? Do women, national personnel, indigenous persons, people with disabilities, older persons, people living with HIV, formerly incarcerated people, activists and other individuals representing

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groups at risk in the Philippines hold positions at varying levels of our agencies? Is staffing data disaggregated by gender, age and diversity and by title/level? Is it shared publicly?

- Are we effectively advocating for the government and other local actors to LNOB? Are we ensuring they can access groups at risk of being left behind?

### **Does Our Planning Reflect Our Commitment to LNOB?**

- Do the respective budgets of UNCT members include adequate funding for all LNOB activities – staffing, policy, projects, publications, LNOB technical working group (TWG), assessments/surveys/focus group discussions, direct engagement of LNOB groups, etc.)? What budget lines pertain specifically to LNOB? Are we including budget lines to facilitate access to groups that are hard-to-reach (accessible to people with visual/auditory impairments, persons with low literacy, persons with physical disabilities, persons in hard-to-reach islands or mountainous terrain, etc.)?
- Has each UNCT entity committed experienced staff to oversee LNOB efforts? Is this responsibility central to their role or supplementary (i.e. likely overlooked due to time limitations)?
- Are we including biannual review processes in partnership with groups at risk of being left behind to review and ensure our policies and programming accurately reflect their needs?

### **Are We Adequately Monitoring and Reviewing LNOB Efforts?**

- Are we disaggregating data, including within the UNCT, to show diversity in staffing? Are we disaggregating data on the target population to show our policies and programmes reach and benefit these groups? Have we developed a joint database to facilitate data-sharing?

- Are we conducting regular internal reviews? Are we conducting biannual review processes to assess our progress towards the LNOB commitment and address any gaps?

- Are we directly including and actively engaging groups at risk of being left behind in quarterly meetings and biannual review processes? Are CSOs, trade unions/workers' organizations, and other groups representing the needs and interests of LNOB groups engaged? Is each group at risk of being left behind engaged in these processes?

- Is feedback sought from all groups at risk of being left behind with respect to the CCA and the CF?

### **Are We Holding Ourselves Accountable?**

- Are we utilizing relevant scorecards to self-monitor and -assess (e.g. UNCT SWAP Gender Equality Scorecard; Youth2030 UNCT Scorecard)? Have we developed a LNOB Scorecard/marker?
- Are we conducting ex ante and ex post impact assessments to determine how UNCT programming is impacting groups at risk of being left behind and address any adverse impacts?

### **Cross-Cutting**

- Are we supporting the regular, active engagement of groups at risk of being left behind throughout the project/annual cycle (planning/CCA development, monitoring, annual review processes) and ensuring our partners, including the Government, do the same?



### III. Recommendations

The following are a series of recommended areas and actions for the application of LNOB by the UN in the Philippines, broken down by level: organizational (UN); community (CSO, networks/groups representing LNOB groups, etc.); and government. The recommendations can be prioritized and are not intended to be implemented all at the same time. Details of the recommendations are provided in the Annex.



**Although it is important to identify the groups that are the furthest behind at any given time and to be aware of those at heightened risk of being left behind, it is equally important to recognize the variability of risk and vulnerability as well as the intersectionality of these.**

#### Organizational Level

##### **Priority Action 1: Commit to leave no one behind at the leadership level**

*Recommendation 1.1.* Conduct a comprehensive internal review

*Recommendation 1.2.* Secure sufficient funding for each annual funding cycle

##### **Priority Action 2: Mainstream LNOB**

*Recommendation 2.1.* Integrate the pledge to leave no one behind into all strategies, guidance and policies that support the SDGs

*Recommendation 2.2.* Disaggregate data by age, gender and diversity

*Recommendation 2.3.* Organize awareness-raising sessions and capacity enhancement trainings

*Recommendation 2.4.* Share successful practices to leave no one behind

*Recommendation 2.5.* Integrate LNOB into the CF/CCA planning process, development and final products

*Recommendation 2.6.* Develop criteria to systematically identify groups at risk of being left behind

*Recommendation 2.7.* Prioritize regular coordination and networking

*Recommendation 2.8.* Prioritize internal accountability

#### Community Level

##### **Priority Action 3: Gain insight into, and build rapport with, the target community**

*Recommendation 3.1.* Raise awareness of the UN and the collective role of the UNCT

