



The ‘leave no one behind’ index

Annex: methodology, policy analysis and references

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‘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.’ (UN, 2015)

This commitment to ‘leave no one behind’ is a critical part of Agenda 2030, and meeting it will require a new focus and ways of working across a range of issues and approaches, including data, policy and financing. Early action is vital: inaction in the early years of the SDGs will increase the effort required exponentially (Stuart et al., 2016). If sub-Saharan Africa is to eliminate ultra poverty by 2030, its current progress on this indicator will need to be nearly twice as fast, rising to over three times as fast if no action is taken by 2021.

The ‘leave no one behind’ index monitors the extent to which the 44 governments presenting their National Voluntary Reviews at the 2017 High Level Political Forum are set up to meet this commitment. The index measures governments’ readiness in three areas:

1. **Data:** have household surveys been conducted recently?
2. **Policy:** do countries have some of the core policies in place: are health services free at the point of access; are there anti-discrimination policies in employment; and can women own land?
3. **Finance:** do governments meet agreed spending targets in health, education and social protection?

This analysis is based on a desk-based review of recent country surveys, analysis of country policy documents, and centrally compiled information sources, and financing data published by the World Bank, UNESCO, the World Health Organization and the International Labour Organization.

The index shows that of the 44 countries presenting national reviews, 25 are ‘ready’ to meet ‘leave no one behind’ commitments, while 18 are ‘partially ready’. Data was unavailable for one country.

1. Methodology

1.1 Data

Countries were scored based on how recently a household survey has been conducted, a key step in enabling them to identify who is being left behind.

Relevant surveys include any one of the following:

- Demographic and Health Survey (DHS)¹
- Multiple Income Cluster Survey (MIC)²
- Living Standards Measurement Survey (LSMS)³
- European Union Statistics on Income and Living Conditions Survey (SILC)⁴

Results were also cross-checked with the data sources used for the World Bank's PovcalNet⁵ to establish whether any national surveys had been undertaken more recently.

Rating

- Ready: countries where surveys have been conducted within the past three years
- Partially ready: countries where surveys have been conducted within the past five years
- Not ready: countries that have not conducted surveys in the last five years

Ideally, the extent to which the surveys disaggregate findings by group (ethnicity, disability, etc.) as well as how they have informed policy and media discourse would have been considered, but this information is not available in comparative ways across countries and so was not included in the index.⁶ Also, DHS, MIC and LSMS surveys are sponsored by international agencies rather than countries themselves, and thus cannot be taken as a direct indicator of commitment to leave no one behind. They do, nevertheless, indicate the degree of readiness in each country.

1.2 Policy

ODI research (see Stuart et al., 2016) has identified three clusters of policy areas that evidence suggests are most effective in leaving no one behind and that align with the identified priorities of marginalised people:

1. key services;
2. public awareness, including anti-discrimination policies and public information campaigns; and
3. institutional and legal reforms.

The index reviews one policy area from each of these cluster, as follows:

1. Ensuring health services are free at the point of delivery. Every year, 100 million people are pushed into poverty by catastrophic health payments (Xu et al., 2007). Removing charges for health services so they are free at the point of delivery, is crucial to lowering barriers to access. Around one billion people do not receive the health care they need each year (WHO, in Brearly et al., 2013). Health outcomes and access to services are skewed by wealth, education, urban/rural location, gender, ethnicity and age (O'Neil and Piron, 2003). Studies have largely found that once fees were removed, the poor and marginalised have been able to access these services much more readily (Lagarde and Palmer, 2008; Yates, 2009, cited in Rabinowitz and Prizzon, 2015). However, policies need to be implemented effectively, and complementary policies put in place to avoid service quality deteriorating when user fees are eliminated (Rabinowitz and Prizzon, 2015). We have selected this policy because it is critical for leaving no one behind. It is also relatively easy to compare across countries, although other policies in other sectors will also be important.
2. Anti-discrimination laws. For some individuals and groups, discrimination bars the way to a host of public goods and services, including health care, education, employment, justice and the expression of political voice. Discrimination can hold them in poverty and undermine their engagement with markets and society. The strongest impact of anti-discrimination legislation is found in labour market policies, which is therefore the focus of our index (Marcus et al., 2016, cited in Stuart et al., 2016).
3. Legislation on women's land ownership. Access to (and control of) land for agricultural production is critical for livelihoods and the wellbeing of developing country rural households, as well as providing an important safety net for many urban households. Children whose mothers own land are up to 33% less likely to be underweight (Allendorf, 2007, cited in Stuart et al., 2016). Even when a legal system becomes more socially progressive in its application of the law, courts in some countries still uphold discriminatory

1. See: http://dhsprogram.com/Where-We-Work/#activeType=_all&printStyle=false&mLon=12.8&mLat=11.7&mLev=2&title=Where%20We%20Work&desc=

2. See: <http://mics.unicef.org/surveys>

3. See: <http://iresearch.worldbank.org/lsmssurveyFinder.htm>

4. See: <http://ec.europa.eu/eurostat/web/microdata/european-union-statistics-on-income-and-living-conditions>. For Japan, the relevant survey was the Comprehensive Survey of Living Conditions (CSLC)

5. See: <http://iresearch.worldbank.org/PovcalNet/povOnDemand.aspx>

6. It is one of the subjects of a separate ODI workstream – see Blampied et al. (2016).

cultural norms in relation to male inheritance and land ownership (Scholz and Gomez, 2004). Changes in the law, therefore, need to be supported by training to ensure implementation, and this is factored into our assessments in the index.

Our data source was primarily country specific policy documentation. We also drew on ODI's forthcoming Poverty Eradication Policy Preparedness Index (PEPPI) for countries covered by that index, and centrally compiled information sources: The L&E Global Knowledge Center⁷ on anti-discrimination; the US Department of State's Country Reports on Human Rights Practices for 2016⁸; Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) reports on women's access to land⁹; and the Social Institutions and Gender Index (SIGI)¹⁰ compiled by the OECD Development Centre.

Rating

Each country was given a ranking of 0, 0.5 or 1 in each area, according to the degree to which they had the policy or legislation in place and the extent to which it was implemented.

- Ready: countries with an overall score of 2 or above
- Partially ready: countries with an overall score of between 1 and 2
- Not ready: countries with an overall score of less than 1

1.3 Finance

Countries were assessed according to whether they met internationally agreed targets for spending on health, education and social protection. Spending on these three sectors, in addition to policy commitments, including those outlined above, will be vital for ensuring that no one is left behind (Greenhill et al., 2015).

The targets are:

- Education: meets either of the two targets set out by the Education for All (EFA) coalition: that education should account for 20% of total government expenditure or 6% of GDP. The data source is the World Bank's World Development

Indicators (WDI)¹¹, or where this was not available, UNESCO¹².

- Health: meets the Abuja target of 15% of government expenditure going to health. This target was agreed for African countries only but we consider it a reasonable target for other countries too. The data source is the World Health Organisation¹³, or where this was not available, the World Bank's World Development Indicators.
- Social protection: meets the ILO minimum threshold of 2.9% of GDP. The data source was the ILO's World Social Protection Report 2014/2015¹⁴, although it should be noted that some of that data is out of date.

Rating

Each country was given a ranking of 0, 0.5 or 1 in each area, according to the degree to which they had the policy or legislation in place and the extent to which it was implemented.

- Ready: countries that met the target in two or more sectors¹⁵
- Partially ready: countries that meet the target in one sector
- Not ready: countries that do not meet any of the targets

It is important to note that firstly, looking at aggregate spending across sectors does not take account of the distribution of spending within the sector, for example between primary and tertiary services, even though this is important for the 'leave no one behind' agenda. And secondly, some of the data, especially on social protection spending, is out of date, but is the most recent available published data that uses comparable definitions and formats.