*Recommendation 3.2.* Conduct comprehensive analyses of the target populations in each region

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**Recommendation 3.3.** Assess the effectiveness of the community feedback mechanisms and build national capacities to oversee the mechanisms

**Priority Action 4: Mainstream LNOB in all engagements with the community**

**Recommendation 4.1.** Support civil society and networks/groups representing LNOB groups to collect people centered data to support the identification and monitoring of groups at risk of being left behind

**Recommendation 4.2.** Prioritize regular coordination and networking with community members, particularly at-risk groups

**Recommendation 4.3.** Ensure regular, active engagement of at-risk groups

**Recommendation 4.4.** Organize participatory assessments and reflection exercises with at-risk groups

**Priority Action 5: Support civil society actors and other local actors, networks and groups to leave no one behind**

**Recommendation 5.1.** Advocate in favor of CSOs and actors, and facilitate their access to groups in hard-to-reach areas

**Government Level**

**Priority Action 6: Improve understanding of the UNCT**

**Recommendation 6.1.** Raise awareness of the UNCT and its collective role

**Priority Action 7: Raise awareness of the role of civil society among the government actors at all levels**

**Recommendation 7.1.** Raise awareness and advocate in favor of civil society actors and other local actor

**Priority Action 8: Support the government to leave no one behind**

**Recommendation 8.1.** Support the disaggregation of data and identification of furthest behind in SDGs

**Recommendation 8.2.** Support the government to develop and implement legislation to support groups at risk of being left behind

**Recommendation 8.3.** Support the government, including local governments, to identify groups at risk of being left behind

**Recommendation 8.4.** Collaborate with the government to ensure accountability for protection and empowerment of at-risk groups

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## IV. Operational considerations

This Policy Note represents a first step towards operationalization of the LNOB principle in the Philippines. The 2030 Agenda and related SDGs require UNCTs to ensure no one is left behind in their operations, and the UN Resident Coordinator and the UNCT are committed to this in the Philippines. Nonetheless, a commitment to LNOB requires the following:

- **Engagement:** The responsiveness of the UN in the Philippines to target communities depends on the active and regular engagement with persons at risk of being left behind throughout the planning cycles. As CSOs are generally responsible for on-the-ground implementation of UN programming, close collaboration with them is essential, ensuring that each CSO partner best serves the interests and needs of groups at risk of being left behind and advocating for these CSOs to gain government support and unhindered access on the ground to the communities at risk of being left behind. CF Forums, which include civil society representation, are used for issue- and thematic-based collective consultations to inform CF implementation. This also requires increased efforts to engage outside of urban centers.
- **Strategic Interagency Coordination:** The Resident Coordinator Office (RCO) oversees the engagement of the UNCT on LNOB, with oversight by the Secretary-General and advisory support from Special Rapporteurs, and additional support from regional bureaus. In ensuring coordination of all UN organizations engaged at the operational level, it is important for the RCO to engage all entities at the strategic level and ensure a similar level of collaboration is undertaken among agency personnel on the ground through technical working groups and CF structures, planning and review processes.

While the UNCT provides a starting point for collaboration needed to ensure no one is left behind, success as “One UN” is made possible through involving personnel at all levels and fully using tools, such as the CCA and the CF. The RCO will oversee these, as well as any surveys or assessments conducted to better understand the factors contributing to being left behind and the groups at risk of being left behind.

- **Accountability:** System-wide accountability to the LNOB principle and to the groups at risk of being left behind is critical and can be achieved via effective implementation of the CF, agency LNOB scorecards/markers, ex ante and ex post impact assessments, and close collaboration with groups at risk of being left behind and the CSOs representing them.
- **Funding:** A firm financial commitment to LNOB and efforts to achieve the 2030 Agenda are vital. This requires sufficient funding at both strategic and operational levels. At the strategic level, this should encompass diversity and inclusion in staffing, the development of relevant policies and guidance, and advisory support from Special Rapporteurs. At the operational level, as LNOB is integrated into all SDGs, it should be understood as central to each SDG budgetary line, prioritizing groups at risk of being left behind in each activity or service and both assessing and monitoring for the potential of other groups to become at risk of falling behind.
- **Staffing:** All levels and categories of personnel should reflect the diversity of the local community and of the world, with each group at risk of being left behind represented at varying staffing levels and contributing their voices to both strategic and operational levels of the UN’s work.