1.4 Overall country rating

Each country was given an overall rating based on their rating across the three areas of data, policy and finance. For each of the three areas, 'ready' was awarded a score of 2, 'partially ready' was given a score of 1 and 'not ready' was a score of 0. The maximum score is 6, i.e. ready in all

7. See: <http://knowledge.leglobal.org/>

8. See: <https://www.state.gov/j/drl/rls/hrrpt/humanrightsreport/#wrapper>

9. See: <http://www.un.org/womenwatch/daw/cedaw/reports.htm>

10. See: <http://www.genderindex.org/>

11. <http://data.worldbank.org/data-catalog/world-development-indicators>

12. See: <http://data.uis.unesco.org/?queryid=181>. For Nigeria, see pages 289-290 of the Central Bank of Nigeria's Annual Report 2015: <https://www.cbn.gov.ng/out/2016/central%20bank%20of%20nigeria%20annual%20economic%20report%20-%20draft.pdf>

13. See: http://www.who.int/gho/health_financing/government_expenditure/en/

14. See: <http://www.ilo.org/global/research/global-reports/world-social-security-report/2014/lang-en/index.htm>

15. In recognition that the targets are demanding, that countries have other very legitimate priorities such as infrastructure, policing, etc. and that meeting all internationally agreed spending targets is likely to require more than 100% of a country's budget (Hagen-Zanker, 2011).

three areas, and the lowest score is 0, i.e. not ready in all three areas.

- Ready: countries with an overall score of 4 or above

- Partially ready: countries with an overall score of 2 or 3

- Not ready: countries with an overall score of 1 or less

2. Policy analysis

Country (in alphabetical order)	Policy
Afghanistan Overall: Partially Ready	Partially ready: <ul style="list-style-type: none"> – Basic health services are free in theory, although coverage is low – A legal framework sets out equal rights before the law for all Afghans – Legislation on women's access to land is not backed up by customary and religious legislation, and women generally cannot inherit or own land easily
Argentina Overall: Ready	Ready: <ul style="list-style-type: none"> – National legislation provides for universal health coverage – The constitution protects workers and establishes the principle of equality before the law – Legislation provides solid guarantees for women's access to land but implementation is lagging behind, and indigenous women remain disadvantaged
Azerbaijan Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – In theory user fees are not charged for health but the system is under-funded and informal payments are high – The constitution includes provisions on anti-discrimination, but the labour market remains segregated in practice – Legislation guarantees access to land and ownership of property regardless of gender
Bangladesh Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Universal health coverage is only expected to be reached by 2032 – Some legal provisions on anti-discrimination – Limited legislation provides for joint ownership of land by women and their husbands, but under Muslim and Hindu laws these are undermined in practice
Belarus Overall: Ready	Ready: <ul style="list-style-type: none"> – Comprehensive system of healthcare, largely free at the point of use – Lack of legislation prohibiting discrimination against women – Women have equal ownership and access to land
Belgium Overall: Ready	Ready: <ul style="list-style-type: none"> – Almost 99% of the population is covered by health insurance – Constitution guarantees equality between men and women, and rights and freedoms without discrimination – Women have equal ownership and access land
Belize Overall: Ready	Partially ready: <ul style="list-style-type: none"> – Weak legislative basis for universal health coverage but the government is committed to improving coverage, capacity and financing – The law provides for the same legal status and rights for women as men, but does not prohibit discrimination against disabled people – Limited information available about women's access to land
Benin Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Healthcare is not free at the point of use, and insurance covers only 20% of the population, but there is a commitment to UHC – Constitution prohibits discrimination based on race, sex and religion, and gives men and women equal social and economic rights – Gender equality legislation repeals customary practices limiting women's access to land, although women's ownership is still far below parity
Botswana Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – User fees are charged for health services for most people, but at a very low level – Legislation prohibits discrimination in employment on grounds of HIV/AIDS, disability, ethnicity and many other factors – Customary and religious law supersedes legislation intended to free women from requiring spousal consent to buy or sell land