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# Annex: Country-level areas and actions for the United Nations to leave no one behind in the Philippines

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The following are recommended areas and actions for the application of LNOB by the UN in the Philippines, broken down by level: organizational (UN); community (CSOs, networks/groups representing LNOB groups, etc.); and Government. Gender sensitivity/equality and diversity and inclusion should be understood as cross-

cutting priorities in the actions undertaken. Similarly, the capacity-building of national actors and the active engagement of community members, especially groups at risk of being left behind, should be central. The recommendations can be prioritized and are not intended to be implemented all at the same time.

## Organizational Level

### Priority Action 1: Commit to leave no one behind at the leadership level

Ensure a commitment to action at the UNCT leadership level, and at each entity, by: securing ample annual funding, dedicating qualified staff and LNOB technical working groups (TWGs), conducting regular, comprehensive internal reviews and trainings, and systematically partnering with community members, including groups at risk of being left behind, throughout the annual cycle.

#### *Recommendation 1.1. Conduct a comprehensive internal review*

Undertake a comprehensive internal review to self-assess internal knowledge, capacity and resources within the UNCT to fulfil the LNOB principle and achieve the SDGs for all. This should progressively include the following: examine internal human resources policies and practices, conduct a survey of all UN Philippines personnel to assess knowledge of the LNOB principle and measures personnel are taking to account for groups at risk of being left behind; drawing on the UNCT-SWAP Gender Equality Scorecard, the Disability Scorecard, the Human Rights Scorecard, the Youth 2030 UNCT Scorecard, and the targets and indicators defined by the 2030 Agenda, develop and utilise a LNOB Scorecard to track the progress of UNCT members in reaching individuals and groups at risk of being left behind and agency responsiveness to identified needs; develop a LNOB marker to monitor and track LNOB spending across the UNCT and to track policies, guidance, training, programming and investment made in support of those at risk of being left behind; and develop an action plan, based on the findings, laying out the steps to take to ensure no one is left behind in the Philippines. Use the marker and scorecard interchangeably to identify gaps and determine where additional funding and efforts are needed.

#### *Recommendation 1.2. Secure sufficient funding for each annual funding cycle*

Prioritize LNOB in funding goals and ensure the funding sought is sufficient to meet the identified needs with the aim to reach first those most at risk of being left behind. Draw on Recommendation 1 (Organization, Priority 1) to determine the amount of funding needed across sectors, offices and projects.

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## **Priority Action 2: Mainstream LNOB**

Mainstream the LNOB principle across all focus areas, just as it is across all SDGs. Hold each UN entity and all personnel responsible for LNOB. At the same time, recall that “if it’s everyone’s job, no one does it”. Thus, measures are needed to ensure everyone takes responsibility for leaving no one behind: designate personnel for LNOB oversight; designate human resources staff to ensure diversity and inclusion are priorities and that LNOB is mainstreamed throughout (ensuring groups are represented among personnel and that all personnel have sufficient knowledge to ensure no one is left behind in policies and programming); designate one person per entity to ensure LNOB is mainstreamed; support the LNOB TWG; and hold the LNOB TWG responsible for overseeing and supporting LNOB mainstreaming.

### **Recommendation 2.1. Integrate the pledge to leave no one behind into all strategies, guidance and policies that support the SDGs**

Ensure all strategies, guidance or policies developed to support achievement of the SDGs include the pledge to leave no one behind. As such, the LNOB principle will begin to be more mainstreamed throughout the UNCT, and implementers will become more accustomed to the concept and measures needed to leave no one behind.

### **Recommendation 2.2. Disaggregate data by age, gender and diversity**

Collect data disaggregated by age, gender and diversity. Monitor and assess the access of community members, especially LNOB groups, to rights, resources, services and programming. If gaps are identified, seek to improve access. Surveys and other assessments should feed into the data collected. Use a human rights-based, gender-sensitive approach in data collection and disaggregation.

### **Recommendation 2.3. Organize awareness-raising sessions and trainings**

Raise LNOB awareness among UN Philippines personnel through biannual awareness-raising sessions and annual trainings on LNOB, as a coordinated effort, engaging the UNCT and its subsidiary bodies, including technical, thematic and advisory groups, coordinators/focal points, as well as implementing partners, CSOs, FBOs, networks/groups representing LNOB groups, and community members.