Country (in alphabetical order)	Policy
Brazil Overall: Ready	Ready: <ul style="list-style-type: none"> – The unified health system provides mostly free, high-quality care to the population of Brazil – The Federal Constitution prohibits any kind of discrimination, including distinction of salaries, duties and admission criteria due to gender, age, skin colour or marital status – Access to land is legally guaranteed to women, and land can therefore be granted to a man or a woman irrespective of marital status
Chile Overall: Ready	Ready: <ul style="list-style-type: none"> – National health system is geared towards achieving universal health coverage – Constitution guarantees quality of opportunity with respect to public employment – Both legislation and law implementation mechanisms provide strong guarantees for women's rights to land ownership, although improvements are still needed in regards to rights of indigenous people
Costa Rica Overall: Ready	Ready: <ul style="list-style-type: none"> – Universal and collective medical social security system is in place – The Constitution prohibits discrimination in general and in regards to wages – Women have rights to property ownership and the law does not discriminate against them in access to land
Cyprus Overall: Ready	Ready: <ul style="list-style-type: none"> – There are small user fees for health services, although exceptions apply for vulnerable groups – Anti-discrimination legislation is in place with respect to gender, disability, and ethnicity – The right to property is guaranteed by the constitution, and no formal restrictions of women's access to land have been located
Czech Republic Overall: Ready	Ready: <ul style="list-style-type: none"> – Healthcare is not free at the point of use, but user fees are low and insurance compulsory – The Labour Code guarantees basic anti-discrimination principles, prohibiting discrimination in employment – Legislation does not limit women's access to land
Denmark Overall: Ready	Ready: <ul style="list-style-type: none"> – Most essential health services are free at the point of use, although there are charges for some services – Danish legislation prohibits discrimination on various grounds, including gender – Men and women are equal before the law and enjoy equal rights to hold property including land
El Salvador Overall: Ready	Partially ready: <ul style="list-style-type: none"> – Has appropriate legislative bases for health coverage but low performance leaves many citizens without access – The constitution and the legal code prohibit discrimination regarding race, gender, disability, language, or social status, but this is not effectively enforced in practice – Women and men have the same rights to own land under the Constitution and the Civil Code, although cultural discrimination remains
Ethiopia Overall: Ready	Partially ready: <ul style="list-style-type: none"> – User fees for healthcare exist but reforms have sought to systematize fee waivers, and community-based health insurance (CBHI) is being introduced – Labour Proclamation contains a general provision of anti-discrimination on the basis of sex, religion, political outlook "or any other condition, but obligations on affirmative action are not enforced – Women's land ownership is limited
Guatemala Overall: Ready	Partially ready: <ul style="list-style-type: none"> – Health protection remains largely paid by private citizens – The constitution and the law prohibit discrimination based on race, gender, disability, language, or social status, but in practice the government frequently does not enforce these provisions – There are no legal restrictions on women's access to land, although in practice women's land ownership is very low
Honduras Overall: Ready	Partially ready: <ul style="list-style-type: none"> – In health, legislative bases are present and the government has been taking steps towards expanding coverage, but the system has much to catch up on – The Constitution ensures the principle of equal pay for equal work without any discrimination – Despite some relevant legislation, several shortcomings in governance and rule of law greatly hinder women's access to land ownership in practice