### **Recommendation 2.4. Share successful practices to leave no one behind**

Develop and share a list of successful practices within the UNCT, utilizing it as a reference document to help ensure at-risk groups are not left behind in the Philippines.

### **Recommendation 2.5. Integrate LNOB into the CF/CCA planning process, development and final products**

Integrate the LNOB principle into the CCA and the CF. This includes a specific section on LNOB groups in the CCA, as defined in the UN CCA: Companion Piece to the United Nations Sustainable Development Cooperation Framework Guidance, and weaved throughout each section. Groups that are at risk of being left behind should be engaged in the CCA planning, review and reporting processes, alongside other community members, CSOs, FBOs and networks/ groups representing LNOB groups, and participatory consultations should be conducted with these groups. Part of this requires continuous cooperation and networking, as well as a clear analysis that entails joint processes to identify areas of need and gaps as well as common results areas, successful practices, and a unified way forward based on agreed priorities and divided tasks/responsibilities encompassed in a clear, joint plan of action to be pursued collaboratively.

### **Recommendation 2.6. Develop criteria to systematically identify groups at risk of being left behind**

Emphasize intersectionality, instead of focusing on groups as a whole (e.g. women, children, older persons, indigenous persons, forcibly displaced populations, stateless persons and populations at risk of statelessness,

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etc.), and define the criteria and circumstances or factors that render individuals, households and communities at heightened risk at different times. The factors that influence risk and render some groups more vulnerable to being left behind are outlined under the section on “Key Risks Facing Priority Groups.” These factors can be used as a guide to determine how vulnerability to risk may change. Each sector and all personnel should understand and demonstrate that, while one individual or household may be in need now (e.g. due to the pandemic), the same individual/household may not have previously been at risk and, similarly, may not face the same level of risk in the future. Another resource is ESCAP LNOB Platform (<https://lnob.unescap.org/>) which defines a set of circumstances to disaggregate a variety of SDGs emphasizing intersectionality.

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### **Recommendation 2.7. Prioritize regular coordination and networking**

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#### **A. United Nations Country Team**

The UNCT is the key and starting forum for collaboration, and the CF process offers the opportunity to collectively analyze successful practices alongside areas that require further attention to ensure no one is left behind, drawing on the respective mandates, priorities and focus areas, and partners of each UNCT agency. Emphasize the “One-UN” approach and present the UNCT leadership as a team collectively working toward a common set of objectives and drawing on respective mandates and focus areas to achieve those. Hold regular meetings among heads of agencies, and among personnel on specific areas of work (e.g. via thematic/technical working groups) to build collaboration, reduce overlap and ensure cooperative efforts are not pooled together at the close of the year to demonstrate collaboration retrospectively but, rather, to build in joint efforts from the start of each year/project and monitor progress throughout the year/project. Tap into the collective, ensuring groups are supported through collective efforts and drawing on successful practices.

#### **B. LNOB TWG**

The LNOB TWG is critical to the UNCT’s efforts to leave no one behind in the Philippines. Ensure the TWG terms of reference are regularly updated, and the TWG is active, meeting regularly and actively engaged in related activities. Ensure groups at risk of being left behind are actively engaged in regular (e.g. quarterly) LNOB TWG meetings and that groups which are not currently receiving adequate attention are considered. Engage the LNOB TWG Chair in UNCT leadership meetings, and ensure the TWG is engaged in planning and review processes (e.g. CCA). Ensure that UN entities actively contribute and take leadership, and that adequate resources are available to effectively run the LNOB TWG.

#### **C. Outcome Groups**

Outcome Groups (OGs) are key fora to support the implementation of the 2024-2028 CF through ensuring technical coordination, monitoring coherence, relevance and effectiveness of UN activities related to the achievement of individual outcomes. They lead the preparation of the annual CF Joint Work Plans (JWPs) within their Outcome. As such, they are key for consistent streamlining of the LNOB principles and approach

#### **D. Other technical working groups**

Recognize the importance of intersectionality to LNOB. Ensure TWGs are in place for specific groups at risk of being left behind, to supplement the work of the LNOB TWG. These TWGs can be viewed as branches of the LNOB TWG, supporting its work and collaborating closely with it. These include smaller TWGs supporting: the indigenous communities; persons with disabilities; LGBTQI+ community; children/youth; etc. In addition, other TWGs should also work in close cooperation with the LNOB TWG. To ensure success of each TWG and the overarching LNOB TWG, one person should coordinate each TWG to ensure all identified measures are taken and objectives are achieved and that each member of each TWG has a clearly defined role/responsibility to help meet the stated objectives. No one LNOB group or TWG should be viewed as a “standalone” group. Each group identified as at risk of being left behind is relevant to, and comprised in, all other marginalised groups.

### **Recommendation 2.8. Prioritize internal accountability**

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Ensure the UNCT holds itself accountable to LNOB: Seek the opinions of LNOB groups, CSOs and networks/groups representing LNOB groups (e.g. indigenous persons’ groups, youth clubs, women’s rights organizations, disabled people’s organizations, trade unions/workers’ organizations, etc.); use the scorecards and markers to self-monitor and self-assess; and conduct ex ante and ex post impact assessments to gauge the UN’s impact on groups at risk of being left behind.

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## Community Level

### **Priority Action 3: Gain insight into, and build rapport with, the target community**

#### *Recommendation 3.1. Raise awareness of the UN and the collective role of the UNCT*

Raise awareness on the UN, its role, programming and initiatives within communities, and stress the UN in the Philippines as “One UN” through awareness-raising exercises, the active engagement of at-risk groups, and improved support with community feedback mechanisms and other community-based reporting.

#### *Recommendation 3.2. Conduct comprehensive analyses of the target populations in each region*

Undertake a comprehensive analysis of the target populations to understand their first-hand perspectives, needs, and interests, identify gaps as well as capacities within the community, and gauge their understanding of the UN and its role and limitations. The analysis should include: surveys of target populations to gauge their needs and understand if the UN is meeting them; and assess their knowledge and understanding of the UN and its role in the Philippines; focus group discussions (by age, gender and diversity), as a follow-up to the surveys, to dig deeper into the findings; and a root cause analysis to elaborate on the findings of this Policy Note and ensure clear understanding of the groups at risk of being left behind and already left behind in the Philippines, as well as the underlying causes contributing to their status. Ensure each region, in both urban and rural areas, and hard-to-reach zones are covered in the analysis, and that CSOs and networks/groups in close consultation with at-risk groups and human rights defenders, outspoken advocates and activists are emphasized in the survey distribution and focus group discussions.

#### *Recommendation 3.3. Assess the effectiveness of the community feedback mechanisms and build national capacities to oversee the mechanisms*

Evaluate awareness among community members of the community feedback mechanism, grievance mechanism, and PSEA (Prevention of Sexual Exploitation and Abuse) reporting mechanism, and assess the effectiveness of each. Where gaps are identified, implement awareness-raising efforts to ensure community members, especially those at risk of being left behind, are aware of the mechanisms and understand how to use them. Ensure the mechanisms are accessible to those with visual/auditory disabilities as well as those residing in hard-to-reach areas. Support civil society, networks/groups representing LNOB groups and human rights institution / mechanisms to develop, update and/or effectively implement the community feedback mechanisms.

### **Priority Action 4: Mainstream LNOB in all engagements with the community**

#### *Recommendation 4.1. Support civil society and networks/groups representing LNOB groups to collect people-centred data to support the identification and monitoring of groups at risk of being left behind*

Train and collaborate with civil society actors and networks/groups representing LNOB groups to collect data disaggregated by age, gender and diversity. Support them to collect, analyze, monitor and update this data regularly to track at-risk groups and to use a human rights-based, gender-sensitive approach in data collection and disaggregation.

#### *Recommendation 4.2. Prioritise regular coordination and networking with community members, particularly at-risk groups*

Partner with community members, directly and through CSOs and networks/groups representing LNOB groups on the ground. Implement a commitment and agreement to regularly engage networks and groups that represent groups at risk of being left behind (e.g. IP groups, youth clubs, women’s rights organizations, disabled

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people’s organizations, trade unions/workers’ organizations, etc.). Ensure those selected to represent groups at risk of being left behind (via CSOs, groups, clubs, networks, trade unions, etc.) well represent them. Ensure gender equality and diversity within these groups. Engage national and civil society actors to collaborate in partnership with community members, particularly groups at risk of being left behind, through LNOB networks/working groups.