Country (in alphabetical order)	Policy
India Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Some progress towards UHC for the poorest through a form of national insurance with positive impacts, although quality and coverage could be improved – India does not have a comprehensive specific legislation that addresses discrimination and harassment at the workplace, except in relation to sexual harassment – Women's equal access to land is guaranteed by law, although customs and traditional practices continue to undermine it
Indonesia Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Health insurance is available for a high proportion of the population but many are still without coverage and health services are not free of charge. Those insured must pay up to 40% of the cost. Universal coverage should be reached by 2019 – Indonesia does not have an overarching anti-discrimination law, but a patchwork of laws and sector-specific regulations prohibit discrimination and encourage equality – Although Indonesia's legal framework for access to land is positive regarding equality of ownership and inheritance of land by women, in practise this is difficult to enforce and women are discriminated against in accessing land
Iran Overall: Partially ready	Not ready: <ul style="list-style-type: none"> – User fees for basic healthcare are low, but exist. Plans have been put in place to make them free for those without access to quality healthcare, by providing free basic health insurance to those not already covered – Discriminatory civil and criminal laws are in place which subordinate women, some religions, homosexuals and others – There is some legislation protecting women's access to land, however in practice these assets come under the day-to-day control of men, and restrictions on women's movement and employment can prevent use of the land
Italy Overall: Ready	Ready: <ul style="list-style-type: none"> – Has a comprehensive system of health cover. Most services are free at the point of delivery, with some subject to cost sharing by patients, although exemptions apply for the poor and vulnerable groups – There is non-discrimination legislation in place – Women have the legal right to own land
Japan Overall: Ready	Ready: <ul style="list-style-type: none"> – Comprehensive and detailed health coverage and exemptions for co-payments for those who cannot afford to pay, as well as ceilings beyond which any payments are reimbursed – Anti-discrimination legislation is in place covering gender, race, age and other issues – Women have the right to non-discrimination in the ownership and access to land
Jordan Overall: Partially ready	Not ready: <ul style="list-style-type: none"> – User fees exist, subsidised by the government for all Jordanians, although children under-6 receive free insurance – The constitution states that all citizens are equal under the law and prohibits discrimination based on race, language, and religion, however, discrimination on the basis of gender and social status is not specifically prohibited. There are new legal provisions on discrimination against disabled people – The Jordanian Civil Code legislates for women's legal capacity to own land and enter into financial contracts; however, the main way that women come into land is to inherit, so their plots are small, and discriminatory practices hinder land acquisition by women
Kenya Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Although healthcare is not free at the point of use for most people, health insurance for the poor has resulted in coverage for some groups, and national health insurance systems are in operation – The constitution provides for non-discrimination based on several factors and requires the state to take affirmative action and other policies to redress previous discrimination – Changes to the legal framework to improve women's access to land have been instituted; however, customs and practices continue to undermine the changes
Luxembourg Overall: Ready	Ready: <ul style="list-style-type: none"> – Although there are up-front fees for healthcare, the vast majority of these are reimbursed and coverage is provided by the state and health authorities for those unable to pay – Anti-discrimination law prohibits discrimination on the grounds of religion, conviction or belief, handicap, age, sexual orientation, real or assumed membership or non-membership of an ethnic group – Luxembourg has equality in law and in effect when it comes to access to resources, including land

Country (in alphabetical order)	Policy
Malaysia Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Health user fees are very low, with exemptions for those that cannot afford them – The law does not prohibit discrimination with respect to hiring, and discrimination in employment has occurred with respect to women, members of national, racial and ethnic minorities, and disabled people – Civil law provides equal access to land for women, but Muslim women (most women in the country) are regulated by Sharia law and most land is distributed by inheritance (less than for men) and there are discriminatory land access issues for women
Maldives Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – User fees are covered at the point of delivery of healthcare, and a national insurance scheme backing this up – The 2008 Employment Act prevents discrimination in access to work on the basis of sex, among other things – Limited information is available on women's land ownership
Monaco Overall: unknown	No data available
Nepal Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Healthcare is free at the point of use for primary health care facilities and district hospitals – The 2015 constitution prohibits discrimination against certain groups, and has specific provisions for inclusion of disadvantaged groups. However, some areas, e.g. HIV/AIDS are not covered, and discrimination in employment continues to occur – The legal framework for access to land for women has improved in recent years; however, reports suggest that customs undermine the implementation of these new frameworks and there are relatively few reports of ways in which the government is trying to ensure equitable access
Netherlands Overall: Ready	Ready: <ul style="list-style-type: none"> – The healthcare system provides compulsory insurance to all which covers a 'basic' but very extensive range of treatments and prescriptions. Most of this is free at the point of delivery, although cost-sharing is applicable up to a ceiling, and for long-term residential care for those who can afford it – Dutch legislation prohibits discrimination on any grounds, including on religion, belief, political opinion, race, sex, and sexual orientation. Employment law also prohibits discrimination on the basis of age, sex, disability and chronic disease – The Civil Code ensures the right of all Dutch citizens to access land, and have separate or joint ownership for married couples
Nigeria Overall: Partially ready	Not ready: <ul style="list-style-type: none"> – User fees are charged and are high relative to average incomes – The law does not prohibit discrimination in employment and occupation based on race, sex, religion, political opinion, gender, disability, language, sexual orientation, gender identity, age, HIV-positive status, or social status. Gender based discrimination in employment continues to occur – The legal framework for protection of women's land inheritance and ownership rights is weak, and undermined by religious and customary law
Panama Overall: Ready	Ready: <ul style="list-style-type: none"> – Public funding for health is supplemented by cost recovery or co-payments. Maternal and child care is free but some more specialised services are charged for – The law prohibits discrimination based on race, sex, religion, political opinion, national origin or citizenship, social origin, and disability, but the government did not always enforce these prohibitions effectively – Law 68 established that the state is required to promote joint titling of land when spouses or partners in a de facto union legitimately purchase land, and various legislation and state entities guarantee women's land transactions
Peru Overall: Ready	Partially ready: <ul style="list-style-type: none"> – Peru has appropriate legislation in place and is taking the right steps toward achieving universal health coverage and quality services, but much still needs to be done both in terms of access and quality – The law prohibits discrimination with respect to employment based on race, color, sex, religion, political opinion, national origin, citizenship, social origin, disability, age, language, or social status. However, the government has not effectively enforced the law – The law provides for equality in land ownership, and gender equality, but it is not effectively implemented
Portugal Overall: Ready	Ready: <ul style="list-style-type: none"> – Although health user fees exist in Portugal for those who can afford them, 60% of the population is exempt from paying these, determined by their financial status. Others are covered by voluntary health insurance or employer-financed insurance or pay out of pocket – There is legal provision for non-discrimination – There is an adequate legal framework on women's access to land

Country (in alphabetical order)	Policy
Qatar Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Although for nationals healthcare is heavily subsidised, migrants can only access emergency services – The constitution prohibits discrimination based on some elements but disability, age or HIV status. Local custom has outweighed these laws and discrimination continues against women, non-citizens and foreign workers – All citizens have the same rights to own land, but in practice social norms and customs mean that women's access to these rights are limited
Slovenia Overall: Ready	Ready: <ul style="list-style-type: none"> – There is comprehensive, compulsory coverage for the entire population. Although cost-sharing for healthcare services mean that they are not free at the point of use, there is a flat rate for services with significant exemptions – Legislation prohibits any forms of discrimination, direct or indirect – There is no law discriminating against women's access to, ownership and control of land
Sweden Overall: Ready	Ready: <ul style="list-style-type: none"> – There are co-payments for healthcare services, but these are low and subject to a ceiling. The services available are highly subsidized and some services are provided free of charge – The Discrimination Act, prohibits discrimination based on sex, ethnicity, religion or other belief, disability, sexual orientation, transgender identity or expression and age – Women and men have equal rights to land, and no discrimination on the basis of sex has been found with regards to property rights
Tajikistan Overall: Partially ready	No data available
Thailand Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – Thailand has achieved universal health coverage and services are effectively free at the point of use – The 2014 Gender Equality Act prohibits gender discrimination, including in employment. However, it has not always been effectively enforced and discrimination continues against LGBTI people, migrant workers and women – In theory women have the same legal access to land as men, but only the head of the household may acquire land, usually considered to be the man
Togo Overall: Partially ready	Not ready: <ul style="list-style-type: none"> – Almost half of all health spending is out-of-pocket, through payment of user fees and cost recovery, or purchase of medicines – The law prohibits discrimination in employment against some issues but not HIV status or sexual orientation, and is not effectively enforced – Legislation provides equal legal status for women and men in access to land, although customary legal regimes undermine its efficacy
Uruguay Overall: Ready	Ready: <ul style="list-style-type: none"> – Uruguay has solid legislative bases and has achieved good results toward universal health coverage – Labour laws and regulations prohibit discrimination with respect to employment, and are generally effectively enforced – Legislation effectively protects women's equal access to land ownership, and there are no reported legal restrictions on women's access to land
Zimbabwe Overall: Partially ready	Partially ready: <ul style="list-style-type: none"> – 90% of the population is not covered by any form of health insurance, and there is no national insurance. – The law prohibits discrimination against some areas but not others, and is not effectively enforced – There is a constitutional equal right to access land, but it is undermined by discriminatory practices under customary law

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