**Recommendation 4.3.** Ensure regular, active engagement of at-risk groups

Seek out the first-hand perspectives of community members, especially groups at risk of being left behind through their systematic engagement (e.g. at regular UN meetings and at each part of the project cycle – planning, implementation, monitoring/evaluation, and annual review processes, including CCA/CF). Ensure their feedback is obtained on related policies and reports (e.g. CCA, CF).

**Recommendation 4.4.** Organize participatory assessments and reflection exercises with at-risk groups

Organize biannual reflection exercises with groups at risk of being left behind to ensure their perspectives are at the core of planning and review processes. Organize participatory assessments and focus group discussions with groups at risk of being left behind (by age, gender, diversity) to gain insight into their respective experiences and perspectives, identify gaps and areas of need, and plan responses to these in partnership with them. Ensure individuals from all groups at risk of being left behind are included, participate actively and are heard in planning and review processes, regular meetings and discussions. To achieve this, explore the possibility of organizing joint participatory assessments with the Humanitarian Country Team (HCT) or the Inter-Cluster Coordination Group (ICCG) to mitigate the risk of interview fatigue.

**Priority Action 5:** Support civil society actors and other local actors, networks and groups to leave no one behind

**Recommendation 5.1.** Advocate in favor of civic space, and access of CSOs and actors, including in hard to reach areas

Access to groups at risk of being left behind is sometimes obstructed, even prompting closures of agencies and departures of personnel. Consider conducting an analysis on civic space and developing a strategy to broaden the space for the exercise of human rights and freedoms. Raise awareness and advocate in favor of civil society and other local bodies directly supporting vulnerable communities. Build understanding and collaboration between communities, the Government, local government bodies and civil society. Where necessary, take specific measures to ease entry of relevant actors into areas where access is obstructed. This may require advocacy, sensitization and awareness-raising exercises to increase familiarity with CSOs/local actors and the need for them. It also necessitates hearing directly from CSOs and networks/groups representing LNOB groups to understand their perspectives on the access challenges they face and the solutions they foresee best supporting them.

**Government Level**

**Priority Action 6:** Improve understanding of the UNCT

**Recommendation 6.1.** Raise awareness of the collective role of the UNCT in promoting LNOB

While there is awareness of the UN and its role broadly among Government actors, there appears to be confusion and ambiguity with respect to some UN agencies, misunderstood as international NGOs providing supplementary services. This misunderstanding is perceived as diluting the individual mandates of concerned agencies and results in a wider misconception of the UN’s role, impacting its credibility and effectiveness and hindering the ability of some UN agencies to advocate and build government awareness and capacity. It is critical to raise awareness of the UNCT leadership and personnel of its collective role and responsibility as “One UN” within key government ministries/agencies; present individual agencies and programming within the context of the CF; and hold bilateral meetings with the government, where the UNCT attends collectively as “One-UN” team. Use these meetings as an opportunity to discuss areas of overlap to ensure groups at risk of being left behind are supported, services/targets are not duplicated, and the government is engaged in and accountable to LNOB.



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**Priority Action 7: Raise awareness of civil society in the government**

**Recommendation 7.1. Raise awareness and advocate in favor of civil society actors and other local actors**

Urge the government to take actions that will support groups at risk of being left behind: Raise awareness of the critical role of civil society and CSOs and the need for both the government and the UN to lean on the work of CSOs, given their proximity to, and knowledge of, groups at risk of being left behind; explore avenues to protect and support human rights defenders, as well as other humanitarian and development service providers, to safely access and support groups in need; and find ways for Government actors and CSOs to work collaboratively in support of LNOB.

**Priority Action 8: Support the government to leave no one behind**

**Recommendation 8.1. Support the disaggregation of data**

Support the government to systematically collect data that is disaggregated by age, gender and diversity, with an emphasis on LNOB groups and a human rights-based approach. The collection of disaggregated data will enable the UN in the Philippines and other stakeholders to monitor and assess the access of community members, with specific emphasis on LNOB groups, to rights, resources, services and programming. Where gaps are identified, access can be improved for relevant groups. Regular surveys and other assessments should feed into the data collected. In addition to the Philippines Statistics Authority (PSA), local government agencies, UN entities, NGOs, CSOs, FBOs and other groups collect data on the populations they target. It is critical to collate this data and collaborate in its collection and use.

**Recommendation 8.2. Support government to develop & implement legislation supporting groups at risk of being left behind**

Advocate for, and support, the government to develop and implement rights-based laws, policies and public information campaigns to combat stigma, discrimination and exclusionary practices and to put its gender equality commitments into action, thereby supporting groups at risk of being left behind. Utilize the LNOB TWG to examine relevant legislation and put forth recommendations in favor of groups at risk of being left behind, in close collaboration with relevant actors (e.g. Office of the UN High Commissioner for Human Rights [OHCHR]).

**Recommendation 8.3. Support government, including local governments, to identify groups at risk of being left behind**

Work in close cooperation with local governments to review and regularly update the lists they develop for the identification of the most vulnerable households within communities, as most UN agencies, NGOs and CSOs rely on these lists and base the prioritization of their assistance on them. Cross-check the lists with any other lists held by the CSOs, other groups/networks to ensure commonality in approach and results. Give extra attention to groups that could be overlooked (e.g. children with disabilities, individuals who identify outside the gender binary, homosexual couples, people living in inadequate housing conditions, people who use drugs or are accused of using drugs, female-headed households, people with a family member incarcerated, etc.). Build local capacity for appropriate, non-discriminatory identification of the most vulnerable groups as well as data collection capacity to account for all groups with needs or at risk of being left behind. Consider collaborating with the leagues of elected officials to operationalize capacity-building of local authorities. In locations where a valid, reliable count of all vulnerable individuals at risk of being left behind is unlikely to be assured, conduct regular verification exercises and ensure regular independent analyses to account for all groups and reduce discrimination in the identification processes.

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**Recommendation 8.4.** Collaborate with the government to ensure that it is held accountable for supporting and empowering at-risk groups

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Engage the government and influence government agencies and staff at all levels (national, regional, local) to uphold the social, cultural, economic, civil and political rights of all people, including civil society actors and trade unions/workers' organizations. Shape the perspective of individual government actors and authorities at the local level; and adapt the same messaging and related efforts at other, broader and higher levels and sectors of the Government. Support the development of local governance systems that aim to identify, support and empower groups at risk of being left behind in an inclusive, proactive and effective way, and develop measures to hold them accountable. Develop and implement measures that hold the government accountable for protecting human rights defenders and activists, as well as trade union workers/workers' organizations and others representing LNOB groups at great risk, and ensuring their access to communities at risk of being left behind and/or in hard-to-reach zones.

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# Abbreviations

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<b>BARMM</b>	Bangsamoro Autonomous Region in Muslim Mindanao
<b>CCA</b>	Common Country Analysis
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>CF</b>	The Philippines 2024-2028 United Nations Sustainable Development Cooperation Framework
<b>CSO</b>	civil society organization
<b>FBO</b>	faith-based organization
<b>GBV</b>	gender-based violence
<b>HCT</b>	Humanitarian Country Team
<b>ICCG</b>	Inter-Cluster Coordination Group
<b>IDP</b>	internally displaced person
<b>IP</b>	indigenous people
<b>IPRA</b>	Indigenous People's Rights Act
<b>LGU</b>	local government unit
<b>LNOB</b>	Leaving No One Behind
<b>OG</b>	outcome group
<b>OHCHR</b>	Office of the UN High Commissioner for Human Rights
<b>NCIP</b>	National Commission on Indigenous Peoples
<b>PDP</b>	Philippine Development Plan
<b>PSA</b>	Philippine Statistics Authority
<b>PSEA</b>	Prevention of Sexual Exploitation and Abuse
<b>RA</b>	Republic Act
<b>RC</b>	Resident Coordinator
<b>RCO</b>	Resident Coordinator's Office
<b>SDGs</b>	Sustainable Development Goals
<b>TWG</b>	technical working group
<b>UMIC</b>	upper middle-income country
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team

## CREDITS

This document was produced by the Office of the United Nations Resident Coordinator (RCO) in the Philippines on behalf of the United Nations Country Team. RCO wishes to acknowledge the contributions of all stakeholders in preparing this document.

The latest version of this document is available on UN Philippines website at [philippines.un.org](https://philippines.un.org).

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